

CHAPTER 2

THE EVOLUTION OF JAPAN TOWARDS THE GLOBAL ENVIRONMENT IN THE AFTERMATH OF COLD WAR ERA

After the Second World War, Japan had barely restored herself from the terrible consequences of the war by developing economic growth. During the rapid industrialization, the government of Japan had not taken the domestic environmental problems seriously. Meanwhile, Japan's policies towards global environmental issues had received low attention and awareness. At that time, Japanese domestic and foreign policy on environmental issues had appeared to be lukewarm and Japan was a target of international criticism. However, the role of the Japanese government towards environmental issues has changed considerably since the late 1980s in terms of both national and international responses.¹

This chapter outlines the evolution of environmental concerns with the development of Japan's legislation as well as the role and responses of Japanese government towards environmental issues at international level since the post-Cold War. The government of Japan's determination to play an important role asserting herself as an international environmental leadership is the focus of this chapter. In addition, the motivation and driving force behind Japan's national interests to take the international leadership role towards environment are also examined.

A. The Environmental Policy of Japan towards International Environmental Issues

The aftermath of the Second World War in 1945, Japan was completely suffered and devastated from the destructive bombing attack. Japan had been heavily under the reconstruction accompanied by industrialization and economic development since then. The other sides of a prosperous of fast-growing economy were serious

¹ Anny Wong, *The Root of Japan's International Environmental Policies* (New York: Garland Publishing, 2001), p. 1.

environmental problems of waste water and air pollution. Despite the fact that the devastating environmental impacts such as an extreme outbreak of Minamata Disease (mercury poisoning), Itai-Itai Disease (cadmium poisoning) and pollution, behind the history of economic growth and development, had directly caused serious health problem of her citizens during 1940s-1960s, the Japanese government had not done enough to resolve the problem.² At the same time, there were the growing anti-pollution and environmental movements amongst Japanese citizens and pollution victims in Japan requested for a solution, responsibility and compensation. In addition, Japan was under harsh pressure from industrialized countries forcing Japan to take a responsible for combating domestic industrial pollution. Due to the terrible changes in domestic environmental pollution, internal movement and external pressure, pollution controls eventually became an important issue of Japan since the 1960s. Therefore laws and regulations were formulated to tackle with the pollution problems.³ The government of Japan had not worked to develop advanced technology to deal with pollution control. That was a major improvement in Japan's ability to address domestic environmental problems.

In the 1970s, in lack of a response to the international environment, Japan had shown a passive role towards environmental issues at the international level such as the issue of stratospheric ozone depletion and global warming.⁴ The response of

² Jun Ui, *Industrial Pollution in Japan* (Tokyo: United Nations University Press 1992); Wong, p. 46.

³ The Smoke and Soot Regulation Law was passed in 1962. In 1965, the Japan Environment Corporation was established as a special public corporation to deal with pollution control. The Basic Law for Environment Pollution Control was enforced in 1967. In 1968, the Smoke and Soot Regulation Law was later become the Air Pollution Control Law. The Law Concerning Special Measure for the Relief of Pollution-Related Patients was declared in 1969. The government of Japan enacted the Water Pollution Control Law and approved the 14 bills to cope with pollution problems in 1970. The Environment Agency was officially established in 1971. The government of Japan enacted the Law for Conservation of Natural Environment in 1972.

Harutoshi Funabashi, "Environmental Problems in Postwar Japanese Society," *International Journal of Japanese Society* 1 (October 1992): 3-18; Michio Hashimoto, "The Japanese Experience of Tackling Pollution," *Japan Review of International Affairs* 1, Winter (August 1993): 3-29.

⁴ Miranda A. Schreurs, "Policy Laggard or Policy Leader?: Global Environmental Policy-Making Under the Liberal Democratic Party," *The Journal of Pacific Asia* 2 (1995): 3-33; Miyaoka Isao, "Japan's Global Environmental Policy in the late 1980s and early 1990s: Changing from an Eco-Outlaw to a Green Contribution," *Social Science Japan* (August 1999): 7-10.

Japan on international environmental issues was harshly criticized due to her reluctant to either support or oppose environmental promotion or protection. Moreover, the government of Japan was blamed for not providing adequate reaction and contribution to handle the environmental problems at both the national and international levels. As a result, the reputation of Japan in dealing with environmental fields was terrible. Environmental issues have been the main focus and outstanding agenda in contemporary world politics and concern since 1980s. The visible environmental impacts, due to dramatic exploitation of natural resources by human activities, have created the critical global challenges to mankind and ecosystems around the world. There was a growing awareness of global environmental issues with the formulation of international law and treaties in the global affairs. Owing to negative criticism as well as high attention to environmental issues at the international level, Japan has also attempted to change her gesture, which was a distinct contrast to the past, with great interest in international environmental issues.

The Japanese government has paid more attention to international environment since the late 1980s. It was a great turning period of Japan concerning international environmental consideration and policy.⁵ Former Prime Minister Noboru Takeshita started to realize the importance of the global environmental protection since June 1998 during the G-7 summit in Toronto.⁶ Takeshita had showed significantly his initiative role bringing international environmental issues to the top of the agenda. He desired to make the Liberal Democratic Party (LDP) to become more pro-environment and intended to enhance Japan's international role and the effort of Japan.⁷ As a result of crucial support of ex-Prime Minister Takeshita, the issue of the global environment has become a popular concern in Japan while the

⁵ Ministry of Environment, Japan, "Quality of the Environment in Japan 1990 (White Paper)," http://www.env.go.jp/en/wpaper/1990/dae19000000020.html#4_1.

⁶ Ohta Hiroshi, "Japanese Environmental Foreign Policy," in *Japanese Foreign Policy Today*, eds. Inoguchi Takashi and Purnendra Jain (New York: Palgrave, 2000), pp. 100-101.

⁷ Miranda A. Schreurs, "Domestic Institutions and International Environmental Agendas in Japan and Germany," in *The Internationalization of Environmental Protection*, eds. Miranda A. Schreurs and Elizabeth Economy (United Kingdom: Cambridge University Press, 1997), pp. 150-151; Miranda A. Schreurs, "Japan's Changing Approach to Environmental Issue," *Environmental Politics* 2 (Summer 1997): 150-156; Miranda A. Schreurs, "Policy Laggard or Policy Leader?: Global Environmental Policy-Making Under the Liberal Democratic Party," *The Journal of Pacific Asia* 2 (1995): 3-33.

national budget for international environment had risen.⁸ The government of Japan and Japanese industry were eagerly interested to improve their environmental image and support for global environmental problems through Japanese corporations.⁹ Since then, Japan has increasingly taken active stands on international environmental issues.

Notwithstanding around two years prior to the Earth Summit in 1992, according to Mr. Simon Smith¹⁰, there was a negative sentiment in London relating to Japanese policy and responses to global environmental issues. In addition to Western criticism and international pressure, it was generally denounced that Japan had overlooked on environmental concerns, both nationally and internationally. Western criticism and international pressure are major factors forcing Japan as an industrialized nation to be more responsible to global environmental concerns in order to keep a balance between economic growth and environmental issues.

By the end of the Cold War, environmental concerns were already firmly on the international agenda as shared, common and global problems.¹¹ A United Nations Conference on Environment and Development (UNCED), held in Rio de Janeiro in Brazil in June 1992 and famously known as ‘the Rio Conference’ or ‘the Earth Summit’, was a salient conference which comprehensively addressed new issues concerning the international environment and development as well as continually fostered and developed the concept of ‘sustainable development’¹² in the international community. Although the UNCED was not the first international conference¹³, the

⁸ Ministry of Environment, Japan.

⁹ Miranda A. Schreurs, “Assessing Japan’s Role as a Global Environmental Leader,” *Policy and Society* 1 (2004): 88-110.

¹⁰ Mr. Simon Smith was at the British Embassy in Tokyo from 1989 to 1992. Daiwa Anglo-Japanese Foundation, “Japan’s Global Role: Changes and Continuity (Seminar Transcript, 20 November 2002),” http://www.dajf.org.uk:80/_pdf/sem64.pdf.

¹¹ Lorraine Elliott, “The Global Politics of the Environment,” in *The New Agenda for International Relations*, ed. Stephanie Lawson (United Kingdom: Polity Press, 2002), p. 110.

¹² According to the World Commission on Environment and Development (WCED), known as the 1987 Brundtland Committee, the word ‘sustainable development’ means development that meets the needs of the present without compromising the ability of the future generations to meet their own needs.

¹³ The UNCED was organized to follow up the United Nations Conference on the Human Environment, informally known as the Stockholm Conference which was the first international environmental conference held in Stockholm in Sweden in 1972. During the Stockholm Conference, the relationship between economic development and environmental degradation was first raised on the international agenda. The 1972 Stockholm Conference served a beginning and catalyst for several environment initiatives. In 1982, after Stockholm

Conference apparently became the most significant and largest meeting raising environmental concerns internationally.

This 1992 Rio Conference has saliently brought issues of environment to the forefront on a global scale due to the size of summit and comprehensive coverage of issues of concern. The Rio Conference was the first summit which thoroughly discussed new issues concerning environment and development such as climate change, biological diversity and desertification. The Rio Declaration on Environment and Development, Agenda 21, the Framework Convention on Climate Change, the Convention on Biological Diversity and the Forest Principles were major outcomes and achievement of the Earth Summit.¹⁴ The government of Japan signed the Framework Convention on Climate Change, the Biological Diversity Convention and

Conference for 10 years, the United Nations Conference on the Human Environment was held in Nairobi, Kenya. This 1992 UNCED was organized to follow up the Stockholm Conference in order to reaffirm the Declaration of the United Nations Conference on the Human and Environment.

¹⁴ The Rio Declaration on Environment and Development was widely recognized as an 'Earth Charter' addressing principles of environment for national behavior. The Rio Declaration comprised of 27 important fundamental principles for environment and development, which included national responsibilities and international cooperation on environmental protection, the needs for development and eradication of poverty and the role and rights of citizens, women and indigenous people.

Agenda 21 is a comprehensive blueprint of a global action plan for promoting sustainable development towards 21st century. During the Rio Conference, Agenda 21 was developed and adopted as the significant document which consists of a wide range of environmental issues such as promoting sustainable urban management, combating deforestation, biotechnology management and hazardous waste management. The role of important groups; local authorities, business and industry, scientists, women, indigenous group, youth and farmers was addressed.

The Framework Convention on Climate Change and the Convention on Biological Diversity was signed during the Rio Conference by 153 states and 155 states respectively. The Convention on Climate Change has become effective on March 21, 1994 and the Convention on Biological Diversity has come into force on December 29, 1993. Both Convention on Climate Change and Biological Diversity are the framework convention established basic objectives, principles, norms, institutions and procedures for further international cooperation and development.

The Statement of Principles on Forest is a set of principles and elements on forest protection and promotion for worldwide sustainable forest management and conservation. The Forest Principles were finally published and entitled 'Non-Legally Binding Authoritative Statement of Principles for a Global Consensus on the Management, Conservation and Sustainable Development of all Types of Forests'.

Owen Greene, "Environmental Issues," in *The Globalization of World Politics*, eds. John Baylis and Steve Smith (New York: Oxford University Press, 2001), p. 405; Edward A. Parson, Peter M. Hass and Marc A. Levy, "A Summary of the Major Documents Signed at the Earth Summit and the Global Forum," *Environment* 8 (October 1992): 12-15, 34-36.

Agenda 21 as well as advocated the Rio Declaration and the Statement of Forest Principles.

After the Earth Summit or post-Rio Conference, issues of global environment have been extensively and strongly concentrated. Environmental issues have become a major consideration in Japan as well. Especially in the early of 1990s and immediately after the Rio Conference, many new environmental plans and legislations were formulated¹⁵ by the government of Japan. In the meantime, environmental institutions were established.¹⁶ Domestic environmental laws of Japan were critically changed to include the global environment as a new environmental goal. Environmental concerns within Japan were growing.

To tackle with a range of environmental problems at both national and international levels, Japan established in the Basic Environment Law, which was passed and implemented in November 1993, totally replacing the Basic Law for Environmental Pollution Control of 1967, as a new legal framework and basic principles for formulating environmental laws and policies. This Basic Environmental Law 1993 designed the basic principles of environmental policy, which became more comprehensive and covered environmental protection including anti-pollution regulations of the global environment. The Japanese government formulated this comprehensive new environmental law to protect environment at the domestic area, but also to cope with new problems on a global scale.¹⁷ According to this Basic Environmental Law 1993, determination of the government of Japan to promote and participate in global environmental cooperation through international cooperation was affirmed under Article 5, one of the basic principles of environmental policy.¹⁸

¹⁵ Water Pollution Control Law was revised in 1990; Action Plan to Arrest Global Warming officially approved in 1991; The Law for Promotion of Utilization of Recycled Resources (Law for Promotion of Effective Utilization of Resources) was enacted in 1991; The Environmental Basic Law was enacted in 1993; The Basic Environmental Plan was established by the Cabinet in 1994; The Law for Promotion of Sorted Collection and Recycling of Containers and Packaging (Containers and Packaging Recycling Law) was enacted in 1995.

¹⁶ Center for Global Environment Research was established within the Environment Agency's National Institute for Environmental Studies in 1990; Japan Fund for Global Environment was established within the Japan Environment Corporation in 1993.

¹⁷ Schreurs, "Japan's Changing Approach."

¹⁸ Ministry of Environment, Japan, "The Basic Environment Law," <http://www.env.go.jp/en/lar/blaw/ch1.html>.

Regarding the Basic Environment Law, Article 5 ‘Active Promotion of Global Environmental Conservation through International Cooperation’ stipulated that

“Global environmental conservation shall be actively promoted in cooperation with other countries, utilizing Japan's capacities and resources, and in accordance with Japan's standing in the international community, in consideration of the fact that global environmental conservation is a common concern of mankind as well as a requirement in ensuring healthy and cultured living of the people into the future, and that the Japanese economy and society is closely interdependent with the international community.”

Subsequently, the government of Japan additionally formulated the Basic Environmental Plan in December 1994 as long-term national policies of environmental conservation comprising the significant measures consistent with Article 15¹⁹ under the provision of the Basic Environmental Law. This action plan was expected to protect environment and reduce environmental impacts in Japan including an improvement of a comprehensive environmental policy formulation in the future. According to this Basic Environmental Plan, Japan recognized the importance of international and regional cooperation of environmental issues. Japan’s effort to make a environmental contribution to international activities and the role of leadership were firmly stipulated under Chapter 5 of this Basic Environmental Plan that stated;

“Global conservation is a problem common to all of humanity and it cannot be resolved by one country acting alone. Japan must contribute to this international effort in a manner suitable to its position in the international

¹⁹ Ministry of Environment, Japan. “The Basic Environment Law.”

Article 15 under the Basic Environmental Law 1993 pronounced that

1. The Government shall establish a basic plan with regard to environmental conservation (hereinafter referred to as the "Basic Environment Plan") in order to comprehensively and systematically promote the policies for environmental conservation.

2. The Basic Environment Plan shall stipulate the following matters.

(1) The outline of the comprehensive and long-term policies for environmental conservation

(2) Besides the preceding matter, the matters required to comprehensively and systematically promote the policies for environmental conservation

3. The Prime Minister shall formulate a draft of the Basic Environment Plan and ask the Cabinet for its decision, after hearing the opinion of the Central Environment Council.

4. The Prime Minister shall promulgate the Basic Environment Plan without delay when the Cabinet has made its decision in accordance with the preceding Paragraph.

5. The preceding two Paragraphs shall apply mutatis mutandis to changes of the Basic Environment Plan.

community. Japan shall work with other countries and international organizations to save the global environment. In particular, Japan shall play a leading role in promoting cohesive measures and their implementation in the Asian-Pacific since Japan has both historical and geographical ties to the region. The region is expected to experience phenomenal growth. Consequently, this implies that the area will inflict tremendous burdens on the environment. Japan shall strive to control these burdens by promoting conservation measures.”²⁰

According to the Basic Environmental Plan 1994, it identified the four concepts of ‘sound material cycle’, ‘harmonious coexistence’, ‘participation’ and ‘international activities’ as long term objectives for development of environmental conservation policies. However, it was noted that this Basic Environmental Plan 1994 was unable to move these four concepts into action, and instruments to review and assess the progress of policy implementation were not adequate. In response to these difficulties, the Basic Environmental Plan was newly revised and adopted by cabinet decision in December 2000 emphasizing on the effectiveness of policy implementation.²¹

In addition, the administrative reform of Japan in 2001 was not only a significant change of the government of Japan, but also reflected an important step in Japanese environmental policy. The former Environmental Agency was promoted to the Ministry of Environment on January 6, 2001.²² This Ministry was established to exercise a central role and to be responsible for overall environmental policies in order to deal with environmental problems at domestic and global levels effectively (See Appendix 1: The Organizational Structure of Ministry of Environment). This governmental restructuring provided new opportunities to enhance the power of the Ministry to develop environmental policies and measures in cooperation with other ministries. The Environmental Administration is now reinforced and consolidated

²⁰ Ministry of Environment, Japan, “The Basic Environmental Plan,” <http://www.env.go.jp/en/pol/bplan/contents.htm>.

²¹ “Revise Basic Environmental Plan,” *Japan Environment Quarterly* 1 (March 2001): 3.; United Nation, “Japan National Assessment,” http://www.johannesburgsummit.org/html/prep_process/national_reports/japan_national_report.pdf.

²² “A New Ministry of the Environment- Its Work and Structure,” *Japan Environment Quarterly* 6 (March 2001): 1-2; *Japan Society of Waste Management Experts* 37 (July 2001).

institutionally. Initiatives of Japan to deal with global environmental problem have strengthened as well.

There has been a common consensus that education is an important driving force for the change needed ever since sustainable development became a common concern in all UN conferences.²³ In accordance with Chapter 36 of Agenda 21²⁴, Koizumi Initiative and United Nations Decade of Education for Sustainable Development²⁵ emphasizing the promotion of environmental education, the government of Japan has recently formulated legislation on environmental education, widely known as ‘Law concerning the Enhancement of Willingness for Environmental Conservation and Promotion of Environmental Education’. The Law has become effective on July 25, 2003 with the aim of enhancement of environmental conservation activities, encouragement of willingness for environmental conservation

²³ United Nations Educational, Scientific and Cultural Organization, “UN Decade for Education for Sustainable Development (2005-2014),” http://portal.unesco.org/education/en/ev.php-URL_ID=23279&URL_DO=DO_TOPIC&URL_SECTION=201.html.

²⁴ According to Agenda 21, Chapter 36 Promoting Education, Public Awareness and Training declared that “Education, including formal education, public awareness and training should be recognized as a process by which human beings and societies can reach their fullest potential. Education is critical for promoting sustainable development and improving the capacity of the people to address environment and development issues. While basic education provides the underpinning for any environmental and development education, the latter needs to be incorporated as an essential part of learning. Both formal and non-formal education are indispensable to changing people's attitudes so that they have the capacity to assess and address their sustainable development concerns. It is also critical for achieving environmental and ethical awareness, values and attitudes, skills and behaviour consistent with sustainable development and for effective public participation in decision-making. To be effective, environment and development education should deal with the dynamics of both the physical/biological and socio-economic environment and human (which may include spiritual) development, should be integrated in all disciplines, and should employ formal and non-formal methods and effective means of communication.”

Joyce Quarrie, *Earth Summit 1992: The United Nations Conference on Environment and Development* (London: Regency Press, 1992), 221-227; United Nation, “Agenda 21,” <http://www.un.org/esa/sustdev/documents/agenda21/english/Agenda21.pdf>.

²⁵ The United Nations Decade for Education for Sustainable Development was proposed by the government of Japan during the 2002 Johannesburg Summit under the Plan of Implementation. The UN declared the Decade of Education for Sustainable Development emphasizing environmental education for ten year-period, starting from 1 January 2005 to the end of 2014.

and promotion on environmental education in order to effectively reduce the environmental loads and establish a sustainable society.²⁶

With regard to the development of environmental legislations after the Cold War, Japan has stepped forward from being a policy laggard among the industrial countries to become a proactive actor progressively addressing international efforts on environmental issues. The administrative reform in 2001 was an important restructure of the Japanese administrative system to deal with environmental issues more effectively as well. Environmental issues mean the more considerably and take a higher priority position to the direction of Japan's foreign policy.²⁷ The environmental legislations of Japan have been developed and the establishment of the Environment Ministry has enhanced policy and movement in response to the environment field from the national level to the international level as the next significant step.

B. The Role of Japanese Government towards International Environmental Issues

In the aftermath of rising environmental awareness internationally, during the early 1990s the government of Japan has greatly increased her role and enhanced her foreign policy make a bigger contribution to global problem solving. The government of Japan showed her constructive role on the international stage during the Rio Conference and Johannesburg Summit.

Japan's interest in environment has become significant after the Rio Conference. According to a draft of a speech by ex-Prime Minister Kiichi Miyazawa, it underlined the issue of climate change with a commitment to stabilization of carbon dioxide (CO₂) and protection of the ozone layer. International cooperation among

²⁶ Ministry of Environment, Japan, "Law for Enhancing Motivation on Environmental Conservation and Promoting of Environmental Education," http://www.env.go.jp/en/lar/public/law_edu_tt.pdf.

²⁷ Schreurs, "Policy Laggard or Policy Leader?"

countries on environment and development in the long run was advocated.²⁸ At 1992 Rio Conference, Japan played a key role given her aid, and commitment for addressing global environmental concerns as a new major support in international community. The government of Japan showed her intention to strengthen and expand environmental assistance as well as increase financial support on environmental issues for sustainable development. Japan accordingly announced the goal to expand bilateral and multilateral assistance on environmental areas to developing countries by offering financial contribution through Japan's Official Development Assistance (ODA) of 900 billion yen to 1 trillion yen (7 to 7.7 billion US dollars) for 5 years starting from 1992. During that five year period, the total amount of ODA for environmental cooperation was 1.44 trillion yen (13.2 billion US dollars), greater than the initial target of 40 percent.²⁹

In 1997, the government of Japan exercised a considerable effort towards the issue of global warming which has been regarded as a potential threat and global common problem. Japan took the initiative as a host at the third session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP3) in December 1997, in Kyoto, where Kyoto Protocol was negotiated and adopted to prevent further global warming. During the COP3, the Kyoto Initiative was announced by Japan to provide a supportive cooperation to developing countries to prevent global warming, primarily through ODA.³⁰ Being the first country in the world to promulgate a law to address global warming, Japan implemented the Law Concerning the Promotion of Measures to Cope with Global Warming in 1998.³¹

²⁸ Ministry of Foreign Affairs, Japan, "Diplomatic Bluebook 1992," <http://www.mofa.go.jp/policy/other/bluebook/1992/1992-1-2.htm>.

²⁹ Susan J. Pharr, "Japanese Aid in the New World Order," in *Japan: A New Kind of Superpower?*, eds. Crag C. Garby and Mary Brown Bullock (Washington D.C.: Woodrow Willson International Press, 1994), pp. 159-180.; Micheline Beaudry-somcynsky and Chris M. Cook, *Japan's System of Official Development Assistance: Profiles for Partnership # 1* (Canada: International Development Research Centre, 1999), p. 7; Ministry of Foreign Affairs, Japan, "Diplomatic Bluebook 1992."

³⁰ Ministry of Foreign Affairs of Japan, "Fact Sheet: Japan's Development Policies," <http://www.mofa.go.jp/policy/economy/summit/2002/policy-f.html>.

³¹ Miranda A. Schreurs, "Japan's Role in Global Environmental Protection," *Japan Foundation Center for Global Partnership* 27 (Spring 2001): 3-5.

From that time onwards, Japan has played a leading role promoting discussions about global warming for the purpose of early ratification of the Kyoto Protocol.³²

At the end of 1999, former Minister Kayoko Shimizu of the Environment Agency of Japan, as Director-General of the Environment Agency and Minister in charge of global environmental issues, delivered an important message showing a proactive role and an attempt for Japan to deal with global environmental issues, saying that;

“I recognize environmental issues as important policy issues for the 21st century for Japan and the entire world. As the Minister responsible for the environment, I know that I must make my utmost effort to respond fully to the challenges, which lie ahead.”

She also emphasized and promised to create a good model at the domestic level showing efforts to handle global environment problems in all areas such as industry, transportation, and daily lifestyles.³³

In August 2002, at a press conference of the World Summit on Sustainable Development (WSSD) or Johannesburg Summit 2002, Japan performed environmental efforts which were more obvious than the past. Former Prime Minister Junichiro Koizumi of Japan promoted the concept of ‘global sharing’ urging for the support of the international community for the purpose of resolving global

³² During the sixth session of the Conference of the Parties (COP6 bis) held in Bonn, Germany in 2001, Japan’s message on her commitment included the following points:

1. Japan will exert its utmost efforts to make it possible to ratify the Protocol and entry into force of the Kyoto Protocol by 2002.

2. To have the US participation is the best scenario in order to ensure the effectiveness of measures against global warming. Japan is pro-actively engaged in consultations with the US. At the same time, Japan does not intend to delay the progress of the negotiations in this Session due to this consultation.

3. Japan will intensify domestic measures to achieve the reduction target of the Kyoto Protocol. We are determined to further actively address the task of combating global warming both domestically and internationally, and invite other countries to do the same.

The government of Japan decided to accept the Kyoto Protocol on June 4, 2001.

“Climate Progress at COP6 bis,” *Japan Environment Quarterly* 3 (September 2001): 1-3; United Nations Framework Convention on Climate Change, “Kyoto Protocol: Status of Ratification,” http://unfccc.int/files/essential/_background/kyoto_protocol/application/pdf/kpstats.pdf.

³³ “Message from Environment Minister Kayoko Shimizu,” *Japan Environment Quarterly* 4 (December 1999): 1.

environmental issues, strengthening environmental protection and development as well as fostering sustainable development.³⁴ He addressed that;

“In order to overcome such serious environmental pollution and achieve both environmental protection and development, it is a challenge for all people around the world, for all countries on all continents of this globe.”³⁵

The “global sharing” concept is consistent with a guiding principle of “common but differentiated responsibility”, which was identified in Principle 7 of Rio Declaration certifying the cooperation of developed and developing countries as a global partnership in environmental protection.³⁶ Both of concepts of “global sharing” and “common but differentiated responsibility” are accordingly useful for environmental cooperation in the international community.

The issue of environment has become an important subject of education curriculums of Japan. The Koizumi government believed that the 21st century is the ‘Environmental Century’ or an era of ‘Environmental Revolution’, which is a new development, succeeding the Industrial Revolution and the IT Revolution. The most important thing to step forward to Environmental Revolution is environmental education in order to cultivate environmental consciousness and responsibility.³⁷ The importance of human resources development and promotion of environmental education has been taken into consideration by Japanese government as the key basis of development for achieving sustainable development. In this regard, at the press conference of Johannesburg Summit 2002, ex-Prime Minister Koizumi additionally announced the ‘Koizumi Initiative’, which is the concrete action plan of Japanese

³⁴ Ministry of Foreign Affairs, Japan, “Chapter 3: Japan’s Foreign Policy in Major Diplomatic Fields,” <http://www.mofa.go.jp/policy/other/bluebook/2004/chap3-c.pdf>.

³⁵ Ministry of Foreign Affairs, Japan, “Opening Statement by Prime Minister Junichiro Koizumi at the Press Conference on the World Summit on Sustainable Development,” <http://www.mofa.go.jp/policy/environment/wssd/2002/kinitiative5.html>.

³⁶ The Rio Declaration on Environment and Development, Principle 7 articulated that “States shall cooperate in a spirit of global partnership to conserve, protect and restore the health and integrity of the Earth’s ecosystem. In view of the different contributions to global environmental degradation, States have common but differentiated responsibilities. The developed countries acknowledge the responsibility that they bear in the international pursuit to sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command.

Greene, p. 405; Quarrie, pp. 9-10.

³⁷ Ministry of Environment, Japan, “Annual Report on the Environment in Japan 2004,” <http://www.env.go.jp/en/w-paper02/2004/full.pdf>.

government to be taken for sustainable development, emphasizing on three important areas: 1) people and hope through education and human resources development in the areas of international environment and development; 2) ownership and solidarity in development and; 3) today's complacency, tomorrow's plight of environment (See Figure 2.1).³⁸ Regarding education and human resource development, for example, former Prime Minister Koizumi strongly emphasized and promoted environmental education at international level by proposing the 'Decade of Education for Sustainable Development'.³⁹ In this regard, the government of Japan additionally provided 250 billion yen (2.1 billion US dollars) for low income countries on educational programs for five years.⁴⁰ The second pillar of ownership and solidarity in development focused on trade and foreign investment, energy, agricultural and food as well as development assistance for developing countries. Moreover, close cooperation between Japan and Africa was emphasized. In order to ensure sustainable development under the area of today's complacency and tomorrow's plight of environment, Japan announced the Environmental Conservation Initiative for Sustainable Development (EcoISD), replaced Initiative for Sustainable Development towards the 21st Century (ISD)⁴¹ as the foundation for extending and developing more effective and efficient environmental cooperation in the future, mainly through ODA.

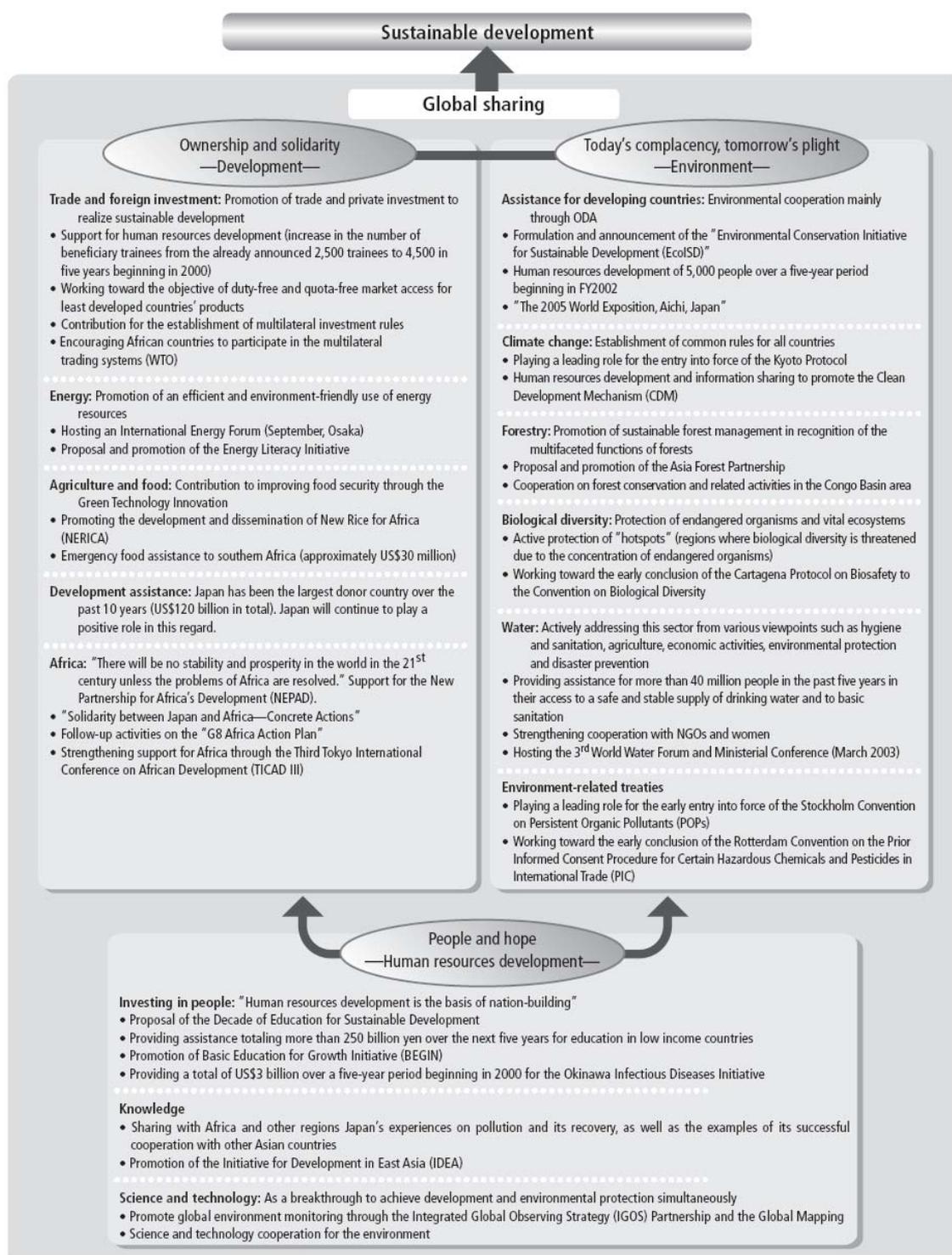
³⁸ Ministry of Foreign Affairs, Japan, "Koizumi Initiative (Concrete Actions of Japanese government to be taken for Sustainable Development- Towards Global Sharing)," <http://www.mofa.go.jp/policy/environment/wssd/2002/kinitiative.html>.

³⁹ The United Nations Decade for Education for Sustainable Development was proposed by the government of Japan during the 2002 Johannesburg Summit under the Plan of Implementation. The UN declared the Decade of Education for Sustainable Development emphasizing environmental education for ten year-period, starting from 1 January 2005 to the end of 2014.

⁴⁰ Ministry of Foreign Affairs, Japan, "Koizumi Initiative.,"; Ministry of Foreign Affairs, Japan, "Speech by Prime Minister of Japan, Junichiro Koizumi at the World Summit on Sustainable Development," <http://www.mofa.go.jp/policy/environment/wssd/2002/kinitiative2.html>.

⁴¹ Initiative for Sustainable Development towards the 21st Century (ISD) was designed by the Japanese government at the United Nations General Assembly Special Session on Environment and Sustainable Development (UNGASS) in New York June 1997 in order to enhance environmental cooperation, mainly through Japan's ODA. ISD clearly shows Japan's international environmental cooperation policy and embodies Japan's environmental ODA support as well as other cooperation policies. There is an action plan providing for six environmental areas: 1. combating air and water pollution including waste disposal; 2. combating global warming; 3. dealing with fresh water problems; 4. natural conservation and forests; 5. promoting public awareness; and 6. promoting of global environmental strategies towards sustainable development.

Figure 2.1
Koizumi Initiative at the Johannesburg Summit



Source: Ministry of Foreign Affairs, Japan. Diplomatic Bluebook (2006).

With regard to principles of environmental cooperation under EcoISD, the government of Japan committed to promote human resources development by training 5,000 persons for five years starting in 2002, to foster environmental education in developing countries for raising awareness in environmental fields, to continually perform the important role of environmental cooperation as well as to take a leading role on environmental conservation.⁴² The efforts of Japan in other environmental areas such as climate change, forestry and water were included.

⁴² Principles of Environmental Cooperation under Environmental Conservation Initiative for Sustainable Development (EcoISD)

Japan will carry out its cooperation in the environmental field in accordance with the basic principles described below, in addition to the above-mentioned philosophy of EcoISD as well as the principles governing Japan's ODA as a whole, such as the promotion of policy dialogues with developing countries, ensuring cooperation through a combination of "hard" cooperation (infrastructure building and equipment provision) and "soft" cooperation (human resources development) that are based on the development stage of each developing country, and support for South-South cooperation.

1. Capacity development in environment

In order to enhance the comprehensive capacity of organizations and people to deal with problems concerning the environment, Japan will promote human resources development in developing countries, including building the capacities of technologies relating to environment, as well as provide cooperation for institution-building and equipment provision. To help developing countries develop their own capacities, Japan will select projects for its cooperation from a long-term perspective, and promote cooperation which attaches particular importance to the process of capacity building, such as the participation of stakeholders both in the decision making on priority-setting and on target projects as well as in the implementation of projects, joint efforts to enhance their implementing abilities, and the promotion of environmental education for raising peoples' awareness of environmental problems.

2. Active integration of environmental considerations

Japan will make efforts to help promote the integration of poverty reduction and environmental conservation by incorporating environmental considerations into all development plans and programmes, and to address environmental problems in developing countries by supporting projects in which appropriate environmental considerations are fully taken into account.

3. Japan's leading role

Even though developing countries have a substantial need for assistance in the environmental sector, they tend to put a higher priority on development projects, and therefore local needs in the environmental sector are not reflected in specific project proposals. For this reason, Japan will promote the giving of incentives for environmental conservation and the raising of environmental awareness, through policy dialogues, various forums, and other appropriate cooperation schemes.

4. Cooperation under broad and comprehensive frameworks

In order to solve regional and global environmental problems, Japan will implement its cooperation in this field based on broad and comprehensive frameworks, which synthesize various cooperation methods effectively. One example is the combination of cooperation in which support measures are provided intensively in one particular place, such as the centre approach and the model approach and those that are provided for wider regions.

At the Johannesburg Summit, Japan intensively performed positive progress towards international environment. Encouragement of international cooperation, promotion of environmental education for sustainable development and a concrete plan the Koizumi Initiative were the great and useful consequences for the international community. For example, playing a leading role for the entry into force of the Kyoto Protocol, which is one commitment of Koizumi Initiative, had achieved success. The government of Japan accepted the Kyoto Protocol on 4 June 2004 and tried to call for Russia's early ratification of the Kyoto protocol. The Kyoto Protocol has finally become effective on 16 February 2005 after 90 days of Russia's ratification.⁴³ In this regard, environmental efforts of Japan on the international stage have been extensively recognized.

In July 31, 2003, Mr. Kiyotaka Akasaka, Consul-General of Japan in Sao Paula, clearly emphasized on Japanese determination towards international environmental leadership that;

“Japan has every intention to be a major player in global environmental efforts, and has been one of the most active countries to fully participate in multilateral environmental negotiations. This determination has been all the more pronounced since Japan hosted the Kyoto Conference on Climate Change in 1997. Japan is party to almost all major treaties and protocols relating to environment, including the Kyoto Protocol and the Biological Diversity Convention. The general public and business sectors of Japan are

5. Application of Japanese experience and scientific knowledge

Japan's past experiences in overcoming environmental problems as well as valuable know-how in coping with recent complex environmental issues, have been accumulated by a broad range of stakeholders, including local governments and private enterprises. Also, scientific knowledge on pollution monitoring, data-analysis, counter-approaches, etc., which Japan has accumulated to date, could play a large role in resolving environmental problems in developing countries. Based on this standpoint, Japan will positively promote collaboration between ODA and other cooperation in these fields carried out by international organizations, local governments, private sector, NGOs, and others.

Ministry of Foreign Affairs, Japan, “Environmental Conservation Initiative for Sustainable Development (EcoISD),” <http://www.mofa.go.jp/policy/environment/wssd/2002/kinitiative3-2.html>; Ministry of Foreign Affairs, Japan, “Initiatives of Japan towards 2015: Millennium Development Goals,” <http://www.mofa.go.jp/policy/oda/mdg/pamph2015.pdf>.

⁴³ United Nations Framework Convention on Climate Change, “Kyoto Protocol: Status of Ratification,” http://unfccc.int/files/essential/_background/kyoto_protocol/application/adf/kpstats.pdf.

supportive of the government in taking leadership in global environmental issues.”⁴⁴

At the Ministerial Conference on the 3R Initiative in 2005, former Prime Minister Koizumi stressed consideration of environmental issues as a priority policy of the Japanese government that;

“Now we consider that the earth is irreplaceable and the protection of environment is absolutely important for all of us and for the human being. Therefore, it is the highest priority on the Koizumi Government’s agenda to render economic development and environmental protection compatible with each other and achievable at the same time.”⁴⁵

Furthermore, he had an intention to extensively provide extensive Japanese development assistance and strengthen the promotion of international cooperation.⁴⁶ The role of Japan towards the issue of waste management and the 3R Initiative is subsequently focused in detail in the next chapter.

Realizing the increasing awareness of global environment, Japan has pushed herself to play an important role in dealing with the international environmental problems. After the 1992 Earth Summit, the role of Japanese government in the international stage toward international environment has moved into the positive direction. The representatives of Japan have usually proclaimed the eagerness for the role of environmental leadership with her commitments of environmental efforts to handle global environmental problems. While environmental awareness and concern in Japan has been rising, the government of Japan has strengthened her willingness to take international action. The role of Japan has been more significant as a result. The progress of Japan’s changes and improvements in environmental policies can be observed. Environmental issues have become significant on the policy agenda and concerns in Japan on both national and international levels.

⁴⁴ Embassy of Japan, Brazil, “Japan’s Recent International Initiatives in Environment and Japan-Brazil Cooperation,” http://www.sp.br.emb-japan.go.jp/portugues/img/seminario_consul_eng.pdf.

⁴⁵ Ministry of Environment, Japan, “Prime Minister Junichiro Koizumi’s Welcome Remarks,” <http://www.env.go.jp.80/earth/3r/en/info/09.pdf>.

⁴⁶ Ministry of Foreign Affairs, Japan, “Speech by H.E. Mr. Junichiro Koizumi, Prime Minister of Japan,” <http://www.mofa.go.jp/region/asia-paci/meet0504/speech.html>.

C. Desires and Motivations behind Japan's Interest in International Environmental Issues

Regarding increasing environmental concerns of global dimensions, it is a golden opportunity for Japan to play a leading role dealing with environmental issues in the international community. In order to achieve a success of environmental cooperation, typically requires strong leadership.⁴⁷ In the early day of global environmentalism during the 1970s and 1980s, the United States was a predominant actor having modern environmental legislation and actively taking a strong effort to support environmental concern and cooperation internationally. As being a hegemonic power in the global affairs after the end of the Cold War⁴⁸, the United States was expected to offer leadership of the international community to foster international efforts and cooperation for addressing global environment problems. However, the former President George Bush 41 Administration opposed the development of a global climate change agreement and argued that limits on emissions would require major changes in Americans' way of life and would threaten an already weak economy.⁴⁹ According to the President's Press Conference on 29 March 2001, he addressed that;

“We will not do anything that harms our economy because first things first are the people who live in America. That's my priority. And I am worried that about the economy, I am worried about the lack of an energy policy.”⁵⁰

During the UNCED, Bush also claimed that the American lifestyle was not up for negotiation!⁵¹ Additionally, the U.S. President George W. Bush 43 Administration was apparently reluctant to cooperate on CO₂ reduction despite being the world largest producer of carbon dioxide (CO₂) emission. He finally announced to withdraw

⁴⁷ Greene, p. 400.

⁴⁸ David Mosler and Bob Catley, *Global America: Imposing Liberalism on a Recalcitrant World* (Westport, CT: Praeger Publishers, 2000); Steve Smith, “The End of Unipolar Moment? September 11 and the Future of World Order,” *International Relations 2* (2002): 171-183.

⁴⁹ Gary C. Bryner, *Gaia's Wager: Environmental Movements and the Challenge of Sustainability* (Lanha, MD: Rowman and Littlefield, 2001), p. 142.

⁵⁰ The White House, “Press Conference by the President,” <http://www.whitehouse.gov/news/release/2001/03/2001/0329.html>.

⁵¹ Elliott, p. 117.

from the Kyoto Protocol's ratification in March 2001. Furthermore, the United States has been perceived as the new 'rouge state' in the global environmental community by many environmentalists in Europe and elsewhere because of its unenthusiastic foreign policy towards environmental issues since the UNCED. Consequently, many observers considered that the United States has been unlikely to take the position as global environmental leadership.⁵²

On the contrary, as being one of industrialized countries, the government of Japan was extensively criticized on her inadequate response for dealing with issues of international environment and her weak environmental laws and regulations prior the Cold War. Nevertheless, Japan is presently one of the key players in the international community to address issues of environment, especially in terms of financial contribution. Involvement and behavior of Japan in the international arena have appeared very distinguished and different from the past. More significantly, Japan has been willing to show her strong intention and active effort working to promote environmental issues and ultimately assert the leadership role in environmental fields at an international level. Why does the government of Japan want to assert her role as a leadership towards environmental issues? What are the desires and motivations behind this intention?

At the beginning of the rise of global environmental concerns, Japan's environmental policies are primarily influenced by foreign pressure. Since Japan had not taken an adequate response or cooperation on international environmental problems in the past, Japan had long been under criticized and pressured by industrialized countries, NGOs and environmental activists. The worst environmental problems and responsibilities of Japan, such as the issue of domestic pollution; tropical deforestation and stratospheric ozone depletion, had been widely criticized by the international community.⁵³ Many countries would like to see a bigger response by Japan than what she had done in the past on sharing her environmental support to world affairs. Foreign pressure and international criticism are recognized as the main factors intensifying Japan to increase efforts in environmental concerns and to

⁵² Robert Falkner, "American Hegemony and the Global Environment," *International Studies Review* 7 (2005): 585.

⁵³ Schreurs, "Policy Laggard or Policy Leader?"

enhance foreign policy toward environmental issues. However, the role of Japan towards environmental issues was still reactive.

In the aftermath of the Cold War, the key factors behind Japan's interest in global environmental issues are internal motivations. According to Hanns W. Maull, it was noted that Japan was beginning to have a major international image problem.⁵⁴ Japan was not satisfied with this dishonorable criticism. In order to improve its environmental image and to escape from a bad reputation regarding environmental problems at the international level, the government of Japan was determined to bare her increasing responsibility and show an active movement for the international environment. Enhancing Japan's role and contribution to the international community in environmental areas will enable Japan to upgrade her image and reputation internationally on issues of environment. Moreover, Japan can contribute her domestic environmental failure as a lesson learn to other countries .In this regard, it is crucial for Japan to curiously play an increasingly active role with her growing interest in global environment.

Japan has successfully achieved major economic growth and become one of the economic superpowers; however the reputation on economic field has mainly come along with national profits and national interests posing both negative and positive results. Playing a larger international role is one of the important driving forces and national interests of Japan. With the improvement in Japan's international standing and a strong desire for a prominent position in the international community, it is imperative to Japan to seek for involvement in other fields which are able to provide a larger area for Japan to play a more visible role in the international community. Initiative and cooperative movement including international contribution on environmental fields furnish highly positive impacts as well as benefits to Japan, recipient countries and international community mutually. The environmental field is the new alternative channel and worthy opportunity for Japan to play an outstanding role and to show more responsive actions in order to enhance Japan's position and have a greater role in the world affairs. In addition, environmental aspects offer a

⁵⁴ Hanns W. Maull, "Japan's Global Environmental Policies," in *International Politics of the Environment: Actors, Interests and Institutions*, eds. Andrew Hurrell and Benedict Kingsbury (Oxford: Clarendon Press, 1992), p. 354.

good opportunity for Japan to assert herself as an international environmental leadership in the international community.

The ultimate goal and significant driving force of Japanese government behind the leadership on environmental fields is to achieve international credit and prestige in the international community. However, it is very difficult for the government of Japan to achieve these goals practically. In reality, international recognition and stature are the stated reasons for the government of Japan to pursue the role of leadership. The government of Japan has to dramatically work hard because becoming an environmental leadership is not about contribution; it is important to seek for a long-term solution with real sacrifice. It is necessary to find the environmental solution at the root causes of the problem. Today most of people still lack environmental awareness and understanding. Raising awareness, providing understanding including changing attitudes and behaviors towards environment are essential for long-term development but burdensome to achieve success. Some countries mark environmental issues as the low priority and do not want to share the responsibilities on this matter. However, involvement, cooperation and participation at international level are of great importance. Moreover, environmental problems are huge and universal challenges become much more extreme and exponentially severe. These are the obstacles and difficulties for the Japanese government to raise environmental awareness and call for other countries to work in collaboration. Consequently, the government of Japan has to push to encourage developed countries to share their responsibilities and help developing countries tackle and understand the problems. Even though there are many obstacles for Japan to deal with environmental problems at international level, the government of Japan has practically attempted to handle and promote awareness and cooperation of environmental issues.

With regard to Japan's environmental efforts, for example, the experience on waste management at domestic level is an important motivation stimulating the government of Japan to play the leading role. Japan has had long experience on waste management and recycling activities since the Edo Period (1603-1867).⁵⁵ The central and local governments of Japan have played the significant role urging their citizens

⁵⁵ Shinichi Okada, Ohkoshi Tadahiro and Nakamura Mayumi, "Reduce, Reuse, Recycle," *Asia Pacific Perspective: Japan+* 3, no.5 (September 2005): 6-21.

and businesses to bare their responsibilities and collaboratively participate on appropriate waste treatment. Japanese citizens and businesses, which become aware on the problem of waste, have shown their willingness and cooperative role to strengthen their efforts on waste collection and disposal. A chain of major convenience stores in Japan, for instance, has been willing to minimize the consumption of plastic bags starting its own campaigns in corporation with consumers to decrease the number of plastic bags since 2002 in accordance with the Law for Containers and Packaging Recycling Law. The result of campaign was great. In 2004, the amount of plastic bags was reduced 15 percent compared to 2001. According to an announcement by the Japan Franchise on May 2006, 12 major convenience stores additionally designed a five-year plan to lower the consumption of plastic bags 35 percent by 2010. This plan has been started since June 2006.⁵⁶ In Japan, the recycling systems and activities are the basic measure and very outstanding experiences in local communities. Furthermore, recycling and waste-related issues and legislations in Japan are usually emphasized and developed to create a sound material-cycle society. With her long experience and efforts to handle problems of waste at the domestic level, Japan can disseminate and share her experience, knowledge as well as technologies to other countries. In this regard, the government of Japan is determined to show her ability on appropriate waste management as a leadership in the international community. Domestic experience in Japan, with good cooperation between the central and local governments and Japanese residents and businesses, on waste treatment and recycling activities and appropriate disposal of wastes cannot be overlooked. Japan's experience on waste treatment at a national level is one of motivating factors behind her national interests.

The world has changed in the aftermath of the Cold War. Security issues and military power are not only the major focuses of the world community, but economic and political issues including the environment are also become important international issues in a contemporary world. According to Hiroaki Fujii, who was the deputy vice-minister for Foreign Affairs and served as Japan's ambassador to the Organization for Economic Cooperation and Development, he noted that Japan is

⁵⁶ Japan for Sustainability, "Convenience Stores to Cut Plastic Bag Use by 35% by 2010," http://www.japanfs.org/db/database/cgi?cmd=dp&num=1463&dp=data_e.html.

bound to play a much larger role in this emerging world order. It will be compelled to make foreign policy choices in a much broader range of areas, and the choices it makes will have a much greater impact than in the past on the international arena.⁵⁷ Japan is an important actor in the international arena and desires to occupy an honored place in the world community. It is the major challenge for Japan to push herself in the international community as one of the world major powers. Hence, Japan must engage more intensively in addressing and performing her potential to cope with global issues. Fujii also suggested that the government of Japan needs to improve her ability to assert her point of view regarding not only those issues involving direct self-interest but also those concerning the international system as a whole.⁵⁸ Japan ought to be involved in this area to contribute to the world.

In accordance with realism, the Japanese government desires to pursue her national interests, which can be regarded as having a good reputation, prominent position including international recognition and stature in the international community. In order to achieve these aspirations and preferences, Japan must significantly maintain her proactive role and take more initiative involving addressing global issues and showing her leadership. It is undeniable that taking leadership in global environmental issues brings about benefit to all in the international arena. Japanese contribution on environmental fields can bring Japan a positive recognition in the international community on one hand. The leadership position towards the international environment is able to provide Japan a distinguished role with good intentions and outstanding position including international recognition and stature. All of these are the most important elements and motivations behind Japan's national interests. Positive and negative results of domestic environmental experiences are major factors that influenced Japan to show her new alternative role coping with international environment as the role of a leadership. Furthermore, the leadership role enables Japan to exert her foreign policy influence to greater advantage such as more bargaining power and expanding power expansion in other issue areas. Is Japan able to assert herself as an environmental leadership in the international community in the

⁵⁷ Hiroaki Fujii, "Japan's Foreign Policy in an Interdependent World," *Japan Review of International Affairs* 3, no.2 (1989): 119-44.

⁵⁸ Ibid.

near future? The role and response of Japan after the Cold War towards the international environment, focusing on the initiative and cooperative role and environmental assistance in the area of waste management are examined in the subsequent chapters.