

**Evaluation and Recommendations on Japan's Initiatives Adopted by TICADIV**

June 27, 2008

TICAD IV・NGO Network

The Heads of State and Government, and delegations of Japan and 51 African countries, together with the representatives of 34 other countries, 75 international and regional organizations, the private sector and civil society organizations, and renowned individuals, met in Yokohama, Japan from 28 to 30 May, 2008, for the Fourth Tokyo International Conference on African Development - TICAD IV. At TICAD IV the following themes were discussed: 1) boosting economic growth; 2) ensuring human security, including realizing the Millennium Development Goals (MDGs), and consolidating peace and democratization; and 3) addressing environmental issues and climate change. As an outcome of the three-day discussions, the conference adopted the Yokohama Declaration, the Yokohama Action Plan (with its Annexes) and the Yokohama Follow-up Mechanism.

The TICAD IV・NGO Network, hoping to contribute to development in Africa, presents its own analysis and recommendations on the overall policy direction and its individual initiatives over the next five years put forward by the Government of Japan, in Prime Minister Yasuo Fukuda's speeches and the above-mentioned documents adopted during the Conference.

< Summary >**1. Overall recommendations**

- (1) An integrated approach to reducing poverty and stimulating economic growth is necessary.
- (2) Concretisation of the *human security* framework and a comprehensive support to achieving MDGs is needed.
- (3) Substantive participation by the civil society is indispensable.

2. Support to the private sector investment for the accelerating economic growth

- (1) A comprehensive review of the past yen loan programmes is essential.
- (2) Participation by the civil society is a key to ensure the development of *people's infrastructure*.

3. Doubling of grants and technical cooperation towards Africa

- (1) Increase of the amount of assistance to Africa is a positive trend.
- (2) The debt relief promised by Prime Minister Fukuda is a welcomed initiative.

4. Agriculture and food crisis

- (1) Prioritization of assistance to agricultural sector is welcomed. Diversification of food crop production is necessary.
- (2) A plan for emergency food aid is a positive indication, further leadership is necessary.
- (3) Emergency food aid should be delivered to children under the age of 5, pregnant women and women who have given birth to their children within one year on a priority basis. This aid needs to be available in a more speedy and flexible manner with lower prices.
- (4) Regulations on speculative capital investments are necessary and biofuel policy plans competing with food production should be suspended.

5. Millennium Development Goals (MDGs)**6. Consolidation of peace and democratization, good governance**

- (1) Democratization is a condition for consolidation of peace and poverty reduction.
- (2) Assistance to the promotion of conflict preventive measures and solutions by the African people themselves is highly important.
- (3) Promote the implementation of APRM (African Peer Review Mechanism) and ensure civil society's participation.
- (4) Promote fair natural resource management with a special attention to water and land.

7. Climate change and environment conservation

- (1) Adaptation measures should be funded to address *climate justice*.
- (2) Japan with other developed countries has primary responsibilities for mitigation.
- (3) Supply of safe drinking water to 650 million people is welcomed. Collaboration with NGOs is highly recommended.

8. TICAD follow-Up Mechanism must include the participation of civil society organizations.

1. Overall evaluation

(1) Pro-poor economic growth should be the norm to be promoted

Prime Minister Fukuda, in his opening remarks, stated that the Century of Africa's Growth has come, and TICAD placed a self-reliant economic growth led by private sector investments as its central theme. In fact, the African economies are demonstrating overall annual growth rate as high as 6%. However, the benefits of high growth are not reaching the poor, and still over 40% of the population live under the absolute poverty line in Africa.

Today in Africa, despite the economic growth, economic and social disparities are expanding, and the situation of vulnerable sections of the population is deteriorating. The vulnerable population include women, children, differently abled persons, people living with HIV/AIDS, tuberculosis, and malaria, orphans, widows, refugees, internally displaced persons (IDPs), and returnees. In the context of the slow reduction of poverty and the hopeless environment for achieving Millennium Development Goals (MDGs) on time, the recent rise in the food prices and the worsening impacts of climate change are additional threats to people living under difficult circumstances.

As indicated in the TICAD Yokohama Action Plan, economic growth should be pro-poor, and the fruits of economic growth have to be enjoyed by the most vulnerable sections of the population rather than solely benefiting the privileged. However, during TICAD IV, poverty reduction was not discussed in relation to economic growth strategy in an integrated manner. TICAD IV • NGO Network requests that the Government of Japan makes its utmost efforts for poverty reduction and the achievement of the MDGs. The Government of Japan should use poverty reduction and achievement of MDGs as indicators of success for its assistance to boost economic growth in Africa.

(2) Acknowledge the effectiveness of the concept of *human security* and put forward a comprehensive assistance programme for the Millennium Development Goals (MDGs)

The TICAD IV • NGO Network welcomes the fact that human security continued to be one of the most significant themes of the TICAD IV. Human security is a concept that, when realized, ensures the dignity of individuals, freedom from want or desperation, and empowerment of both individuals and communities. The TICAD IV • NGO Network also welcomes the fact that TICAD IV acknowledged that human security is a prerequisite for a genuine sustainable growth and long-lasting peace.

The civil societies of Japan and Africa have been advocating that the vitality and ability of African people should be utilized to the fullest extent to realize Vibrant Africa the theme and goal of TICAD IV.

The Government of Japan should place the dignity of human being as the central theme to achieve human security in practical terms. In doing so, a comprehensive assistance towards economic growth, development, and peace should be at its center with emphasis given to the achievement of MDGs and promotion of democratic governance.

The development assistance by the Government of Japan should contribute to the accomplishment of the MDGs, Education for All (EFA), the achievement of universal access to HIV/AIDS prevention, treatment and care by 2010. The assistance should be in line with the plans and strategies of the African Union (AU) and other regional organizations.

(3) Substantive participation by the civil society is indispensable

For people and communities to be empowered by development assistance, the civil society organizations (CSOs) working in communities with the local people should be involved in all the stages of the development process: planning, implementation, monitoring, and evaluation. We value that the role of the civil society is mentioned several times in the documents adopted by TICAD IV. To ensure substantive participation by the civil society, beyond a merely symbolic status, its positioning and the role have to be reflected in the long-term framework of policy dialogue and the structure of the follow-up mechanism.

2. Support to the private sector investment for the acceleration of growth

The participation by the civil society is a key to ensure the development of people's infrastructure.

To accelerate the process of rapid economic growth in Africa, the Government of Japan has announced various support programmes including a yen loan worth of 4 billion US dollars over 5 years for financing infrastructure for transportation etc., increasing the volume of trade insurance to double that of private sector investments, and 2.5 billion US dollars financial assistance over 5 years to Africa by the Japan Bank for International Cooperation (JBIC).

(1) A comprehensive review of the past yen loan programmes is essential

Africa needs economic growth. However, as the African nations are faced with various kinds of social and economic divides within the countries, financial inputs should be directed to the MDG areas. In particular, education and health should be priority sectors to ensure that opportunities as a result of expanding economic activities are enjoyed by everybody. Furthermore, the support to MDGs should be financed by grants instead of loans.

We are also doubtful whether it is appropriate to provide large-scale loans to African countries, which could again leave them with heavy debts. Although the loans would be provided by the African Development Bank, the story is the same. The present poverty in Africa was aggravated by financing inefficient projects, inappropriate management and the external debt crisis caused by the fall of primary goods prices. There is no assurance whether the economic growth observed in Africa in the recent couple of years will continue on a sustainable basis. Furthermore, it is not certain whether the overall governance of loan programmes to Africa is improving. It is necessary to assess and predict the present and future ability of the African nations to return loans. The budgets of basic social services such as education and health should not be sacrificed to paying back debts.

When new loans are provided, past lessons have to be studied, and investments ought to be managed properly and efficiently in order to meet the real needs of the beneficiaries. Thus, a thorough survey and follow-up discussions should take place in co-operation with the civil society to review and evaluate the results of past loans provided.

(2) Participation by the civil society is a key to ensure the development of people's infrastructure

We welcome the fact that Prime Minister Fukuda advocated for people's infrastructure. All the infrastructure development projects by Japanese official development assistance (ODA) should adhere to the following principle stated by the Prime Minister, "the infrastructure that Japan is to build must be the people's infrastructure, bringing prosperity to communities and the people living there." The infrastructure projects should bring substantive benefits to the poor. The intended projects are to improve household incomes and the social services relating to health and education.

Assistance to large-scale infrastructure development should contribute to boosting the African economy by strengthening the capacity of the African Union (AU) and regional communities. It is important to build farm road networks connected to arterial roads to guarantee that the poor also have access to the large-scale infrastructure constructed by the ODA.

To make infrastructure people-centered, local communities and the civil society need to participate in all the infrastructure projects funded by the ODA starting from the planning phase. In order to assess both the positive and negative impacts to the society and to the environment, feasibility study (FS) and environmental impact assessment (EIA) have to be carried out. Infrastructure development plans have to be implemented after consultation meetings participated by local communities and the civil society, and the meeting should be informed of the results of the above mentioned assessments. Depending on the outcome of those surveys, there should be also options to cancel the infrastructure development plans.

Assistance to private investments should promote fair investments. Fair investments are those that contribute to the development of African private capital, the promotion of efficient economic structure, improvement in governance, the growth of labor-intensive industries, and adequate working conditions and resource procurement. Furthermore, they should also take environmental concerns into account. When advancing investment promotion plans proposed during TICAD IV, there should be a mechanism, which is also participated by the African and Japanese civil society organizations (CSOs) to encourage fair investments.

3. Doubling of grants and technical cooperation towards Africa

(1) Increase of the amount of assistance to Africa is a positive trend, but the amount is not sufficient

We are pleased with Prime Minister Fukuda's initiative to double Japanese ODA to Africa, and his sincere attitude towards assistance to Africa. In 2005, former Prime Minister Koizumi pledged to double Japanese ODA to Africa. However, the increased amount was mostly absorbed by debt relief, and the net disbursement remained at almost the same level. In comparison, Prime Minister Fukuda's official pledge has furthered the Japanese Government's commitment to African development by promising a net increase in ODA disbursement.

However, Prime Minister Fukuda's official pledge is still not sufficient to help achieve the MDGs in Africa. Based on the scale of the Japanese economy, the amount of development assistance could be at least ten times higher. In fact, the Japanese Government claims that the Fukuda pledge intends to double Japanese ODA to Africa; however, we see this is an overstatement. According to relevant Ministry of Foreign Affairs reports, the Japanese Government committed itself to double the amount of Japanese ODA to Africa by 2012. However, up to that point, the amount of ODA will gradually be increased. Instead, the amount of ODA over 5 years (2008 to 2012) should be doubled compared to that of previous 5 years (2003-2007).

On the other hand, there should be no decrease in the ODA to other developing countries as a result of increased ODA to Africa. Taking advantage of the momentum created by TICAD IV, during the Toyako Summit, Japan, with other G8 countries, should indicate its political will to increase its ODA to meet the commitments agreed at the Gleneagles G8 Summit. In particular, Japan should present a concrete timetable to augment its ODA from 0.17 of GNI to 0.7%, the target confirmed in the Monterrey Agreement.

(2) Debt relief promised by Prime Minister Fukuda is a welcomed initiative.

Besides the heavily indebted poor countries (HIPC) identified at present, there are countries whose basic social services are not adequately funded due to large amounts of debt service payment. This makes it difficult for these countries to meet the MDGs. Japan should expand the scale of its debt relief to support the process of achieving them.

4. Agriculture and food crisis

(1) Prioritization of assistance to agricultural sector is welcomed. Diversification of food crop production is necessary.

Despite the fact that the majority of African population is engaged in agriculture, the ODA to the agricultural sector has decreased over the last 20 years. As the recent food crisis is a threat to food security, the allotment of the ODA to the agricultural sector is essential. Specifically, we welcome the fact that the Japanese government has expressed its support the Maputo Declaration adopted by the African Union (AU) to allocate 10% of national budgets for the agricultural sector within 5 years.

As a pillar of its assistance to the agricultural sector, the Japanese government has announced a plan to assist the increase of agricultural productivity, in particular, to double the rice production in Africa. However, rice is not a staple in any parts of Africa, and the impact of the increase in rice productivity on food security is not clear. Due to increasing incidents of droughts and heavy rainfalls caused by climate change, diversifying risks and avoiding dependence on a few varieties of crops is vital. Thus, instead of monoculture, a variety of indigenous plants with high nutritional value should be produced. In order to increase productivity, local needs and circumstances should be taken into account.

To promote sustainable agriculture, it is important to support small-scale farmers. For planning and implementing projects, the participation of women and the civil society organizations is indispensable. Women in Africa play a great role in agriculture.

(2) A new plan for emergency food aid is a positive indication. Stronger leadership is required.

In the context of the need for timely responses to the food crisis, the TICAD IV • NGO Network welcomes the Japanese government's decision to provide emergency food aid worth 100 million US dollars.

However, in view of the magnitude of the problem, the amount of food aid committed is too small. The rise in

food prices not only aggravates hunger, but also affects all the other MDGs negatively. Japan should demonstrate strong leadership at the Toyako Summit, and it should pledge additional financial support for food aid on an urgent basis.

(3) Emergency food aid should be delivered in form of cash to the following groups on a priority basis: children under the age of 5, pregnant and lactating women.

Emergency food aid should be delivered in form of cash to enable the recipient governments or aid organizations including non-governmental organizations (NGOs) to procure food items locally. Providing in-kind food aid, on the other hand, could lead to export dumping of domestic surplus food and weakening of the agricultural sector in the recipient countries. Locally procured food aid is not only cost effective, but also avoids the collapse of local markets due to their high dependency on aid. It will also contribute to the growth of the agricultural sector in the region and help the region in the long-run to recover from the food crisis.

Emergency food aid should be delivered as a matter of priority to the following: children under the age of 5, pregnant and lactating women, who are more vulnerable to malnutrition and negative impacts on their physical development and growth. Special attention and consideration have to be paid also to people living with HIV/AIDS, tuberculosis, malaria and other infectious diseases.

(4) Regulations on speculative capital investments are necessary, and biofuel production which displaces food production should be suspended.

Japan should lead the G8 in Toyako to agree on concrete measures addressing the structural causes of food price hike. For instance, the following measures should be considered as policy options: setting up financial assistance schemes for emergency food aid, regulating speculative capital transfers causing the elevation of food prices, and freezing the current biofuel production plans that are creating competition with food production, and looking into the ways of biofuel production, which do not decrease the food production capacity.

It is obvious that the rapidly increasing demand of biofuel is pushing up the food prices. Japan should lead the G8 at the Toyako Summit in order to concur on rules and regulations on biofuel production. With regard to the research proposed by the Japanese Government to study biofuel production that does not sacrifice food production capacity, research information should be disclosed, and the social and environmental aspects should be examined.

It is very important to protect the marginalized small-scale farmers in developing countries and ensure food security. The following measures are deemed necessary: reforming the agricultural subsidy system in developed countries to avoid export dumping of agricultural products to developing countries; enabling developing countries to raise customs duties or issue a safeguard to protect their own food security and domestic markets; and improving the access of agricultural products from developing countries to the markets in developed countries. These reform plans should be reflected in the Doha Round of WTO agreement negotiated presently and the bilateral and regional trade agreements. There should be no conditionality such as liberalization of agricultural markets when providing aid or debt relief.

5. Millennium Development Goals (MDGs)

TICAD IV • NGO Network welcomes Prime Minister Fukuda's commitment to MDGs and his special reference to the importance of health and education sectors in his remarks at TICAD. Further efforts to advance MDG results will be highly welcomed.

Health

TICAD IV • NGO Network values Prime Minister Fukuda's emphasis on the assistance to the health sector. We believe that the following programmes announced by Prime Minister Fukuda will be very effective in addressing challenges in the health sector: training 100,000 health workers within five years, a programme to retain trained health workers, promoting reproductive health, increasing the number of births attended by skilled health personnel, and reducing the under-five child mortality rate. We also welcome the setting of a concrete target for combating tuberculosis.

However, public health services needed by the poor, face the difficulty of budget constraint in Africa. As a result, employment opportunities for trained qualified personnel are limited and the wages are kept too low. Trained personnel tend to leave their home countries under these circumstances. At the Toyako G8 Summit in Hokkaido, concrete goals should be agreed on the retention of trained qualified personnel reflecting the number of personnel retained, deadlines, the overall financial envelope and the respective contributions by G8 countries. Japan should indicate its commitment in concrete terms and spearhead the process.

It is also necessary to mobilize additional funding of 10.2 billion US dollars by G8 countries for the reduction of child mortality and improvement of maternal health globally. Furthermore, Japan should work with other G8 countries to ensure universal access to reproductive health services worldwide.

It came as a shock for the civil society organizations (CSOs) to learn that there was no commitment by the Japanese government to reach the goal of universal access to HIV/AIDS prevention, treatment and care by 2010. At the Summit, Japan should actively advance this agenda with other G8 countries, and agree on overall financial target and the individual contribution by each G8 country. The TICAD IV • NGO Network also requests the Government of Japan that it makes a funding commitment to achieve the Yokohama Action Plan target of reducing tuberculosis prevalence and mortality rates by 50 % by 2015 relative to 1990. It is also important to address the issues of HIV/TB co-infection, multidrug-resistant tuberculosis (MDR TB) and extensively drug resistant tuberculosis (XDR TB).

Education

In the TICAD process, it has been repeatedly acknowledged that in order to create societies without disparities, the role of education is essential. Prime Minister Fukuda has stated that “the most important type of resources is human resources”, and has referred to the significance of education. Considering the lack of progress in MDG 2 for Education, it is welcomed that education will be one of the priority areas to be supported by the Government of Japan. However, grants and technical co-operation of 44 billion yen promised by the Government of Japan do not include any additional funding. In the context of doubling of overall ODA to Africa, it is disappointing that assistance to the education sector is not increased.

The policy for the support to the education sector proposed during TICAD IV is not in line with the international goal of Education for All (EFA). There is an imperative to provide financial assistance to the Education for All – Fast Track Initiative (FTI) in order to achieve universal access to primary education. It is necessary to provide assistance to supplement the regular budgets to fulfill the gaps of funding needed to hire 380 million more teachers.

Community development

In community development, TICAD IV • NGO Network welcomes the approach of utilizing functional hubs such as schools and health centers. Under the current programme proposed by the Government of Japan, the functional hub approach should be given more emphasis and scaled-up. It is expected that the Government of Japan follows its principal of human security, and collaborate with civil society organizations to empower people through community development.

6. Consolidation of peace and democratization, good governance

(1) Democratization is a condition for consolidation of peace and poverty reduction.

It is regrettable that promotion of democratization, one of the agenda items originally planned for TICAD IV was excluded. In Africa, a number of long-term conflicts are ending, and there is a progress in consolidation of peace, democratization and good governance. However, the basis of peace and stability is a frail one. There are frequent incidences of violence caused by chronic poverty and expanding disparities. As mentioned in the beginning, the benefits of growth should be enjoyed by the poor, a process which also contributes to building peaceful societies.

Democratization provides a foundation for transparent and well-governed administration to promote pro-poor growth. In the context of the violence caused by recent elections, the Government of Japan ought to indicate strong support to democratization in Africa. There is no mentioning of the significance of free and fair elections

and relevant assistance in any of the documents and action plans adopted at TICAD IV. The Government of Japan ought to express its policy and relevant assistance package in this area without further delay.

(2) Assistance to the promotion of conflict preventive measures and solutions by the African people themselves is highly important

TICAD IV • NGO Network welcomes the following initiatives adopted in the Action Plan: emphasis on prevention, contribution to the development and operations of early warning systems, and a community-based participatory approach aiming at capacity development of local beneficiaries. The programme of the Government of Japan focuses on the support to the Peacekeeping Operation (PKO) centers. Due to the trans-boundary aspects of conflicts in Africa, it is crucial to improve the ability of political mediation and coordination among African nations. Therefore, Japanese assistance should be directed to regional organizations in Africa, which could then work for conflict prevention in the region.

We also support the concept of an active participation by women in the process of armed conflict resolution and peace building and relevant initiatives in the Action Plan. This point was highlighted and advocated for by a number of participants in the preparatory discussions towards TICAD IV.

(3) Promote the implementation of African Peer Review Mechanism (APRM) and ensure civil society's participation

TICAD IV • NGO Network fully supports Japanese Government initiative to assist the African Peer Review Mechanism (APRM) Country Review Process. It was expected that APRM would promote democratization and good governance, but to date, the results on this front are still weak. Participation in APRM by the civil society is not satisfactory either. The assistance to APRM should promote comprehensive consultations and effective implementation of the Mechanism.

(4) Promote fair natural resource management with a special attention to water and land

During TICAD IV, there were a number of statements by country representatives referring to land property rights and conflict over water. As a consequence of environmental degradation, these challenges could pose a major threat to peace consolidation. Natural resource management ensuring fair access is essential, and the Government of Japan should actively work on this front.

7. Climate change and environment conservation

Africa emits the least amount of greenhouse gas globally; however, it is most susceptible to negative impacts of climate change. This is obviously unjust and thus, climate justice has to be addressed. When working on climate change in Africa, the Government of Japan should make “adaptation” measures a priority.

(1) Adaptation measures should be funded to address *climate justice*

The Cool Earth Partnership (10 billion US dollars: over 1 trillion yen) encompasses an allocation of grant programme of 250 billion yen for adaptation and access to clean energy. However, only less than 1% of the financial assistance is directed to Africa. Taking into account, the scale of greenhouse gases Japan has emitted in the past and the emergency faced by Africa, this level of contribution is extremely low, and the civil society was deeply disappointed.

There is a need to develop effective adaptation policies, reflecting different needs of programme countries. In selecting the programme countries, the criteria should be based on objective factors such as *emergency* rather than on recipients' adherence to policy conditions presented by the Government of Japan. To ensure this, Japan should offer its contributions through the United Nations Adaptation Fund, a scheme, in which developing countries are assured to have a say and ownership concerning their own programmes.

Funding for climate change, should be an additional scheme to the already agreed target of 0.7% of GNI for the ODA. The supplementary funding should be provided in the form of grants rather than loans. In principle, they should be channeled through the systems agreed in the negotiations of United Nations Framework Convention on Climate Change.

(2) Japan with other developed countries has primary responsibilities for mitigation

As previously mentioned, primary responsibilities for mitigation lie with developed countries rather than with Africa. As long as Japan continues to emit greenhouse gases at the current level, climate change will advance, and it will lead to serious negative impacts. What Japan ought to do as a first step is to scale-up the support to adaptation programme in Africa and to meet the responsibility in reducing greenhouse gases based on the scientific recommendations by the Intergovernmental Panel on Climate Change (IPCC). For Japan to reduce the greenhouse gas emission in the long-run, it has to set up a bold mid-term goal, and achieve steady results towards it.

(3) Supply of safe drinking water to 650 million people is welcomed. Collaboration with NGOs is highly recommended.

The announcement of the quantitative target of providing safe drinking water to 650 million people and the training of experts on water resource management was well received by the TICAD IV • NGO Network.

However, there is a lack of a concrete programme to deliver the results. In order to ensure the sustainability of the intended results, the involvement of community-based non-governmental organizations (NGOs) is indispensable. In selecting the beneficiaries, it is crucial that the Government of Japan applies objective criteria such as development needs, level of emergency and effectiveness, and they consult with international organizations and NGOs.

8. Civil society organizations (CSOs) should participate in the Follow-up Mechanism

The TICAD IV • NGO Network welcomes the fact that TICAD has finally agreed to establish a follow-up mechanism. The TICAD IV • NGO Network agrees with the principle of the Follow-up Mechanism to improve the transparency and accountability of the TICAD process. The peoples of Africa and Japan have the rights to monitor the co-operation and request constant improvements as the sovereign of each party. The Follow-up Mechanism is likely to serve as a vehicle to pursue these rights.

However, unfortunately, there is a serious limitation within the Follow-up Mechanism. The participants of the process are governments and international organizations, and the non-government actors are excluded. It is crucial that the actors such as the civil society organizations (CSOs), who are directly engaged in development in Africa, are also the participants in the Follow-up Mechanism.

The secretariat of the Follow-up Mechanism lacks an independent status and specialized knowledge. This makes the fairness and efficiency of this Mechanism questionable. The secretariat is an important organization to administer the follow-up process, and its independence should be guaranteed. The secretariat should be equipped with knowledge on development in Africa and be able to demonstrate their strong commitment. However, the secretariat at the present form is not fully meeting the qualification of fair and efficient organization. Besides, the civil society organizations (CSOs) should take part in the process substantively rather than only to receive information through a focal point.

In carrying out their annual review, the committee should be represented by all the stakeholders including those in the civil society.

/END