

CHAPTER 6

CONCLUSION

6.1 Analysis

Grass-root assistance is the new project of Japan's ODA for this decade started as an action for the ODA reform. It has been expected to compensate for the weakness of ODA projects and to realize the ODA reform. It corresponds with the world trend on development assistance, a movement of public opinion in Japan in late of the 1980s, when civil actions to support the peoples in developing countries had populated and developed in Japan, and at the same time criticism on Japan's ODA had rose and the government was seeking a proper action against it. A decade has passed since the first year that GGP started. GGP is still attracting with people's attention favorably. The review of articles on GGP in publishes shows that any failed projects were not appeared and most projects made success. Most of reports on GGP noted that GGP system realized a quick action to the recipients' various demands and it directly supported the targets of Japanese priority issues. Regarding favorable evaluation of officials, researcher and civil observer, Japan can easily get projects for success. Japan can prevent projects to fail at the stage to screen proposals. If some problems were in the applicant's request proposal, Japan just wouldn't select these applicants' proposal to carry out. Screening of proposals is an important procedure in order to confirm projects' success. There were some projects failed but they were not evaluated nor announced to the public. So, they were concealed but didn't become serious problem because projects' scale was small. If Japan really intends to operate it for both recipient's development and some Japan's another aims, it can be said that GGP is the project that Japan can easily operate and utilize for what Japan wants. Japan can operate GGP on Japan's ODA concept of the self-help, too. Japan shall support exactly what the recipients requested. GGP is announced as the better program of ODA to bring a merit for recipient's development. Overview of ODA revealed that Japan had actually manipulated ODA to realize the concealed Japan's aim. GGP is the projects of ODA and it is charged a function on this context. Thailand is an attractive site to Japan and Japan has accelerated performance of GGP since general grant aid was stopped. GGP plays a significant part of grant aid and the source of diplomatic tool that Japan is holding. Projects in Chiang Mai have rose in the budget and number of projects since 1994. It is a suitable site for Japan in various reasons. In this study, any critical opinion on GGP was not found at all, on the contrast to general ODA projects. Thus GGP may be estimated as a favorable project compared with another Japan's ODA projects.

GGP should be evaluated from various points of view. It can be said that GGP supports recipient's activity but it works for another aims, too. The overview of Japan's ODA historically showed some characters of Japan's ODA. It showed that Japan had utilized ODA as political strategy, and from economical motivation, but Japan had tended to handle it under the statement for development. As interesting things, following Japanese attitude is found. At first, since ever, on ODA management, Japan used different standards corresponding with Japanese domestic and world issues at for the times, that directed policy and performance of Japan's ODA. All the time Japan sought benefit for Japan under definite policy-less ODA. Japan announced policy for each terms but actually performed "non policy" ODA and manipulated it as Japan wished, that became a critical point in discussion on ODA for years. Then condition at the times is the key to understand Japan's performance and concealed motivation in Japan's ODA.

6.1.1 Strategic manipulation

Japan set the framework of both Japan's ODA four principles and DAC development policy, and clearly announced how Japan handled ODA. The action is one of the ODA reforms. Generally, Japan ODA had been criticized to be the non-policy economic assistance and suspected Japan's real aim in her operating of ODA, whether it had been for economical interest under the name of support for development or not. Actually Japanese government utilized Japan's ODA in order to realize their concealed motivations. As noted in chapter three, to overview Japan's ODA remarked some bias in Japanese performance. Whereas Japan's concept isn't clear, we can notice that how Japan had handled ODA. She controlled geographical distribution, the amount of budget, priority issues and so on. It was brought at the step to screen recipients so as to apply for Japan's political issues of each time. Japan adjusted the target countries and the distribution of budget according with Japanese policy of the geographic priority. This is the Japanese way to handle ODA and Japan didn't favor to do a definite action, so hardly applied economic sanction against the unfavorable country to Japan's ODA concept. This is Japanese way to manipulate ODA. Japan didn't announce her actual policy clearly and didn't carry out positive means such as economic sanction. Whereas Japan acted correspondingly with other developed countries' economic sanction to recipients' un-favorable political attitude, Japan still had kept another sources to connect friendship with them. These are the small-scale supports carried under the name of humanistic support. Japan had manipulated ODA by alternative and moderate way in order to reach their aims for political, economical and development effects.

Besides development effect on recipients, other views are applied for Japanese purpose of GGP. To focus Japanese strategy, past Japanese performance showed that Japan had utilized ODA as a tool for political and diplomatic purposes as

note above. Factors can be concerned as follows. Through the times, Japan had attitude to easily introduce new projects from political concern, not from the concern of social development as noted in chapter three. Japan motivated to bring merits into Japan, not for recipients' development as noted at chapter four.¹ The cultural exchange project of grant aid is one of them. Thailand is the country that Japan has implemented a new project sooner than in other countries. To concern this point, GGP may be charged in an effect like the one of cultural exchange project. As another type of aid performance showed in the past, Japan would initiate GGP to utilize for Japanese response and presence to abroad much more than recipient's response. As to be noted, Japan can operate GGP under the situation of the un-welcomed political situation to donors, which is against the ODA principle. Japan doesn't stop GGP on the concept of humanistic whatever happened in recipient's country. GGP, as a humanistic support, works for diplomatic strategy. It becomes as the second source to tie friendship under the severe situation to stop ODA by world common action. Japanese government has handled two sources of ODA in punishment of world common action and diplomatic channel at the same time. It, however, mightn't raise the double standard problem.

6.1.2 Background of GGP initiation

Background of initiating GGP showed why Japan needed to start GGP. The overview of GGP shows GGP contains common characters with Japan's ODA. It can be said that GGP takes an alternative and moderate role in the Japan's performance of ODA. The goal that Japanese government hopes to achieve in ODA implementation is to utilize for it corresponding with situations for the times. ODA is a useful tool for Japan to treat political and economical issues. Then GGP is also concerned with this point. It is found that GGP contained this kind of character and purpose as one of tools for it. Effects on development, as some recipient said, doesn't attractively work for development so much because it is just the project to offer materials and an easy and simple support in a short time. It's just an unexpected gift to recipients. The point is that GGP was started with responding to the condition of the late of the 1980s. This project was expected to effect on Japan's domestic issues, diplomatic presence and a presence at the DAC meeting when Japan became the largest donor in the world. Some factors are concerned that stressed Japan to initiate GGP. One of reasons is to defend Japan's priority against an enlarged Japanese

¹ Kusano 1993 p44 suggests as following. "It is questionable point however Japan carries out ODA by the pure purpose in order to encourage a recipients' self-help. He focused the origin of Japanese ODA. He agrees that to speak simply, ODA was originated from the war reparations and promoted loan project. Self-help concept was, however, set after these programs at that time. As years went by, a large rate of loan amount rose critics from both Japan and abroad on Japanese non-concept ODA performance, then it gave encourage "self-help" concept for valid argument as indispensable good reason.

economic power and trade surplus. They became serious issues and donors pressured Japan to reduce them by adjusting ODA performance. The ratio of ODA to GDP didn't satisfy the DAC norm and Grant aid showed the small ratio to total ODA performance. At the same time, Japan became the top donor in the world. Japan needed to change the image on Japan's assistance that was seeking only her economical merit and then stated a conscious to tackle on world common issues. It costs more but this situation made Japan define Japanese stance by announcing the ODA reform policy. Some scholars took it for as advance payment for trade.² The amount of ODA budget, however, has been not the concerning matter to Japanese government since 1997 because a quality has been focused as a more important matter than a quantity of ODA. Therefore, they has promoted the concepts of civil participation and good governance with following development policies of DAC and also resulted in to initiate GGP. The quality of ODA was measured by the ratios of grant and untied condition to the total of ODA. To enlarge the amount of budget has resulted to promote large-scale projects in order to consume budget.³ Enlargement of grant and the untied condition can be estimated as a good performance.

6.1.3 Relation of Japan and Thailand through aid performance

On relation of Japan's ODA and Thailand, we can know Japan's policy on Thailand by understanding her performance to Thailand historically. Firstly it can be seen that Japanese aid procedure built mechanism of private consultant agencies to control development projects at a proposal level. Japan got an economical interest by the mechanism and Thailand has no way to intervene into it. Thailand, however, has learned the mechanism and took a priority to get a favorable condition when aid action has repeatedly done for a long time. On the aid relation between two countries, for the first period, Japan took advantage in aid concession, but repeated aid concession brought Thailand to take some advantageous contracts as noted at chapter four. This situation has been appeared since the sixth five-years social and economic development plan in which structural adaptation was promoted more than qualitative enlargement as ever. As character of Japan to Thailand, Japan began to make a change on this matter as Thailand requested. The quality of aid is necessary focused much more than a quantity since the late of the 1980s. Generally Japanese aid is hardly used her power to influence on Thailand as a strategic tool. Thailand didn't get influenced on her domestic political issues. Moreover, Thailand stays at the position to get aid easily.⁴ On the development policy of the recipients, Japan is less willing to control

² Taya p 253

³ Taya p 249

⁴ On terms of aid, however, is another matter. Here, Japan, whereas, shows authority and policy in the terms of aid. Discussion of interest rates, repayment periods, the ratio of loans to grants, and the status of untying have been problematic throughout the period under investigation (potter p196).

their policy by operating ODA. One of the reasons is that Japan keeps the role against the domestic intervention. The other one is that Japan has been operating her assistance by the recipient request principle.⁵ Meanwhile, private agencies, governmental officials in donor and recipient countries intervened in the ODA process and controlled the development projects at the proposal level and the whole of ODA performance in order to seek their commercial interests. It can be noted that Thailand received what Thailand wanted although the mechanism existed. What Japan considered Thailand as a priority country made Japan continue to operate her assistance and accepted requests of Thailand. Thailand is the country that may get what Thai government request. Japan tends to change Japan's project to Thailand's request. Corresponding political situation, Japan initiated new project to make efforts on Japanese attractive issues on the times. As a typical example, ODA initiated the new grant project of cultural development aid, such as Ayutthaya historical museum, Thailand social education and culture center, and GGP.⁶ At this term, Thailand became large influence country in Indochina. Thus grant aid had ever worked as a tool for making good image ever since⁷, but since 1993, Japan met hard situation to continue it Japanese government also would like to utilize grant aid from the view of diplomatic strategy. Exceptional projects of grant aid, however, is not counted for general grant aid that has to stop, can still work as a role of grant aid. As the overview on GGP in Thailand shows, GGP expanded volume and number of recipients since grant aid stopped. GGP was charged to make good image of ODA and friendship after that. It is afforded to carry out even in the countries at middle economic level. That Japan expanded its scale could explain from this point whereas most of them are small scale. Thailand's economic development attracts Japan to operate Japan's GGP to keep effect from strategic thought.

Japan showed significant attitude on Thailand in action on ODA four principles to political incident in Thailand. ODA four principles statement appeared as a new action in the 1990s, was carried out under the domestic and abroad pressure. Japan was required to clear direction and standard to decide in handling ODA.⁸ ODA

⁵ Moreover, the ODA principle is suspected actual effect whether it can be clear concept of Japan's ODA as be flamed to so-called non-ideology ODA as ever. (saitou in takayanagi p160)

⁶ Saitou in takayabnagi p182

⁷ On this matter, there were some exception cases. Projects to be criticized Japan's ODA included large-scale Grant aid projects. So, it is hard to say grand-aid project effects to make good image because critical report on ODA tend to pick up a grasp of grand aid projects and of Japan but basically grant aid is aimed for.

⁸ For Japanese government, however, it is hard to initiate the concepts of freedom, human right and democracy including in it. That is why Japan has not developed diplomacy based on these concepts since ever, while U.S. have flamed with them as one of diplomatic policy. Until middle of the 1970s, U.S. is the largest ODA donor to Thailand. ODA was utilized in diplomatic strategic

four principles since 1993 caused a lot of fuss that appeared sensitive and complicated issues at diplomatic. To be added, Japan met with problem of double-standard on selecting target.⁹ It is lack of definite standard and showed that Japan may carry out only to small and distant countries. Domestic conflict in Thailand in 1992 showed some features of Japanese government's attitude toward Thailand. Japan didn't prevent ODA projects whereas ODA basic principle stated that Japan would come out against inhuman conflict in recipient's countries. In hakusho 1994, Japanese government noted that Japan should keep eyes on it for a while. At last, other countries implemented to stop all of ODA but Japan kept silence and didn't do any action.¹⁰ From this point of view, we can think that it is because Japan wants to keep good relationship with Thailand because Japan still keeps putting significance into Thailand.¹¹

To focus on GGP in the grant aid, in the list of recipients who received GGP, we can find improper countries got it in every years.¹² In the case of Thailand grant aid has been limited to support due to better property of Thailand since 1993. DAC norm announced common acceptance and set the flame to measure ODA implementation. It settled that donor should not apply aid to middle developing countries. Thailand was applied as a middle developing country since 1993, but Japan didn't stop and need to time to adjust grant aid to Thailand being the significant country that Japan hoped to fasten relations with good image.

6.2 GGP effectiveness on various purpose

It can say that Japanese government manage GGP easily and get favorable estimation, especially on project in Thailand. Moreover most projects in Chiang Mai were suitable with Japanese significant target for development and easy to seek recipient and easy to attract Japanese audience with world-wide issues. Generally, ODA works for function as government political presence by carrying out economic sanction to un-welcomed situation of recipients. Facing to recipient's un-welcomed action to donor, donor prevents ODA implementation. That Japan defined

policy so as to present and advertise his politically ideology in its implementation. It is not same as Japan's ODA because recipient initiative system that Japan set as basic policy, unable to do. Saitou, then, concerns that U.S's impact is very large. (saitou in takayanagi p159) Therefore, under U.S initiation, Japan is required to carry out ODA as world common property. (prasert in takayanagi p 122)

⁹ For countries with political large power or force, generally the double standard can push positive action in diplomacy, but Japan hard to manipulate proper operation of ODA principles.

¹⁰ Prasert (1993) sees it from deferent point of view that it is because Japan is not able to operate ODA to inhumanistic incident. Moreover, he noted Japan didn't do economical sanction to priority countries.

¹¹ Saitou in takayanagi p160

¹² Ministry stated that they objected recipients in proper for receiving general grant aid. (Their GNP is under 1235 dollar per person in 1993).

the ODA four principles in order to direct ODA performance was able to procedure ODA prevention to recipient's un-welcomed political action. GGP, however, was set at as an exceptional case from another ODA projects because whatever problems happened in recipient country, it keeps to work. It can say that GGP doesn't work for donor's government presentation on the world political stage and it also doesn't control anything of recipient. Whereas no control is seen in GGP, Japanese government resulted in to show nation's concepts through selecting objectives of proper activities in aid implementation that Japan's ODA gives priority in the ODA policy, such as HBN, poverty, education and WIG and so on. On the other hand, DAC common consensus stated some priority issues to tackle. One of DAC concerning is Aids issues, Japan follows to take care the issue to Thailand but Japan limited to operate grant aid. Therefore, Japan managed to tackle it from source of technical aid and GGP. Estimations on it focused this kind of topic in official publishes and they were favorite estimations. We can see all estimations relating these issues tend to get favorable opinions,¹³ whereas it done by Japanese themselves. It can say that it works for advertising with favorable impression to world and domestic by presenting these performances.

Regarding GGP effectiveness, it left some questions of whether it would bring expected actual effect for development or not. It may be expected to bring another benefit, too. It resulted in merit for Japanese political matters and Japanese aid situation. As quality of Japanese ODA, generally Japan's ODA seldom gets favorite estimation from civil observers and is suspected its effectiveness on development and left questions whether it brings actual merit to recipient. Effectiveness is questionable whether it would actually bring merit to recipient's life and donor could appeal to recipient donor's favorite image as much as large budget consume. Answer is not. They are on argument. From donor's side, donor's appeal effect is small compared with expense of large budget of ODA because Japan doesn't front her face to recipients. To be added, ODA as diplomacy policy is not conscious as common acceptance that make hard of Japan handle it effectively.¹⁴ As though general estimation on ODA is critical but estimation on GGP is very favor since the beginning. GGP realized to initiate the concept of participatory development into ODA projects. To involve NGO into ODA got favor estimation on ODA. Japanese

¹³ In the other side, it is obvious that Japanese ODA is one of important diplomacy policies. ODA should have definite concept that can appeal to the world, and then ODA might become to seek people's positive cooperation against anti-ODA movement. Economic depression prefer domestic affairs more than ODA as increasing domestic affairs such as social infrastructure, social well fair, and the unemployed as though limited budget, which is same budget sources with ODA. (Taya p 246)

¹⁴ This reason can find at that Japanese don't have discussed enough on ODA that what is the expected goal for Japan and how manage and make up ODA organization.(Taya p 247)

government began to support NGO in ODA performance so as to lead ODA performance more efficient and more effectively.¹⁵

The Grass-root assistance concept in Japan's ODA, that Japan initiated about twenty years later after UN initiated, was learned and developed from NGO's experiment on development activities over times¹⁶ Concepts of participation or supporting NGO in government development.¹⁷ Whereas Japan was still poor in handling Grass-root project at first period but what Japan faced with some demands pushed to start grass-root project in ODA. Japan needed to make ODA performance justify in the mean of development. One of them is to treat Japan's trade surplus, not direct matter to ODA, but Japan needs to handle ODA to tackle trade surplus or against critics on it. It became serious issue that Japan needed to act against pressures from abroad. At same time, Japan confronted to show Japan's consensus on the worldwide common issues in environment, population and poverty issues as new tackle. Then ODA was utilized as the means to treat these situations. Japan concerns it would be advance investment for future trade.¹⁸ There is a view on Japan's motivation to initiate grass-root assistant. Japanese intension has changed at that time so Japanese began to focus on ODA projects' effectiveness and efficient. It became priority issues for ODA projects since the late of 1980s. Behind starting Grass-root projects, two features can be watched as following. The first is that a lot of Japanese NGOs broke out in a large number and accelerated their activities. Their performance has gradually made favorite fruits in abroad, especially since the latter 1970s. The second is that government began to concern new concept to accelerate the NGO-government cooperation because government-government based ODA project hardly carry out some specific project and correspond with people's request. Officials began to concern that NGO based action can directly support general people in grass-root In

¹⁵ As Higuchi noted,

¹⁶ Originally, this concept was from western NGOs that have experienced from charity based Christ doctrine. Japan, however, is lack of these experience and complete ideas to do it. That Indochina refugee assistance or Africa starvation happened since 1970s pushed Japanese to pay attention to NGO activities. This may be the turning event to Japanese. but it was still at civil level, not nation level. (Urano p 190),

¹⁷ When ODA initiated grass-root assistance project, Japanese voluntary activities were still undeveloped although Japanese grass-root assistance could be rooted at civil actions to the supports for an indo-china refugee, not at official one. Taya pointed out the concept of grass-root assistance is unfamiliar to Japanese. From the point of historical view on Japanese culture, Japanese is poor of handling the concept of grass-root assistance. She concerns that traditionally Japanese didn't intend to work by organizing NGO and grass-root action, couldn't be found in Japanese culture. (Taya p 253). Urano sees it from the view of religion. Originally, western NGOs have been developed from charity action on Christ doctrine. On the other, Japan is lack of these ideas and experience. As though Japanese didn't develop NGO action enough, Africa starvation assistance since 1970s suddenly push Japanese to pay attention to NGO activities. It became turning point for Japanese to take part in NGO activities. (Urano p 190)

¹⁸ Taya p 253

recipient country NGO activity can work more flexibly at remote places.¹⁹ GGP symbolized the reflection that conventional approach for development could not cope with the complex reason to bring social problems.²⁰ Whereas Japan was still poor in handling Grass-root project at first period but what Japan faced with some demands pushed to start grass-root project in ODA. As to show overview of GGP in Chiang Mai, we can see questionable project in list in the first period why they are applied to GGP. In report on GGP estimation after a few years, some phrases are appeared that in screening of project proposal, it should take care its property for GGP.²¹

Beside effects showed above, to enlarge a volume of grant aid generally results in to reduce the ratio of trade surplus and also can work for political presence to another developed countries on it.²² Thailand is, however, on the status prevented grant aid. That limited donors to do aid action of non-commercial effect on between two countries. Thus a few sources were left to bring grant-aid effect to Japan. On GGP to Thailand, it is hard to say that it may make effort instead of general grant aid because of its small volume of total performance. To watch GGP trend, we found the number of project enlarged as to keep scale of each project. It may be concerned that it is for getting favor opinion to Japan's ODA. In past estimations on GGP in Thailand, Thailand is one of the countries that are easy to bring favorable outcome on it. From overview of Japan's aid performance to Thailand, it shows that Japan easily introduce new type project of GGP before doing in other countries. GGP and pilot projects of GGP appeared in Thailand advanced to other countries.

Moreover, it can realize the concept of authority distribution of ODA. Concept of authority decentralization has been the topic of ODA reform for the decade. It can reform the procedure centralized in Tokyo. To implement GGP requires the procedure to connect with local network, too. Japan concerns it makes alternative support into realize that suites for various local condition and demand. Specialists for development in local can help it. Local officials are in responsibility to carry out projects from the first stage of project-see to the last stage of feedback by project-estimation. But as exception, large amount of budget projects require approve of Tokyo office. Since economic depression in 1997, we can find that Japan increased large amount budget project that resulted in to enlarge Tokyo officer's authority in decision-making. In Thailand local office actually holds problem of the lack of enough stuff and it resulted in necessary to utilize local network. There are only two Japanese concerned officers in Thailand and one live in BKK area and the other lives

¹⁹ Higuchi 1991 p134

²⁰ Prasert 1995 p 34

²¹ It, however, doesn't note which projects were improper.

²² Taya p 249

in Chiang Mai. One of them is in charge of central, north-eastern, and south area and the other is in charge of northern area. Because of lack of staff, they need to use local network because they are hard to treat too many projects by themselves.

On the concept of various actors' participatory development, Japan pushes in ODA policy, GGP created chance for people to participate in procedure. GGP procedure acquired diverse actor involved in it and these actors construct channel for GGP through recipients, NGO, research institute and so on. NGO in Thailand works for mechanism to channel their opinion into central political process in BKK.²³ GGP may say that it constructed its original channel in Japanese ODA. It is channeling between Japanese governments and Thailand through NGO intermediation. To speak roughly, the Grass-root grant projects is a kind of form that may realize authority decentralization. It is estimated that it could make fruit speedy and flexible corresponding to recipient's various requirement. Because of getting favorable estimation, grass-root aid budget specially marked large increasing as though other budget hasn't showed much increase. This challenge, which is an initiation of authority decentralization, are hoped to bring valuable data and information for future authority decentralization.²⁴ Grass-root development can help to construct network in economic cooperation. Through GGP operating process, we found at least two ways to require some network. The first one is at step to accept recipient's application. To get request from unfamiliar recipients, Japanese officers correct their support requests from acquaintance of their network. The second one is to utilize the networks of local development activist or local specialist including Japanese development activist living in local for long time. They support in the first stage to furnish information, and advise for officers in development of projects to the last stage of post estimation. Regarding budget, government administrators make decision for budget to each region in world, for the while, local officials need to absorb distributed amount. Local officials concern full use of it so as to get budget for next year. In recipient country, local officials can conduct all of GGP procedure on a project's property, object selecting, regional distribution, and so on. Conduct from central administrative office in Tokyo is limited authority on making decision compared with other aid project.

Typical mechanism of Japan's ODA is not observed in GGP system. To focus on GGP from in total ODA performance, however, we can watch out special feature of GGP, that isn't applied for typical ODA character Bureaucratic generally reinforce considerations on foreign policy and provide larger annual aid packages. Japan's ODA was performed under the mechanism of anticipatory bargaining

²³ Sakai in takayanagi p 103

²⁴ Taya p293

between concerned persona include recipient's bureaucracy, Japanese consultant agency and Japanese bureaucracy. Generally, for ODA project, Japan has make concession on aid term on the four-ministry system, Thailand has little power to affect such decisions consistently. Moreover, aid terms are based on DAC norms.²⁵ Accommodation for recipient, however, occurs in an environment of institutional weakness of Japan and Thailand has got favorite terms and conditions.²⁶ GGP is, however, too small program so that can't be involved in this kind of mechanism. It is program direct connection between Japan and actual recipient and intermediary agency or recipient's government agency don't intervene in it. Thailand checks report on total budget and recipient list from Japan but didn't request anything. As ever, Japan hadn't got request to change policy on GGP for Thailand form Thai side. Moreover GGP is a spot support to each recipient, that doesn't bring this kind of mechanism as above. Thought some recipients got aid for many times or subsidiary groups got aid some times, they just got the knack of proposal skill to get aid smoothly but don't offer their merit by accommodation. Every direction on GGP is under local officers' authority for only project limited amount of budget and authority localization necessary work as ODA reform policy hoped, but it is realized because administrative limitation in geographical and staff number more than policy. In order to utilize local network, local data can collect to local Japanese officials that were not found before GGP initiation.²⁷

6.3 Conclusion and recommendation

GGP is the still projects counted on favorable, worthwhile and expected the future and this kind of estimation on GGP is not developed since initiating in ODA. Though it is one of ODA that Japan has manipulated for their concerns for the times, GGP has not been analyzed from strategic view of ODA. To view over all of Japanese ODA action, actual purpose has directed actual performance and sought effect more than purely effect on development whether ever it was grant aid, technical aid or loans. In this content, GGP should also be concerned for what and how Japan actually utilizes it. In aid relation Japan and Thailand, GGP attracts Japanese attention because general grant aid was cut out and GGP target serious issue like AIDS, poverty and so on, that are interested as world-wide issues. Thailand, especially in Chiang Mai, is good site for Japan to get favorite outcome. GGP system has little risk to fail and there are a lot of proper projects in Chiang Mai. This nice condition, outcome and realization of ODA reform satisfied Japanese purpose of GGP. Effect, however, on development, recipient recommend another way to support.

²⁵ Potter p196

²⁶ Potter p430

²⁷ This challenge, which is an initiation of authority decentralization, are hoped to bring valuable data and information for future authority decentralization.(Taya p293)

condition, outcome and realization of ODA reform satisfied Japanese purpose of GGP. Effect, however, on development, recipient recommend another way to support. The way to supply materials limits possibility of aid effect and they see another way to support human resource is significance but they are also satisfied what they got and utilized it. Though GGP left the possibility to the betterment and advance but regarding all participated actors satisfy and critical fail are not seen, GGP will not develop for the more. Though remarkable effect on development is not found, this is confirming image and estimation as a favorable support project.

In this few years, there is a trend that Japan will actively utilizes small-scale project to NGO or local support group.²⁸ We should watch how Japanese government would utilize GGP for self-merit of Japanese government. As far as GGP is one of ODA project, Japan manipulates it for some concealed purpose corresponding with political and economical issues for the time. In this project, recipient's action directly affected on their project and became a part of Japan's performance of ODA though Japanese government actually have nothing to do with recipient's project. For Japan, a screening skill to recipient's proposal and a research technic on active groups are the key to get a successful outcome for Japan. At performance in the decade, Japanese local officials use Japanese network and support Japanese groups more than local action groups that there are not Japanese activists. It is because officials could get data on Japanese group easier than those groups and it could avoid a risk to fail project. Performance in Chiang Mai is mostly the one that Japanese activists participated in. If they want to utilize GGP for development actually, they should invest data on local groups and seek other way to support. The thing what recipients demand is conformed to what they received and they are satisfied with it. On the other hand, GGP satisfies Japan's motivation that Japan wants to continue grant aid for Thailand. It is because that Japan can handle and manage it easily in humanitarian motivation at the situation that Japan was limited to implement grants to Thailand. Japan are getting favorite evaluation and realized to tackle issues in the ODA reform, too.

It may be noted that regarding Japan had never implemented economic sanction to Thailand, this study couldn't find whether GGP would became a strategic

²⁸ As last affair, we can find Japanese government's performance on Afghanistan terrorism. Japan announced economic support to Japanese NGO activity for Afghanistan refugee. Actually, Japanese government is necessary to cooperate with local group that has acted for long time and Japanese government agencies seems hard to take action by themselves. To use local group is easy way to do and it attract Japanese people's interest in the critical condition to Japanese government action that Japanese self-defense force dispatched to Indian sea and help U.S. military.

After that, this study also recommends as follows. The applicants who don't have any connection with Japanese, who are not good at presenting on their activity and who request small amount of support are hard to receive GGP because it little satisfy Japan's motivation. Thus, in order to attract Japanese officials and Japanese observer in Japan, several applicants should be cooperately together so as to be a large project, that can attract the GGP staffs. Applicants can manipulate their projects in order to receive GGP, because GGP flow to the project that the purpose is correspond with Japanese interesting issues and introduce the group into it, that is well known to the world with a Japanese staff participated.

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