# SPEECH OF AMBASSADOR MONDALE TO THE OVERSEAS ECONOMIC COOPERATION ASSOCIATION (MAY 17, 1995, 9:00 A.M.)

THANK YOU, MR. SUGIYAMA, FOR THAT KIND INTRODUCTION. I ALSO WANT TO THANK MR. SAKURA-UCHI, MR. YANAGISAWA, AND OTHER MEMBERS OF PARLIAMENT FOR JOINING US TODAY. I KNOW THAT YOU ALL HAVE BUSY SCHEDULES AND I VERY MUCH APPRECIATE YOUR BEING HERE SO EARLY IN THE DAY.

I HAVE BEEN ASKED TO SPEAK ON U.S.-JAPAN COOPERATION. AT A TIME WHEN MANY PEOPLE, ON BOTH SIDES OF THE PACIFIC, ARE ANXIOUS ABOUT THE SIGNIFICANCE OF OUR TRADE DISPUTE, I WELCOME THIS OCCASION TO ADDRESS OUR BROAD COOPERATIVE PARTNERSHIP. I KNOW THAT TALK ABOUT THIS REMARKABLE PARTNERSHIP -- THE "GOOD NEWS" -- HAS LESS MEDIA APPEAL THAN DOES TALK OF DISCORD BETWEEN OUR TWO COUNTRIES. BUT I AM CONVINCED THAT, JUST AS WE WOULD BE WRONG TO IGNORE OUR ECONOMIC DIFFERENCES, SO ALSO WOULD WE BE WRONG TO

IGNORE OUR EXCEPTIONAL COOPERATIVE TIES.

SINCE THE END OF THE COLD WAR,
COOPERATION BETWEEN THE U.S. AND JAPAN, IF
ANYTHING, HAS INTENSIFIED. OUR COOPERATION IN
MEETING GLOBAL CHALLENGES IS GREATER THAN
EVER. BEFORE. OUR BILATERAL SECURITY ALLIANCE
REMAINS AT THE HEART OF U.S. POLICY TOWARD
ASIA. OUR COORDINATED RESPONSE, ALONG WITH
SOUTH KOREA, TO THE NORTH KOREAN NUCLEAR
THREAT IS UNPRECEDENTED. AND ON REGIONAL
AND GLOBAL ECONOMIC ISSUES, WE ARE WORKING
TOGETHER TO ACHIEVE OUR COMMON OBJECTIVES.
THROUGH A HOST OF ECONOMIC FORA INCLUDING
APEC AND THE G-7.

#### GLOBAL DEVELOPMENT ASSISTANCE

NOTHING BETTER ILLUSTRATES THE S
COOPERATIVE ASPECTS OF OUR RELATIONSHIP THAN
DOES OUR JOINT CONTRIBUTION TO GLOBAL
DEVELOPMENT.

THE U.S. AND JAPAN ARE THE TWO LARGEST DONOR NATIONS IN THE WORLD, ACCOUNTING FOR ABOUT 40% OF ALL OFFICIAL DEVELOPMENT ASSISTANCE. BUT EVEN MORE IMPORTANTLY, OUR TWO NATIONS ARE UNITED IN THE PRINCIPLES THAT GUIDE OUR AID PROGRAMS. BOTH AMERICA AND

JAPAN GIVE PRIORITY ATTENTION TO GLOBAL PROBLEMS LIKE POVERTY, AIDS, AND THE ENVIRONMENT. WE BOTH SUPPORT AID PROGRAMS THAT FOSTER ECONOMIC GROWTH AND SUSTAINABLE DEVELOPMENT. WE BOTH SUPPORT DEMOCRACY AND THE RESPECT FOR HUMAN RIGHTS. AND WE BOTH SUPPORT THE INTEGRATION OF DEVELOPING NATIONS INTO THE GLOBAL ECONOMY.

MORE AND MORE, THE U.S. AND JAPAN ARE FINDING THAT BY POOLING OUR EFFORTS, WE CAN BE MORE EFFECTIVE IN RESPONDING TO GLOBAL PROBLEMS. WHEN PRESIDENT CLINTON MET WITH PRIME MINISTER MIYAZAWA IN JULY OF 1993, OUR TWO LEADERS AGREED, FOR THE FIRST TIME, TO MOVE FORWARD ON A "COMMON AGENDA" TO SOUTH TACKLE, TOGETHER, MANY OF THE WORLD'S MOST PRESSING LONG-TERM GLOBAL CONCERNS.

SINCE THEN, THE U.S. AND JAPAN HAVE
SUCCESSFULLY COOPERATED ON MORE THAN 50
PROJECTS UNDER THE COMMON AGENDA, LARGE
AND SMALL, ALL OVER THE WORLD, Society

LET ME GIVE YOU A FEW EXAMPLES:

- -- BILLIONS OF HUMANS LIVE IN POVERTY AND PAIN BECAUSE OF UNCONTROLLED POPULATION GROWTH AND THE SCOURGE OF HIV/AIDS. LAST YEAR, THE LEADERS OF OUR TWO COUNTRIES ANNOUNCED A \$12 BILLION DOLLAR, SEVEN-YEAR, JOINT U.S.- JAPAN INITIATIVE TO ADDRESS THESE DUAL GLOBAL PROBLEMS.
- -- NOTHING IS MORE TRAGIC THAN SEEING A
  CHILD CRIPPLED FOR LIFE FROM A PREVENTABLE
  DISEASE. THE U.S. AND JAPAN ARE COOPERATING
  TO ERADICATE POLIO FROM THE WESTERN PACIFIC
  REGION BEFORE THE YEAR 2000, AND WE WILL SOON
  EXPAND THIS PROGRAM TO OTHER PARTS OF
  THE WORLD.
- -- WORLD GROWTH AND PROGRESS IS LIMITED
  WHEN GIRLS AND WOMEN ARE DENIED THE
  OPPORTUNITY TO FULLY PARTICIPATE IN AND ENJOY
  THE BENEFITS OF DEVELOPMENT. THROUGH THE
  COMMON AGENDA, THE U.S. AND JAPAN ARE
  COOPERATING TO SUPPORT GIRLS' EDUCATION AND
  WOMEN IN DEVELOPMENT.
- -- ON THE ENVIRONMENT, WE ARE ENGAGED IN A RANGE OF JOINT INITIATIVES. WE ARE FUNDING A \$60 MILLION DOLLAR PROJECT TO PROTECT THE

RICH BIODIVERSITY OF INDONESIA. WE ARE DEVELOPING NATURE PARKS IN THE ENDANGERED ENVIRONMENTS OF FIVE LATIN AMERICAN AND CARIBBEAN COUNTRIES. AND WE ARE PROTECTING ANOTHER FRAGILE ENVIRONMENT THAT WE ARE JUST LEARNING THE IMPORTANCE OF THE WORLD'S CORAL REEFS.

IN ADDITION TO ALL OF THESE EXAMPLES. THE

U.S. AND JAPAN ARE WORKING TOGETHER ON

FOREST PRESERVATION; ON GLOBAL

ENVIRONMENTAL CHANGE; ON THE OCEANS; ON A

GLOBAL INFORMATION INFRASTRUCTURE; ON CIVIL

INDUSTRIAL TECHNOLOGY; ON TRANSPORTATION

TECHNOLOGY; ON DEVELOPING ENERGY-EFFICIENT

TECHNOLOGIES; AND ON DISASTER PREVENTION.

FOR MANY YEARS, JAPAN'S LOAN PROGRAM TO DEVELOPING COUNTRIES HAS BEEN THE LARGEST AMONG DONOR COUNTRIES. JAPAN HAS CONTRIBUTED SIGNIFICANTLY TO THE DEVELOPMENT OF MANY COUNTRIES, ESPECIALLY IN THE ASIA-PACIFIC REGION, THROUGH FUNDING A GREAT NUMBER OF INFRASTRUCTURE PROJECTS -- BUILDING HIGHWAYS, BRIDGES, AIRPORTS, SEA PORTS, FACTORIES, SCHOOLS AND HEALTH CLINICS.

AT THE SAME TIME, THERE HAS BEEN CONCERN THAT JAPAN'S AID PROGRAM DISPROPORTIONATELY BENEFITS JAPANESE COMPANIES AND THEIR SUBSIDIARIES. THE NATURE OF THIS ARRANGEMENT SEEMS UNFAIR AS IT ENCOURAGES PRICE-FIXING AND "DANGO" ARRANGEMENTS THAT RESULT IN HIGHER COSTS TO THE RECIPIENT GOVERNMENTS.

I AM AWARE THAT MUCH OF JAPAN'S AID IS NOT OFFICIALLY TIED AND, IN FACT, OVERALL, JAPAN'S PROGRAM HAS BEEN RATED BY THE OECD AS THE MOST UNTIED PROGRAM OF ALL MAJOR DONORS. BUT WE NEED MORE OPENNESS AND TRANSPARENCY IN THE PROCESS. IF YEN LOAN PROCUREMENTS INDEED ARE FULLY UNTIED, THEN IT IS TO YOUR THE DATA THAT DEMONSTRATES THIS TO BE THE CASE.

I WAS PLEASED TO LEARN THAT JAPAN
RECENTLY TOOK A STEP IN THIS DIRECTION BY
JOINING WITH THE OTHER COUNTRIES OF THE
DEVELOPMENT ASSISTANCE COMMITTEE OF THE
OECD IN ACCEPTING A NEW UNTIED AID
NOTIFICATION SYSTEM. I HOPE THAT THE
GOVERNMENT OF JAPAN WILL CONTINUE MOVING
TOWARD A MORE OPEN AND TRANSPARENT O.D.A.
PROCUREMENT PROCESS.

INFRASTRUCTURE PROJECTS, THE GOVERNMENT OF JAPAN IS AT THE FOREFRONT IN RESPONDING TO THE NEW GLOBAL CHALLENGES THAT DEMAND ATTENTION -- FROM THE SCOURGE OF AIDS, TO PROTECTING THE ENVIRONMENT, TO FIGHTING NARCOTICS TRAFFIC. JAPAN IS ACQUIRING A NEW, POWERFUL IMAGE AS A WORLD LEADER IN CONCERN GLOBAL ISSUES AND IN THE SUPPORT OF HUMAN-CENTERED, SUSTAINABLE, DEVELOPMENT ASSISTANCE.

IN THE FIRST YEAR OF THE COMMON AGENDA,
JAPAN, IN COOPERATION WITH THE UNITED STATES,
HAS DEMONSTRATED HER BEAL COMMITMENT TO
THIS GLOBAL AGENDA. THE GOVERNMENT OF JAPAN
EXCEEDED ITS OWN EXPENDITURE TARGETS FOR THE
GLOBAL ISSUES INITIATIVE, OFFERING NEARLY 460
MILLION DOLLARS IN AID AND SUPPORTING OVER
170 GRASSROOTS AID ORGANIZATIONS.

THE PROSPECT FOR EVEN GREATER U.S. - JAPAN COOPERATION ON DEVELOPMENT ASSISTANCE IN THE COMING YEARS IS BRIGHT. AT LAST WEEK'S COMMON AGENDA WORKING GROUP MEETINGS IN WASHINGTON, WE BOTH AGREED TO BEGIN

PLANNING ADDITIONAL JOINT PROJECTS IN AFRICA, SOUTH ASIA, AND LATIN AMERICA.

OUR COOPERATION IN MEETING GLOBAL
CHALLENGES IS NOT LIMITED TO OUR SUCCESSES
UNDER THE COMMON AGENDA. TOGETHER, WE ARE
SUPPORTING INITIATIVES THAT WILL CREATE JOBS
AND DEVELOP INDUSTRY IN CRITICAL TRANSITION
COUNTRIES LIKE SOUTH AFRICA AND THE NATIONS
OF EASTERN EUROPE. OUR JOINT WORK IN
ENCOURAGING POLICY REFORMS IN THE PHILIPPINES
THROUGH THE MULTILATERAL ASSISTANCE
INITIATIVE IS WELL KNOWN. WE HAVE ALSO
WORKED TO SUPPORT THE PEACE PROCESS IN
CAMBODIA, AND TO ASSIST THE TRANSITION TO
DEMOCRATIC MARKET ECONOMIES IN MONGOLIA,
EASTERN EUROPE AND THE CENTRAL ASIAN
REPUBLICS.

I WAS PLEASED TO LEARN THAT EARLIER THIS MONTH, YOUR GOVERNMENT CREATED A NEW FUND THAT WILL ALLOW JAPAN TO RESPOND QUICKLY TO REQUESTS FOR ELECTION SUPPORT AND ASSISTANCE. THROUGH THIS FUND, JAPAN WILL BE PROVIDING HALF A MILLION DOLLARS TO SUPPORT NEXT MONTH'S LOCAL AND PARLIAMENTARY ELECTIONS IN HAITI. ASSISTANCE TO HAITI WAS

DISCUSSED BY OUR LEADERS AT LAST JANUARY'S SUMMIT. WE DEEPLY APPRECIATE YOUR GOVERNMENT'S GENEROUS ASSISTANCE TO HAITI WHICH WILL ALLOW OUR TWO NATIONS TO WORK TOGETHER IN SUPPORT OF FREE AND FAIR ELECTIONS IN HAITI. THERE.

UP TO NOW, I HAVE BEEN TALKING ABOUT THE EXTENSIVE U.S.-JAPAN COOPERATION, AT THE GOVERNMENT TO GOVERNMENT LEVEL, IN PROVIDING DEVELOPMENT ASSISTANCE TO THE WORLD. BUT THIS IS ONLY HALF THE STORY. INCREASINGLY, GOVERNMENTS ARE LOOKING TO NON-GOVENMENTAL ORGANIZATIONS, OR NGOS, TO HELP US MEET GLOBAL CHALLENGES. THE ROLE OF THE PRIVATE SECTOR IN RESPONDING TO GLOBAL CONCERNS IS GROWING AND I BELIEVE THAT GOVERNMENTS MUST ENCOURAGE THIS TREND.

TO CONVINCE YOU OF THE GREAT GOOD THAT PRIVATE CITIZENS, WHEN WELL-ORGANIZED, CAN DO. ALL OF US WHO SAW THE HEROIC GENEROSITY OF PRIVATE INDIVIDUALS FOLLOWING THE GREAT HANSHIN EARTHQUAKE KNOW THAT PRIVATE CITIZENS AND NON-GOVERNMENTAL ORGANIZATIONS ARE A TREMENDOUS RESOURCE FOR GOVERNMENTS

TO TAP INTO. BY ENCOURAGING VOLUNTEERISM THROUGH COMMUNITY ACTION, NGOS PLAY A UNIQUE AND POSITIVE ROLE IN CIVIC SOCIETY.

ASSISTANCE, THE ROLE OF INTERNATIONAL NGOS IS GROWING RAPIDLY AND WE WILL ALL BENEFIT TO THE EXTENT THAT WE WORK WITH THEM AND LEND THEM OUR SUPPORT. AT THE RECENTLY HELD UN WORLD SUMMIT FOR SOCIAL DEVELOPMENT IN COPENHAGEN, VICE PRESIDENT GORE ANNOUNCED AMERICA'S INTENTION TO EXPAND THE COORDINATION BETWEEN MY GOVERNMENT AND NGOS. UNDER THE "NEW PARTNERSHIP INITIATIVE,"

THE U.S. MY GOVERNMENT WILL CHANNEL FORTY PERCENT OF U.S. DEVELOPMENT ASSISTANCE THROUGH NGOS, BOTH U.S. AND FOREIGN.

THE BENEFITS OF ENCOURAGING A STRONG AND VIBRANT NGO COMMUNITY ARE MANY. BY CHANNELLING ASSISTANCE FUNDS THROUGH NGOS, WE EMPOWER SMALL BUSINESSES IN THE RECIPIENT COUNTRIES; WE GIVE PEOPLE, AT THE GRASSROOTS, A VOICE IN THE ASSISTANCE PROJECTS BEING FUNDED; WE HELP BOLSTER DEMOCRACY AT THE LOCAL LEVEL; AND WE LET THE PRIVATE SECTOR

ASSUME RESPONSIBILITY WHERE IT HAS THE KNOW-HOW AND THE WILL.

JAPAN IS ALSO MOVING IN THE DIRECTION OF GREATER RELIANCE ON NGOS IN HER AID PROGRAMS. I UNDERSTAND THAT JAPAN'S BUDGET FOR NGO ACTIVITIES HAS RECENTLY DOUBLED AND THAT WITHIN THE LAST YEAR BOTH THE FOREIGN MINISTRY AND JICA (J-EYE-KA) HAVE ESTABLISHED NGO LIAISON OFFICES.

AT THE SAME TIME, MUCH REMAINS TO BE DONE TO IMPROVE THE ENVIRONMENT FOR NGOS WORKING IN JAPAN. NGOS HERE TOO OFTEN FIND THAT THEY ARE INELIGIBLE FOR THE LEGAL STATUS OR TAX TREATMENT THAT THEY DEPEND UPON TO DO THEIR WORK AND TO GROW. WE SUPPORT EFFORTS TO DEREGULATE THIS FIELD.

THE END OF THE COLD WAR HAS NOT LESSENED THE NEED FOR DEVELOPMENT ASSISTANCE AND COOPERATION AMONG DONORS. WITH DONOR RESOURCES STAGNANT IN MOST OF THE WORLD, JAPAN'S GROWING AID CAN SERVE AS A MAGNET TO REVITALIZE INTEREST IN AND SUPPORT TO THIS VITAL AREA.

THE LEADERSHIP OF THE U.S. AND JAPAN IN GRAPPLING WITH TODAY'S GLOBAL CHALLENGES IS A SUCCESS STORY THAT CRIES FOR MORE ATTENTION. OUR DEEPENING COORDINATION IN FASHIONING DEVELOPMENT PROGRAMS IS TESTIMONY TO THE VITALITY OF THE U.S.- JAPAN RELATIONSHIP AND TO OUR ABILITY TO ADAPT THIS PARTNERSHIP TO A CHANGING WORLD.

FOR THE PAST HALF A CENTURY, THE U.S.-JAPAN PARTNERSHIP HAS BEEN BUOYED BY OUR SENSE OF SHARED INTERESTS AND OF A COMMON DESTINY. WE HAVE HELD FAST TO THE CONVICTION THAT AMERICA AND JAPAN COULD BETTER ENSURE GLOBAL PEACE AND PROSPERITY BY WORKING TOGETHER AS PARTNERS RATHER THAN AS RIVALS. THIS MESSAGE IS AS RELEVANT TO US TODAY AS EVER. AS WE CONFRONT NEW GLOBAL CHALLENGES AND CHANGING GEO-POLITICAL DYNAMICS, LET US NOT FORGET OUR COMMON DESTINY. LET US CONTINUE TO WORK TOGETHER AS PARTNERS, NOT RIVALS. IF WE CAN DO THIS, THEN I AM CONVINCED THAT OUR TWO COUNTRIES WILL BRING EVEN GREATER PROSPERITY AND PEACE TO THE WORLD IN THE DECADES TO COME.

THANK YOU.

## Possible Q & A's for the OECA Speech <u>TIED AID</u>

Japan's ODA yen loan procurements are all bid through open international competitive procedures similar to the World Bank. Japanese firms win only 30% of all procurements. The largest share, 50%, is won by non-Japanese firms from developing or recently developed countries such as Korea and Taiwan. OECD countries win 20% of all contracts. Of the latter, the U.S. has the largest single country share with about an 8% share of total yen loan procurement.

What are the untied aid statistics of the United States program and what percentage of USAID contracts are won by Japanese firms?

A The U.S. program is almost 100% grant where as Japan's is one-half grant and one-half loan. Concern about tied aid generally only applies to loan assistance because the recipient has to repay the loan to the donor country. Grant assistance is a gift which the recipient country does not have to repay and therefore is generally not criticized for being tied. Both the U.S. and Japan tie grant funded assistance.

The United States, with its almost 100% grant program, follows a Buy America policy which means that our program is almost totally tied. The "Buy America" policy restricts procurement to U.S. firms and products, or to recipient country sources, although exceptions to this policy are possible through a waiver procedure.

Since our all-grant assistance program follows Buy America rules, I doubt that Japanese companies have won major procurements as prime contractors. However, I assume that some Japanese companies may participate in USAID funded activities in subcontractor or other joint venture arrangements.

It is Japan's heavy dependence on yen loan programming that makes tied aid such a recurring theme. As I said in my speech, making the procurement process more transparent and generally making more information more available about ODA would be Japan's best way to refute the critics.

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### Possible Q & A's for the OECA Speech APEC

Q Japan has proposed an innovative new program for APEC called Partners for Progress which encourages donor and recipient nations to cooperate together to promote APEC's Bogor goals.

The United States has voiced opposition to the Partners for Progress proposal. Why does the U.S oppose the PFP proposal?

A The United States believes that APEC's members are already partners in the progress of the region through their cooperation in enhancing trade relations and economic integration. APEC working groups, for example, are already working hard to produce concrete results and the U.S. government, along with other APEC members, supports the objectives of Japan's Partners for Progress proposal increased economic cooperation within APEC.

However, many countries, not just the United States, asked for clarification of the Japanese proposal that was presented in Fukuoka last February. The Senior Officials asked and Japan agreed to revise its PFP proposal to take into account the questions and concerns of the U.S. and other APEC members.

The United States was concerned that PFP could introduce traditional development assistance programming into APEC. There are two problems with this. First, it could distract APEC from its primary goal of implementing the Bogor mandate of achieving free and open trade and investment in the region by 2020. Second, there are many development aid organizations already well equipped to carry out traditional development assistance. APEC is not equipped to do so and should leave this important task to others rather than duplicating what others already do very well. The U.S. was also concerned that APEC Senior Officials, most of whom are not development experts, might be overburdened by a new development aid mandate.

I understand that Japan is currently revising its PFP proposal. The United States looks forward to receiving Japan's revised PFP proposal and will review and comment further on it at that time.

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### Possible Q & A's for the OECA Speech Merger Issues of USAID

- You have talked about cooperation with the United States in development assistance. The Common Agenda cooperation is very much based on USAID technical and funding involvement. Can you tell us what the current status of USAID is? We have heard that the Agency might be abolished. If so, what will become of U.S.- Japan development cooperation?
- A The House International Relations Committee brushed aside vehement objections from the Clinton Administration and voted along straight party lines to abolish three U.S. government foreign policy agencies by March of 1997 and transfer their surviving functions to the State Department. These agencies were the Arms Control and Disarmament Agency, the U.S. Information Agency, and the Agency for International Development.

The Clinton Administration determined that there is a need for a development assistance policy as a part of our country's foreign policy. Secretary Christopher has affirmed that abolishment of USAID and other foreign policy agencies would seriously undermine American leadership abroad and Vice President Gore has studied this matter and rejected the idea of a merger. He has said that the three agencies are essential vehicles in pursuing American foreign policy objectives. So, this debate is far from over.

In answer to your question, I would say here that it is highly unusual for the Legislative Branch to attempt to reorganize and define the Executive Branch. I do not want to speculate on possible outcomes but I will say that regardless of the outcome, there will continue to be a U.S. development assistance program. We have been and will remain a world leader in this area.

Our development assistance program has been called the Marshall Plan, Point Four, and other names. My assumption is that whatever the results of the current debate, our development assistance program will continue in one form or another and collaboration with Japan and other donors will continue to be one of our highest priorities.

#### Possible Q & A's for the OECA Speech Budget Issues of USAID

- Assuming that USAID or some U.S. development assistance program survives the current debate, how will the United States be able to continue Common Agenda and other cooperation with Japan if the development assistance budget is cut significantly?
- A It is true that independently of the issue of merger there are also discussions about cutting USAID's budget. In fact, this is aid budget cutting is occurring not only in the United States but also in most donor capitals. You can be thankful that Tokyo is an exception to this general trend.

If there was any good news during the Congressman Gilman legislative debate for merging the three U.S. foreign affairs agencies into the State Department, it was that an additional amendment by a Republican Representative to reduce funding for the three agencies by one-third was defeated by a healthy margin (10-30).

However, budget cuts for foreign aid seem to be a certainty. How deep the cuts will be is still an open question. But, the cuts in U.S. assistance, and in other donor nation budgets as well, make it even more important that donors focus on improving the efficiency and effectiveness of their programs.

This means more rather than less cooperation. And it means a focus on results rather than on resources. The end results of assistance programs needs to be clearly identified and pursued in the most direct manner. That is what the Common Agenda does.

So, I would see an increase in cooperation between the United States and Japan in development aid, not a decrease. I would also hope that the decline in U.S. funding for development, if it occurs, would be a short-lived rather than long-term phenomena.

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