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論 文 内 容 の 要 旨

In recent years, good governance has become an important element of the development debate and is gradually being seen as a panacea for the problems of developing countries. This description is especially true in the case of Bangladesh where the public, in general, and international donors, in particular, have become impatient with the poor quality of governance. Poor governance is not only inimical to development but also to aid harmonization in Bangladesh, and thus, to the effectiveness of aid.

It is widely acknowledged that governance is an internal affair of a country. This study, however, argues that foreign assistance is a key ingredient to improving governance in the recipient countries. External assistance may help recipient countries in promoting good governance in several ways. In developing countries, those in power systematically seek to benefit or profit for themselves from systemic bad governance. Therefore, it is difficult to expect that they will police themselves for the sake of good governance. The role of international donors is critical, therefore, in bringing reform, especially when internal authorities willingly avoid it. Governance reform incurs a huge financial investment for which developing countries depend on their aid donors. Moreover, governance reform issues often require technical expertise, but many developing countries may not have such technical knowledge. Donors can provide technical support for governance reform. Donor support should be judged in light of its actual contribution in promoting good governance in developing countries. International donors to Bangladesh began emphasizing the importance of good governance in the 1990s. One of the key purposes of this study is to explore their

contributions to date and to make recommendations to enhance their efforts.

This study, at the outset, provides a conceptual analysis of good governance. The chapter two highlights how the major governance problems arose from politics and administration in Bangladesh. The next three chapters examine the role of the United States in promoting democracy, the role of the United Nations Development Programme (UNDP) and other small donors in strengthening parliamentary accountability, and the role of Japan in participatory rural development, respectively. Chapter six evaluates aid harmonization efforts. The conclusion contains policy recommendations.

The conceptual analysis about good governance reveals that the International Donor Community (IDC) is the pioneer in introducing and popularizing the concept around the world. However, the IDC still is divided over the operational definition of good governance. The IDC also has different opinions and policy agendas on the tenets of good governance. This study defines good governance and proposes the prime components and characteristics thereof.

Regrettably, all the critical elements of good governance are lacking in Bangladesh. Confrontational party politics is an endemic problem for Bangladesh and casts a dark shadow on the future of democracy. Due to the lack of cooperation between the ruling and opposition parties in Bangladesh, parliament, the prime accountability mechanism, has largely been ineffective. In the absence of accountability, corruption has pervaded the whole country and Bangladesh has become one of the most corrupt countries in the world. One of the bad effects of such corruption is that service delivery by the Bangladeshi public administration has fallen short of public satisfaction and bribery has become the norm.

A thorough examination of donor efforts demonstrates that the IDC has had both success and failure. For example, the USAID's democracy assistance, highlighted in the chapter three, was effective in increasing voter turnout and holding free and fair elections. Similarly, the UNDP and other donors have done little to strengthen parliamentary accountability. Their limited success, examined in chapter four, does not match the time and money spent by the project. Chapter five elaborates upon a Japan-funded project called the Participatory Rural Development Project (PRDP) and this study finds that the project left many positive, visible impacts in promoting good governance at the local level. The PRDP has brought transparency, accountability, and, above all, improved service delivery by the public administration.

This study has inquired into the reasons for project success and failure, revealing that policy ownership, project design, project objectives, implementation strategy, the relationship between project output and impact, accountability, and political commitment were the prime factors influencing the project's success or failure. The USAID's Democracy Partnership (DP) has achieved much success in voter education, which is attributable to its familiarity with the culture, religion, and society of Bangladesh.. Simply put, their efforts were successful for two reasons: first, there was coherency in goal-setting and strategy-fixing, and second, there was local ownership and participation in all stages of the projects. Conversely, the UNDP was less successful at strengthening the parliament. The project achieved success in those cases where vested interests were not hampered by the implementation of the project, but those situations were rare. One problem was the lack of policy ownership at

the project formulation and implementation level. As expatriate consultants mostly conducted the feasibility studies, they either were unaware of or choose to ignore the polarized political context of Bangladesh. Moreover there was no coherency between goal-setting and strategy-fixing. Success criteria of the project were narrowly defined. The result was that on the surface, the project output seemed remarkable, but its actual impact was limited.

Finally, these case studies underscored the compelling need for the harmonization of donor efforts. The uncoordinated activities of donors not only impose an extra burden on the recipient country, but also represent a transition cost to aid delivery. Aid harmonization depends to a large extent on genuine donor commitment along with finding trustworthy partners within the government, but both sides confront several constraints, making meaningful harmonization difficult to achieve. The recommendations at the end of this study point the way to overcoming those constraints.

論文審査の結果の要旨

「Towards Good Governance in Bangladesh: The Role of International Donors and the Search for the Harmonization of Donor Efforts」と題する英語で書かれた本博士号請求論文は、序章と終章を除いて6章から構成されている。

第一章 (Good Governance: A Conceptual Analysis) は、グッド・ガバナンス概念をめぐる政策的、学術的議論を整理している。特に、グッド・ガバナンスがない場合、その国の発展をはじめ、援助の効果に悪影響を与えることや、従来、ガバナンスは国内問題として扱われてきたが、援助国（ドナー）にとっても益々重要な課題となっていることを説明している。また、知識や技術提供などの援助国の役割も拡大しているが、目標や手段に差があり、ドナー同士の協力や調整が不十分だという問題意識を示し、援助のあり方を改善する余地があると議論している。

第二章 (Governance in Bangladesh: Intervention of International Donors) は、学位請求者の出身国のバングラデシュにおけるガバナンスの問題やドナーの関わり方について考察している。現地の公務員でもある学位請求者によれば、グッド・ガバナンスを構成する要因の全てがバングラデシュに不足し、民主主義や行政が機能しなくなりつつある。この状況を改善するのにドナーの役割が期待されている。

第三章から第五章までは、ドナーとそのプロジェクトをケース・スタディーとして取り上げ、分析している。第三章 (Foreign Assistance and Democracy Promotion in Bangladesh: The Role of the United States) は、米国の国際開発庁 (USAID) の活動を分析した。同機関による支援は、有権者の参加拡大や自由かつ公平な選挙の実施に有効だったが、議会政治の発展に十分な実績を残していないと指摘している。

第四章 (Strengthening Parliamentary Accountability in Bangladesh: The Role of UNDP and Others) では、議会の説明責任問題を取り上げる。多くの時間と資金の投入にもかかわらず、国連開発計画 (UNDP) やその他のドナーの貢献は非常に限られていると説明している。

第五章 (Administrative Reforms in Bangladesh: The Role of Japan) は、地方のレベルでのグッド・ガバナンス向上に対する日本の貢献を分析している。学位請求者は、日本政府の参加型農村開発プロジェクト (PRDP) が、目に見える多くの実績を残していると評価している。具体的に、その効果として、透明性、説明責任及び行政が提供するサービスの内容と質の向上を実現できたと結論付けている。

第六章 (Harmonizing Donors' Efforts and Increasing Aid Effectiveness) では、それぞれの事例を比較して、なぜあるプロジェクトが成功し、あるプロジェクトが失敗したのかを分析している。その答えとして、学位請求者は、政策立案への参加（オーナーシップ）、計画の企画、計画の目標、実施に関する戦略、計画のアウトプットとインプットとの相互関係、ドナーや現地政府のそれぞれの説明責任、そして政治的なコミットメントが主要なファクターであると結論付けている。第6章の後半では、援助国間の協力と調和 (harmonization) の重要性とその方法を詳細に議論している。最後に、それらの方法などを政策提言としてまとめている。

以上は、本博士号請求論文の構成と内容であるが、各章は、既に日本をはじめいくつかの海外の学術誌や学会においてすでに発表済みである。

結論部分の普遍化や応用化（他の国の例の国際比較）やHarmonizationの方法については課題として残されているが、審査委員会は一致して提出された論文は博士（国際公共政策）の学位を授与するに値すると認定した。