



TICAD Civil Society Forum (TCSF)

TCSF White Paper 2006 (2nd Issue)

**Evaluation by Civil Society
on Japan's Policy to Africa**

African Development and Civil Society

February 2007

PREFACE

What is Civil Society?

The theme of the TCSF White Paper 2006 (2nd Issue of the TCSF White Paper) is “African Development and Civil Society.” In the 2nd issue of the TCSF White Paper, TICAD¹ Civil Society Forum (TCSF) challenged to evaluate Japan’s official development assistance (ODA) from the viewpoints of civil society organizations (CSOs). At the same time, the role of CSOs, in the fight against poverty in Africa, has been examined through reviewing concrete examples of CSO activities. Here, I would like to discuss why “civil society” was selected as the theme of the 2nd issue of the TCSF White Paper.

First of all, we need to explain what “civil society” is; it is a term which is not commonly used in Japanese. CSO is “people or organisations, independent from government, who voluntarily provide a public service or goods through its activities.” More specifically, CSO includes volunteer organisations, non-governmental organisations (NGO) and non-profit organisations (NPO). Media, also, could be considered as CSO, but there are some media organisations, which are not aware of their public role, have the face of CSO but, at the same time, have the face of a profit-making enterprise.

In addition to the above mentioned entities, we may include such organisations that are established for the common gain of its members. Unions, such as workers’ unions, farmers’ associations, consumer organisations and cooperatives, are the example of this type of organization. Community organisations, ethnic groups, various clubs in Africa and in Japan are also considered to be a part of civil society. Although these organisations basically exist for the common good of its members, they sometimes appear in the public arena as a CSO. These organisations have a large grassroots foundation, with a large number of participants; thus can turn into a strong force once it starts moving forward. For example, Japan’s 1954 antinuclear movement was led by the women’s groups. It was a general strike by workers union which shook the foundations of Guinea’s despotism in February 2007.

It might be better to think of CSO as a general term which describes the organisations listed above, as the concept of civil society is difficult to understand and is sometimes mistaken for a political organization. In the Western Europe and USA, some of these organisations collect a lot of donations and are very active with having a large influence on society. They provide socially-aware employment opportunities for conscious youth.

¹ TICAD = Tokyo International Conference on African Development

Civil society is not simply a label, but a group of organisations. In the 1990s, many countries in West and Central Africa held meetings to put an end to despotism and to draft new constitutions. Civil society representatives played a key role in these meetings. CSOs thus played a center role in nation-building in the place of political parties, which tend to fight amongst its factions. There are some countries, in Africa and Europe, which bring together the representatives of companies and civil societies to discuss permanent structures outside of the parliament.

CSOs contribute to public services

Why has TCSF taken up “civil society” as the theme of its 2nd issue of the TCSF White Paper? The African governments are not the main actors and partners in African development? Are there any active African CSOs existing?

In order to answer these questions, we must start off by looking at the ordinary African people. The main actors of African development should not be civil society nor the government but each and every citizen in the African countries. The people in Africa should not be seen as passive recipients of aid, but the ones who have been fighting everyday for a better life and future. These efforts need to be supported properly by public services, which are provided by government or CSOs. There are two types of public services; namely, social services and advocacy.

The primary role of CSOs is to provide services for the poor. This is because the poor in Africa face many obstacles in their efforts. They do not have the means (the funds or the technology) to bring water to their fields, buy high-yielding seeds or preserve or process their harvest. There is also no road to carry their produce to the market. They do not have access to health and education facilities in order to stay healthy or to learn. If the poor could at least obtain necessary services by eliminating the obstacles they face, they may work for self-sufficiency.

Since it is difficult to make a profit from such services, the government or local self-governing community organisations are the main service providers; in Japan, also. There might larger and more various needs for public services in Africa than in Japan. This is because, in Africa, the purchasing power of the consumers is lower and private companies do not have enough power to cover the market. CSOs in Africa provide a wide range of services from health to education, micro-finance, disseminate technology and knowledge, and supporting unions and self-governing organisations, while closely supporting the poor.

There are two reasons why African CSOs are more active than Japanese CSOs. First of all, the African governments do not have the enough capacity to support the people’s efforts to address the poverty, and there is larger role expected of CSOs in Africa than in Japan. Due to the

lack of funds, administrative capacity, and due to some greedy politicians and government officials, government services are limited. Sometimes, villages are isolated because they do not have access to public services such as schools and hospitals. Villages, which are not covered by agriculture and health extension workers, are not rare. There are areas where security has degraded and people can not live any more. In such areas, there are NGOs that support the self-help initiatives of the people. There are Japanese NGOs, also, which support such self-help initiatives.

The fact that NGOs face competition, when providing these services, means that the quality of their service might rise. This is called the pluralism of service provision. In Japan, at the regional level, NPOs are providing public services, also. When governments and local administrations are the only providers of the public services, then the level of services might fall as there are no competitors and the services become routine works. If schools and hospitals in Japan were all public, this might lead to undesirable situation. The same situation might be seen in Africa.

CSOs have power to change grassroots voices into social force

The second role of CSOs, in regard to working with the poor, is that they can change the grassroots voices into social force. If there is a strong CSO, it might be possible for the people to fight against corruption of the government or the elite group; it might be possible to reflect one's own needs in politics and society. In Africa, democracy is still new and the police or courts are not necessarily allies of the people. There are only few politicians who come from the lower-income group. This is why NGOs, which work in the field of human rights, gender and development policy, as well as journalists, must watch the government and thus they have an important role to play. This is reflected in the fact that CSOs are gaining momentum in their activities since democratization in the 1990s. Although the same pattern of development was seen, this trend, in some countries in Africa, is faster than in Japan.

In Africa, as in Japan, democracy has become something without substance as there is a tendency to rely on elections. The enhancement of CSOs supports the progress of democracy and is one of the key strategies to improve the government accountability. Therefore, it should be focused as most important to support CSOs, in addition to preaching democracy or training public servants.

The strengthening of CSOs is indispensable and is a key to create an efficient government that works for the people, and to create a fair, equitable and democratic society. We can not say that African or Japanese CSOs have not been actively involved in Japan's policy Africa, currently. The policy dialogues and technical assistance provided by the Japanese government have targeted only "African governments" and/or "African government officers." In the three

previous TICADs, TICAD I, II and III, none of the CSOs has never been formally invited.

Japanese citizens need to realize the importance of civil society in Africa. In addition, collaboration with and support for the civil society organization should be a pillar of Japan's policy towards Africa. This is why we have chosen civil society as the theme and titled the 2nd issue of the TCSF White Paper "African Development and Civil Society."

TCSF White Paper is a product of CSOs in Africa and Japan

There is another very important factor in regard to civil society. This is the need for African and Japanese CSOs to join hands. This TCSF White Paper is a product of such partnership. In recent years, collaboration of CSOs to address global issues has become more and more prominent. Cross-border partnerships between CSOs have started to influence international politics, especially when working on environmental and human rights issues².

Cross-border cooperation of CSOs needs to be paid attention for not only challenging global issues but also bilateral assistance in regional development. For example, voices of aid beneficiaries have not reached Japanese taxpayers. Japanese taxpayers have means and power to check whether government policies are appropriate and to correct these. The people in Africa, who do not live in Japan or do not pay tax to the Japanese government, do not have means or power to improve Japan's policy towards Africa. If Japanese people do not listen to the voices of these people in Africa, there is no other way to know whether the Japanese government is properly executing their responsibilities. This is why TCSF stresses that "African CSOs," who know better the voices of the African poor, and "Japanese CSOs," who may influence positively the Japanese government and public opinion, need to join hands. Unless this partnership is realized, Japan's policy towards Africa will not be improved.

The TCSF White Paper is an effort to convey the voices of the people in Africa to Japan, and to enhance the network among African and Japanese CSOs. The TCSF White Paper is only a part of what TCSF would like to assert due to a limitation of funds. However, we are proud of what we have accomplished through this White Paper so far. The 2nd issue of the TCSF White Paper has been improved based on the foundations of the 1st issue.

The next issue (3rd issue) of the TCSF White Paper will evaluate the effectiveness and the

² Since the 1992, Earth Summit, civil society movements have started to move international politics. Some specific, successful examples include the 1997 the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction as well as the and the 2006 Jubilee Debt Campaign as well as the campaign to increase ODA (Japan's White Band campaign is part of this)

impact of the TICADs and make concrete recommendations for TICAD IV, which is scheduled to be held in May 2008. TCSF will widely disseminate the TCSF White Paper to achieve its own goals to improve the Japan's policy to African countries.

Some explanation need be inserted here that Chapters 4 and 5 as well as Annex 1 of this TCSF White Paper were prepared by the knowledgeable and experienced professionals from the outside of TCSF. The contributed content does not necessarily coincide with the TCSF's views.

The 2nd issue of the TCSF White Paper was produced by the support and cooperation of many individuals and organizations from within and outside of Japan. The Ryukoku University Research Institute for Social Sciences funded the research and the publication of the TCSF White Paper. International Development Center of Japan funded the research of the TCSF White Paper, also, through its "Development Fund for 21st Century." These supports contributed to bridging the world of academic research and the world of the people living.

Finally, we would like to express our sincere gratitude to all those who worked on this TCSF White Paper and hope that this TCSF White Paper will contribute to the improvement of Japan's policy to Africa.

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TCSF President, Minoru OBAYASHI

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Chapter 1 TICAD Civil Society Forum (TCSF) and TCSF White Paper

1.1 TCSF's goal and past activities

Since the beginning of the 21st century, developing countries and the international community have worked more closely, side by side, to reduce poverty and achieve the Millennium Development Goals (MDGs). However, there is still a long way to go in the Sub-Saharan African countries³, to achieve the MDGs. This is because conflicts, terrorism, earthquakes, tsunamis and other natural disasters and famine as a result of climate change have hit the poor in these developing countries, making achievement of the MDGs more difficult. In this context, developing countries and the international community have requested that Japan provide more assistance to Africa and the developing countries, to fulfil its commitment to these countries as an economic power.

Japan's official development assistance (ODA) peaked in 1999, and has since then been on the decline. JFY 2007⁴ is no exception with the ODA budget proposal having been decreased by 4% compared to the previous year. In order for Japan to meet the expectations of the developing countries and for Japan to be able to fulfil its responsibility towards its citizens, it must understand the development needs of the developing countries and be able to realize efficient and effective official development assistance.

The Japanese government is currently reforming its ODA program. In August 2006, a new International Cooperation Bureau was established within the Ministry of Foreign Affairs. In November 2006, Japan International Cooperation Agency (JICA) statute was amended, so that JICA and Japan Bank for International Cooperation (JBIC) would be unified as a single aid implementation agency, which is tentatively called "the new JICA". The new JICA will be established in October 2008. In the current ODA reforms, the organisational reforms are the focus of the discussions, and very little debate is heard on the vision of Japan's ODA or how to improve its aid policy. In the fields of international cooperation implementation, operational cost cutting within the implementing agencies and within the projects have been the focal points. No fundamental improvement of the Japan's aids policy or the implementation structure of the international cooperation was discussed.

As the environment which supports ODA undergoes change, the TICAD⁵ Civil Society Forum (TCSF) was established as a voluntary organisation in June 2004. Since then, it has worked to realize its mission of "delivering the voices of civil society and the grassroots in

³ This White Paper discusses the Sub-Saharan Africa region. Any reference to "Africa" therefore points to Sub-Sahara Africa.

⁴ JFY = Japanese Fiscal Year, which starts on April 1 and ends on March 31.

⁵ TICAD = Tokyo International Conference on African Development.

Africa to Japanese policy makers and citizens so that Japan's policy towards Africa improves" as an advocacy organisation which aims to improve Japan's policy towards Africa.

TCSF's main activities in the previous year have been as follows. In August 2005, it organized a Partnership Seminar in Mozambique and in December the same year it published issued its 1st issue of the TCSF White Paper (TCSF White Paper 2005) under the theme of "Overcoming Poverty and Inequality". In December 2005, a Senegalese NGO was invited to participate as a speaker of the "White Paper" unveiling party in Tokyo to promote the White Paper itself, and to disseminate information on TCSF's activities.

In February 2006, two TCSF directors represented Japanese NGOs at the TICAD Conference for Consolidation of Peace in Africa Conference (Peace Consolidation Conference), which was organized as a part of the TICAD process and held in Addis Ababa, Ethiopia. In May 2006, when the OECD/DAC chairperson came to Japan, TCSF with other Japanese NGOs co-organized an international symposium; "Can Japan's ODA Save the World's Poor?" which was attended by the Ministry of Foreign Affairs of Japan and various international aid organisation representatives. As a follow-up to this symposium, in September 2006, TCSF co-organized an international symposium titled "What can be learned from the 2005 Gleneagles G8 Summit? – How did the government and CSOs interact for poverty reduction?" Through this symposium and the working groups, TCSF involved both national and international stakeholders in a debate on international assistance.

In October 2006, a partnership seminar was held in Addis Ababa following the example of the Mozambique seminar held the previous year. This seminar was co-organized with an Ethiopian NGO and obtained the cooperation of the local Embassy and the local JICA office. In January 2007, another partnership seminar was held in Malawi.

In 2008, two large international events will be held in Japan: the 4th Tokyo International Conference on African Development (TICAD IV) and the G8 Summit.

TCSF will continue, in 2007, the activities to promote communication, discussion and networking between policy makers, aid agencies and CSOs in Japan and Africa, so that TICAD IV might not end as another ceremonial event. TCSF will continue to work with Japanese and other donors and both African and Japanese CSOs to strengthen both CSOs' capacity and partnership and to achieve its ultimate goal to make Japan's aid useful for the African people.

1.2 TCSF White Paper

The TCSF White Paper is significant; it tried to evaluate Japan's ODA projects from the viewpoints of the Japanese and African citizens and to produce the lessons learnt from this

evaluation, which are basic and useful information to improve Japan's policy to Africa.

An evaluation study is conducted from the perspective of CSOs in the search for an answer which answers the questions; "Is Japan's ODA really helping to improve the lives of the African people?" and "If improvement is necessary, what can be done?" Through the TCSF White Paper, the messages from the CSO evaluation are disseminated, which might represent the voices of both African and Japanese CSOs, to influence Japan's policy and to improve the policy to Africa. The TCSF White Paper has brought together TCSF's basic views and assertions, and is the basis of TCSF's advocacy activities. It is an important tool, also, to disseminate TCSF's messages.

The 1st issue of the TCSF White Paper was produced, in 2005, under the theme of "Overcoming Poverty and Inequality". In the 1st issue, TCSF surveyed the relation between Japan and Africa, the international trend of African development, and reviewed Japan's policy to Africa. As a result of this review, TCSF found that "poverty reduction and elimination of inequality are both important issues which can not be separated from African development. For Japanese development to reach the poor, Japan must strengthen its policy to Africa. There is a need to promote Japanese and African CSOs' participation, as they are closer to the poor and have a long history of partnership with the poor."

The content and analysis of the 1st issue of the TCSF White Paper was not totally satisfactory, from the viewpoint that it should have included the CSOs and grassroots perspectives instead of being a general evaluation of of Japan's policy to Africa; however, the fact that the publication of the 1st issue greatly contributed to dissemination of the TCSF's message to the public. It, also, was a demonstration towards the stakeholders of TCSF's advocacy activities. The TCSF White Paper attracted many comments and support from within and outside of Japan to TCSF's messages and activities. TCSF learned a lot from the creation and dissemination of the 1st issue of the TCSF White Paper.

1.3 Objective and Structure of the 2nd Issue of the TCSF White Paper

TCSF decided to further the theme of the 1st issue of the TCSF White Paper in the 2nd issue on "African Development and Civil Society".

There is a role for African and Japanese CSOs to play and should play in revising the international development system which has dominated. This is, in other words, a system of top-down decision making and resource distribution which stops at the central government level.

In writing the 2nd issue of the TCSF White Paper, TCSF has tried to clarify what CSOs in Africa and Japan points to and what kind of activities are being implemented by these CSOs as

well as what kind of problems they face in African development. The 1st issue of the TCSF ended in a general evaluation of Japan's ODA, so in the 2nd issue of the TCSF White Paper, TCSF commissioned African NGOs to evaluate Japanese ODA and to absorb the voices of the African people.

The contents of the 2nd issue of the TCSF White Paper are as follows. Chapter 1: "TCSF and the TCSF White Paper" starts off with a background of the White Paper and its objective". Chapter 2: "The Achievements of Japan's Policy towards Africa" shows the international trends on African development and the achievements of Japan's policy to Africa. In Chapter 3: "Civil Society and Japan's Policy towards Africa", CSO is defined and its place in Japan's ODA as well as in Japan's policy towards Africa is analyzed. In Chapter 4: "Development Cooperation by Japanese NGOs" introduces the activities some of the Japanese NGOs involved in African development.

Chapter 5: "Evaluation of Japan's Policy towards Africa by African NGOs" is the main focus of the 2nd issue of the TCSF White Paper and is composed of summaries of evaluation reports by Ethiopian, Malawian and Senegalese NGOs and comments from a Malian NGO staff member. These evaluations of the development projects supported by Japanese ODA and Japanese NGOs were commissioned by TCSF.

The analysis and evaluation results from Chapters 1 through 5 are pulled together in Chapter 6: "TCSF's evaluation" and Chapter 7: "Recommendations" discusses recommendations for the Japanese government, aid organisations and African and Japanese CSOs.

Chapter 2 Trends of Japan's ODA to Africa

2.1 Trend of African Development

TCSF has entitled the 1st issue of the TCSF White Paper “Overcoming Poverty and Inequality”. This is because we understand that not only the poverty itself but also the increasing internal and international disparity as crucial challenges in order to consider the development of Africa. The *World Development Report 2006* of the World Bank, issued in 2005, and the *Human Development Report 2005* of the UNDP had disparity and equality as their themes. That awareness of the challenge had accelerated by the incidents such as terrorism happened in London in 2005, the riot of African immigrants in France, and the response for the victims of the hurricane in New Orleans, and the poverty and inequality had become crucial problem not only in developing countries but in developed countries.

In 2005, the G8 Summit (Glen Eagles) was held in July, and the United Nations General Assembly (New York) was held in September. The poverty reduction was one of the major focuses in those conferences. Based on the progress report of the MDGs, which suggested that the MDGs are extremely difficult to be achieved by 2015 in Sub-Saharan Africa, the international community had agreed to work in closer cooperation, and to make more effort towards development of Africa. According to the Poverty Reduction Strategy Papers (PRSP), donors are conducting approaches such as Sector Programmes and Direct Financial Investment in line with donor harmonization.

However, there are no significant development towards poverty reduction and overcoming of disparities, and the various problems such as abnormal weather, conflict, food deficit, refugee problems, expansion of HIV/AIDS pandemic, etc. are becoming aggravated. Also, there are some uncertain points in terms of governance, that some of the central governments of the African countries that are supposed to promote democracy are reported to be oppressing their opposition parties and CSOs.

On the other hand, there is more and more support to African counties by Asian countries under the framework of bilateral aid. In November 2006, China had held “Beijing Summit of the Forum on China-Africa Cooperation” inviting 48 national leaders from Africa.

In this summit, China revealed the expansion of its support to Africa and trade with Africa. It is understood that the African countries have backed the Chinese support, which does not contain interference to their internal problems such as human rights or democratisation, unlike other donors or international organisations. South Korea had also held “Korea-Africa Forum” in November 2006.

Since there are the movements of China and South Korea or other countries as well as

international society that has started to increase their support to Africa, it is necessary for us to discuss a desirable support to Africa from Japan, and also to clarify the meaning to hold a Japanese-led African conference, not only on the policy bases but also together with CSOs.

2.2 Trend of Japan's ODA to Africa

As mentioned in the 1st issue of the TCSF White Paper, the major pillar of the economic and diplomatic relationships between Japan and African countries is ODA, and it is understood that "African Policy of Japan" is almost equal to "Japan's Policies to Africa".

In TICAD III held in 2003, the Japanese government has appealed the three pillars of Japan's policy to Africa within the key note speech. The three pillars are; i) human centered development; ii) poverty reduction through economic growth; and iii) consolidation of peace. Japan, also, appealed its 5-year implementation plan of 1 billion US dollars to support in the areas of health and medical including HIV/AIDS measures, education, basic human needs such as water and food aid, etc. Furthermore, Japan appealed that it would set priorities on "human security" aspects and "south-south cooperation" within its support to Africa.

Table 2-1 shows the disbursement of Japanese ODA and the transition of ODA distribution to Africa. The performance of Japanese ODA shows annual decline for 3 years from 2001 until 2003, then increased slightly in 2004. On the other hand, in comparison with Gross National Income (GNI), the ODA disbursement had recorded disbursement ratio of 0.28%, but slightly decreased afterwards, and became 0.19% in 2004, which is below 0.20%. The international pledge says "To achieve MDGs, it is important that the developed countries to allocate aid amounting 0.7% of their GNI (Investment Plan for MDGs by UN, January 2005)", and this shows that a strong effort to increase is necessary in Japanese ODA disbursements.

Table 2-1 Trends in Bilateral ODA Disbursement to Africa

(1 million USD, %)

		FY2000	FY 2001	FY 2002	FY 2003	FY 2004
ODA disbursement	Amount (1 million USD)	13,508	9,817	9,283	8,880	8,906
	Ratio to previous year	+11.1%	-27.1%	-5.7%	-4.3%	+0.3%
	Ratio to GNI	0.28%	0.23%	0.23%	0.20%	0.19%
Bilateral ODA Disbursement to Africa Region	Amount (1 million USD)	969	851	584	530	647
	Ratio to previous year	-2.6%	-12.2%	-31.4%	-9.2%	+22.1%
	Ratio to Overall ODA (Bilateral Aids)	10.1%	11.4%	8.7%	8.8%	10.9%

Source: Japan's Official Development Assistance White Paper 2005

Japan's ODA disbursement had annually decreased for 4 years from JFY2000 to JFY2003, and greatly increased by 22.1% in JFY 2004. In terms of the actual amount, the disbursement of JFY2004 was 647million USD, and it is far below the amount of JFY2000, which was 969million USD. However, in terms of the ratio of ODA to Africa to the overall bilateral ODA amount, it reached over 10% to 10.9% after 3 years since 2001. This can be understood as a result of TICAD III, held in 2003, though the linkages are not clear.

2.3 Japan's ODA Disbursements by Region

2.3.1 ODA Disbursement to Africa

In this section, based on the result of regional disbursement of Japan's bilateral ODA (record) of JFY2004, the study on whether the Japanese aid to Africa meets African development demands or not will be shown. In this study, data on such as the trends in the areas of support or type of aid (loan, grant aid and technical cooperation) is not incorporated. This may result in insufficiency of the analysis, though this can partly contribute to capture the Japanese policy background of planning its aid to Africa.

Firstly, the worldwide performance of Japan's bilateral ODA disbursement will be shown. (Table 2-2)

The total amount of assistance received by Africa was ranked at 4th largest recipient out of 12 areas⁶ worldwide, and ODA received per capita was ranked at 9th largest. It can be understood that the Japanese ODA tends to put priority on such objectives as diplomatic or economic relationships between Japan and Asian countries.

Although a statistical analysis⁷ was done, no correlation between the amounts of Japanese bilateral ODA recipient by region (total amount of regional receipt, hereunder) and "GNI per capita", which is one of the indicators that shows poverty levels by region, was observed.

⁶ Excluding "other Asian countries" and "unclassified"

⁷ Statistical software SPSS was utilised in this study.

Table 2-2 Trends in Japan's Bilateral ODA Disbursements
by Region and the Amount of Trade

Received amount per capita (Japan's bilateral ODA)	Region	Japan's Bilateral ODA (Total Amount Received) (2004:1mUSD)	GNI Per Capita(2003: USD)	Received amount per capita (Japan's bilateral ODA) (2004: USD)	Amount of Trade (2003: 1m USD)	Rank of Total Amount Received by Japan's ODA	Rank of GNI per capita	Population (2004: 1m)
1	Oceania	42.15	1955.00	5.26	3,484,132	11	5	8.02
2	Central Asia	265.99	774.00	4.57	51,825	7	12	58.20
3	Middle East	840.69	2760.00	2.11	7,603,107	3	4	398.40
4	South East Asia	906.92	1192.50	1.64	13,861,006	2	7	552.50
5	Caucasus	24.91	846.67	1.57	11,074	13	9	15.90
6	North Africa	190.18	1717.50	1.24	210,628	8	6	153.00
7	Europe(excl Eastern	140.69	3414.29	1.16	63,782	9	2	121.40
8	Eastern Europe	88.75	4685.00	0.95	389,147	10	1	93.20
9	Africa	646.97	870.68	0.87	1,183,626	4	8	741.40
10	North East Asia	977.64	790.00	0.72	25,090,516	1	11	1362.80
11	Central and Southern Am	309.30	3414.19	0.56	3,139,630	6	3	551.40
12	South West Asia	342.66	801.43	0.24	784,903	5	10	1440.10
-	Other Asia	26.43	-	-	5,245,805	12	-	-
-	Uncategorised	1239.56	-	-	-	-	-	-

(Sources) Total Received Amount of Japan's Bilateral ODA: ODA White Paper 2005, Ministry of Foreign Affairs; GNI Per Capita: ODA Country Databook 2005, Ministry of Foreign Affairs; Population: World Development Indicators 2006, World Bank; Trade: Trade trend database: 2004, Ministry of Economy, Trade and Industry; Japan's ODA received per capita was calculated from Japan's ODA amount in total and population

For example, the largest recipient of Japan's bilateral ODA per capita (amount received per capita, hereunder) was Oceania, which is the region of middle income countries⁸ that marked 1,955 USD GNI per capita in 2003, and the received amount per capita was 5.26 USD. The reason of this result can be considered as, not only its smaller population of Oceania, but also there are fishery related cooperation such as grant aid for fishery from Japan to Oceania countries. On the other hand, although many of the African countries are categorised as low income countries⁹ and their GNI per capita is only 870 USD, which is below half of the amount in Oceania countries, the amount received per capita is 0.87 USD which only marks 17% of Oceania. Despite the large size of the population in Africa, it can be understood that the priority of regional development demand of Africa is low in order to decide regional disbursement of Japan's bilateral ODA.

On the other hand, there is a clear correlation between the amount received by regions and the amount of Japan's trade. The largest ranked areas in terms of amount of the trade between Japan, such as North Eastern Asia, South Eastern Asia, and Middle East, are the largest three recipient of Japan's bilateral ODA. Those countries that have more trade relationships between Japan, or geographically closer to Japan, or strong economic relationships, are tend to receive more bilateral ODA.

⁸ World Bank's "World Development Indicators 2006" states the countries that mark between 826USD and 10,065USDs as middle income countries, and below 825USD as low income countries.

⁹ 35 countries out of 46 countries in Africa are categorised as Low Income Countries.

2.3.2 Distribution of Japan's ODA in African Region

In this section, Japan's bilateral ODA disbursement in African Region is analysed statistically. In this study, there are no strong relationships between the trend of Japan's ODA disbursement and poverty level of African countries. This means that there is no correlation between received amount per capita in African countries and their GNI per capita. It can be understood that Japan's bilateral ODA are not necessarily disbursed largely to the countries of lower GNI per capita and "the countries of higher poverty levels"

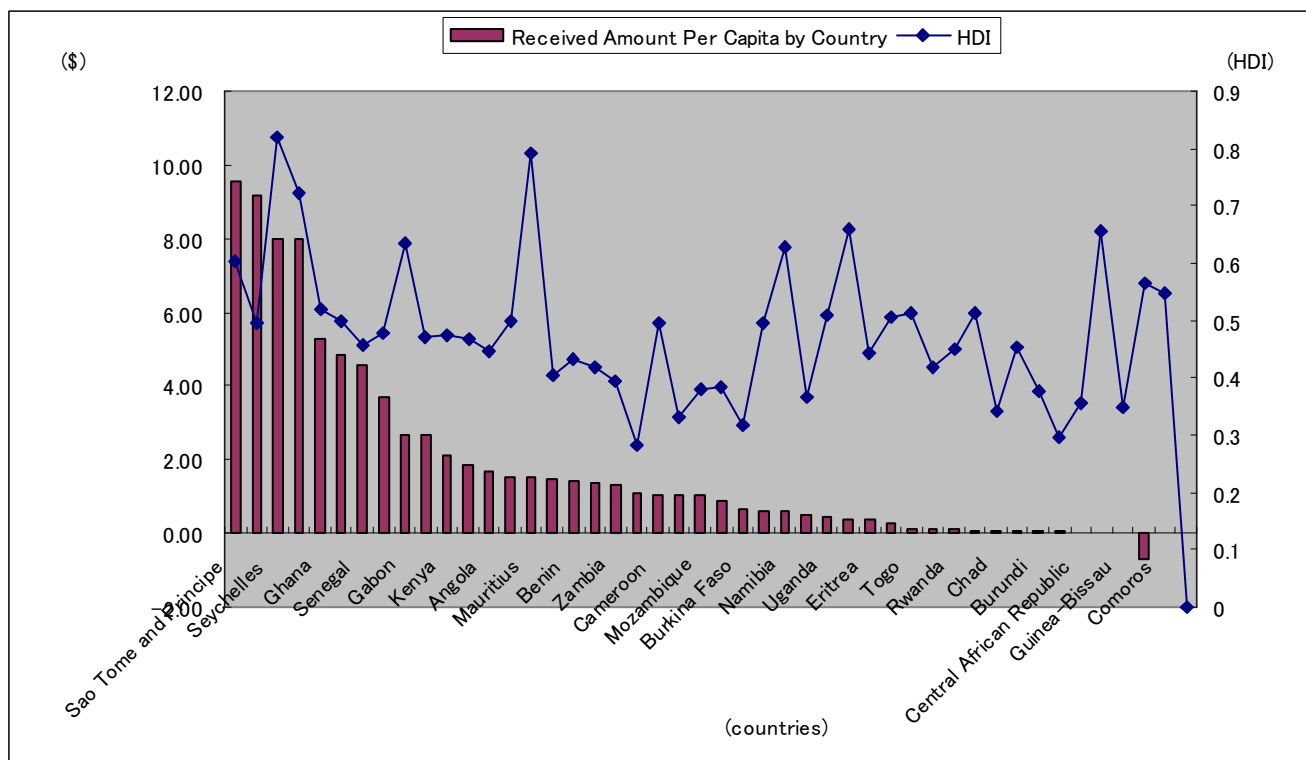
Figure 2-1 shows the amount received per capita in African countries and the Human Development Index¹⁰ (HDI, hereafter) from United Nations Development Programme (UNDP). It can be seen that there are many countries of higher HDI that shows higher amount received. In other words, it is said that amongst the largest recipient of Japan's bilateral ODA in African countries, there are many countries of not necessarily categorised as lower HDI levels.

For example, Seychelles marks 0.81 in HDI, which is the highest in African countries, and ranks 51st worldwide, and ranked as world's higher human developed countries, though its amount received per capita marks 7.98 USD. It can be considered that the reason of its larger amount received per capita is because of its smaller population. Sao Tome and Principe and Cape Verde also marks both higher HDI and higher amount received per capita. The amount of overall assistance of Japan in ratio to Africa's overall GNI is only about 0.1%. It can be said that the larger amount of Japan's assistance did not necessarily contributed to Seychelles' achievement of higher HDI. That is to say, it is more appropriate to consider that there is a trend that more Japan's ODA are disbursed to higher HDI countries. The reason of this trend is not clear, though it may be related to Japanese aid agencies easier working environment in higher HDI countries.

The lowest HDI country, Niger (HDI: 0.281, worldwide ranking: 177), receives 1.08 USD per capita, which shows tremendously low amount that only comes below 1/7 of Seychelles. Guinea-Bissau (HDI: 0.348, worldwide ranking: 172) receives only 0.01 USD per capita. Neither of Niger and Guinea-Bissau is in a state of conflict, and it can not be said that their environments are in difficult condition to provide normal assistance.

¹⁰ Human Development Index (HDI) is a comprehensive socio-economic index which was introduced in 1990 to measure levels of human development in each country. HDI measures each country's achievement in three areas such as, life expectancy, knowledge, and standard of living. It will be indicated in numbers between 0 and 1, and the more closer the number reaches to 1, the broader the choices of individuals, and the more advanced in human development.

Figure 2-1 Amount Received per capita in African countries and HDI



Source: ODA White Paper 2005, World Development Indicators 2006, Human Development Report 2005

Here, a correlation between amount received per capita and the levels of each country's democratisation is being analysed. In an undemocratic country where there is no civil freedom, there are high possibilities of unequal distribution of assistance that it may not reach the poor. An international NGO, Freedom House¹¹, is categorising each countries as a country in three levels such as, "Free", "Partly Free" and "Not Free" based on their assessment of political freedom and civil freedom.

Based on the categorisation which shows levels of democratisation in each country, the correlation between this result and the amount received per capita was analysed. As a result, there is no clear indication in the Japan's bilateral ODA disbursement, whether the recipient governments are democratic or not. Rather, 20.5% of overall Japanese aid to Africa is disbursed to the countries such as Ethiopia and Nigeria which are not necessarily considered democratic countries.

Looking at the overall amount of Japan's bilateral ODA disbursement by countries, the country where there is a Japanese Embassy tends to received larger amount of assistance. Also,

¹¹ Freedom House Web Site (<http://www.freedomhouse.org/template.cfm?page=15&year=2006>) (Accessed in October 2006)

there is a significant statistical correlation between the existence of JICA country office and the amount of assistance received. It can be said that, the existence of Japanese Embassy shows stronger diplomatic relationships between the countries and Japan, and Government of Japan tends to prioritise diplomatically important countries in terms of ODA assistance to Africa.

According to the Japanese government, Japan's bilateral ODA has been disbursed according to its "national interest (kokueki)," rather than the needs of the African countries and/or the African people.

Chapter 3 CSO and Japan's Policy to Africa

3.1 What is Civil Society?

CSO is defined as a non-profit entity which has a societal goal, separate from government and its powers (Winchester, 1996). Civil society includes NGOs, labour unions, women's organisations, farmer organisations, manager organisations, cooperatives and community organisations.

On the one hand, NGO is an abbreviation of non-governmental organisation and was originally used to point to non-governmental and no-profit organisations which worked in partnership with United Nations organisations. However, the terminology NGO now points to non-governmental and non-profit organisations which tackle development, human rights and environmental issues in various parts of the world, both developed and developing countries. In development cooperation, NGOs play a central role in development so the use of "CSOs" may actually be solely pointing to NGOs.

The TCSF White Paper sees civil society as a standard institution in a modernized state, just as the nation, development and the private sector. CSO is seen as an opposite force to national power, as an institution which, in the context of African development, brings together the voices of the citizens so that resource distribution is equitable and democratic. In other words, civil society for the TCSF White Paper is what is defined at the beginning of this chapter; a non-profit entity which has a societal goal, separate from government and its powers. NGOs are also considered to be a part of CSO.

3.2 CSO in Japan's ODA

In Japanese ODA policy documents including the ODA Charter, the importance of partnering with NGOs is stressed but the terminology "civil society" is not utilized.

According to the brochure of the Japanese ODA and NGOs issued by the Ministry of Foreign Affairs (MOFA), there are over 400 organisations which are involved in international cooperation. It also says that "NGOs have become an indispensable part of the present international community. Their mobility and flexibility are vital in providing grassroots-level assistance and emergency humanitarian relief".

In addition, "the Japanese government believes that collaboration with NGOs is crucial in gaining public understanding and support for its ODA programs. NGOs provide a channel through which people can lend a hand directly to international cooperation activities."

When the MOFA discusses NGOs which play an important role in providing grass-roots level assistance to developing countries, they are pointing to NGOs which conduct

international cooperation activities. However, when discussing “NGO” as a partnership tool to gain public understanding, it is probably better to assume that this “NGO” is pointing to the larger definition of CSO.

There are several ODA support schemes for Japanese NGOs involved in development and cooperation. These are grant aid for Japanese NGO projects, such as grant aid for grass-roots and human security projects. In addition, Japanese NGOs can also participate in bidding to become contractors for an ODA technical assistance project, development study or evaluation study. However, in the case of the latter, NGOs are requested to follow the donor agencies’ policy in the development projects.

In regards to bilateral talks with NGOs, MOFA holds regular meetings: JICA and JBIC also conducted the meetings with the NGOs, respectively. Some examples of partnership activities include the establishment of the Japan Platform and the Joint Evaluation by MOFA and NGOs. This kind of opportunity is a great step forwards, in terms of the strengthening of the linkage between MOFA, the aid agencies and NGOs. However, most of the discussion of these meetings are conducted following the pre-fixed framework and do not necessarily exchange opinions freely. At the same time, NGOs have not been able to participate in the policy making and/or decision making process. For example, Japanese and African NGOs have not participated in the process of Japan’s ODA policy or project planning.

Japan’s ODA provides funds for African NGOs through the Japanese Embassy-administered grant assistance for grass-roots human security projects (GGP) scheme. In addition to this, African NGOs contribute to Japanese ODA as subcontractors of Japanese consultants, project teams or study teams funded as Japanese technical projects and development studies. JICA representative field office also contract African NGOs to conduct project formulation and evaluation studies. However, under the current schemes, African NGOs can not directly receive Japanese ODA funding to implement their projects, and are considered to be as only a part and/or a target of planning and implementation of Japan’s ODA projects.

There are many small-scale programs for NGO capacity development implemented by MOFA and JICA to strengthen the organisational capacity and human resources. The number of NGOs, which can participate in these programs, are limited. As the governmental institutions of the developing countries are the formal counterparts of Japanese ODA, support for the capacity development of CSOs and NGOs in developing countries is almost absent.

Technical cooperation, which is implemented as a part of Japan’s ODA, provides technical assistance for the organisational strengthening and human resource development of the central and regional governmental institutions and public corporations and governmental

officials but do not provide assistance to African NGOs. There has been no capacity development program for African NGOs under other Japanese assistance schemes.

Table 3-1 shows how much NGO support is provided through ODA in 22 DAC countries¹². The total amount of Japanese ODA declined to 1.43 million dollars in 2002 from 1.79 million dollars in 2001 but rose to 1.88 million dollars in 2003 and 2.48 million dollars in 2004. 2.48 million dollars in 2004 brought Japan to third place amongst the DAC countries after the Netherlands and the UK. On the other hand, this amount is only equivalent to 2.6% of Japan's total ODA, and is much lower than the 5.3% average of DAC countries and is the 4th least amount amongst the DAC countries, after France, Portugal and Italy.

Table 3-1 DAC country ODA funds channelled through NGOs

	Support for NGOs (unit: million dollars)					Ratio within total ODA 2003-2004 (unit: %)
	1993-94	2001	2002	2003	2004	
Australia	19	1	-	1	-	4.5
Austria	3	2	1	0	0	7.9
Belgium	2	5	3	7	23	8.5
Canada	125	168	165	1	1	7.8
Denmark	7	9	6	12	11	4.4
Finland	4	4	5	6	9	4.3
France	20	27	29	28	35	0.4
Germany	98	-	-	-	-	6.9
Greece	-	-	-	-	0	4.6
Ireland	1	28	48	74	95	15.2
Italy	13	84	43	34	45	2.4
Japan	142	179	143	188	248	2.6
Luxembourg	-	1	2	26	28	12.7
Netherlands	262	310	431	602	658	15.4
New Zealand	2	5	7	11	12	11.4
Norway	-	-	-	-	-	10.4
Portugal	-	2	2	1	4	0.4
Spain	-	6	5	7	7	19.6
Sweden	59	85	90	105	137	13.9
Switzerland	111	32	39	47	50	9.6
UK	55	189	226	268	429	9.7
USA	-	-	-	-	-	-
DAC total	923	1137	1246	1418	1794	5.3

Source: OECD, 2006. 2005 Development Cooperation Report

3.3 Participation of CSOs in ODA Evaluation

ODA evaluation is conducted by the aid implementing organisations such as MOFA,

¹² The assistance amount shown in this table is the total to all developing countries, including African countries.

JICA and JBIC. These evaluation results are made public through the report and web pages of these institutions, but the participation by citizens and civil society in the evaluation process continues to be limited. Currently, an evaluation of ODA by organisations besides the Japanese government and aid implementation agencies is almost non-existent, perhaps with the exception of the 2nd issue of the TCSF White Paper.

3.3.1 Evaluation by MOFA

MOFA conducts evaluations of the policy and program levels. These evaluations are steered by the evaluation experts committee with the Evaluation Unit within MOFA which commissions consulting companies to conduct the evaluation study. An evaluation report is written as a result of the study and made public through MOFA's webpage. However, since the results are not made public soon after the study, the evaluation is frequently outdated.

MOFA is now trying to raise the quality of these evaluations and to strengthen the externality of these evaluations by making the evaluation experts committee steer the evaluations. However as the funds for these evaluations come from MOFA, the results are checked by MOFA and the relevant unit within the embassies, modified and then made public. As a result, although these are external evaluations, the third party factor is still quite weak. At the same time, MOFA's evaluation guidelines stipulate the need to "listen to the voices of the beneficiaries" and the terms of reference for the evaluations require the consultants to listen to the beneficiaries. Nevertheless, as the actual evaluation period in the field is limited, it is very difficult to listen to the voices of the African beneficiaries. As MOFA's evaluation is a policy-level evaluation, the viewpoints of the macro-level analysis makes it difficult for the voices and the suggestions of the beneficiaries to be reflected in the evaluation results.

MOFA also conducts joint-evaluations with NGOs at least once a year, and has a Japanese citizen ODA monitoring project in which citizens are dispatched to various ODA sites overseas to report on what they have seen (approximately 90 persons were dispatched in JFY2005). These are efforts to widen the opportunity for citizens to participate in evaluations in order to improve public relations on Japanese ODA. Nevertheless, the MOFA-NGO joint evaluations and the ODA citizen monitoring projects are designed and conducted by MOFA, and there is no systematic feedback of the NGOs and ODA citizen monitor's voices and opinions into ODA policy.

MOFA started evaluating general project grant aid from JFY2005. Grant aid cooperation is a scheme where a direct impact on the ordinary citizen can be expected through the provision of safe water, the construction of schools and clinics and so on. Although the impact on beneficiaries is seen as the most important criteria in an evaluation, in reality, such evaluations which integrate the actual voices of the beneficiaries are not conducted. Therefore,

it is hoped that such an evaluation, though it might only be a pilot stage, will listen to the real voices of the African people, in order to reflect these voices in the evaluation results and to be used in formulating even better projects.

MOFA is responsible for non-project grant aid, food aid, food production aid, sector program grant aid, and the grant assistance for grassroots human security projects. However none of these schemes are regularly monitored or evaluated. Despite the channelling of a large amount of Japanese ODA through international institutions, this channel has never been evaluated. In JFY 2004 for example, 329.5 billion yen or 33.9% of ODA was for contribution to international organisations. The international organisation contributions which account for a third of Japanese ODA has never been examined on how it has been used, what kind of outputs and outcomes are seen, by neither the international organisations nor the Japanese government.

In order to emphasize the transparency and to be accountable to the Japanese taxpayers, and also to avoid corrupt practices by the African governments, it is necessary to clarify what the contributions are being used for and how and for what non-project grant aid and food aid is being used for. It is important to revisit the relevance and appropriateness of these schemes by involving both African and Japanese civil societies in the evaluation concerning what kind of support has been given to what country, what kind of assistance has been provided, what kind of contribution has been made, etc.

3.3.2 Evaluation by JICA and JBIC

Aid implementing agencies, JICA and JBIC, both conduct project and program level evaluations, which cover project approvals, mid-term evaluations, terminal evaluation, and impact evaluations (usually conducted approximately 3 years after the project completion). In addition to this, thematic evaluations on basic education, water supply and poverty reduction, for example, are also conducted.

These evaluations are designed by JICA and JBIC staff, and are conducted by the implementing agency staff and contracted development consultants, and are funded by the implementing agencies themselves. As the evaluation is conducted by experts outside the projects, it could be considered as an external evaluation, but as the final responsibility of the evaluation lies within the implementing agency, it is more of an internal evaluation nature. Here, an evaluation report is written and made public through JICA and JBIC's respective web sites.

There are some cases in both JICA and JBIC's evaluations, where a joint-evaluation is conducted with the counterpart, but this is mostly led by the Japanese study team. As in the case of MOFA's evaluation guidelines, JICA and JBIC evaluation guidelines require the evaluators to interview the beneficiaries or communities with the evaluation study teams

making all sorts of efforts to meet this criteria. However, in many cases, those who can participate in the various data collection workshops and are interviewed are those who have a better economic or social status within the communities. It is very rare that the real poor are present at these places. In addition, the interviews and workshops are conducted by the Japanese experts or the government officials or in the presence of government officials, so that it is probably difficult for the communities to speak their own mind. It is hoped that this situation will be improved in the future.

3.3.3 CSOs and Evaluation Reports

When looking at the evaluation conducted in FY 2005 of technical cooperation projects in Africa (JICA web page) we see that the direct targets of the projects are those government officials within the central or regional governments. In other words, the projects are designed so that the technology or knowledge transfer through these government officials will reach the communities, farmers, the poor and the socially disadvantaged people indirectly as the ultimate beneficiaries. These ultimate beneficiaries are not included in the direct beneficiaries of the project, meaning that civil society and NGOs are not considered to be direct subjects of technology and knowledge transfer.

Table 3-2 below shows the criteria in assessing project relevance whether the project will be implemented or not. All 9 projects are highly rated as relevant because they match the national level and sector policy of the counterpart. Similarly, relevance is highly rated if it is in line with Japan's foreign aid policy. 3 projects are highly relevant because Japan has a comparative advantage in that specific technology or field. There were only 3 projects which mentioned the needs of the counterpart country beneficiary needs; the teacher needs of the Secondary Math and Science Education Strengthening Project, the socially disadvantaged group needs of the AIDS Prevention Project in Tanzania, and the farmer organisation's needs in Malawi's One Village One Product Project.

In other words, the main deciding factor for project implementation is whether the project is in line with a national policy or Japan's ODA policy. This shows that development projects are decided within Japan and the counterpart country at the policy level.

When projects are being assessed, the voices of civil society and the needs of the beneficiaries are not considered. In addition, decisions to implement projects are not based on the applicability of Japanese technology and experience to the developing countries but whether Japanese technology and experience have a comparative advantage over other donor technologies. This is a characteristic of Japanese ODA.

Such a trend is also observed in the terminal and ex-post evaluations of technical cooperation projects and grant aid. Almost all of the projects have received high marks as the

criteria of relevance is whether the project design matches the national development plan, sector policy and/or Japan's foreign aid policy.

Table 3-2 Relevance in technical cooperation evaluations (FY 2005)

Project	Criteria in assessing project relevance
Uganda Secondary Math and Science Strengthening Project (technical cooperation)	Matches the national policy Matches Japan's foreign aid policy Matches the teacher's needs for secondary math and science education
Ghana Support for Government-Private Sector Partnership Strengthening for Tourism Industry Promotion (technical cooperation)	Matches the national policy Matches Japan's foreign aid policy
Ghana Teacher Training Policy Implementation Support Project (technical cooperation)	Matches the PRSP Matches Japan's foreign aid policy and utilizes Japanese experience
Zambia HIV/AIDS Care Service Strengthening Project (technical cooperation)	Address the situation of AIDS and prevention measures in Zambia, Matches Japan's foreign aid policy and utilizes Japan's experience
Zambia Rural Development Project in the Initiative Region (technical cooperation)	Matches the national agricultural policy Matches Japan's foreign aid policy
Zambia Cattle Sanitation and Production Technology Dissemination Improvement Project (technical cooperation)	Matches national policy Matches Japan's foreign aid policy and Japan has the technological comparative advantage
Tanzania Strengthening of HIV Prevention Organisations Project (technical cooperation)	Matches the needs of health and medical personnel as well as the needs of the socially disadvantaged. Matches the national policy and the health sector strategy. Matches Japan's foreign aid policy.
Malawi One Village One Product Campaign Implementation and Human Resource Project (technical cooperation)	Matches national policy, matches the needs of the Ministry of Agriculture and farmer organisations, Matches Japan's foreign aid policy, Comparative advantage of Japanese technology
South Africa Medical Equipment Maintenance and Management Capacity Strengthening Project for Southern Africa	Matches the National Health 5 year Plan, Improves the maintenance and management capacity of equipment provided through Japanese grant aid cooperation.

Source: Created by TCSF from JICA webpage project evaluations

3.4 Japan's ODA Projects Working with Grass Roots in Africa

Japanese ODA projects are not completely targeting central and regional governments nowadays. Recent projects are based on the viewpoint that community participation is necessary, and that there is a need to create or strengthen the support system for the communities to open up their own avenues in a sustainable way. Beneficiaries such as the communities, farmers, women's groups are now being involved in JICA projects. This trend is

now being seen in agriculture and rural development, as well as social development technical cooperation projects in education and health.

In the agriculture and rural development, the international focus has shifted from large irrigation types of projects to community participatory small-scale irrigation development. In this context, JICA in Malawi and Ethiopia, is working not only with its traditional counterpart; ie. the governmental organisations, but with also with farmer groups in implementing small-scale irrigation projects. At the same time, small-scale rural development should take a comprehensive approach with a common objective of raising farmer income through basic education, improvement of literacy education, provision of clean water and improvement of the sanitary environment among other activities. JICA is currently supporting such comprehensive small-scale rural development projects in Zambia and Kenya.

The Project on Strengthening Technology Development, Verification, Transfer and Adoption through Farmers Research Group (project period July 2004 to July 2009) organizes the farmers research group, tests crops on the farmers plots, and listens to the farmers as to what kind of technology needs to be developed. In Ghana and Malawi, the Oita Prefecture-initiated One Village One Product Campaign has been applied, with activities targeting the area's production groups, to improve the quality of the products, to open up marketing channels by producing on a constant basis and by raising incomes.

JICA is in the process of changing its assistance style from transfer of agricultural technology to a different approach for sustainable agriculture and rural development, by involving the farmers in such a way as trying out small-scale irrigation development, comprehensive small-scale rural development, participatory technology development, and improvement of marketing channels as shown in the One Village One Product Campaign. JICA's officer in charge of Rural Development has written and contributed a paper on the basic policy for JICA's agriculture and rural development, which is attached as Annex 1.

In social development, traditional assistance approaches were to provide vocational training and technical education to develop human resources who would contribute to the nation's economic growth, provide technical cooperation for the development of the medical profession, and build schools, medical and health facilities, as well as the provision of educational materials and health equipment through grant aid projects. Since the 1990s, the emphasis on basic human needs and poverty reduction has resulted in a change in this approach. Support is now being provided, based on an international promise to support the achievement of the "Education for All" goal and MDGs, such as a reduction in infant mortality and the mitigation of HIV/AIDS.

In this context, Japan's ODA now implements projects which focus on the community

and improvement of the livelihoods of the African people, by strengthening community health initiatives and improving access to primary education. However, many of these projects still aim on strengthening the capacity of central and regional government officials, and to create an environment where development projects can be realized according to the needs on the ground with very little projects which work directly with the communities.

Two examples of JICA working directly with the communities we can cite here are the Improvement of School Management through Community Participation Project (Everyone's School Project) in Niger, and the Community-based Basic Education Improvement Project (ManaBU Project) in Ethiopia.

The Everyone's School Project in Tahoua Province, Niger, selected community representatives through a democratic process, set up community school management committees called COGES and by strengthening these committees created a community participatory school management model. As of September 2006, there were 1,205 COGES committees in Tahoua Province which, without external assistance, plan and implement school environment improvement projects, maintain and manage educational materials and classroom furniture. This has had a large ripple-effect. The fact that COGES has been established by the communities through a democratic election process has raised the motivation and sense of ownership of the communities.

The ManaBU project in Oromia Region, Ethiopia aims to create a model for improved access and school management. Guidelines are also being written with the regional education bureau for use to further basic school construction and to improve the quality of basic education. In three districts, the project assisted the communities in selecting school sites, provided some assistance in construction material and equipment procurement and the actual construction, constructing 20 basic schools. By promoting the participation of the communities in school construction, it is hoped that the community will further its understanding of the school conditions and that enrolment rates of children will improve, leading to a further cut in school construction costs.

These two examples show that JICA experts can involve government officials and communities, that a different approach is possible in technical cooperation, and leads to expectations that this model can be applied to other regions within the respective countries, and be utilized by other aid organisations and in particular by NGOs. This project has obtained the experience and knowledge, with lessons learned in order to apply and build on in other countries.

As JICA experts have a strong presence in project implementation, there is the possibility that the central and regional governmental officials becoming dependent on the JICA experts.

A large part of project costs are the personnel costs of JICA experts and their activity costs. On the one hand, as the projects are limited to a certain area, the scope and target groups are also limited. In order to change the mindset of the government officials and communities as well to empower them, there needs to be an external presence, time frame and funds. However, when compared to participatory community empowerment projects implemented by NGOs, efficiency is considerably lower in ODA projects. There is a need to examine the effectiveness and efficiency of projects which work with the communities in a limited area under bilateral assistance schemes. It is difficult to link education sector projects to income generation, and the lessons learned from these projects should be discussed with efforts to improve project activities.

Besides these experts, Japan Overseas Cooperation Volunteers (JOCV) and their activities are contributing to furthering exchange between young Japanese and the African people leading to better understanding of each other. This scheme has played an important role and has contributed to breeding youth who are willing to work for Africa, and are central to the furthering exchange between Japan and Africa civil societies. The potential of the Japan Overseas Cooperation Volunteers (JOCV) in CSOs is elaborated on in Annex 2.

3.5 CSOs Participation in ODA and TCSF Activities

TCSF through its various advocacy activities aims to improve Japan's policy towards Africa. In February 2006, TCSF participated as a Japanese NGO in the Japanese Government planned TICAD Conference on the Consolidation of Peace (TICAD Peace Consolidation Conference) held in Addis Ababa, Ethiopia. In October 2006, in the same Addis Ababa, TCSF co-organized with a local Ethiopian NGO a partnership seminar. Based on the experiences of TCSF, the following subsection discusses the potential and issues of African and Japanese civil society participation in Japanese ODA.

3.5.1 Participation in the TICAD Peace Consolidation Conference

As a part of the TICAD process, the Japanese government with the United Nations and other organisations organized an international conference under the theme "Poverty Reduction through Economic Growth". On February 16 and 17, 2006, the Japanese Government organized the TICAD Conference on the Consolidation of Peace in Africa in Addis Ababa, Ethiopia. Approximately 400 persons from 73 mostly African countries, 38 international and regional institutions, and 20 representatives of CSOs' participated in this conference. TCSF participated as a Japanese CSOs sending 2 directors.

The Deputy Foreign Minister Mr Shiozaki acted as the chairman of the Conference, and presentations were made from Rwanda and Liberia in Africa as well as Cambodia in Asia as countries which have overcome internal conflict. Subcommittees on security, governance,

community rebuilding were held and the following points were confirmed, approved by the participants and issued as the Chairperson's Summary.

- African ownership is important in peace consolidation in Africa
- The role of civil society is large
- There is a need to strengthen partnership between the African countries
- The role of women, youth and civil society is important in rebuilding communities
- It is important to share the Asian experiences of Afghanistan and Cambodia with Africa

The Japanese government also announced 3 new initiatives during this conference in relation to the consolidation of peace. They are i) strengthen support to improve the security environment; ii) work together for democratic elections, capacity building of judiciary and administrative institutions as well as the reconciliation process; and iii) continue to promote the African Village Initiative (AVI) to support self-sustained community livelihoods. At the same time, the government stressed again that "There will be no stability and prosperity in the world in the 21st century unless the issues in Africa are resolved". In other words, Japan strongly committed to African development and stressed the fact that this commitment should be matched by strengthened African ownership and partnership with the international community and CSOs. The Japanese government also stressed that through the TICAD process Japan would contribute in the achievement of the MDGs.

The fact that, at this conference, Japan showed its intention that it wanted to work with African countries as equal partners unlike the former colonial powers which tend to bring their political and economic interests to the table, and that the Japanese Government showed it was willing to take leadership in Africa's development and conflict resolution, that the African countries expressed big interest and expectations to Japan's role, demonstrates how successful this conference was. Also at this conference, it is noteworthy that the importance of involving women and the youth, civil society in implementation was also agreed upon.

As a whole, this conference was successful with many African countries participating. On the one hand, however, there was no discussion on the specifics on how CSOs could participate or get involved in the TICAD framework, or what the TICAD framework could actually achieve. Although TCSF was able to represent Japanese civil society and was allowed to speak on the floor, CSOs were nevertheless "observers." Although this conference was one which stressed the importance of civil society partnership, the discussions still focused on the policy level and aid organisations. It is important to have such international conferences as a preparatory step for TICAD IV; however, Japanese and African CSOs were not consulted with in the preparation process.

Preparations have started for TICAD IV, but the specific schedule is still not clear to the

public. Once the TICAD IV implementation principles and system are put in place and a large part of the process is decided, and even if the African governments, African and Japanese CSOs were invited to participate in the preparation process, it is difficult to assume that their participation will be allowed to be very effective. In order to build on the success of the TICAD Peace Consolidation Conference, and in order to make civil society participation a reality, and not to end in a policy level event, the involvement of African and Japanese civil societies are indispensable in the run-up to TICAD IV.

3.5.2 Voices of African NGOs at the TCSF Partnership Seminars

On October 3rd, 2006, TCSF co-hosted a partnership seminar with a local NGO in Addis Ababa, Ethiopia. 44 local NGOs which implement projects in Ethiopia, 2 representatives of Japanese NGOs and the local Japanese Embassy and JICA office participated in this seminar. The objective of this seminar was to bridge Japanese ODA and local NGOs, for local NGOs to understand TCSF activities and for TCSF and Japanese NGOs to build a network with the local NGOs.

First of all, the Japanese Embassy introduced TICAD. Although the previously mentioned TICAD Peace Consolidation Conference had been held in the same city, eight (8) months before in February 2006, almost none of the Ethiopian NGOs knew TICAD. JICA's ODA was not recognized, either, as there are no opportunities for local NGOs to participate in these bilateral programs.

Only window for the Ethiopian NGOs to access Japanese ODA is the grant aid for grass-roots human security projects (GGP) scheme. Some Ethiopian NGOs commented that this scheme was much easier to access compared to funds from Western donors. One local NGO which had received funds through the GGP, presented on how wells and school facilities were constructed, how this led to empowerment of the poor and the socially disadvantaged. On the other hand, it was noted that although these funds could be used to construct buildings and procure equipment, the funding did not cover NGO management costs, training or workshop costs, and thus limiting the project activities. There was also a request for technical support such as consultations when formulating a project for application for funds, or when writing the application form.

There were many questions and comments on the GGP during the partnership seminar. This is probably because the GGP is closest to the Ethiopian NGOs. There had never been forums where Ethiopian NGOs could exchange opinions or discuss with the GGP consultants at the Japanese Embassy,. This is what makes the partnership seminar a success.

However, this partnership seminar also found that TICAD was not known. TICAD is a main pillar of Japan's policy towards Africa. TICAD is not known because it is not enough to

involve just the Ethiopian government. Efforts must be made for the African people to understand the efforts and investments being made in Japan for over 10 years. As a result of the partnership seminar, TCSF felt the need to publicize, to obtain the understanding, and to provide the opportunity for NGOs and Ethiopian civil society to get involved in the TICAD process, in order to heighten the impact of TICAD.

Chapter 4 Japanese NGO and Africa Development

Japanese NGOs have been actively engaged in African development. For example, in 2004, more than 100 Japanese NGOs were involved in one way or another in Africa's development. These NGOs help the communities better their livelihoods.

In regard to the networking of NGOs which are involved in Africa on a country or regional level, there have been the activities of the Africa Japan Forum (AJF) which was established in 1994. There exists also the "The 2KR Monitoring Network" which questions the ODA Grant Aid for Increased Food Production (called 2KR) (Shigeta, *NGO Hatten no Kiseki* or "The history of NGO development (tentative translation)").

However, the history of Japanese NGOs only goes back a short time and the reality is that there are very few NGOs which have a solid organizational and human resource structure. Many Japanese NGOs lack overhead funds, project funds, skilled or specialized human resources and face the reality that many Japanese citizens do not understand or support them. Despite this situation, there are some organizations which have achieved results. They have done this by building up their reputation working with the African people based on their strong conviction that they are contributing to change, by making every effort to raise funds and donations with the help of ODA funds to implement their programs. It is very important to learn about these NGO activities, to learn about their experiences when thinking about NGO networking and how Japanese citizens can involve themselves in Japan's policy making towards Africa.

In this chapter, we will introduce the activities of Japanese NGOs which have worked in African countries for at least 5 years. These NGOs are i) CARA=Association Pour La Cooperation et L'Autogestion Rurale en Afrique de l'Ouest or Association for Cooperation and Rural Self-Sufficiency for West Africa; ii) Community Action Development Organisation (CanDo); iii) Japan International Volunteer Center (JVC); iv) Sasakawa Africa Association (SAA); and v) SUPA= Support aux Populations Rurales d'Afriques de l'Ouest (Association of Support for People in West Africa). TCSF asked the representatives of these organizations to introduce their goals, activities, issues and perspectives on Japanese ODA under the following subtitles i) project objectives and activities; ii) counterparts; iii) potential and problems of African CSOs; and iv) issues of ODA's NGO support.

Table 4-1 is a summary of the five Japanese NGOs introduced in this chapter.

Table 4-1 Summary of the Activities of 5 Japanese NGOs in Africa

	Start of projects in Africa and main project area	Goal	Main activities	Source of funds
CARA	1992, covered 90 villages in rural Mali (as of March 2006)	Self-sufficiency through fulfillment of BHN by the rural communities themselves	Health of the community is central. Environmental conservation, education, vegetable growing, public health knowledge dissemination, disease prevention, adapted technology instruction for women, installation of a flour milling machine	Membership fees and donations. Grants and subsidization from Japanese governments and private foundations. Profit from events, talks, concert
CanDo	1998, 3 divisions in rural Kenyan Eastern Province	Multi-sectoral regional development based on self-definition of “quality society” and by the communities themselves	Textbook provision as an introductory project, participatory classroom construction, primary school level environmental education, basic health education, AIDS awareness raising of communities and teachers	Membership fee and donations, Japanese government and private foundation grants (JICA Partnership Program)
SAA	1986, 14 countries in Sub-Saharan Africa (including Nigeria, Ethiopia, Uganda, Mali)	Strengthening of production technology of staple food and complimentary crops	Scientific agricultural know-how instruction of Ministry of Agriculture extension workers, distribution of seeds at a small fee and production technology transfer	The Nippon Foundation
SUPA	1998, rural central Guinea	Reduction of poverty in West African communities under the theme of reforestation and soil improvement is the key to poverty reduction	Revitalization of tropical forest, forestation and soil improvement instruction, construction of training center, dissemination of traditional Japanese organic compost and <i>bokashi</i> compost, prevention of endemic diseases	No governmental grants. Fund raising without relying on government support, membership fee and donations, profits from calendars and books
JVC	1992, East Cape Province South Africa	Creation of a village where people can live in peace through activities which improve livelihoods and the community	Environmental conservation type agricultural projects, support for HIV/AIDS patients	Membership fees and donations, grants and subsidies from Japanese government and private foundations, Profits from seminars, calendars and books

4.1 CARA = L'Association Pour La Cooperation et L'Autogestion Rurale en Afrique de l'Ouest¹³

4.1.1 Background and Goal

Specific non-profit corporation CARA = L'Association Pour La Cooperation et L'Autogestion Rurale en Afrique de l'Ouest or Association for Cooperation and Rural Self-Sufficiency for West Africa (CARA) works in the Republic of Mali which is situated in a part of West Africa where desertification is a problem. The objectives of CARA are “to assist and work with the communities of impoverished rural areas in West Africa where desertification, diseases and poverty are problems, through sustainable rural development activities, to build healthy, sustainable livelihoods where there is hope for the future”.

CARA was established in 1992 as an organization which supports the health of the Malian people based on the 2 years of activities Kazue Murakami, CARA's current representative, had started in Madina village in southern Mali. The organisation changed its name to CARA in the following year. In 1994, CARA was registered as a foreign NGO by Mali's Department of Interior. In 2002, CARA was approved as a specific non-profit corporation by the Tokyo Metropolitan Government.

4.1.2 Activities and Results

CARA has implemented self-help rural projects for the past 15 years. It has aimed to raise awareness amongst the rural communities that “one has to build one's own environment if they are to live healthy in that area” by working and thinking with the rural Malian communities. Since 1994, CARA has been based in Babougou village in Koulikoro District which is about 110 km northeast of the capital Bamako. CARA's staff live in the village and work to satisfy basic human needs (BHN) of the rural communities. In April 2000, CARA's field moved northeast inwards to Tougouni region and by March 2006 had implemented projects in approximately 90 villages benefiting approximately 40,000 people.

A uniform participatory model does not solve problems nor are goals reached. CARA, from its own staff experience feels that it is important to have many different elements in a complex, multi-layered project. Therefore while basing its activities on the health of the communities, it also works in the areas of environmental conservation (developing forests, making and disseminating improved stoves), education (providing literacy education, building primary schools), vegetable growing, public health knowledge dissemination and disease prevention (including the construction of hospitals and clinics), instruction to women on

¹³ This section has been written by CARA President, Ms. Kazue Murakami

adapted technology as well as the actual installment of a flour mill.

CARA also puts an emphasis on human resource development which drives the activities listed above (in pump maintenance, literacy teachers, manufacturers and distributors of improved stoves, nurses, birth attendants, female teachers of adapted technology). It also supports self-help initiatives such as the microfinance and grain banks which the village women's committee have started up.

CARA has aimed to help the rural communities to become self-sufficient through its activities. When looking at past activities, we find that the change in women's consciousness, the women who participate actively in the activities, who protect the household, who nurture their children, is a large force in changing the village. The women will use their newly acquired adapted technology or their newly acquired income from vegetable growing to buy a flour mill and begin a lending project or a grain bank, walking the road to self-sufficiency. The flour mill, the micro credit, the management of the grain bank are all initiatives of the women's self-sufficiency committee which is organized by the women themselves.

In addition to these activities, women are undertaking activities such as forestation and the production and dissemination of improved stoves, which are traditionally considered to be male activities. In addition, once the women understand the importance of education, they actively seek out opportunities to learn more. The women then send their children to primary school, start up micro credit funds and grain banks. In other words, the little bud which was hidden away within the women, has now sprouted.

On top of all this, there has been more activity between the villages as a result of the women going back and forth to sell and buy products. In fact, a new bus route to Babougou village was opened in March 2000 directly bringing news and information from the city. This village has changed because of the women's continuous efforts.

In April 2003, in order to build a medical system managed by the community, a clinic was built in Konina village. Until recently, construction of a clinic was not permitted due to the population of the village not meeting the criteria, distance to the central village and lack of qualified medical staff (qualification is limited to those who have finished compulsive primary and secondary education). However, the restrictions have been loosened, and with the trend of decentralization, the construction of the clinic was finally permitted. The two clinic staff; a nurse and a birth attendant, were selected and trained from the village, and are now the center of the village's medical activity since the clinic opened in January 2004. This clinic not only treats patients and assists births but also provides services such as maternal and child health, nutrition instruction, dissemination of public health knowledge and disease prevention.

In July 2005, a market with a cement floor and roof was built in Konina village, promoting

the informal sector and contributing to the regional economy. In this new Konika village market, products made by women including vegetables are sold, traders come together, making it a distribution center. Just before the construction of the market, in order to rationalize the production and distribution of agricultural produce, namely onions, an onion storage facility, the first in the region, was built in November 2005. These activities (projects) are all introduced according to the community's level of awareness and development.

It is the role of the supporter, in this case, CARA, to bring out the hidden capacity of the community, to give them the opportunity to realize what capacity they have, to take pride in their capacity and to allow them to capitalize on this capacity. The communities are slowly but surely, moving along the road to self-sufficiency.

4.1.3 Considerations to Be Made When Working in Africa

Project sites are decided between CARA and its local staff. One of the main deciding factors in selecting project sites is the extent of infrastructure development. However, it is equally important to assess whether the village requires external assistance. Other deciding factors are: whether there has been assistance to the village in the past, and whether access to schooling and medical care is sufficient for CARA's staff and their families.

Once the project sites (villages) have been selected, the socio-economic and living environment is surveyed. The study results are made public and are used as a basis for discussion with the community on what the problems are and what the issues the community faces as well as what could be the potential solutions. Finally, CARA and the communities prioritize the planned activities. At this time, after CARA explains that these activities are participatory and that the community is expected to lead them, CARA and the communities exchange promises on where the responsibility lies.

All of the activities are implemented by Malian staff, who are assigned young villagers as assistant staff to assist in the communications. Every 5 to 6 years, an evaluation of the activities has been conducted. The role of the Japanese staff is to plan, manage and monitor the activities as well as to check financial records.

The funds for activities in Mali are all procured from Japan, through membership fees, donations, Japanese governmental and private grants and subsidies, as well as profits from events, talks and concerts. Over 2/3 of CARA's total budget is allocated to projects in the field.

4.1.4 Issues of Japanese ODA Seen from the Field in Africa

The process of submitting complicated documents when applying for funds to implement activities in developing countries, should be reviewed. Are they really necessary, is this really the appropriate method? For example, the application periods and methods could be clarified as

in the case of the Global Environment Fund (GEF). Currently, the timing of when NGO funds will be released is not clear and NGO activities can not be planned ahead or have to be planned in line with the Ministry's circumstances. As NGOs work with the communities, the NGO must shoulder the financial burden of activities which have been applied for and are awaiting for approval. Not knowing when the funds will be disbursed and having to temporarily take over financial responsibility puts a strain on the NGO's management and resources.

Although it is indispensable to evaluate projects which have utilized ODA funds, we wonder whether an evaluation by local auditors is really the appropriate way forward. The process of the NGO selecting the auditor and applying for funds to implement the audit is also difficult to explain to local staff and the auditing company. If there was some rule, where for example, the government says "use this (a certain) auditor in this country," it would be easier. Having made public how the funds were used by submitting a report and receipts of goods and services purchased to MOFA, Japan, Japanese staff and the local Malian staff have trouble in understanding why one must also submit a report by a local auditor.

4.1.5 Future Activities

CARA intends on continuing the activities in its current form. The sectors in which it works, is in line with the change of consciousness of the community residents and is based on what it takes "to live". CARA intends to stay within Mali. What is most important is that the community's development depends on the community who live within it, and that Japanese staff will continue to support the intentions of the communities.

Activities within Japan will focus on disseminating information on Africa, so that Japanese citizens will be able to better understand the region. Fund raising will be strengthened through better public relations within Japan, and by making sure that funds will be rationally utilized.

4.2 Community Action Development Organisation (CanDo)¹⁴

4.2.1 Background and Goal

Specified non-profit corporation Community Action Development Organisation (CanDo) is a citizen-based development organization which aims to support communities participating in the developmental activities of the organisation, and those communities which can define what "a quality society" means to them. CanDo was established in Tokyo in January 1998 and started its first project in the Republic of Kenya. It obtained a specified non-profit corporation status in

¹⁴ This section has been written by Mr. Hiroaki Nagaoka, CanDo President.

November 1999.

CanDo's main project sites are the Nuu, Mui and Nguni Divisions in the Republic of Kenya's Eastern Province Mwingi District. This area covers approximately an area twice as large as Tokyo. 56,976 people resided in this semi-arid area of 3,445.2 km² according to the 1999 Census, of which a majority rely on pastoralism and rain-fed agriculture. The communities in this area have been left behind in terms of social infrastructure development, have faced several severe droughts, and are frequently recipients of emergency food aid.

4.2.2 Basic Policy

CanDo's first project in 1998 was to distribute textbooks to all of the primary schools in Nuu and Mui Divisions. This led to community participatory classroom construction, environmental education in primary schools, basic health training and health promotion activities for the communities and kindergarten teachers, AIDS education for the community and teachers. These activities build qualitatively and quantitatively on acquired knowledge of the community needs and on previous projects. One project has led to another project within the same area, through the process of finding an appropriate approach to the community, needs assessment, and by applying the implementation model to neighboring areas.

(1) Comprehensive regional development

Kenya in the 1990s, in the midst of economic stagnation, facing a heavy debt burden, and the departure of many donors as a result of the previous Government's dispute with various aid organizations, had to reduce basic social services provision in education and health. As the socio-economic environment of the country was in severe condition, adequate social services could not be expected from the State. Therefore, the communities had to take initiative and act on their own. When the new Government was formed at the end of 2002, and formally took over power in January the following year, donors highly praised the peaceful transition of power, and it looked as though they would return and resume active support. However, once the donors realized that the often corrupt organizational culture of the Government had not improved, many donors were not able to commit to long term support to the Government, thus creating an uncertain future.

Within this context, CanDo has worked with the communities who have defined in their own words, what they think "a quality society" means. CanDo provides assistance from a long-term community development perspective while holding discussions with various stakeholders in the area. The core components of this comprehensive community development strategy are health activities which protect and promote the health of the communities, environmental conservation activities on which the community depends upon, and education activities which contribute to the human resources of Kenya's future. CanDo feels that the needs

exist for its comprehensive regional development approach with its three pillars of health, environment and education, and aims to meet the needs of the communities by strengthening community-based activities and by providing an incentive to realize new ideas.

(2) Social capability building

There are many interrelated causes of poverty which the community experiences. These causes could be due to severe local conditions in rainfall, soil, vegetation, or even communicable diseases. Poverty could be due to the lack of social infrastructure or social services by the Government, the imposition of various duties, the failure of the local Government and development assistance, the existing community power structure and subordinate relationship, or could be attributed to other causes. Therefore, the solutions which tackle the problems may be varied, from tackling the problem at the policy level, to strengthening administrative functions, implementing a technical cooperation project at the regional level, to taking a social welfare approach to the most vulnerable, to assisting the community in realizing their subordination and to supporting a social change movement.

CanDo places emphasis on the social capability of the community. In the process of implementing regional development projects, the organization aims to build and strengthen the social capability of the community through the interaction process between CanDo and the communities. The social capability which CanDo aims for can be summarized as follows.

- Ability to obtain basic knowledge and capability to live and/or survive
- Ability to rationally analyze the area's social problems and issues based on appropriate information
- Ability to formulate a reasonable solution or vision which would lead to solving one's own problem or issue
- Ability to come to a social agreement that promotes activities or a change in behaviour by sharing views on what the problems are and how they could be solved within the community
- Ability to appropriately obtain from society, human resources, material goods, funds and information which are indispensable to activities, according to a specific action plan
- Ability to develop these processes through a cooperative relationship within the community, across communities, across groups, and with the local Government.

(3) The school community

In Kenya, where the local Government and where social services are weakened, the school, is in a way, the most important public institution connected to society. The school is not just a place where an education is provided, but also a center where the community can obtain new knowledge and information. The promotion of a community-center type of school is something

that is within our view..

In FY 2005, CanDo proposed a HIV/AIDS learning session targeted towards the community, and the students' parents in Nuu and Mui Divisions. Many schools in Mui Division wanted to host these learning sessions, but the reaction in Nuu Division was passive. Nuu and Mui Divisions were previously a part of the same Division, and both areas are inhabited by the same Kamba ethnic group, so there are no large economic differences in between the two Divisions. Judging from what was being said in meetings and informal conversations, CanDo found that the residents in both Divisions saw HIV/AIDS as a threat, and wished to learn more about the issue. However, the main difference between the two Divisions was whether the principal or the head teacher actively wanted the learning session held at their school or not. CanDo had worked through the head teachers in Nuu Division, but in Mui Division, CanDo had implemented health training and health promotion activities targeted at the majority of the area's women parallel to school-based assistance.

In other words, the community could not influence the school to hold the HIV/AIDS training sessions in Nuu Division where assistance had been channeled through the primary schools, and where the relationship between CanDo and the community were indirect,. In Mui Division where CanDo had worked through the schools and also directly with the community, the community was able to leverage its influence towards the school, to have the HIV/AIDS learning sessions in the schools.

From this experience, CanDo started to see within the community, a smaller group which was based on the school community. CanDo thereafter refocused its approach from the head teacher to the community, to one where CanDo saw that the school role was in the self-help development activities of the community, and then focused on the area of the community from where children went to the school. CanDo then situated itself to support these self-help activities so that they will be even more effective and sustainable in order to achieve what the community itself defines as "a quality society".

(4) Project coverage

CanDo aims for a comprehensive development defined by the community itself, implementing projects dependent on community participation in sectors which cover the education, health and environmental conservation. For the community to protect their livelihoods and to escape poverty, for the community to build what they define as a "quality" society, CanDo feels that there is a realistic need for a comprehensive approach covering education, health and environment in strengthening the capability and improving society. CanDo sees its projects as cross- and multi-sectoral, and by implementing these cross- and multi-sectoral projects in a flexible manner, it aims to meet the overall needs of the community.

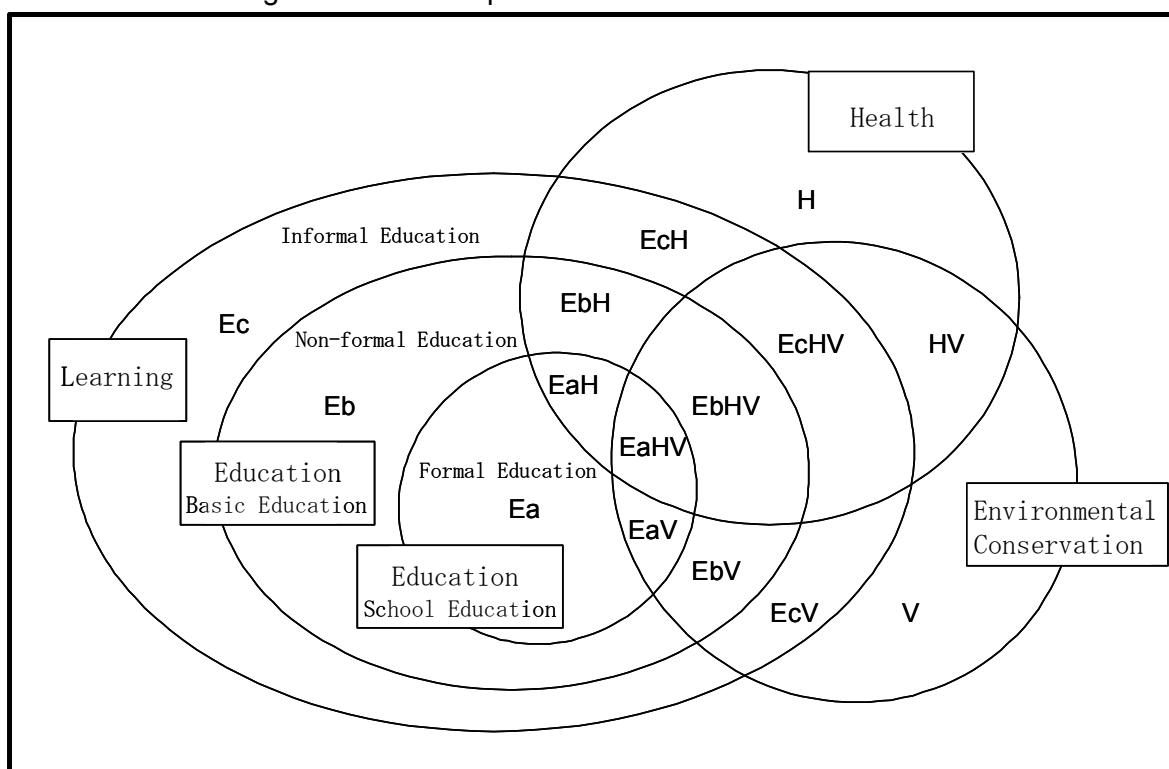
CanDo sees a single sector project as one which is disconnected from the needs of the community, often introduced from a convenience of the donor.

The multiplicity and comprehensiveness of project coverage is summarized in the figure 4-1 on CanDo project coverage. There is an overlap between education (E), health (H) and environment (V). Education is divided into three layers. Ea is formal education or school education, or more specifically public education in primary schools and early childhood development (ECD) centres. Eb is other institutional education, such as the adult literacy classes, vocational and health training, church education, the local Government and other external assistance organizations which is often called non-formal education. Ea+Eb is the basic education. Ec is what is called informal education, which includes all forms of education within the household, community, with neighbors or with friends.

4.2.3 CanDo's Activities and Outcomes

CanDo's activities are described in Figure 4-1.

Figure 4-1 Conceptualisation of CanDo's Activities



Ea is CanDo's primary school and early childhood development centre facility construction project where the community participated in the construction of classrooms and the rehabilitation of existing classrooms by strengthening the structure. The parents of the students in the areas where this project took place were responsible for the management of the

construction or rehabilitation, for procuring locally available materials, provided labor, paid the salary of the local contractor, and monitored the process. CanDo provided the construction materials and equipment which required funds, technical assistance through a locally recruited construction expert, whilst CanDo's local field coordinator instructed the community on how to manage and run the project.

EaV are the environmental activities and education linked with taught subjects. CanDo originally sought to mainstream the environment in primary school curricula through everyday activities, such as the growing of tree and fruit seedlings, school vegetable gardens, beekeeping, tree planting and weather observation. The project also aimed for secondary awareness raising amongst the parents by encouraging children to bring seedlings to their homes and to plant them at home, as EcV which would lead to a wider environmental conservation movement in the area(V). However this type of transfer effect has not been observed.

The health training which CanDo has conducted for mothers and traditional birth attendants is an EbH project. It has aimed to improve the basic knowledge of the community on health and sanitation, nutrition, maternal and child health, child-raising, and to improve the community's capability to tackle these issues. Participants are practicing the knowledge and skills acquired through training, and are transmitting their knowledge, advising neighbors. This has led to the activities being spread as EcH. Some participants have created groups which dig toilets and conduct other health activities, including the terracing of the fields, tree planting (HV in the figure), contributing albeit on a small scale, to the area's environmental conservation.

EaH encompasses activities related to health training for early childhood development centre teachers. More specifically, this is about teaching teachers how to make weight and growth records, how to make toilets for small children, and how to make and provide supplementary snacks. CanDo aims to influence through the teachers, mothers' abilities to better manage the health of their children, so that it would connect to the role of EbH and EcH. The growth recording process has indeed seemed to have provided the opportunity for the teachers to advise mothers on the health of their children.

In regard to AIDS education, the teachers' training on AIDS education has organised (EaH), which aims to enable the teachers to teach about HIV/AIDS according to the syllabus in the classrooms. Furthermore, the trained teachers were encouraged to organise a venue for the children to present what they have learned about HIV/AIDS to the community or the children's presentation on HIV/AIDS (EbH) CanDo hopes that this will develop into EcH which is where the children's knowledge of HIV/AIDS will influence the household's HIV/AIDS knowledge and views. Important issues for CanDo now, are how to involve the community, how to conduct a community-targeted AIDS awareness raising session using the school classrooms, how to train former health trainees on AIDS, or EbH in the figure, how AIDS can be discussed in the

household, as well as how to get the households to discuss and share knowledge about HIV/AIDS with their neighbors and friends. Currently, CanDo is guiding those residents who have learned about AIDS in EbH sessions, and those who have taken the EaH session (the AIDS education sessions in the primary schools) to be able to build a monitoring or cyclical function, so that children can learn how to protect themselves from AIDS, and be able to live in harmony with AIDS patients and those who are HIV positive.

4.2.4 Issues on Japanese ODA Seen from the Field in Africa

From the experience of implementing projects which cover education, health, and the environment in Kenya's Mwingi District, CanDo has found that a cross-sectoral approach builds the social capability of the community to fight and escape poverty. CanDo has relied on funds from Japanese ODA and private foundations to implement its projects and refine its approach.

In the beginning, CanDo acquired mixed and matched funds which each had their own restrictions, be it a single year budget or a restrictions on the sector for which the fund could be utilized, in order to rationalize project implementation. This approach allowed CanDo to feel the effects of its assistance in building the capability of the community, enabled CanDo to agree with the community at the beginning of the project concerning CanDo's ultimate target, and allowed the project to be of a sufficient scale. From this we can say that in order to maximize on the inputs of a project, it is necessary for Japanese ODA to have a system that enables implementing organizations to agree with the community on the comprehensive and multiple year projects at the very beginning when the program is to start.

The only scheme which allows Japanese NGOs to do this within Japanese ODA is the JICA Partnership Program (JPP) and we wish to see other Japanese ODA schemes to have the same flexibility as the JPP does.

The JICA scheme however has its shortcomings, such as the project period being limited to 3 years and the total budget ceiling (for even a 3 year project) being set at a maximum 50 million yen. This is a very limited amount when considering the fact that many experts and coordinators are required to run a multi-sectoral and comprehensive rural development project. Therefore, this scheme too, should have the flexibility to be able to run beyond the 3 year limit, to be able to go beyond the 50 million ceiling, in addition to make it able to allocate more budget to each project.

4.3 Sasakawa Africa Association (SAA)¹⁵

4.3.1 Background and Goal

When famine hit Ethiopia from 1983 to 1984, the Nippon Foundation (Nippon Zaidan) provided emergency food aid and medical supplies. Realizing that relief aid was not solving the root cause of the food problem, the Nippon Foundation teamed up with the Carter Center, which is headed by former US President Jimmy Carter, to establish an organization called the Sasakawa Africa Association (SAA) to improve and increase food production.

The field implementing organization was named Sasakawa Global 2000 (SG 2000). This name was a union of the Nippon Foundation's late President Ryoichi Sasakawa's family name "Sasakawa" and the name of the Carter Center's agriculture and health sanitation program called Global 2000. The President of SAA is 1970 Nobel Peace Prize Laureate Dr. Norman Borlaug, famous for having brought the Green Revolution to India and Pakistan. The first project of this new organization started in May 1986 in Ghana and Sudan. The goal of SG 2000 has been to raise the level of productivity in regards to a country's staple food and main grains.

4.3.2 Activities and Impact

In each country where SAA works, there is an agricultural expert called the country director. The country director works with the country's agricultural extension workers, transferring know-how on scientific agriculture. SG 2000 does not establish new institutions in the countries it works, with the exception of agricultural research and knowledge dissemination organizations. It utilizes existing institutions within the country to inform to the country's small-scale farmers how to raise productivity.

Agriculture extension workers who have been trained by SG 2000, distribute a package of improved maize, sorghum, millet and rice seeds, as well as producer goods such as fertilizers to farmers who have announced their intention to participate in the program. Although the word distribution is used, the package is not free-of-charge. The farmers who participate must pay back in cash the cost value of the producer goods package after harvest (currently, the packages are sold at the time of distribution). The farmers will follow the instructions of the extension workers, planting seeds at an equal interval and applying fertilizer. The farmers learn through the process of farming, when to weed, and thin-out, whether additional fertilizer is necessary and when interventions should be executed.

Most plots are usually large size from 0.5 to 1.0 ha (as the cost of the producer has gone up, the plots have become 0.1 to 0.2 ha, the maximum being 0.5 ha). As a result of the plot size and

¹⁵ This section has been written by SAA Africa Region Director Mr. Michio Ito.

because the technology is applied on the farmer's own land with their own hands and is not limited to small test plot, the farmers are able to feel the actual "quantity" and "benefit" of the improved technology, as they could harvest around 2-3 tons. This approach has resulted in harvesting 2-3 times more than the traditional farming methods.

The transfer of improved technologies in one village is usually conducted within a 2-3 year cycle before moving on to a different area. This is because farmers are required to "graduate" from project support, and continue their productivity raising activities at their own responsibility.

4.3.3 Issues in Regards to the Green Revolution in Africa

SAA's aim was to bring the Green Revolution to Sub-Saharan Africa. Unfortunately, 20 years on, there is not one country where this has been achieved. What prevented the Green Revolution from happening? One of the main reasons why agricultural productivity is low in this region, is due to the fact that no concerted effort has been made to tackle the problem of soil degradation. Chemical fertilizers are indispensable to improving soil, but the reality is that the use of fertilizers is declining in Sub-Saharan Africa.

From the latter part of 1980 to the early part of the 1990s, public expenditures were largely controlled under the structural adjustment policies promoted by the World Bank and the International Monetary Fund (IMF). As a result of subsidies being abolished, the cost of fertilizers and seeds soared, and producer goods were beyond the reach of most small farmers. Now, as a result of free trade and open market principles undertaken in Sub-Saharan Africa, the prices of producer goods have risen in many of the countries in this region, which has relied on importing fertilizer. Although SG 2000 had originally targeted 0.5-1.0ha scale farms, it has now switched to targeting smaller plots of 0.1 ha and to reduce producer goods package seeds to 5 kg and fertilizer to 10 kg.

When SG2000 started its projects, most agriculture extension institutions in Sub-Saharan Africa used the World Bank's Training and Visit (T&V) model. This model aimed to concentrate the extension institutions under the Ministry of Agriculture, under a unified extensions system, so that extension institutions would be strengthened as public institutions. SG2000 was able to utilize the World Bank's T&V system as it had started activities after most other organizations. However, Sasakawa 2000 differed from T&V on some points. Whereas T&V taught the effective use of local materials for small plots of land such as the size of 10m x 10m, SG2000 was more interested in how much productivity could be raised through improved seeds and fertilizers in larger plots of land. Although T&V might recommend improved seeds and fertilizer use, T&V extension workers would not help the farmers purchase these items. SG 2000 not only provided and sold the producer goods package but tried to recover the costs of

these packages. This was because SG 2000 thought that farmers would not act upon information only.

Currently, in many Sub-Saharan African countries, the unified extension systems are being dismantled and decentralized. The extension departments of the previous centralized institution under the Ministry of Agriculture are now regional, independent institutions. As these local extension organizations can now work (in theory) with local private sector and NGOs and is looking at privatization in the future. SG 2000 has aimed to work with local level agricultural extension institutions without creating new institutions or bringing in new institutions. At the same time, if the only extension institution in the country was dismantled, SG 2000 must work within this context which is difficult for a small NGO.

Decentralization will, no doubt, become the common future in Sub-Saharan Africa. However, one does worry whether the central and local governments have the financial capacity to provide public assistance to private extension institutions once international financial institution's funds are no longer available. It is also possible that the World Bank will bring in a completely different and new system. The influence of external factors is also a reality for SG 2000.

4.3.4 Future SAA Activities

SAA/SG 2000 has, to date, worked in a total of 14 countries. In the 5 years from 2006, activities are concentrated in Nigeria, Ethiopia, Uganda and Mali. This is because SAA thinks it is more effective to work closely with the local people, and be able to advocate in a small number of countries than in a wider area. Although, Sub-Saharan Africa will not change significantly in the next 5 years, we think it necessary to reach the stage where we are unable to go back into the past.

4.4 SUPA = Association of Support for People in West Africa (Support aux Populations Rurales d'Afriques de l'Ouest)¹⁶

Specified non-profit corporation SUPA= Support aux Populations Rurales d'Afriques de l'Ouest (SUPA) aims to "eliminate poverty" for West Africans, where the world's poorest countries are concentrated. SUPA firmly believes that it is able to eliminate poverty by reforestation and soil improvement based on the 3 basic pillars which were obtained from our 20 country survey as the causes of poverty. All of the surveyed countries are situated within the tropical belt, between the tropic of Cancer and the tropic of Capricorn.

¹⁶ This section has been written by SUPA Secretary General Mr. Shinji Nozawa

4.4.1 Background and Goal

(1) The loss of the tropical forest

As the tropical forest which provided the clothing, food and housing diminishes or is destroyed as a result of climate change and other unnatural causes, the water retaining capacity of the highlands declined, rivers overflowed during the rainy season and workable land was reduced as a result of submerging good farmland. In other words, the basic foundation for livelihood has been destroyed.

(2) The depletion of slash-and-burn soils

As farmland soil is being depleted, farmers who produce grains and other crops are now facing a chronic lack of food. Soil depletion is particularly noticeable where slash-and-burn agriculture is being practiced, which is in fact the mainstream in many parts of Africa, as the cycle of crop growing has been shortened by a growing population.

(3) The proliferation of endemic diseases

Many community residents are afflicted by endemic diseases such as yellow fever, malaria, tetanus and various strains of filarial, which affect their health. As a result, many of these patients can not produce crops or work the land. This is one of an important cause of poverty.

4.4.2 Principle on reforestation

Approximately 70% of the large Sahara is a stony desert in which cave drawings are found in the stone caves. These drawings depict a hunting lifestyle in the forest. This means that human beings lived in the forests in the Old Age, and the community could not live comfortably without the forests.

One of the main themes of SUPA's activities is found in the model of poverty reduction through reforestation and soil improvement in Santome Shinden of Tokorozawa, Saitama Prefecture, in 310 years ago, the Kawagoe Han leader of that time, Yanagisawa Yoshiyasu relocated some 240 households to Santome shinden, when people inflow from Edo area (currently Tokyo). This area was seen as a barren land in the eyes of those who lived in the neighboring farms. Yoshiyasu aimed to support the livelihoods of the relocated households, a goal which was actually achieved in 6 to 10 years. This success was achieved through reforestation and soil improvement.

4.4.3 Activities and Impact

Based on this historical model, SUPA started its activities in Molota village in central Guinea in 1998. First it started poverty reduction activities by revitalizing and reforesting a total

of 230 ha. Three types of tree saplings, cashew nuts, Néré, and mangoes were planted as they would bear fruit for the community. SUPA then selected approximately 100 types of germ from the remaining rootstock of the old tropical forest. After 3 to 5 years, the young forest became dense with the trees, and poor ventilation became a problem. This led to an outbreak of harmful pests, so a highly technical procedure called pruning was done.

(1) The results of forestation

After 6 to 7 years, an unexpected phenomenon was observed. 50 to 60 years ago, there were many natural springs all over the mountains and rice was produced in the paddy fields even in the dry season. This was before the tropical forest was cut down for building materials after the Second World War. Once the forest had been cut down, the spring water and the animal habitat disappeared. However, once the forest had been rehabilitated, spring water came back after 6 to 7 years, and the birds and small animals returned. The forest function has been recovered.

In addition, through the process of pruning which is in essence nurturing the forest, the villagers were able to obtain a very important energy source, wood and charcoal. Once the villagers realised what was happening, they understood for the first time the importance of the forest.

(2) Soil improvement

A large part of tropical agriculture depends on slash-and-burn method, and with a cultivation cycle of over 10 years, the soil had time to fully recover. However, in recent years, the population has exploded and the cultivation cycle has been shortened. Cultivation therefore has to be done without the soil being recovered fully. This led to the harvest reduction, and a chronic food shortage.

SUPA follows the organic farming methods which led to the success of Santome Shinden to revitalize the cultivation soil. It built the first overseas “Organic Manure Production Technology Center” with accommodation facilities in 2003, in Sanawalia village, Tanene Zone, Duburika District, in West Guinea. The objective of this center is to produce and popularize compost and *bokashi* compost; a traditional Japanese organic fertilizer.

(3) Partnership with FAO as a result of the soil improvement project

The compost and *bokashi* compost both utilize the residue of the pressed palm oil and are fertilizers which have fermented the nitrogen. Partnership with the Food and Agriculture Organization of the United Nations (FAO) was realised, when FAO noticed that the crop harvest rose dramatically as a result of the application of organic fertilizers at the “Organic Manure Production Technology Center.” As a result, FAO has adopted this approach and will cooperate

in disseminating the organic farming methods SUPA uses, FAO's telefood micro projects intends to implement this method all over the developing world.

There was another reason why FAO appreciated organic farming. In a successful example of Cuba, food self-sufficiency was obtained as a result of a national level campaign of organic farming. SUPA's staff visited Cuba to see the reality of the world's only example of such a large-scale organic farming, and felt assured that the organic farming extension service could be applied to Africa.

4.4.4 Issues and Solutions

In SUPA's project area, there was no residents who understood how indispensable the forest was to human life quite simply because they did not know the period before the forests were cut down, 50 to 60 years ago. Therefore, the importance of the forest was not understood and it was difficult to obtain the cooperation of the community towards reforestation activities.

Therefore, SUPA has decided to plant and cultivate trees which provide fruit and food such as cashew nuts, mangoes and Nere, in addition to growing germ from the remaining rootstock of the old tropical forest, and showed the villagers what a mixed forest is like in order to obtain their interest in "growing a forest".

4.4.5 Opinion of Japanese ODA Seen from the Field of African Development

Why is it that ODA financed agricultural assistance to developing countries is not highly valued? This is particularly true for agricultural projects in Africa, and is probably due to the lack of success as a result of overlooking the importance of soil improvement. Many of Japan's agricultural experts who are sent to Africa with ODA funds have studied modern agriculture, which heavily uses chemical fertilizers and pesticides. On the other hand, approximately 80% of Africa's farmers can not purchase chemical fertilizers and pesticides due to economic reasons. As a result, Japan's agricultural support system does not fit with the reality of Africa's agriculture.

Even the new Nerica rice which is said to have been developed in West Africa and is supported by the Japanese government, has not seem to bare fruit. This is because the revitalisation of the cultivation soil has not been prioritised. In order to improve the results of Nerica rice, the introduction of organic farming based on soil improvement is most effective as has been proven through SUPA's cultivation experiments.

One of the three pillars which support SUPA's poverty reduction activities is the prevention of infectious diseases. SUPA distributes mosquito nets made in Guinea, as a prevention measure

of malaria which has led to a very high child mortality rate and has obtained results, lowering the malaria prevalence rate.¹⁷

4.5 Japan Volunteer Center (JVC)¹⁸

4.5.1 Background and objective

“Although I earned more income when I was working in the mines, I am much happier now eating safe and plentiful foods at home with my family.”

This is what Mr. Ndibi, a farmer told specified non-profit corporation Japan Volunteer Center (JVC). Mr Ndibi participates in JVC’s environmental conservation agriculture project in Cala District, Eastern Cape Region, South Africa.

Mr. Ndibi has worked as a miner from the Apartheid era, in a white-owned mine just outside Johannesburg, for 15 years, living apart from his family. When he came back to the village after losing his job at the mine, he did not have any money and his wife had left him to go back to her native home. However, just a few years later, he now has a livelihood as a hardworking farmer after having participated in JVC’s environmental conservation agriculture training in Eastern Cape Province. Mr. Ndibi’s experience and words are what JVC aims to do. In other words, JVC’s goal is to create a village where one can live peacefully by improving the livelihood and the local society.

JVC started working in South Africa in 1992 during the Apartheid era. Since then, it has through its projects, supported the revitalization of communities which live in the project areas. Currently, in addition to the project mentioned above, JVC is implementing a support project for Persons living with HIV/AIDS.

4.5.2 Activities and Outcome

(1) The historical background of the region

Under Apartheid in South Africa, black South Africans who are approximately 80% of the total population, had their fertile land to which they had traditional land rights, taken away and

¹⁷ SUPA opposes the distribution of insecticide treated mosquito nets with ODA funds. The insecticide treated mosquito nets (product name is Olyset nets) have Sumitomo Chemical’s insecticide “Permethrin” folded into the mosquito netting. However the International Agency for the Research on Cancer which is part of the World Health Organization, has announced data which point to Permethrin as a cancer-causing agent. SUPA has been able to prevent malaria with the distribution of non-treated locally produced Guinean mosquito nets. SUPA feels that it is necessary to increase the budgetary allocation to increase the number of non-treated mosquito nets to avoid the risk of insecticides. The Japanese government is currently supporting the construction of a insecticide mosquito net producing factory in Tanzania with ODA funds but SUPA thinks this is an inappropriate project which is not only a hazard to people’s health but also a waste of taxpayer money.

¹⁸ This section has been written and by JVC South Africa Representative, Ms Naoko Watanabe

were forced to live in “homelands”, barren land which is only 13% of the country. The black South Africans were not allowed to do any productive activities such as agriculture and commercial activities in the homelands, as Apartheid was essentially a policy to provide cheap labor from the homelands to support the growth of the white South African society. As a result, nothing was produced within these areas and men had to migrate to work in the mines or white-owned farms. As a result, families were torn apart, traditional agriculture declined, and black South Africans became totally dependent on the white South Africans economically and materially.

After this situation continued for a few decades, democracy was realized in 1994. People were now free to move around and to select their own jobs. However, the lives of the black South Africans did not improve right away. This was because the dependent structure of the Apartheid era and the vicious downward spiral which supported this structure was still very evident. A large majority of the black South Africans are still unable to escape this vicious downward spiral, shouldering the burden of Apartheid until the present day.

(2) Start of the environmental conservation agriculture project

When looking back on South Africa’s history, one notices how large the impact is when productive means are taken away from the communities. The environmental conservation agriculture project started in 2001, aimed to help communities retrieve this productive means or know-how by themselves.

Cala District is 1300 m above sea-level and has only 600 mm of rainfall per year. Nothing grows during the dry winter season and the whole landscape becomes brown. There are very few people who farm in this area, as in the homelands. When the project started, the food self-sufficiency rate was less than 10%. Although there were some worries whether agriculture would actually take root in such land, JVC started off by using locally available materials and equipment, rather than bringing in something from outside. First, it started by improving the soil through organic farming, and created in partnership with the communities, an environment where the people of Kara could sustainably continue agriculture.

First, JVC conducted some training sessions, but then switched to monitoring¹⁹ and follow-up of the activities. Once the farmers (called the hardworking farmers) earned high points through repetitive implementation and monitoring, meetings were periodically held to share knowledge and techniques. Once these farmers gained experience, they would apply their knowledge, engage new farmers who would also gain experience. After 5 years, the fields are

¹⁹ 9 indicators on rainwater use, crop diversity, compost use for example were created through discussions with the villagers, the fields were monitored using these indicators and the indicators were further discussed. This participatory monitoring process of the fields in itself was a place of learning.

now, even in July which is winter in South Africa, green.

However, the road to what has been achieved has not been an easy one. Cattle have at times destroyed the fields, family members need to be cared and nursed for, but all of these difficulties have been faced and overcome. Although the activities may look simple, there were many difficult problems which needed to be dealt with. The most difficult being the lack of confidence in the black South Africans. By losing their identity in production and by not having the opportunity to create something through trial and error, the black South Africans had gradually lost their confidence in themselves and their abilities. This was what made the introduction of new methods in environment conservation agriculture difficult.

In addition, because the black South Africans had spent such a long time on white-owned farms as migrant workers, and because traditional agriculture had almost disappeared as a result, the only model that the black South Africans could refer to was the farming the white South Africans did, on large plots of land with irrigation facilities, agriculture chemicals and tractors. Therefore, when the project first started, many of the villagers, who did not have this kind of money or equipment, felt that they did “not have this and that, and therefore we can not do agriculture”.

However, it is not realistic for JVC to keep on providing the things that the villagers “did not have”, nor is it a solution. Therefore, JVC changed its way of thinking deciding to use “what is available”. For example, if there is “no water”, JVC thought “what can be done with the little rainfall there is?” Farmer training therefore focused on how to terrace or create reservoirs.

In the process of learning farming, as a result of knowing that the soil could be improved, and that anything is possible with just a little thought and imagination, the black South Africans felt that they could continue environmental conservation agriculture.

When we ask the farmers, after 5 years, what has changed since the introduction of environmentally conservative farming, they reply that they now know it is possible to farm even if one does not have capital, that they are now healthier as a result of safe foods, and that they are now able to be food self-sufficient. As a result, there is no longer the need to migrate for work, and people are much happier living in peace with their families.

JVC feels the impact of the project when the people of Kara say “We now know we have the ability and capacity, we are now proud of ourselves and we have recovered our human dignity”.

4.5.3 Issues of Japanese ODA Seen from the Field in Africa

According to material published by the ODA reform network in Tokyo (2004), ODA is “a means to assist economically impoverished countries and people to meet their basic human needs, and for these people no longer having to depend on aid”. It also asserts that there are two main ways of how poverty is seen, and depending on how one sees poverty, the policies will bring about different results.

The first perspective of poverty is that it is a situation where there is “very little income” and that “once the economy of a country has grown, the benefits trickle down to the community and the incidence of poverty is reduced”. The other perspective is that poverty is “not only a situation of low income but is a result of having lost rights and freedom to external factors and the situation that results from this loss of rights and freedom”. For this perspective “poverty is eliminated through an improvement in social structure so that people can take advantage of the opportunities offered to them and that their freedom is protected”.

JVC takes the stance of the latter, and strongly feels the need for the South African government “to improve its social structure”.

By introducing JVC’s activities, we have shown that it is possible to rebuild one’s lives through one’s own hands. On the other hand, we have felt the fragileness of people’s livelihoods due to a stagnant society structure. This is reaffirmed through the fact that a societal structure such as Apartheid has taken away everything one has and has impoverished them.

For example, recently in South Africa, under the name of support for poor farmers, a policy called “Massive Food Production²⁰” has been introduced. This policy aims to raise productivity of one single produce through chemical fertilizers and partial support of machinery and income through the sales of this produce. This type of support is based on the former perspective of poverty. JVC has found, through a study on the actual situation, that this type of agriculture costs more in the end particularly for small scale farmers, sometimes being burdened with debt.

In today’s world, societies, with the exception of a very small minority of primitive societies, are unable to exist in isolation, and are inextricably linked with external societies. As a result, the current thinking and values are reflected in these societies. In Kara for example, when the direction of the societal structure and the direction of which the society is heading for are

²⁰ This is a policy to increase food production under the name of small-scale farmer support. Contractors used large tractors to plant hybrid seeds which have been treated with agriculture chemicals, spraying weed-killer, insecticide and other agriculture chemicals and chemical fertilizers. Although there is a subsidy for the first 4 years, the burden of the farmers rises by 25% each year. This means that the cost per hectare is approximately R3,500 or 70,000 yen. This is a cost which exceeds the sales profit of a bumper crop of maize.

different, there is always the risk of being swept away by societal tide.

At the same time, the current dominant thinking as seen in the above example of “Massive Food Production” and by which societal structure is supported, is based on an economic growth theory and practice. However, this type of policy, which is represented by globalisation, has brought enormous wealth to a small minority, and has created a world where many people live in poverty²¹.

South Africa has a social protection system which includes pensions, something which is rare in the African region and it is not our intention to deny that there have been economic benefits as a result of this system. We can not also deny people their dream of “going for it” by migrating to the cities.

However, as seen in the quote from Mr. Ndibi, it is just as important to create a society where people who do not dream of going after a chance in the city, can live in peace. The problem of the current economic growth policy is that wealth is concentrated and excludes the rest of the not-haves. A society where “one can live in peace” is a society where all kinds of people, or the “not-haves” are accepted.

In recent years, there are more and more good practices where communities use their wisdom to rebuild their communities. This trend is felt to be growing stronger. This type of activity aims to create a society or environment where people will continue to live. Through interacting with the people of Kara village, I feel that it is increasingly important to start building a structure or policy which will back up this kind of society.

ODA which aims to support the government can influence the recipient country’s policy and structure. It is hoped that Japanese ODA will respect such successful grassroots examples and be able to advise the recipient governments on alternative ways to develop. In order to achieve this, it will be necessary to clarify what the vision is, and to share this vision with the government and citizens of the counterpart government. I have discussed the negative impacts of support such as Massive Food Production. An increase in aid, without a clear shared vision will only increase the incidence of poverty as the Massive Food Production policy has.

4.5.4 JVC’s future activities

JVC currently works in Asia, Africa and the Middle East in emergency aid, rural development and policy advocacy from the standpoint of “war and poverty create the societal

²¹ In the case of South Africa, the government sees poverty reduction, unemployment and the correction of economic difference as a priority and has from 1996 promoted economic liberalization through its Growth, Employment and Redistribution (GEAR) policy. However, employment and redistribution has not followed growth. South Africa’s unemployment rate soars over 30% and it is said that the country ranks number 1 or 2 in the world as the most inequitable society.

structure”.

There is a limit to what one NGO can do, but JVC will continue to implement projects which realise the common wish of “being able to live peacefully with one’s family”.

4.6 Potential and Issues of Japanese NGOs

From the five NGO reports, we see that each organisation has its own rationale, goals, and conviction in working for the people of Africa. At the same time, we can feel the trial-and-error, disappointment and joy in working with the communities, and the change in conscience and behaviour as a result of these Japanese projects and activities.

SAA’s activities may be the closest to official development assistance (ODA) as it has its own unique funding source, utilizes highly developed technology to raise the production of food crops with existing governmental organisations. Their activities, however, do not stop at production only, but also consider post-harvest processing, development and distribution of agriculture equipment, food processing, building the supply system of inputs, eliminating inhibiting causes in order to achieve objectives. This multifaceted approach is commendable. As a result of its large scale activities, its name is also very well known.

The other four NGOs, pay attention to, and try to address the improvement of the livelihoods of the African communities and people, and have achieved the following points.

- Respect the community’s motivation and does not pressure the communities to accept the NGO values
- Respect the community’s own definition of “wealth and prosperity”
- Do not introduce new costly technology, utilizes local resources
- Local staff are the center of the activities with Japanese staff supporting the local staff
- Conduct multi-sectoral or cross-sectoral activities in order to raise the incomes and improve the livelihood of the communities, not just a single sector program assistance
- Have a long-term perspective on development, thinking about what happens after support is over, instead of a short-term aid program

At the same time, NGOs face the following issues.

- Lack of funds and financial resources to manage the organisation and implement projects in Africa
- Most activities target the communities directly and have little transfer effects
- Are not strong in advocacy for democracy and societal change which is necessary to support livelihood improvement of the African people
- For many Japanese citizens, Africa is a far away place and the NGO activities are not very well known, therefore wide-spread societal support, financially and mentally, is difficult to

obtain.

- There are no networks for partnering and information sharing, with the NGOs working on their own in their own respective fields.

In regards to funding, SUPA has its own financial resources and does not receive ODA funds to implement its projects. SAA is able to use funds provided by its mother and partner organisation.

However, for many Japanese NGOs, ODA funds are an important resource for project implementation. If the following problems were solved, Japanese NGOs would be an even more effective partner to ODA.

- Limited project funds, funds for NGO human resource development and ODA support programs for NGOs
- Complicated access to funds and application procedures. Difficulty in keeping up with the constantly changing procedures (as a result it is strongly influenced by aid organisations) for subsidies for example.
- Instances where the NGO has to change implementation schedule and content in line with fiscal budgeting, application, approval timing and procedures.
- Risk of the ODA side seeing NGOs as a subcontractor rather than an equal partner in development as a result of the NGOs receiving ODA funds
- Regular meetings between aid organisations and NGOs are being held but are limited to the function of reporting on activities and is not a place where there is a frank exchange of opinions. NGO participation has not yet been approved in ODA policy making and strategy meetings.

There is very little opportunity to learn exactly, where, what kind of activities, what kind of problems are faced and what kind of outcomes are seen as a result of the Japanese NGO activities, although we might be aware of the names of these organisations. For the purpose of the TCSF White Paper, due to limited space, TCSF selected just five NGOs which have a long history of working in Africa, and requested them to submit a short paper discussing their activities and their perspectives on Japanese ODA. These reports reflect the motivation, the hardships, the joy of working in the field, and provide many practices to learn from when working with the communities for rural development.

Finally, we would like to thank those representatives from CARA, CanDo, SAA, SUPA, and JVC for contributing their precious time in writing and sharing their experiences from the field.

Chapter 5 Evaluation by African NGOs

In the 2nd Issue of the TCSF White Paper, impact evaluation of Japan's ODA and Japanese NGO projects was conducted in cooperation with African NGOs. African NGOs are closer to the people of Africa, both physically and psychologically, and are able to clarify "How Japan's ODA is contributing to the improvement of the life of people in Africa". TCSF considers this evaluation to be the first evaluation of ODA without financial support from aid agencies. The fact that it was conducted by African NGOs was challenging but meaningful for TCSF.

In the 1st issue of the TCSF White Paper, the evaluation was conducted on commission by *enda sahel et afrique de l'ouest* of Senegal (enda, hereunder), and the result was incorporated in to the first issue. However, the reality was that the i) lack of financial resources; ii) lack of knowledge of African NGOs on Japanese ODA system; and iii) lack of experience of both TCSF and African NGOs in conducting evaluation by "listening to African people's voices", and the methods of data collection and analysis were not clear.

As a result of the lessons learned from the 1st issue of the TCSF White Paper, the 2nd issue tried out a new approach to evaluation by involving African NGOs. The approaches and results are reported hereafter.

5.1 Evaluation Approaches by African NGOs

In order to select the countries to be assessed, the following criteria were considered; i) countries where Japanese ODA is fully distributed historically, to various sectors, and also distributed to a certain amount that enables it to be a target to be assessed; ii) existence of local NGOs that can assess and analyse people's voices; iii) the geographical distribution of countries; and iv) countries where TCSF members or partners are present.

Based on the standards above, Ethiopia from East Africa, Senegal from West Africa, and Malawi from Southern Africa were selected, and in each countries, the NGOs to conduct the evaluation was selected though consultation of umbrella NGOs or major NGOs in each country. Senegal was also a targeted assessed country in the first issue of the TCSF White Paper. In Senegal, Enda was re-selected to conduct evaluation in the hopes that their previous experience in evaluation could be built upon. In this issue, a comprehensive evaluation of ODA is more focused on the local population as beneficiaries, and an examination is done on whether Japan's ODA is reaching ordinary people.

In addition to the above three countries, a valuable information from a comment on Japanese ODA by an experienced local consultant, based on his experiences in the field of ODA and NGO activities, is incorporated in this chapter.

The African NGO evaluation in the 1st issue of the TCSF White Paper was focused on an overall ODA evaluation by the selected countries. The evaluation became generalised, and did not fully incorporate people's voices. Therefore, the evaluation for the second issue focused on one ODA project and one NGO-supported project. The information or feedback was obtained not only from beneficiary groups but also from the surrounding communities. The results of the ODA and NGO projects were compared to bring out lessons to be learned.

The overall objectives of the evaluation in each country are as follows:

- 1) To make clear how Japan's ODA projects contribute to the improvement of community life and livelihoods;
- 2) To make clear how Japanese NGO projects contribute to the improvement of community life and livelihoods; and
- 3) To acquire lessons to be learned in order to strengthen and expand participation to African development by Japanese civil society, based on these evaluation results.

Also, the target areas of evaluation are the areas where Japan's ODA projects and NGO projects were implemented, including surrounding areas, and the targeted groups are the local communities of the implemented areas, including direct and indirect beneficiaries

The following is shows the evaluation methods and procedures followed by the assessing African NGOs:

- 1) Understanding the overall activities of community empowerment and development in the selected countries
- 2) Selecting the target project for evaluation (one ODA project, one NGO project)
- 3) Conducting a case study of the selected projects by
 - a) Understanding the objectives, activities, beneficiary group, schedule, and achievement of the targeted projects from existing reports and other supporting resources.
 - b) Designing data collection activities at the targeted project site study.
 - c) Conducting data collection at the project sites through (i) visits to project sites, (ii) interviews of implementing organisation staff, (iii) focus group interviews with beneficiaries and surrounding communities, (iv) participatory evaluation workshops with the communities.
 - d) Categorise and analyse collected data
 - e) Conduct impact evaluation and derive contributing and impediment factors from the project implementation process
- 4) Analysis on how Japan's ODA and NGO projects have contributed to community empowerment and community development, based on information collected from the

communities

5) Drafting of the impact evaluation report

In the selection process for case study from Japan's ODA projects, the following standards were used:

- The projects should have been completed when conducting the case study. However, relatively new projects completed not long ago were also considered as information could be retrieved relatively easily from people's memories;
- Availability of information in English or French; and
- Geographically proximity due to limited study period and budget.

In selecting Japanese NGO-supported projects, there were limited numbers of Japanese NGOs and their implementing projects in the targeted countries. Thus, no specific standards were used, and the Japanese NGO supported projects, implemented in the past or still being implemented in the targeted countries, as well as projects by NGOs which understood the aims of the TCSF evaluation and which accepted to be site studies, were selected as targeted projects.

The summary of the African NGO impact evaluation for the 2nd issue of the TCSF White Paper is summarized in Table 5-1.

Table 5-1 Summary of the Evaluation by the African NGOs

	Conducted NGOs	Targeted Projects for Evaluation
Ethiopia	CRDA (Christian Relief and Development Association)	Japan's ODA project: "Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area" (Technical Cooperation)
		Project supported by Japanese NGO: "Odito Agricultural Rehabilitation project"(Supported by Japan International Food for Hungry, Implemented by Food for the Hungry International Ethiopia, partially funded by Grant Assistance for Grassroots Human Security Projects of Japanese Government)
Malawi	MEJN (Malawi Economic Justice Network)	Japan's ODA project: "Horticultural Project in Lobi in Dedza District"(Team Dispatch of JOCV)
		Project supported by Japanese NGO: "Cross Border Initiative Project" (Supported by World Vision Japan, Implemented by World Vision Malawi)
Senegal	enda sahel et afrique de l'ouest	Japan's ODA project: "The Project for Potable Water for all and Support for the Community" (Technical Cooperation Project)
		Project supported by Japanese NGO: "The Keur Issa project in Baobab Village" (Implemented by Danka Danka)

5.2 The Limitations of Evaluation by African NGOs

Although the evaluation methodology was revised and improved based on the lessons learned from the first attempt, the following limitations were observed:

- (1) Due to the limitation of financial resources, the selection of projects was limited to two in each country (1 ODA project, and 1 NGO project), and because of this, their results were largely dependent on this selection.
- (2) The target ODA projects were selected by both the NGOs concerned and TCSF. This resulted in selecting people-targeted projects, such as technical cooperation projects and JOCV supported projects, rather than Grant Aid supported projects. Therefore, the evaluated ODA projects were not necessarily the average Japanese ODA project, but rather smaller rural development projects that were intentionally aimed to involve the community.
- (3) Most of the materials on Japan's ODA projects were in Japanese language only, and could not be utilised by local NGOs. In addition, much of the data were not open to the public. As a result, none of General Grant Aid Projects, Non-Project Grant Aid, Food Aid (KR) and Grant Aid for Increased Food Production (2KR), and Development Study Project was selected.

Further, the objective of the evaluation is to make clear how much contribution the project made to the beneficiary groups and those people that are not included in the beneficiary groups, without any relation to its original objectives. (Such as improvement of administrative ability of the government)

According to above, although the selected ODA project achieved its original goals, such as shown in the evaluation of the case study of project in Ethiopia, if the clear outcomes for the community is not seen, or the outcomes are not understood by the community, the result of impact evaluation will differ from its original project evaluation and could be assessed lower.

The following is summary of the reports by African NGOs. However, the original reports by them are written in English or French. In order to summarise in Japanese, even though some of the facts could be recognized as misunderstandings of the facts, the translation closely follows the original report since it can be understood as the interpretation of African side. The full document is available from the TCSF website (<http://www.ticad-csf.net/eng/index.htm>).

5.3 Evaluation by Ethiopian NGO

CRDA (Christian Relief and Development Association) of Ethiopia, the commissioned NGO for the evaluation, is the largest NGO network association (so-called umbrella NGO) in

Ethiopia, with over 250 local and international organisations as its members²². CRDA has worked to improve civil society activities in Ethiopia through by building the capacity of NGOs involved in emergency assistance and social development. In addition, CRDA is involved in advocacy activities as a civil society group.²³

5.3.1 Summary of the Evaluation

The projects that are selected as a targeted project of the evaluation are: i) Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area, from Japan's ODA projects; and ii) Odito Agricultural Rehabilitation project. (Refer to Table 5-2. In order to assess the impact of these projects on the livelihoods of the Ethiopian people, the study was conducted from different angles, from analyzing the project schedule, to the management structure and decision making processes.

Table 5-2 Targeted Projects for Evaluation in Ethiopia

Project	Implementation Period	Implementing Organisation	Type of Support
Japan's ODA Project (1) Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area	2003-2006 (continued to Phase II)	Forest Management Association in Afan Oromo	Technical Cooperation Project
Japanese NGO supported project (2) Odito Agricultural Rehabilitation project	2000-2003	Japan International Food for Hungry (JIFH) Food for the Hungry International Ethiopia (FHI/Ethiopia)	Supported by Japanese NGO (JIFH) partially funded by Grant Assistance for Grassroots Human Security Projects of Japanese Government

To conduct this study, the voices of the people were considered to be very important sources, as it is to focus on improvement of livelihood of the community and empowerment. As a method, participatory impact evaluation approaches were used, and the interview from the community of the areas of each project were conducted.

²² The reason why the CRDA has the word "Christian" in its name is because it was originally established as a network association of Christian organisations working in Ethiopia. However, the objectives of CRDA do not include dissemination of specific religion or belief, and it also includes an NGO established by Muslims. Therefore, it is understood that CRDA is religiously neutral.

²³ For example, CRDA has been leading the discussion on amendment of NGO related laws in Ethiopia. The activities reports of CRDA and its membership organisations are publicised on their website. (<http://www.crdaethiopia.org/>)

In the study on Odito Agricultural Rehabilitation project, the site was visited and a workshop was held with the local people. The Belete-Gera project study was only able to interview people in Belete, and the executive officer, with additional interviews with only three people in the Gera area. Therefore, the amount of information was limited for the Belete-Gera project study²⁴. Resources such as the project document and evaluation reports from the past were consulted for both projects.

5.3.2 Result of the Impact Evaluation

(1) Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area

1) Overview of the target project

The Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area is a technical cooperation project implemented by the Oromiya Rural Land and Natural Resource Administration Authority with the support of JICA. The Belete-Gera Forest Priority Area (Belete-Gera area, hereunder) is located in Jimma Zone Oromiya Regional State

The goal of this project is to achieve sustainable participatory forest management in the Belete-Gera area. The medium-term goal of the project was to incorporate participatory forest management methods in 2 villages (1 village each both in Belete and Gera areas). The long term objective is to achieve sustainable forest management in and outside of the Belete-Gera area, which is about 150,000 hectares, by scaling up the lessons learned from pilot project areas.

Today, the forest in Belete-Gera area are being encroached by illegal felling by the local people. The local people, who are trying to survive economic hardships, fell the forest to extend their farmlands. Many people sell wood for cash income. More people are migrating to this area looking for land to cultivate.

The enforcement of legal measures by the Oromiya Regional Government has not been effective in protecting the forest from felling. This is mainly due to the inefficient number of forest guards, and the complexity of the procedures to take offenders to court.

Furthermore, there are no clear boundary demarcations of the forest where tree felling is banned, and the community are not fully aware of the illegality of their tree felling. There has been no knowledge or methodology transfer to the local people on conservation and the utilisation of the forest products.

²⁴ The interview to the people for this assessment has only answers from 10 people, and the interview was done in short period of time in a limited situation. The answers therefore are not necessarily representative of the general opinions of all the people of the area. (editor)

Based on the above background, the project was launched with the assistance of JICA. A participatory forest management association composed of the community was established to avoid illegal felling and to build mutual trust between the government and the community. This was followed by the development of the modality of the participatory forest management, and it was agreed by both the government and the community. According to the agreement, it guarantees the members of the association to live in the forest by maintaining the existing farmland and forest conditions. In these conditions, members do not have the right to expand their farmland, but have the right to use forest products for their own consumption with the permission of the management committee.

2) Evaluation of the Project Impact

The main objectives of this evaluation are focused on the impact of the project activities and its results on the local community, as well as how the results are perceived by the community. Although there are concerns about the numbers of people and administrative officials, and the areas, their opinions are summarised as follows.

The project activities were implemented based on an agreement on forest product management signed between the Oromiya Regional Government and the community, which legalised their inhabitation in the forest. The participatory forest management was implemented in the pilot village according to the plan, and it was an establishment of one measure of resource management. This is an important activity in terms of forest conservation, though it will take time to be fully understood by the community.

On the other hand, the direct improvement of the livelihood of the targeted community was not highly prioritised in project. In the project, 2 grinding mills and 400 beehives were procured in consideration of improvement of the community's livelihood, but the support did not meet the local demands or expectation, according to the interview. The community strongly hope that phase II of the project will incorporate development activities which consider not only forest conservation but also livelihoods. On the other hand, in the project, it is required that the benefit through protecting forest might include the activities to improve the community livelihood, in terms of positive forest management. The project also planned to realise long-term forest management by utilising non-wood resources from the forest. The project management followed the administrative structure of Government of Ethiopia. Although it is "participatory" project, some interviewees expressed the concern that there were insufficient participation of the local people and local staff in the decision making process. This may have led some of the local project staff to be dissatisfied with the project process in establishing sustainable forest management, staff skills training, and in improving local people's livelihoods.

It is clear that the local people and the staff involved in the targeted project areas

recognised that “the project objectives are important”. On the other hand, the local people insist that “it is difficult to sustain livelihood without extending farmlands in the future”. The local staff consider it necessary to establish sustainable forest management, through a balance of afforestation and income generating activities.

In the project, only the farmers that belonged to the established participatory forest management association in two pilot villages agreed on forest management, and they were not allowed to extend their farmland. However, farmers who did not belong to the association felt that they must extend their farmland before they were required to sign the same agreement, and started to cut more trees than before. This led to a feeling of inequality amongst the farmers who signed the agreement.

According to the administrative official who is in charge of the project, many of the community that answered to the questionnaire, conducted by Oromiya Regional Government, showed their “satisfaction” with the project results. However, when the interview was conducted (although there were a limited number of people interviewed), it became clear that there were some people who were dissatisfied with the implementation of livelihood improvement activities. In the future, listening to the demands of the local people and staff, communicating with them, and realising the voluntary participation of the people may benefit the project.

There is a need to consider implementing system of the Ethiopian side as well. The Rural Land and Natural Resource Administration Authority of Oromiya, to which the project manager of Ethiopian side belongs to, is located in the capital Addis Ababa which is over 400km away from Belete-Gera area, and this has made the decision making time-consuming. The staff involved in the implementation at the projects site felt dissatisfaction of not being fully aware of the information on implementation plan and budget. The project staff consider that there is a need of afforestation, whilst the community consider the need of larger farmlands, and the project focuses on forest products sustainability. It can be said that the participatory forest management process has not been fully shared between the project stakeholders.

The idea of forest management by the local community was a new concept to the community in this area, and it is understandable that it has taken time for the community to change. However, the community’s understanding of the project objectives and an establishment of mutual trust is essential, in order to achieve the expected goals, and there is a need to work and spend time to improve the community’s livelihood which should be given higher priority. The fact that JICA has decided to continue the project for Phase II of the project is a positive step in this direction.

Deforestation is a crucial problem in Ethiopia. As the community has said, the management

of the existing forest is a noble idea. However, some residents of Belete, where the interviews were conducted, have said that the direct benefit through this project was insufficient.

The project uses a first approach to incorporate the community, and it is very challenging project, but considering the human and financial resources in the area, it is essential to proceed in reaction to the demands of the community, in order to establish a sustainable resource management system. In the Phase II of the project, it is expected to implement technical transfer on administrative function as well as administrative officials, and also to establish cooperating structure with the community that are involved in resource management. This is to be done by strengthening communications, making the forest product management method incorporated by this project, and to find out an independent improvement of their lives through voluntary participation in the pilot projects.

(2) Oditto agricultural rehabilitation project

1) Overview of the target project

The target project was implemented between 2000 – 2003, in Cheha Ward, Guraghe Zone Southern Nations and Nationalities People's Region (SNNPR), 180km south-west of Addis Ababa. The objective of the project was to improve the livelihoods of the community by increasing agricultural production and other income generating activities and to empower the community to undertake sustainable development programmes. The project was implemented by Food for the Hungry International Ethiopia (FHI/E) in cooperation with Japan International Food for Hungry (JIFH). The total fund for the project is USD 333,683, and the total numbers of the beneficiaries were 11,620 households (58,100 people) of which USD 129,590 was funded by the Grant Assistance for Grassroots Human Security Projects of Japanese Government.

In the target area of the project, trypanosomiasis, a disease which is transmitted by the tse tse fly, had been a reason for the high death rate of the cattle. Due to this, the agricultural production had been low as there were fewer oxen to cultivate the farmlands. To resolve the situation, FHI lent tractors, and provided veterinary service for the cattle, introducing a micro credit project (oxen credit). Furthermore, the activities were preceded by a reorganisation of Agricultural Cooperatives (farmers training) so that the people could manage the project even after completion, sustainably by themselves.

2) Evaluation of the project impact

All the stakeholders (government local staff, project staff and the community) commented that the project had been successful in achieving its objectives. Activities such as the expansion of a drinking water supply system, provision of veterinary service, provision of oxen credit, tractor service, and women's credit were implemented as the project. These activities greatly

contributed to the improvement of people's livelihoods, from the aspects of strengthening skills of the cooperatives, strengthening food security, expanding access to capital, and sustainable management of the project results.

The local people appreciated the project achievement which expanded their farmland and eased the threat of food insecurity. According to the community, the following is the achievement of this project:

- Cultivated acreage was expanded with the introduction of tractors
- The health condition of the cattle was improved by veterinary services, especially, the numbers of cattle kept by farmers increased.
- The production of dairy products increased and the nutrition condition improved.
- Utilising the micro credit project, for the purpose of purchasing oxen, various income generating activities were implemented.
- The farmers were able to receive support needed to purchase fertiliser or cost to market grains, by strengthening the agriculture cooperative.
- The ability to sustainably manage the project results was enhanced.
- The culture of resolving local problems through discussion was established.

Cheha Ward Officials have evaluated the project results in a similar way. According to research by the woreda (local government unit), oxen owned by the local people increased by approximately 12.6 times, cows by 1.17 times, and cultivated land extended by at least 28 times until 2006, as a result of the project.

Three years have passed since completion of the project, though each activity incorporated by the project still continues. This is an outstanding result compared to the project implemented by other NGOs. It is understood that the Grass Roots Assistance by the Japanese Government, which financially assisted the project, has contributed to the improvement of the local community's livelihood and empowerment. However, in order to promote the project effectively, the following has been pointed out as difficulties faced by the implementing organisations when accessing Grassroots Assistance:

- The implementing organisation applies for the Grassroots Assistance, securing project costs from other resources, but the long decision making process of the Embassy's approval makes it difficult to plan and implement an effective project.
- Furthermore, the Grassroots Assistance requires the implementing organisation to complete the project in one year, which forces the organisation to apply every one year in order to implement multi-year project, and this makes it difficult to implement planned and effective project.
- Grassroots Assistance does not cover staff salary of implementing organisations and

operating costs. For this, the success of the project depends on the capacity of the implementing organisation, and this may result in the inability to respond to the demand of the local people.

- To make the project sustainable, it is indispensable to provide appropriate training to the local people, to provide micro credit, and to establish community-based organisations. The Grassroots Assistance does not provide funds for the above.

The above difficulties are impediments in terms of implementation of the planned project by NGOs and flexible response which is required when working with communities.

The Grassroots Assistance is suitable for funding independent projects (construction of schools or clinics) that can be completed within one year, but there is a need to review the system, in order to support long-term comprehensive projects for the empowerment of the local people or improvement of livelihoods.

5.3.3 Conclusion

The GGP is an ODA programme which targets local people, and the entire fund goes to the implementation of the project at the community level. However, it never funds administration and management cost of the implementing NGOs. In the decision making process, Japanese Embassy inspects the NGO's implementing capacity. In the case of Odito agricultural rehabilitation project, the implementing organisation, FHI, was recognised to have the capacity to implement the project, and Grassroots Assistance was provided. However, it is difficult for many of the local NGOs to raise funds for administration costs. This makes international NGOs or NGOs with a certain capacity, more likely to receive Japanese support from the Grassroots Assistance funding.

On the other hand, technical cooperation projects are managed by the Government of Ethiopia, with most of the costs covered by JICA. Compared to the GGP scheme, the decision making system is more centralised making administrative costs relatively larger than project cost at the local level.

The sufficiency levels of the local people are lower in Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area than in the Odito agricultural rehabilitation project. This is because the former is more focused on resource management rather than the improvement of the local people's livelihood. For the local people, their priority is poverty before their very eyes and forest management issues are lower. The project seems to have been implemented without fully recognising the community's dissatisfaction which influenced the project evaluation by CRDA.

Based on the above, the following is recommended:

- 1) Japanese Embassy should shorten the time of approval process and make more consideration for NGOs to implement project effectively.
- 2) Management and administration costs that NGOs require should be included when providing the Grassroots Assistance funds. It is very difficult for a small scale NGOs to implement projects without support for its management and administration costs. The capacity of local NGOs with weak financial resources should be supported along with the the funding of international NGOs with strong capacity, such as FHI with the Grassroots Assistance scheme.
- 3) Establish a system which would efficiently support multi-year projects, and enable NGOs to provide comprehensive development programmes for the local people.
- 4) The technical cooperation project lacks transparency and participation of the local community. Therefore, project planning methods and stakeholder participation should be improved to avoid misunderstandings.
- 5) Share information on detailed activities and budgetary plan of technical projects, including planning procedures, with stakeholders and to promote an understanding of each stakeholder through implementation of the project.
- 6) The Ethiopian Government and JICA should decentralise project management to the district level with strong technical support. The current government policy also supports decentralisation by giving more decision making power to the district administration level.
- 7) The JICA project needs to reconsider its present approach which targets a limited number of community members as pilot projects, which has made other community members to act negatively. It is reported that in the area neighboring the Participatory Forest Management Project in Belete-Gera Regional Forest Priority Area, trees are being aggressively felled.
- 8) To achieve the goals of participatory forest management, a higher priority should be placed on projects which improve the local people's livelihoods, when implementing Phase II of the Belete-Gera Participatory Forest Management Plan.

The above is an evaluation of the targeted projects for the TCSF White Paper. However, many local NGOs in Ethiopia are working to alleviate poverty at the grassroots level, and implement projects efficiently.

We consider that, in implementing projects such as the Grassroots Assistance or technical cooperation, the strengthening of partnerships between the local NGOs will enable contribution of a higher quality and will also enhance the benefit of the project to reach the local people including the poor.

5.4 Evaluation by Malawian NGO

5.4.1 Summary of the Evaluation

The evaluation by Malawian NGO was conducted by a network association MEJN and ActionAid.

For the impact evaluation, an analysis of existing document materials, visit to the project sites, and interview to the community involved in the projects, and also a data collection through Focus Group Discussion by the local people that are the direct beneficiaries of the project was done.

Also, the Asset Building Approach ²⁵framework was used for the evaluation of ODA projects.

The following 2 projects are selected by MEJN/Action Aid and TCSF White Paper Working Group as case studies.

Table 5-3 Targeted Projects for Evaluation in Malawi

Name of the project	Implementing period	Category of the implementing organisation	Type of Assistance
Japanese ODA Project (1) The Lobi Horticultural Appropriate Technology Extension Project	1998-2003 2004-2006	Lilongwe Agricultural Development Division, Ministry of Agriculture, Irrigation and Food Security, Malawi	Team Dispatch of Japan Overseas Cooperation Volunteers
Japanese NGO supported Project (2) Cross Border Initiative Project	2000-2003	World Vision Japan, World Vision Malawi	Support by Japanese NGO

5.4.2 Result of the Impact Evaluation

(1) The Lobi Horticultural Appropriate Technology Extension Project

The project is being implemented in Lobi in Dedza District of Malawi²⁶, by Lilongwe

²⁵ In this approach, all the resources that are necessary for the people or community to exert control over their lives and participate in their societies are considered as an asset.

²⁶ Lobi of Dedza district is located in the rural area of 70km from the capital city. Since it borders on Mozambique and receives many Mozambique refugees, and it also is a proposed site of agricultural production for stable provision of food for the people in the capital, Lobi is selected as one of the prioritised development areas. Starting from the dispatch of vegetable growing JOCV in 1991, it also

Agricultural Development Division, Ministry of Agriculture, Irrigation and Food Security, Malawi. This is assisted by the technical cooperation (Team Dispatch) of Japan Overseas Cooperation Volunteers from JICA. Initially planned as a five-year project to run from 1998 to 2003, the project was extended to run up from 2004 to January 2006.

The project is included in the Dedza Rural Development Project of the Lilongwe Agricultural Development Division of the Ministry of Agriculture. The project aims at improving the living standards of Lobi EPA community through developing and dissemination of adequate horticultural technology to increase sustainable production of horticultural crop product.

The activities of the project were concentrated on dissemination of technologies through demonstrations and field days at Demonstration Centres at Lobi, and external field tours for Lobi Horticultural Association to other performing Associations in the country, mainly by JOCVs and their counterpart. JICA has organised training in Japan for 12 staff from Ministry of Agriculture.

The Lobi Horticultural Association was started in 1998 and got registered in 2000. The Association has a membership of 1478. Women representation in the Association is at 77.94% of the total membership. The association promotes commercialisation of agriculture, making market closer to the farmers, improvement of farmers' livelihood, reduction of transportation cost for the shipment of products, through production and sales of horticultural crops. Its objectives are to achieve economic self-reliance as well as improvement of negotiation skills for sales of horticultural products. JICA provided vehicles for transport to the market of agricultural products, constructed office building, and implemented technical transfer (such as production planning, production technology, group dynamics, leadership skills, and farm business management) to the association. Also, JICA supported the electrification of Lobi.

To achieve the goal of economic growth together with poverty reduction, the Government of Malawi presents agricultural approaches such as improvement of access for agricultural inputs, improvement of production by extension service, and improvement of access to markets. In comparison with this, JICA places the diversification of agricultural products as one of the agricultural development objectives, and aimed at increasing income through improving production by the farmers, increasing investment for agricultural inputs, and to reduce vulnerability against natural disasters.

2) Evaluation of the projects

Through implementation of the project, the improvement of local people's livelihood in

received dispatch of a Senior Volunteer, and the project was started from 1998.

Lobi was achieved, but it was limited to the members of Lobi Horticultural Association. The project has also led to increased income for the households as seen from building better houses and the ability of members to pay school fees for their children. As a result of the project, a Savings and Credit Cooperative Organisation (SACCO) has been established in Lobi in 2006. From the money saved by the members of Association, the SACCO acquired MK178, 000 within two months of its establishment. The Association had bought a piece of land in Lilongwe from the money saved by the Association. The land is intended to be an outreach market point for the Association in the City of Lilongwe.

Table 5-4 is the Project Design Matrix (PDM) of the project, and the experiences of the community from the result of interviews. The table is not to show the evaluation of the overall project, but to show part of the contribution of the project in Lobi.

Table 5-4 PDM of The Lobi Horticultural Appropriate Technology Extension Project and the Experience of the Community

Details of Support	Index (extracted)	The experience of the community (Result of the interview)
Major objective: Empowerment of the community through dissemination of horticultural products	Improvement of the lives of most of the villagers.	Lives of the members of Horticultural Association were improved, and they were enabled to build houses and pay school fees. Members started diversification of the products in order to reduce risks of farm management
Project objective: Increase of the production of sustainable and adequate horticultural crops	Increase of the numbers of farmers to grow horticultural crops	The numbers of the farmers in Lobi was increased, not regarding to their memberships to the association.
Outcome: 1) Formation of an adequate horticultural technology in Lobi 2) Dissemination of an adequate horticultural technology between the farmers 3) Marketing of horticultural produce is enhanced	Adequate horticultural technology(vegetables, fruits, fertilisers, and damage caused by diseases and harmful insects) Numbers of the farmers using bioinsecticide increases Places of the sales have increased from 3 to 6.	Lobi Horticultural Association farmers are self-reliant on horticultural production. All the farmers have adequate skills in fruit and vegetable production. The Association is able to make local medication to treat pests and diseases that attack crops. The aim is to improve on the quality of crops. However, the Association members are not fully empowered. Knowledge of Association members' rights and the responsibilities of duty bearers would enhance the quality of self-reliance of the Association. There is cooperation through the Association among farmers in crop production, processing and marketing. However, the Association lack contracts with each farmer especially on the marketing of the crop produce. The Association has tried to find markets for its crop produce. However, the Association members lack skills in marketing, and do not have power to create linkages with marketing outlets and negotiating leverage in marketing of their horticultural crops.

Although the project was beneficial, there is a challenge faced as follows:

- 1) **Marketing Skills:** The members of the Association are good at horticultural production and weak in marketing.
- 2) **Infrastructure:** There is need to improve the road infrastructure to the main road in order to improve access to markets for the Lobi Horticultural Association. However, the support for electrification was efficient for the members of the association to utilise electricity. Further support for electrification is required.
- 3) **Access to Marketing Information:** To enable the members to realise timely sales, the support for the members to access marketing information through internet is required.

The impact of the project was recognised as follows:

- 1) The Lobi Horticultural Project has led to the establishment of the Lobi Horticultural Association. The Association has enabled poor smallholder farmers to come together. Through the Association, acquisition of farm inputs is made easier, and also the marketing of farm produce has become easier. Through the association, it is easier for the smallholder farmers to meet the market demand for its farm produce. The Association continues to be active despite that the project phased out.
- 2) Technical Assistance by team dispatch of JOCVs in fruit and vegetable growing has enabled people to acquire more knowledge and skills in fruit and vegetable growing.
- 3) The project has resulted in increased net income for the members of the Lobi Horticultural Association, leading to asset building at the household level. The profits from the Association are also used to strengthen communal assets. In this case, the Association has acquired the land.
- 4) The Project has resulted in the creation of employment within the rural set-up. Many of the members are better off economically at Lobi.
- 5) The project has also created a spirit of self-help in the group, thereby encouraging members of the Association to start saving. A Savings and Credit has been established through the community.
- 6) The project has led to inclusion of marginalised groups in community development and thereby improved their participation in community development.
- 7) There has been improvement in local organisation, management and leadership of the Association, as a result of the Technical Assistance from Japanese ODA.

Following are the lessons learned from this evaluation:

- Assets become a starting point for achieving sustainable development. Control over assets gives people the independence necessary to resist oppression, pursue productive

livelihoods, and confront injustice. It is important to help disadvantaged people develop, accumulate, and protect additional assets that will enable them to be more effective participants in economic, social, and political life.

- Through selling of horticultural products, households can invest in a decent living housing and good nutritional habits
- Further Japanese assistance should put much emphasis on asset building, such as natural resources, physical resources, financial and political assets.
- Equipping smallholder farmers with skills in fruit and vegetable production without entrepreneurial practices tends to make the smallholder farmers vulnerable. It is important therefore that Japanese projects should strengthen entrepreneurial practices and negotiation skills of the target groups.
- Quality of farm produce is critical for the sustainability of the Association. To further enhance the productivity of the Association, technical cooperation should therefore be used to improve the quality of farm produce that meets customer satisfaction.
- Extreme poverty poses a challenge in asset building.
- Local communities can create their own sustainable futures by self-help.
- Building natural assets strengthens local sustainable development in rural areas.
- There is adequate evidence that Japanese ODA is very important to Malawi, both for capacity building and funding for projects.
- Training in human rights approach, considering of social vulnerable, is a useful tool in empowerment of the poor

(2) Cross Border Initiative (CBI, hereunder) Project

1) Summary of the targeted project

World Vision Malawi implemented the Cross Border Initiative (CBI) Project, in Karonga District with support from the Government of Japan through World Vision Japan. The goal of the project was to contribute to the reduction of HIV and STI()prevalence among the selected high-risk groups such as Truck Drivers, Commercial Sex workers, moneychangers and fishermen.

The specific objectives of the project were:

- 1) Increasing knowledge about ways of spread and prevention of HIV/AIDS/STI and safer sex practices.
 - 2) Increasing availability, accessibility and affordability of condoms.
- Increasing early detection and seeking of treatment for STIs

2) Evaluation of the project

In order to assess the impact of the Cross Border Initiative (CBI) Project, a number of criteria were set. These include knowledge, attitude and behaviour of the target groups. The CBI project has led to increased knowledge of HIV/AIDS/STIs mode of transmission and prevention. The project also revealed the preferred modes of HIV prevention by the high risk groups and these modes of HIV prevention include Abstinence, faithfulness, condom use, not sharing razor blades, informing that having sex with a virgin cures HIV/AIDS (myth) is untrue, and also going for VCT (Vounteer Counseling Test) and knowing the status of your partner's HIV status.

The implementation of the project also resulted in a number of changed lifestyles to avoid contracting HIV. The CBI project increased awareness of the HIV and AIDS. The main sources of information about HIV/AIDS/STIs among the various target groups are peer educators, radio, hospital and health centres staff, and this lead a successful result.

The implementation of the CBI project has resulted in the following lessons:

- 1) Despite awareness of the condoms as a way of preventing HIV and AIDS and STIs, the high-risk behaviour groups among the non-marital sexual relations do not use condoms. More effort should be exerted to ensure condom use among high-risk groups.
- 2) There are challenges in accessing condoms and these include non-availability, high cost and stigma associated with condoms. This means that there is need to address these framework conditions that further retard condom use.
- 3) Parents and teachers did not seem to play a role of disseminating HIV/AIDS/STIs information in the communities, considering traditions or taboos.
- 4) In order to encourage people to know their sero-status and to access ARVs should one be infected, it is important that the VCT centres are accessible. Projects that promote VCT should therefore address the challenges of long distances to the VCT centres, disagreements with the spouse on going for VCT and the community's fear of knowing their status.
- 5) Despite the high level of knowledge on HIV transmission demonstrated by the target group, there is still a need for comprehensive IEC (Information Education and Communication) awareness messages on the transmission of HIV.
- 6) There is a need for advocacy on increasing knowledge on condom use.
- 7) Realising the important role that faith-based organisations (FBOs) play, there is need for intense and comprehensive IEC awareness messages targeting religious leaders and parents on HIV and AIDS.
- 8) Use of Peer Educators (a core person within the community who had received training on HIV/AIDS awareness campaign) is a sure way of reaching the target

groups. This means that more peer educators from the communities should be trained in counselling and sexual reproductive health and HIV and AIDS.

The Japanese NGO Project, that is, World Vision Japan Project support to Malawi has been useful for Malawi. HIV/AIDS is one of the major causes of death in Malawi. The prevention measures, which lowers death rate and secures production, will be an effective measure for poverty reduction. VCT facilitates behaviour change and therefore prevents the acquisition and transmission of HIV.

5.4.3 Conclusion

The following is the conclusion drawn from the NGO evaluation in Malawi:

The study has further revealed that community empowerment is a long process requiring adopting a holistic approach. This means that not only skills enhancement but also enhancing the rights to demand entitlements from the rights-holders and enhancing the ability to negotiate.

Improving livelihoods is affected by other factors, which must be taken into account. Building assets for the households, access to the market and skills for negotiation, are critical in improving livelihoods.

- 1) To enhance ICT technology is required to achieve improvement of the skills to collect market information.
- 2) Although the Japanese ODA to Malawi has not increased substantially, the majority of this assistance is in form of Technical Cooperation. In Technical Cooperation, majority of the funds are used for the administration cost of Japanese side rather than Malawian side. It is required to get more Malawian civil society involved, as well as the Japanese Assistance to directly benefit Malawian society.
- 3) Technical Cooperation is important, but in order to make use of it, enough financial resources to purchase equipments to utilise the technology will also be required.
- 4) Empowerment of the poor is a multifaceted issue requiring various interventions. Training in rights offers an avenue for building a process of empowerment
- 5) Local farmers associations can be strengthened through networking. Local associations will find it useful to network with other networks so increase the base for information
- 6) A support through Community Based Organisations (CBOs) or NGOs will enhance the impact of project. Therefore, the support through these organisations will be recommended.

5.5 Evaluation by a Senegal NGO

5.5.1 Outline of the Evaluation

The Senegal evaluation was conducted by an NGO called ENDA- Graf. ENDA- Graf was also responsible for the Senegal evaluation for the 1st issue of the TCSF White Paper and sent a representative to Japan to present the evaluation results in December 2005 when the 1st issue of the TCSF White Paper was published. Many lessons can be extracted and learned from the results of the evaluation conducted by ENDA-Graf, which has a full understanding of the goal and methodology of the evaluation.

Data for the impact evaluation in Senegal was collected through a literature review, project site visits, project stakeholder interviews, semi-structured interviews of direct project beneficiaries and the surrounding community.

Two projects were selected by ENDA-Graf and the TCSF White Paper working group, as case studies. They are as follows:

Table 5-5 Projects evaluated in Senegal

Project	Implementation period	Implementing organization	Support
Japanese ODA project (1) the Project for Potable Water for all and Support for the Community	2003-2005	Le Ministère de l'agriculture et de l'hydraulique, la Direction Régionale de l'hydraulique de Thiès	Technical Cooperation
Japanese NGO project (2)	2002 to present	Danka Danka	Assistance by a Japanese NGO

For the purposes of this evaluation, the village of Taïba Ndiaye, a beneficiary village of PEPTAC (Project for Potable Water for all and Support for the Community, translation of Projet Eau Potable pour Tous et Appui aux Activités Communautaires) was selected from multiple target villages. This village is considered to be a model village by the Embassy of Japan and JICA Senegal office, with various support schemes having contributed to the development of the area. Therefore, Enda chose to look at the relationship between the multiple ODA projects and the development of the community rather than evaluating one single project or just PEPTAC. In other words, this study examines the total picture of Japanese assistance to this village.

Japan has supported the water sector in Senegal for the past 25 years or so, providing

access to clean water for 300,000 villagers through the construction and/or rehabilitation of 117 water supply facilities. As a result of this assistance, many women and children have been relieved of the burden of transporting water and have been able to benefit from a better sanitary environment. In 2003, JICA started PEPTAC, a 3-year technical cooperation project when an independent and sustainable maintenance system became necessary. The objectives of the project were to 1) Create water user associations with the participation of the communities; 2) Strengthen the local government's function of supporting local communities; and 3) Involve the private sector in the maintenance of water supply facilities in the 24 sites where there were powered water supply facilities. At the same time, in 2 of the sites, efforts were made to support livelihoods and rural development activities through ASUFOR, a local water management union, and its funds. Taïba Ndiaye village is one of these sites.

5.5.2 Results of the impact evaluation

(1) Taïba Ndiaye Village Agricultural Development Project

1) Project Summary

Taïba Ndiaye village is situated 100 km northeast of the capital Dakar in Thiès Province. Many of the villagers of this Taïba Ndiaye village earn their living, through agriculture and pastoralism, and at the national mining factory established in 1959. However, the village is struggling despite having established a primary school and health clinic in 1945. This is because in the 1970s drought brought on a severe water shortage, the school and health clinic facilities have deteriorated, girl's literacy rate fell due to their having to carry water, and women and girls suffered various diseases as a result of the water shortage. Although the community was not able to organize themselves, they were able to solve these problems little by little, by constructing wells and primary schools.

Japanese assistance to Taïba Ndiaye village started in 1981, with grant aid towards a water supply facility, and a second grant for water supply in 1999. Afterwards, Japanese volunteers were dispatched creating the basis for future rural development cooperation. In 2002, by the grant assistance for grassroots projects, a scheme administered by the Embassy of Japan in Senegal, a health clinic and four classrooms were added to an existing primary school. From 2003 to 2005, JICA provided technical cooperation through the PEPTAC project in agriculture and poultry keeping. The PEPTAC project instilled a management and operational capacity of the water supply facility, and raised the living standards of the village. Taïba Ndiaye village was selected as the model village as it already had a water management union called ASUFOR, and because it already had experience in receiving technical assistance from Japan.

At the beginning, the management of the water supply facility was undertaken by the water management committee, which was established a year after the water supply facility was

constructed. This committee was initially a volunteer group composed of the village chief, elders and other local leaders when the water tower was constructed. This committee was then handed over to a younger generation which then tried to organise and revitalise the organisation. In 1998, the community organisation which managed the water tower changed its name to ASUFOR, and the water management union called itself the Taiye Ndiaye ASUFOR.

2) Evaluation of the project

The community of Taiye Ndiaye through a participatory evaluation workshop came up with the following impacts of the project.

Health impacts

- Water related diseases such as skin diseases, Guinea worm and water-borne diseases are reduced
- Access to clean water is improved with the water supply per person per day increasing from 10 liters to 38 liters (the WHO standard is 35 liters per person per day)
- Further Issues– improve maternal health care, increase the number of ambulances and strengthen the accounting capacity of the health clinic.

Educational impact

- Enrolment rate and transition to higher grades improves with water supply and toilets constructed within the school grounds.
- The literacy rate rises as the time previously spent on water carrying was now being spent in a literacy class.

Gender impact

- Reduction of water carrying time becomes leisure and learning time
- Women are empowered with access to microcredit, and ability to diversify their economic activities

The evaluation concluded with the following observed impacts:

Economic impact

The Japanese volunteers and the PEPTAC technical cooperation implemented vegetable growing and poultry keeping projects. As a result, the women's groups were able to earn an income through their agricultural activities which led to their empowerment.

Social impact

Vulnerability was reduced as a result of basic social infrastructure provision. The residents who lived in the village wished to continue residing in the area increased.

Organizational impact

The community's organisations were developed when seen from the perspective of

infrastructure management and maintenance. An organisational development of women's groups was also seen, and an environment where development problems could be tackled was created.

Political impact

The community was transformed from a passive recipient of aid to one where it could make its own decisions.

3) The impact on ASUFOR

The impact on ASUFOR which manages the water supply tower is of particular interest and where many lessons can be learned from the process and results. The community participatory ASUFOR has changed the development process in Taïba Ndiaye village.

When the water tower was first constructed, the living environment of the community which used to face a constant water shortage, changed drastically. When the community realised that the benefits of water were great, they decided to maintain and manage their own water supply tower through the water management committee and the succeeding ASUFOR. They put in a water meter, introduced the revenue stamp system for water bill payment, and invested in water pipes in neighboring villages with the earnings from this system. As a result, ASUFOR gained the capacity to the extent of being able to implement public sector projects. This is a revolutionary change in a rural area where taxation is difficult. In 2000, when a Japanese rural development volunteer provided technical assistance, ASUFOR's water management capacity progressed even further. ASUFOR then started to take initiatives in education, health and the agriculture sector activities.

It is very interesting to see how the community has taken their own initiatives in improving their own lives, by tackling development issues and without relying on outside assistance. The fact that the community actively participates in collecting taxes and that they are able to use the funds from this project to install water pipes to neighboring villages at low-cost is noteworthy.

However, some problems were also uncovered through the study. One was the feud between ASUFOR and other development organizations within Taïba Ndiaye. ASUFOR's original objective was to manage the water supply tower, but through its role of being the counterpart of Japanese assistance, it gradually took on other developmental activities surrounding water use. This led to a friction with other existing development organisations. Therefore, an important issue to examine in the future is what kind of role ASUFOR should play within the village.

4) Lessons Learnt and Recommendations

If the project is to be applied and replicated in other areas, the actors and environment of

the designated area should be examined carefully. The reason why the assistance to Taïba Ndiaye contributed to the development of the village was because the community suffered from the common problem of water shortage, the community was responsible for the project from the beginning, and because there was an active group which wanted to maximize Japanese assistance. In addition, the mix-and-match of various assistance schemes under a consistent policy was also a conducive factor to development.

Problems include the lack of a micro credit system. Although ASUFOR provided small loans, the usage rate was very limited. There is a possibility that ASUFOR could become a bridge to the Microcredit Fund (600 million FCFA equivalent to 1.16 million dollars) established in Thiès Province by the regional development agency, Agence Régionale de Développement. Another possibility is for ASUFOR to partner with other NGOs, implementing similar projects in order to raise the synergy of activities in Taïba Ndiaye village.

Another foreseen problem is water management. The two water towers which were constructed with Japanese assistance has the capacity to provide some water outside of basic needs. This coupled with the development of agricultural technology, means that there are residents who would like to try irrigated agriculture. For water not to be wasted and used up, it is necessary for the water management to be further rationalised, and be able to monitor water consumption by sector. In addition, it will be necessary to obtain the cooperation of the neighboring iron ore factory, as their consumption of large amounts of water has led to the reduction in underground water levels in the surrounding areas.

Finally, despite the general consistence between Japanese assistance and the country's development plans, there is a need to coordinate and create partnership with other organisations. For example, the government's regional development strategy PAPSTI (The agripastoral project in Tivaouane) which centers on agriculture and pastoralism activities is being implemented with the assistance of the Islam Development Bank nationwide, but in Taïba Ndiaye village the activities related to these sectors are implemented outside PAPSTI. Partnering with PAPSTI would enlarge the impact of the activities within the village.

(2) The Keur Issa project in Baobab Village

1) Project summary

Danka Danka which means "slowly, slowly" in the local Wolof language was established in 1996 by a Japanese woman. The founder of the organisation who lived in the Philippines at the time, saw how the armed conflict in Senegal's southern region was impoverishing the residents, and decided to make partnership and support the local residents' initiatives. Currently, the organisation provides assistance to two villages, Sinthainkundara in Kolda region from 2000, and Keur Issa in the Thiès region from 2002.

Danka Danka assists women and the youth, and has a policy of providing assistance according to the needs of the targeted area. In Sinthainkundara, it helped with the reforestation of the Dimb, a timber which is used for the djembé drums. It was planning on implementing similar activities in Keur Issa. However, discussions with the village's youth found that the Dimb timber grew very slowly in the region, and urbanisation had caused agricultural activities to diminish in Keur Issa, therefore reducing any income earning possibilities. Therefore, the organisation decided to provide assistance from a mid to longer term perspective.

2) Evaluation of the project

Danka Danka provides microcredit and literacy classes, vocational training in dying and woodwork for existing women's groups and youth activities in Keur Issa. Dying classes target 15 persons of the local women's group and the literacy classes are conducted for 30 women in Wolof, the local language. These literacy classes promoted the skills of the instructor, who was a member of the women's group.

The woodwork workshop targeted 8 unemployed youth. The microcredit system is for those in the dye and woodwork classes, with a 15% interest rate and a 6 month repayment period condition. So far, 2 youths who happen to be woodwork lecturers, have borrowed 150 thousand FCFA and are conducting vocational training. Women in the dye group felt that the conditions were too strict, and none applied for a loan.

One of the issues which Japanese NGOs including Danka Danka face, is the difficulty in obtaining the funds to implement activities within Japan. Particularly the smaller NGOs are in a very difficult situation. This is because the Japanese government prioritizes bilateral cooperation over cooperation through Japanese NGOs, in comparison with other donors.

In addition, Japanese NGOs face difficulties in meeting the criteria (on funds, activities and technical capacity) of NGO registration in Senegal.

Despite these constraints, the civil society level cooperation of Danka Danka covers areas which bilateral cooperation does not, and is a good example which could be used to enlarge Japanese cooperation. The authors therefore recommend that Danka Danka creates partnership with the regional government and other NGOs, decentralises some of its activities to the community for the learning and experience obtained through the process of support, to be spread within the region.

5.5.3 Conclusion

The recommendations prepared based on the above two project evaluations are as follows;

- Japan's ODA projects should strengthen its partnership with the national, regional

development institutions, other donors and NGOs.

- The integration of microcredit as a component in agriculture development projects would be very effective.
- Aid effectiveness would be enhanced, especially in the context of Africa's development, if support to Japanese NGOs working with African communities, were strengthened.

5.6 Comment on Japan's Aid Policy by Malian NGO

5.6.1 Summary

For evaluation from Mali, we have received comments on assistance by Japan's ODA and NGOs from a Malian consultant, Mr. Diawara, from his personal viewpoints based on his experience, having worked together with Japanese NGOs or in Japanese ODA projects.

This section focuses on major bilateral project in Mali, and the activities by CARA=Association for Rural Self-Management in West Africa (L'Association pour la Coopération Rurale en Afrique de l'Ouest), which is implementing long-term rural development assistance. The following is a summary of the report written by Mr. Diawara.

5.6.2 Comment on Japan's ODA Programmes

(1) Grant Aid for Increased Food Production (2KR) (1980-2004)

In the "Grant Aid for Increased Food Production", one of the Japan's ODA aid schemes, it is expected to reserve fund by selling provided goods like chemicals, and utilise this counterpart fund to support increased food production project. However, the increased food production projects in Mali is being controlled within the existing policy framework which makes is difficult for a new implementation, and the fund is not fully utilised.

(2) Non-Project Grant Aid (provided 9 times since 1989)

8,500 tons of grains (Millet, Sorghum, and Maize) provided by the product loan of 20 billion FCFA were distributed to rural areas. These products never competed with local agricultural products, and were therefore welcomed.

(3) Cooperation in Education Sector (1996 – 2006)

Within the framework of Education Sector Programme (PISE : Programme d'Investissement Sectoriel de l'Education), primary schools were constructed (892 classrooms, 295 toilet facilities) in Koulikoro, Bamako, Ségou, Sikasso and Mopti by Japanese Grant Aid. Although Japan's support is highly admired; the challenge is that the cost of the construction of primary schools is very high.

On the other hand, the foundation and structure of facilities constructed by the Japanese grant aid assistance is in high standard, and is also admired for security and endurance. Also, in

the evaluation for the Phase I of primary school construction project, it is pointed out that the maintenance of the facility is inefficient. Because of this, the “soft component” was introduced in the Phase II, for the enhancement of facility management and improvement of the students’ health. However, the objectives for soft component could not be achieved within the period of the construction project. Since there were no follow-up projects by either Japan or Mali government, there were no achievement in terms of facility maintenance and students’ health.

Japan’s support to education sector in Mali is limited to primary school construction, and there is no involvement with the higher education, vocational trainings and informal education. Considering the economic situation and natural environment in Mali, the needs for technical education in agriculture and cattle farming should be very high, and the Japanese support in this sphere should be expected.

(4) Rural Water Supply Project (1993-2006)

The water supply facilities were constructed in Kayes, Ségou, and Mopti areas by Grant Aid. With this facility, infectious diseases caused by hygiene environment in the target areas were reduced, and women’s labour work was also reduced.

(5) Development Study of Prevention of Desertification in Southern Ségou (2000-2005)

Based on the development study, a comprehensive rural development was implemented. Such things as construction of water supply facility, literacy classes, afforestation, grain bank, and micro credit activities were implemented. There is no evaluation from Malian side yet, and the evaluation is required in the future.

(6) GGP by Japanese Embassy in Senegal

Through GGP, construction of classrooms, provisions of equipment, construction of clinics are being supported, according to local people’s needs. However, there is no Japanese embassy and JICA office in Mali, and it is difficult for Malian NGOs to access Japanese ODA. These situations should be improved²⁷.

5.6.3 Comment to Japanese NGO’s Assistance

There are four Japanese NGOs implementing projects in Mali; Association SAHEL, Mother Land Academy, Sasagawa Global 2000, and CARA. In this section, I will focus on CARA’s rural development project, which is being implemented in a long term.

Since 1994, CARA has been promoting comprehensive rural development project focusing

²⁷ Japanese Embassy is expected to be opened in Mali in 2007.

on agricultural production, afforestation, improvement of women's status, health, vocational training, and literacy education, in the areas of Koulikoro, Sikasso, Mopti, Ségou, and Bamako. CARA also has been promoting activities on development challenges that Mali faces, such as poverty reduction, prevention of infectious diseases and desertification. The areas of activities throughout past 12 years expand up to 147 villages and target beneficiaries are approximately 110,000. CARA's annual budget for activities is at least 1.2m FCFA, and the impact that they have given to society and economic development in Mali may be large.

For example, school enrolment rate (especially that of girls) was increased from 35% to 70% in targeted areas of CARA's activities, and there also was improvement in adult literacy rate. Currently, most of the local people became able to read and write in the local language. Also, people of the target areas became aware of the importance of environmental measures, and started afforestation, as well as banning the unplanned tree cutting.

Unfortunately, even though they have significant achievement, CARA's activities are not well known in Mali. The long-term assistance by CARA is very important, and it can be almost equal to the Japan's ODA.

5.6.4 Conclusion

Japanese assistance such as ODA and NGO activities are not much reported by the media in Mali. Because of this, there is less chance for Malian nationals to assess Japanese assistance properly and to appreciate them.

Also, because there is no Japanese embassy in Mali, it is extremely difficult for the local NGOs or local people's organisations to access Japanese ODA, such as Grant Assistance for Grassroots Human Security Projects, and support of Japanese NGOs.

Currently, decentralisation is being promoted in Mali. Therefore, enhancement of assistance which reflects needs of rural areas, such as capacity building of local administration officials and empowerment of local people may take place. With the opening of JOCV office as a turning point, I expect the revitalisation of the cooperation between Mali and Japan.

5.7 Lessons Learnt from African NGO's Evaluation

From the evaluation by NGOs in Ethiopia, Malawi and Senegal, and comment by a consultant in Mali, straightforward voices on how the NGOs in developing countries and administrative officials regard each project, as the community's direct opinion, can be elucidated.

As shown in Chapter 3, the evaluation studies conducted by aid agencies are also attentive to the voices of the community. However, the difference between the positions of "giving

assistance” and “being assisted” are still quite clear in developing countries, and it is difficult for the evaluation staff that were dispatched by aid agency to collect beneficiaries’ honest opinions by questioning them.

For the beneficiaries, there is a fear that they may be blamed by the administrative officials who are accompanying evaluation staff, and their answers may result in stopping their assistance. Especially for the poor of rural areas, being questioned by a foreigner (Japanese), who is very unlikely to be seen in their village, in English or French through interpreter, it can easily be understood that it is difficult for them to know the purpose of the interviews and also to tell their honest opinions.

Although the projects that are targeted in this evaluation are very limited compared to the overall projects of Japan’s ODA and NGO activities, from the collected evaluation results through straightforward local voices by the local NGOs, there are many lessons to be learned that must be utilised in Japan’s ODA. Table 5-6 is a part of these lessons learned.

Table 5-6 Lessons learned from the output of evaluation by NGOs in Ethiopia, Malawi, and Senegal, and from the comment by a consultant in Mali

(1) Japanese ODA Programmes	
(1)-1	In any sector such as agriculture, education, health, and environment, the participation of the local people is indispensable. By accurately capturing their needs, it is important to respond to them and to incorporate them into the project, even though this may not be directly within the project objectives. No voluntary participation can be expected if the community do not look for the same direction which the project aims.
(1)-2	If the project is being implemented in limited pilot areas, this may result in negative reactions from other people of the area.
(1)-3	The technical cooperation project being implemented with counterpart government arrangement has topdown tendencies and lacks transparency and participation of the local societies. Decentralisation of project management (participation of administration officials of local authorities into decision making and implementation processes) should be promoted. Also, supporting system in project implementation by local levels should be considered.
(1)-4	By incorporating collaboration and coordination with local existing programmes (education sector programme, Islam development bank support programme, micro-credit supporting fund, etc.) during the implementation period of an ODA project, people will be able to manage and sustain the project even after the completion of the ODA project.
(1)-5	Through JOCV team dispatch, which has clear objectives and techniques, the support which enhances local people’s empowerment according to their needs is being achieved. Also, when the income of the community improves and a capital asset of the household becomes stable, the more awareness for life improvement and environmental conservation may be achieved.

(1)-6	Even in the countries like Malawi where there is no Japanese embassy, or like Mali where there is no Embassy nor JICA office, the access to Grant Assistance for Grassroots Human Security Projects should be improved.
(1)-7	Informations on international contributions by Japan's ODA or Japanese NGOs should be disseminated through media, and should acquire opportunity for the citizens of developing countries to assess and give opinions properly.
(2) Grant Assistance for Grassroots Human Security Projects	
(2)-1	Grant Assistance for Grassroots Human Security Projects contributes to local infrastructure rehabilitation which is necessary for the local NGOs and people's life improvement.
(2)-2	Grant Assistance for Grassroots Human Security Projects requires completion of the projects within 1 year. It is difficult to be utilised for a long-term project such as combined project of technical cooperation and infrastructure development and people's empowerment of improvement of livelihood.
(2)-3	In the Grant Assistance for Grassroots Human Security Projects, the problems are raised such as no management cost being covered or long time span of getting approval. These should be changed.
(3) Support by Japanese NGOs	
(3)-1	Japanese NGOs are promoting the livelihood improvement project that suits people's will or capacity. They are trying to support existing local projects, not through imposing the foreign ideas or technologies.
(3)-2	Japanese NGO should share information, knowledge and experiences they have acquired with various local stakeholders in cooperation with local authorities or other NGOs.
(3)-3	It is difficult for the Japanese NGOs to meet conditions (financial, activity details, and technical) to register locally in order to promote in developing countries.
(4) Overall development projects	
(4)-1	Although it is important to implement project in limited local areas, it is also important to expand local networks with local authorities, NGOs, local people's organisations, for getting more informations, in order to empower local society and livelihood improvement. The support from these aspects should be utilized.
(4)-2	In addition to production technology, an improvement of agricultural product quality, enhancement of negotiation skills and business skills are indispensable for income improvement. In connection with income improvement, there will be needs for life improvement and environmental conservation. Long-term and comprehensive support, and follow-up activities as well as inter-exchange activities should be undertaken...
(4)-3	As pointed out in the project of JOCV team dispatch, even though there were various considerations in the projects for rural people, it is still difficult for those who are very poor to fully participate in the projects. The approach for the poor should be diverse in each country and area. There is a need to work-out a plan by coordination of ODA programmes and NGOs.

Chapter 6 Evaluation by TCSF

Based on the evaluation result from the Chapter 1 to Chapter 5 of the 2nd issue of the TCSF White Paper, the evaluation by TCSF is summarised from the five aspects shown below, to see whether Japanese policy to Africa, support by ODA and NGO are contributing to the improvement of African people, or they are implemented effectively.

6.1 Does the Japanese Policy to Africa Contribute to the Improvement of the African People's Lives?

As mentioned in Chapter 2, TICAD features Japanese Policy to Africa. It can be said that the introduction of TICAD by Japanese initiative in the 1990s, when the trend of support to Africa was weakened, in order to attract international attention towards African development, was epoch-making. Also, the Japanese government continuously held the international conferences to attract attention, and at the same time, pledged the increase of Japanese ODA to Africa. This position of the Japanese government is praiseworthy..

However, as shown in the Japanese ODA disbursement by region, Japanese ODA is not necessarily putting priority to the regions or countries of higher poverty and higher development needs. From the record of the past ODA disbursement, it is understood that more than few ODA is also provided to the countries with insufficient democratisation level, where there is a fear of ODA being remained at central government. Although the increase of ODA to Africa was pledged, the amount includes debt relief and it does not only consist of additional assistance.

It is understood that the national interest of Japan is given priority in the standard of ODA distribution. However, if the assistance to Africa is being implemented prioritising Japan's national interest, the trade and economic relationships will be regarded as highly important, and this makes opinions from Africa difficult to be incorporated. In order to avoid wasting ODA input, and to realise improvement of lives of Africa, it is considered indispensable to reflect African civil society's and African citizen's voice, and to get support on the grassroots level. However, the ODA scheme available to the African civil society is currently limited to the GGP.

In order to make Japan's policy to Africa work for the improvement of lives of African people, the distribution of Japanese ODA should be reviewed, not from the Government side only, which tends to stress what the national interests are,. By utilising the opportunities such as TICAD, The Japanese ODA should, together with capacity building of African civil society, proceed on the strategy focusing on strengthening of the grassroots level development.

6.2 Does the benefit through Japanese ODA projects reach African people?

As shown in Chapter 3, at the sites of Japanese ODA projects, more projects aim at

improvement of life and livelihood working directly with the local people, in the field of agriculture, agricultural development, and education development.. Furthermore, there are cases of contribution to people's empowerment or improvement of livelihood, by dispatching JOCVs into the rural areas. However, these types of project that directly approach local people are still limited. Many of the ODA projects are targeting central government's administrative officers in counterpart organisations, and only few projects are targeting local authorities, NGOs, and local people.

In technical cooperation projects, most of the project budget is being spent on personnel expenses, as it dispatches JICA experts or Japanese consultants. Since the current technical cooperation is a bilateral aid, activities should basically target governmental organisations, and it is required to select target groups and areas from its beginning, and to complete in a certain period of time. Due to this requirement, technical cooperation has too many restrictions. If projects are to directly work with people, they are likely to require longer terms and flexible responses.

In future, the projects that encourage empowerment of organisations to work together with local people, or projects that promotes creation of systems, such as incorporating micro finance, by involving local authorities or local NGOs, will become important, and this requires improvement of the technical cooperation. There are needs of decentralising technical cooperation, as well as establishing equitable resource distribution system through excluding negative influence of local politics. By supporting such processes, more benefit should reach African people through ODA.

6.3 Are the activities by Japanese NGOs benefiting African people's lives?

As shown in Chapter 4, projects for improvement of life and livelihood are being implemented by Japanese NGOs, in response to African people's "willingness". In these projects, long term comprehensive approaches are being developed by utilising local resources and technologies.

Furthermore, according to the evaluation by an African NGO shown in Chapter 5, there are spontaneous movements by local people's groups or women's groups for improvement of life and livelihoods in the targeted project site of Japanese NGO. Although the expansions of the activities are still small, yet considering the scale of the input amount, Japanese NGO activities can be said that they are effectively contributing to the improvement of African people's lives.

However, Japanese NGOs have problems of their own organisations, such as the lack of financial resources for administration and activities, or the lack of human resources in terms of management and techniques. Further, although many projects have realised successful impacts, it is difficult to expand these impacts since the projects are limited in specific areas, and their

contribution to the wider African development is still not realised.

Through the efforts of organisations to promote networking of Japanese NGOs, such as Africa Japan Forum (AJF) and TCSE, the advocacy activities to the Japanese Government and Parliament are being advanced. However, many of the activities of Japanese NGOs in Africa are independent and are not working together. Also, networks between Japanese NGOs and the local African NGOs are also difficult to be established. To overcome this situation, project implementation by local NGOs or capacity development of local NGOs need to be looked into.

Unfortunately, current activities and achievement of Japanese NGOs are not making broad spreading effect, nor developing public relations to be widely known in the counterpart countries. It is true that the interest of Japanese nationals for Africa had increased through events such as the World Cup soccer. Yet the activities by Japanese NGOs are not very much known to the ordinary Japanese nationals. This makes it difficult to collect financial support, such as membership fees or donations, or acquire understandings on their activities from Japanese nationals and private companies.

6.4 Does Japanese ODA support Japanese or African NGOs adequately?

According to Chapter 3, the ratio of Japanese ODA projects through NGOs to the overall ODA is 2.6% and it is well below 5.3% of the average of DAC countries.

The types of ODA scheme, that Japanese NGOs can access, are such as the Grassroots Technical Cooperation of JICA, and the GGP of Japanese Embassy. These types of assistance are being utilised by Japanese NGOs, but there are some suggestions for improvement, as the number of the projects that can use these schemes are limited in every year, and there are difficulties to provide funds according to the plan of NGOs in the project sites, and also it is difficult to change plans (especially, increasing budget) after submission of the application.

On the other hand, the only scheme which African NGOs can access is the GGP. As mentioned in Chapter 5, this scheme has relatively easier application procedure compared to NGO assistance by other countries, and has acquired certain appreciation from local NGOs. However, only the NGOs with some strong capacity can utilise this scheme, since it does not cover administration cost. As the scheme only covers budget for infrastructure or facility development, it is not suitable for the project which requires comprehensive approach. There also is a limit that the projects need to be completed within 1 year, and therefore, it can not support a long term project.

Also, target groups of technical transfer of ODA technical cooperation are mostly administrative officials of central and local authority (often local office of central government), and rarely includes local authority or NGOs. There is almost no training targeting African NGOs

by Japanese ODA. There are some cases that African NGOs are being utilised for a soft component dimension (such as enhancement of facility management system by local people, formation of organisation, and enlightenment and education) of General Grant Aid, but these opportunities are still less.

There is a need of establishing and strengthening of network and capacity development of African local authorities and African NGOs, by utilising schemes such as technical cooperation and third country training.

6.5 Does African and Japanese civil society participate in Japanese policy to Africa?

CSOs of Africa and Japan are allowed to participate in TICAD process as observers, and can also speak. However, civil society can not participate in TICAD planning procedure or decision making procedure. Also, it is not allowed for them to officially participate in the main conference, and this makes it difficult for opinions of civil society to be reflected in a statement or summary by the chair. Most of the heads of states from Africa are invited to TICAD. The conference is one of the largest international conferences to be held in Japan, but is not well known to the Japanese citizens. In Africa, only the heads of states in the central government attend the conference, and the community of each country seems not even knowing that TICAD exists.

If TICAD is held for poverty reduction of Africa, it is necessary to encourage participation of African and Japanese civil society, and in cooperation with them, it is necessary to disseminate TICAD's objectives and goals toward African and Japanese citizens to achieve the objectives together.

Similar to TICAD, African and Japanese civil societies are not allowed to participate in the decision making process of Japanese policy to Africa or bilateral discussions, formation of support programme to each African country, or even formation of single projects or implementation plan making. Also, in the ODA evaluation, which includes interviews to beneficiaries, there is no opportunity for the civil society to participate in its evaluation process and contributing comment to the evaluation results.

It is indispensable for the Japanese government not only to enhance its support to capacity development of African and Japanese civil society by providing funds, but also to reflect African people's needs to ODA, and to promote participation of civil society in the fields of decision making, implementation and evaluation, such as policy making process of Japan's policy to Africa, ODA programme planning, and ODA evaluation in order to increase transparency of ODA.

However, the organisational capacity and techniques, as well as the administration capacity of the Japanese civil society is not necessarily mature. And, the Japanese citizens do not have enough watchers to observe ODA programmes and interest to Africa. Most of the citizens have interest in Africa only when some topics are picked up by the media.

In the 21st century, the problems such as environment, poverty, conflict, infectious diseases are becoming more and more serious. The question of African development deeply relates to the resolutions of such problems, and the development issues of Africa can no longer be recognised as “something happening far away from Japan” or “something nothing to do with myself”. It is indispensable for civil society, private companies, and citizens to positively contribute to African development, by demanding improvement of Japanese ODA from different aspects.

It is also important for Japanese civil society to take initiative to create network with Asian civil society in order to work together with African civil society. By strengthening partnerships between Africa and Asian CSOs, people of Asia will become interested in African people’s lives. To introduce Asian development experience to Africa to CSOs may be very fruitful.

By creating a connection between Asia and Africa eyeing each other’s development, an effective and sustainable support system will be able to be created.

Chapter 7 Recommendations

According to the evaluations discussed in the 2nd issue of the TCSF White Paper, TCSF, from the aspects of “African development and civil society”, which is the theme of this issue, recommends the following to improve Japan’s policy to Africa.

7.1 Realisation of TICAD for the poor in Africa

TCSF will, in continuation from the 1st issue of the TCSF White Paper, recommend Japanese Government to make an effort to realise TICAD for the poor in Africa.

For this purpose, the participation of Africa and Japanese civil society in the decision making of TICAD preparation process is necessary, as well as their participation as official members for TICAD IV in 2008.

Also, to realise the “Africanisation” and “Civil Society Oriented” features of TICAD co-organisers, it is also necessary to include the African Union (AU) and the New Partnership for African Development (NEPAD) that are African oriented regional development organisations, to the current international and other organisations. Through these, participation and cooperation of African and Japanese civil societies can be promoted.

The TICAD IV conference should aim to be a forum which can contribute to the development of African civil society as well as its human resources and organisational development. An abstract discussion should be avoided by discussing Japan’s mid-term policy to Africa, together with African, Asian and Japanese civil societies.

7.2 Expansion of Support system for Africa by Japan’s ODA

Continued from the 1st issue of the TCSF White Paper, we will recommend Japanese Government to effectively increase ODA to Africa. Also, we will recommend that more of Japanese ODA be channelled through African and Japanese NGOs. By doing so, the African people will receive ODA benefits and be able to implement more projects, focusing on empowerment.

For this purpose, a system for Africa and Japanese civil society to participate in the policy making process for Japan’s policy to Africa, bilateral discussions, decision making process of formation of ODA projects should be created. Also, in order to enable civil society to function effectively, assistance for systematic and organisational capacity building will also be required. It is also important to strengthen relationships between African, Japanese, and Asian civil societies through the implementation of ODA programmes.

For example, an implementation of a pilot project of comprehensive rural development, in

cooperation with African, Japanese and Asian NGOs, within the framework of Japanese ODA could be started. Many lessons, such as project designing, how civil society can work together, implementation system of local people-centered project, division of roles by central government and local authorities, targeted technologies and dissemination systems, and so on, could be learned from such a project.

7.3 Establishment of Japan-Africa Partnership Fund

Based on the philosophy of “African development and growth should be put into African people’s hands”, we recommend the establishment of a “Japan-Africa Partnership Fund” for preparation of the system to promote development through solidarity of African CSOs.

Through a “Japan-Africa Partnership Fund”, international organisations and governments of developed countries and citizens of developed countries will work together in solidarity to improve African countries governance. The fund covers administration cost or training cost of the personnel, activity cost of CSOs that promote improvement of human rights, political participation and democratisation, and that deal with environmental problems and support autogenous activities of local society. Since these funds are not likely to be disbursed from bilateral aid framework, the establishment of the Japan-Africa Partnership Fund will effectively work to support African CSOs.

Issues such as financial resources and management system of the fund are being discussed within TCSF, and TCSF hopes to unveil a detailed plan towards TICAD IV.

7.4 Interexchange of Japanese and Africa citizens, and enhancement of ODA observation

To contribute to the improvement of African people’s lives by the Japan’s ODA, every single Japanese citizen should remember that he or she has important role to play.

Japanese citizens should have more interest in Japan’s ODA’s achievements and impact in Africa, and whether it is utilised for the poor in a transparent manner or not. It is a right and obligation for a tax-payer to work together to disseminate messages to the Japanese government for the improvement of ODA.

It is important for Japanese citizens to have more interest in Africa, and acquire knowledge of Africa through events organized by such bodies as JICA and Japanese NGOs, as well as to understand how ordinary African people live. The more people are able to find worthy NGOs to support and assist, the more it encourages the NGOs.

Once these activities by Japanese citizens become known in Africa, an interexchange between African citizens could deepen, and this will be a realisation of the development

cooperation system with a true “aid visibility” by partnerships between citizens.

Annex

Annex 1

Implementation Principles of Agricultural and Rural Development by JICA

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In TICAD III, held in September 2003, the basic principles of Japan's Assistance to Africa by 2008 were revealed. The area of agricultural and rural development was placed under one of the basic principles "poverty reduction through economic growth" as "food, agriculture and rural development". Under "food, agriculture and rural development", the following specific principles were declared.

- Support for Policy Making on Agriculture
- Improvement of Food productivity(enhancement of research and dissemination activities)
- NERICA Initiatives (support for NERICA dissemination)
- Sustainable Rural Development by African people's self help (support for small scale rural development)
- Emergency Response for Famine (Achieving Food Security)
- Prevention Measure of Desertification
- Promotion of Small Businesses /Informal Sector by ODA(promotion of Small Businesses)

The basic principles above can be coordinative with JICA's 3 development objectives of Agriculture and Rural development; 1) the achievement of sustainable agricultural production, 2) stable food supplies, 3) promotion of active communities. Since TICAD is a major pillar of Japan's Assistance for Africa, these 3 principles will also be placed as JICA's cooperation principles of Agriculture and Rural Development in Africa. JICA's cooperation in Agriculture and Rural Development will be described as follows, based on above 7 principles.

Support for Policy Making on Agriculture, Achieving Food Security, Support for Small Scale Rural Development, and Enhancement of research and dissemination activities are common Development challenges in Africa, and Support for NERICA dissemination is a development challenge for rice farming countries, which Japan is promoting with higher technologies and experiences. The Prevention Measures for Desertification are aiming at preventing desertification by not only promoting afforestation project alone, but also to promote rural development of forefront areas by participatory project. Promotion of Small and Medium Scale Enterprises is to encourage local SMEs growth mainly in agricultural products processing.

In recent years, decentralisation policies are being promoted as part of governance reforms,

and the provision of public services and implementation of development project, including agricultural sector, is being shifted to the system to be promoted by local authorities.

Up to now, local authorities in African countries had not necessarily been authorised, as well as responsible, of public services or development projects implementation, and were also financially vulnerable, the project implementation experience and capacity of local authorities are quite limited. To achieve sustainable cooperation impact in agriculture and rural development projects, it is necessary not only to enhance capacity of the community but of the administrative organisations. In future, it is needed to fully grasp a situation of decentralisation and capacity of local authorities, which is going to be counterpart in implementing agricultural and rural development project.

The following are detailed activities of each principle:

(1) Support for Policy Making on Agriculture

To achieve improvement of livelihood in rural areas, it is necessary to design a development plan which rural development and agriculture development and rural development can bring about synergistic effect. Moreover, to expand the impact of cooperation, it is also necessary to support policy making and establishing systems, and work actively on administration so that people can benefit from administrative services both directly and indirectly.

In the policy making support, there are land policy, monetary and credit policy, production price policy, and food storage policy, and Japan had not necessarily been involved in those issues in its past cooperation. For this reason, it is important to work on collecting latest information through policy dialogue and donor meetings, and provide recommendations, based on Japan's experience, to complement government's policies or other donors' support. For instance, JICA currently promotes policy making support for agriculture sector in Tanzania. In future, JICA is aiming at balanced and comprehensive cooperation, by working on policy making support as a major donor in Africa by utilising local technologies.

(2) Enhancement of Food Security

One of the keys to the stable food provision in Africa is to secure water. An agricultural style which depends on rainwater will make agriculture dominated by unstable rainfalls and this will keep them from aggressive agricultural input. Therefore, JICA had been implementing cooperation focusing on irrigation development in Tanzania, Kenya, Ghana, and other countries. In the projects such as Kilimanjaro Agricultural Development in Tanzania, Mwea Irrigation Development Scheme in Kenya, the technology of paddy rice farming by irrigation is extended and became established even out site the project target areas and it is largely contributing to local food security.

After 1990s, aid agencies started to avoid large scale irrigation development project, which requires large development, maintenance and management cost, and a small scale irrigation development by participation of people once became recognised again. For example, JICA started the small scale irrigation project in 2006 in Malawi, aiming at nation wide extension in 3 years. The project does not expect input from outside, but to utilise only the local materials (such as natural resources like stones, wood branches) and constructed small dam by local people's initiatives, to secure irrigation water during dry seasons.

However, it is difficult to secure water necessary for nationwide food production only by participatory small scale irrigation development. At the same time, it is necessary to rehabilitate existing irrigation facilities in low cost, or to develop irrigation system in higher water resource potential areas, near a spring or in a swampland, and lowering construction cost and developing small scale systems so that people can maintain by themselves. Also, it is necessary to utilise water resources by combining water harvest, which uses rainwater.

Together with irrigation development, there are also needs for introduction of highbred seed, cultivation management, post harvest process, distribution, and marketing, that Japanese cooperation can cover all. JICA seeks for partnerships with International Agricultural Research Centre, affiliated to CGIAR²⁸, and with other donors for a comprehensive approach. Uneven storage of food for famine is also a major problem, and it is important to share food storage information and maintain distribution network.

For mechanisation of agriculture, we should start from rehabilitation of agricultural equipment (introducing hand-weeders, treadle pumps, treadle threshing machine), or introducing animal cultivation according to local technology level, and then proceed to careful selection whether to introduce small machinery (hand tractors, rice polishing mills, flour mills) that can easily be maintained by local people.

(3) Support for small scale rural development

Generally speaking, rural areas engaging in self-sustaining agriculture have limited access to public services such as safe water, health and medical services, basic education, and it is difficult to purchase commodities and agricultural production materials on regular bases, and also difficult to sell agricultural products at a reasonable price. The employment is also very limited. Because of this situation, from the aspect of human security, it is considered necessary to work with improvement of daily life and then shifting towards income generation projects based on local peoples learning speed. (Promotion of capacity development) Through these processes, new agricultural technology and knowledge will be introduced and established in the

²⁸ Consultative Group on International Agricultural Research

rural areas. To promote this, it is necessary for the community to have techniques and basic knowledge and understandings, and also to have a certain social capital to enable them to incorporate development projects with their own risks.

As mentioned above, it is necessary to promote comprehensive small scale rural development aiming at improvement of people's livelihood, including basic education, literacy education, securing safe water, improvement of sanitation. At the same time, it is important to incorporate risk management against natural disasters such as drought. To avoid drought and flood, due to the climate change, ruin people's steady approaches of participatory development, it is important to combine risk reducing management through securing non agricultural income, improvement of long term food storage methods, and afforestation near the villages. JICA currently supports these types of small scale rural development projects in Zambia and Kenya.

The small scale rural development projects avoids introduction of materials, technologies, and systems from outside, and aims at "new establishment of rural agricultural system" reflecting people's voices to pull out potential energy of the rural society in cooperation areas. Especially in the areas where the soil fertility is low, it aims at low input mid income projects and reassesses agroforestry. However, local traditional knowledge or agroforestry will not always resolve problems. The technical trial of incorporating natural energy (solar, wind power) for small scale rural electrification should be promoted.

There are an effort to share information, and utilising local schools and health post (clinics) as a community centre to enhance communication, and also to establish for provision safety net by connecting products to be used as school meals or to the seminars for improvement of nutrition, is recommended from human security point of view. There also is a need for considerable responses to the poor and to gender issues. To realise this, more coordination between technical cooperation project, development studies, and volunteer projects is indispensable.

(4) Enhancement of research and dissemination activities

Current model of research and dissemination project was mainly following the method such as transferring the developed technologies from experiment research institute to the community by personnel. But the academically prominent breed or growing techniques was not always accessed by the community.

Based on these lessons learned, a group called FRG (Farmers Research Group) was established in the Project on Strengthening Technology Development, Verification, Transfer and Adoption through Farmers' Research Group (2004.7.16-2009.7.15). The group conducted experiment research utilising people's farms and promoting cooperation by conducting technological development by listening to people's opinions. By conducting participatory

research and dissemination method, the condition which is “ready to disseminate” can be achieved at the completion of technological development. Also, the dissemination activities is not only being conducted by a personnel but being done through on the job farmer to farmer training by gathering neighbouring farmers at a farm. The training covers widely from selection of breed to introduction of drop irrigation system, and it will be a centre of future research and dissemination project.

(5) Support for NERICA dissemination

In order to overcome a vicious circle of “low productivity” and promote stable food provision and active villages, technically, it is important to work on the improvement of the productivity of major grains (increase of unit production). The dissemination of New Rice for Africa (NERICA) is being implemented based on the rice farming technique, which Japan is good at, aiming at stable food provision and promotion of active villages. It aims to develop NERICA production widely in West or East African rice farming countries, selecting Uganda and Benin as model countries.

There are 4 steps in breed development and dissemination of NERICA; 1) breeding, 2) experiment and verification, 3) seed increase, 4) dissemination.

For the first step, breeding, the hybrid seed of African rice and Asian rice bred by Africa Rice Centre (WARDA). JICA's cooperation had started from the second step, and is now proceeding to the third step. In Japan, JICA is implementing project working close technical cooperation with Japan International Research Centre for Agricultural Sciences (JIRCAS), and internationally, JICA is working closely with organisations such as UNDP, FAO, International Rice Research Institute (IRRI).

The basic standard of the technological development for cooperation is the appropriate mixture of the three factors of Asian Green Revolution “high productivity, irrigation, and fertiliser”. However, because of the difference between Asia and Africa, in terms of rainfalls, transpiration, quality of soil, organisation levels of the community, and critical lack of development fund, the technologically-best mixed breed does not necessarily accepted by rural society and become sustainable cooperation. Therefore, it is important to conduct experiment researches and technological development with consideration of agricultural dissemination. Based on the past experiences that the policy support focusing central governments did not function well, JICA will focus on involving local administration, including agricultural dissemination, where it is closest to the community, in consideration of the scale of sustainable development and the cost.

(6) Prevention Measure of Desertification

In TICAD III, establishment of sustainable agricultural technology harmonising with the

environment, as well as to work on prevention of desertification through social forestry and afforestation in participation of local people and local administration, were placed of importance in terms of African rural development. For the past 20 years, JICA has been working on prevention of desertification mainly in Sahel area. In the area like sahel, where there is serious anxiety of desertification, the projects that considers both prevention of desertification and human security, by incorporating conservation activities such as agroforestry in combination of soil conservation and tree-barriers to control soil erosion is being implemented. This was incorporated into life improvement or improvement of livelihood activities done by the community themselves, under the recognition of “the prevention of desertification should be achieved by the community themselves that inhabit there”. Currently, JICA works on prevention of desertification in Niger, Mali and Mauritania.

In October 2005, the progress of “Development Study of Prevention of Desertification in Southern Ségou”, the project aiming at sustainable rural development of the community as a whole, was presented at the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (UNCCD) COPS7 in Kenya and was greatly admired.

The prevention measure of desertification is implemented through bilateral cooperation. However, it is necessary to monitor climate change, movement of nomad and their settlement, as well as overall desertification in the area, and more coordination between international organisations are needed in terms of prevention of desertification and rural development.

(7) Promotion of Small Businesses

JICA is supporting a promotion of Small Businesses mainly in the areas of agricultural processed goods, as well as clothing and textile, farinaceous and oleaginous products. In Ghana and Malawi, JICA utilises Japan’s experience of one village one product movement and develops cooperation in market expansion through improvement of product quality and stable production, as well as increase of income, by targeting local production groups.

Annex 2

A Study on Potential Contribution to Civil Society Activities by JOCVs

TCSF White Paper Working Group

(1) Background and Activity Record

Japan Overseas Cooperation Volunteers (JOVCV)²⁹, a major volunteer programme of JICA, was founded in April 1965. The aim of programme is to “Promote and support Japanese national’s cooperation activities seeking for cooperative in economic and social development, or rehabilitation, of the developing areas targeting its people”, and its foundation is placed on “together with the community”. This is to promote the self help of the recipient countries through working with the community and understanding each other.

In 2005, the programme celebrated 40th anniversary, and it had dispatched a total of 27,767 volunteers (male 16,418, females 11,349) in 83 countries³⁰. (Up to 31 July 2006) As of 30 November 2006, 2,518 volunteers (male 1,028, female 1,490) are currently dispatched in 77 countries. The 7 fields, 140 occupations, of JOVCV’s cooperation are Agriculture/Forestry/Fishery, processing, maintenance and operation, engineering and construction, health and hygiene, education and culture, and sports.

In recent years, there is significant increase of so called “software dispatches” such as rural development instructor, youth education, in addition to mathematics and science teacher, other than the field of technology or sports. This can be seen in the request information by occupation in 2006. Based on this information, the fields that had more than 50 requests were; mathematics and science teacher 185, primary school teacher 106, rural development instructor 90, nursing 60, infant education 50. Also, numbers of the requests by regions were; Africa 531, mid-south America 389, Asia 292, Pacific 111, Middle East 77, and the largest request was from Africa.

The dispatch of JOVCV can be categorised into “individual dispatch” and “group dispatch”. The latter is usually called “team dispatch” and it is a system that the dispatch of volunteers of same or different occupation, aiming at an achievement of common target. Also, “programme dispatch” which collaborate with technical project or grant aid is being considered.

(2) Situation and challenges of JOVCV

According to the report form JICA “Thematic Evaluation: Volunteer programme (JOVCV)” (December 2005), the JOVCV activities are understood as follows, based on the evaluation through questionnaire study in target countries (Malawi, Vanuatu, and Honduras).

²⁹ For basic information of JOVCV, refer to JICA’s website: <http://www.jica.go.jp/english/schemes/citizen/volu.html>

³⁰ The total number includes general volunteers, senior volunteers, short-term emergency volunteers.

Viewpoint 1: Contribution to economic and social development or rehabilitation of the developing countries and areas.

- 1) **Matching of the demand:** Prioritised fields of dispatch are matching with counterpart countries' development challenges and priority areas, such as their development plan or PRSP. Also, reflecting JOCV's grassroots cooperation, the programme matches with local and rural development needs.
- 2) **JOCVs' self evaluation:** Around 40% to 50 % of JOCV replied that they are satisfied with their activities, and 80% of JOCVs replied that they are satisfied of participating as a JOCV.
- 3) **Evaluation by counterpart:** acknowledgement of JOCV activities are relatively high and the evaluation of their activities are also high.
- 4) **Group dispatch:** The objectives are being achieved by coordination and complementary activities between the volunteers. However, there are a limit to flexibility and time, and sometimes there are human relationship problems.
- 5) **Features and challenges of JOCV:** Features are the grassroots level activities within the community. Challenges are their language skills, long procedure from request until dispatch, timing of dispatch, sustainability of the activities, and support system by JICA office.

Viewpoint 2: Return of the volunteer experience to the society

- 1) Returned volunteers recognise needs for return of the experience to the society.
- 2) Many of the returned volunteers introduce their activities and the countries they were dispatched.
- 3) Also, they are returning their experiences to the society in individual levels by exchanging experiences with foreigners learning other cultures.
- 4) However, the social contributions in terms of human resources are limited.
(Approximately 20%)

The return of the experiences to the society by returned volunteers on the daily bases is meaningful, but can be said that it is a quiet return of the experience. On the other hand, social contributions in terms human resources is a dynamic return of the experience. As a positive social contribution of returned volunteers, financial and in kind support for international disasters, and physical contributions as a volunteer, are recommended.

However, it is said that the numbers of the returned volunteers being involved in OB/OG (ex-volunteers) associations are decreasing in recent years. A steady support for returned volunteers, JOCV candidates, and JOCVs by OB/OG will achieve more involvement by them. Also, it is necessary to give training on the returned of the experience to the society after their return, during the training period before dispatch.

(3) Activities after returning (by country and occupation)

In addition to the support for returned volunteers by JOCV secretariat, the support promotion for volunteer activities by returned volunteers are done by The Supporting Organization of J.O.C.V., which implements “Hearty Activity”, and by Japan Overseas Cooperative Association (JOCA) , which implements “disaster relief” and “JOCA Magokoro Fund”. Furthermore, within OB/OG (OV), there are categories such as OB/OG by prefecture, by dispatched countries, and by occupation. Each OB/OG groups by prefecture are promoting international exchanges within respective prefecture.

For the OB/OG groups by dispatched countries, there are Japan-Malawi Association³¹, Waswahili Club (Tanzania), and Jordan Network, and other groups focusing on 19 countries in total. For the OB/OG groups by occupation, 8 groups are in activities: Infant Education Network (OB/OG group of 1992 JOCV infant nursing and kindergarten education), Ex-Volunteer Association for Architects (association for urban planning and construction related OVs), WAA, (women’s Association of OVs), Physical Education and Sports Returned Volunteer’s Association, JOCV Japanese Language Network, Development Education Association, Association of JOCV Judo OBs.

(4) Future Challenges

The challenge that JOCV should work on is a “Return of the Experiences by Returned Volunteers”. The total number of returned volunteers now exceeds 27,000, and there are a potential for international contributions and African/Japanese civil society interaction by there activities. However, there are very limited volunteer activities and utilisation by them in the international cooperation field.

OB/OG groups by country and occupation promotes activities such as provision of related information, interaction between members and exchange of information, and support for international exchange, but there are very limited international cooperation activities. This may reflects vulnerability of their financial foundations or human recourses. Most of the OB/OG has not office and has challenges in administration. For example, some of the associations has established their own website, but is not updating since 2000 or since 2004.

Most of the members of these associations are doing activities outside their jobs, and it is possible for them to support financially or short-term or on-the-spot international cooperation, but very difficult for them to involve in mid to long term international cooperation.

According to above, broader activities should be expected by through these steps:

- (1) Activities for friendships and interactions

³¹ Japan-Malawi Association implements “warm heart project” which supports activities by JOCVs in Malawi. 3 projects (such as construction of classrooms, donation of books)

- (2) International cooperation education by holding study groups or seminars
- (3) Support for JOCV candidates and JOCVs to be dispatched
- (4) Small amount of financial support (due to vulnerability of financial bases), and short-term dispatch to developing countries
- (5) By preparing an office and securing human resources, and by utilising grassroots support, 2 to 5 year of full-scale international cooperation will be possible.

Some of the current OB/OG groups are doing (1) to (4) activities, but to do (5) activity, there is a need to raise fund in order to acquire office and personnel.

The OB/OG groups may have a valuable human resources and experiences, in order to expand networks between African and Japanese civil society. However, similar to many Japanese NGOs, they have challenges on financial bases and administration, and this is becoming an obstruction for them to fully return there experience, knowledge and skills that they have acquired through volunteer activities.

Annex 3

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Annex 4

Abbreviations

ARD	Agence Régionale de Développement
ASUFOR	Association des Usagers des Forages
AU	African Union
BHN	Basic Human Needs
CanDo	Community Action Development Organisation
CBI	Cross Border Initiative
CGIAR	Consultative Group on International Agricultural Research
COGES	Comité de gestion des établissements scolaires
CRDA	Christian Relief and Development Association
DAC	Development Assistance Committee
EVAA	Ex-Volunteers Association for Architects
FAO	Food and Agriculture Organization of the United Nations
FCFA	Franc de Communauté Financière Africaine
FHI	Food for the Hungry International
FRG	Farmers Research Group
G8	(The Conference of Ministries of) The Group of Eight
GEAR	Growth, Employment, And Redistribution
GNI	Gross National Income
HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
ICT	Information Communication Technology
IEC	Information, Education, Communication
IMF	International Monetary Fund
IRRI	International Rice Research Institute
JBIC	Japan Bank for International Cooperation
JICA	Japan International Cooperation Agency
JIFH	Japan International Food for the Hungry
JIRCAS	Japan International Research Centre for Agricultural Sciences
JOCA	Japan Overseas Cooperative Association
JOCV	Japan Overseas Cooperation Volunteers
JVC	Japan International Volunteer Centre

ManaBU	Mana Barnoota Ummataa (Community-based Basic Education Improvement Project)
MDGs	Millennium Development Goals
MEJN	Malawi Economic Justice Network
NEPAD	New Partnership for Africa's Development
NERICA	New Rice for Africa
NGO	Non-Governmental Organization
NPO	Non Profit Organization
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PAPASTI	Projet Agro pastoral de Tivaouane
PDM	Project Design Matrix
PEPTAC	Projet Eau Potable pour Tous et Appui aux Activités Communautaires
PISE	Programme d'Investissement Sectoriel de l'Education
PRSP	Poverty Reduction Strategy Paper
SAA	Sasakawa Africa Association
SG2000	Sasakawa Global 2000
T&V	Training and Visit
TCSF	TICAD Civil Society Forum
TICAD	Tokyo International Conference on African Development
UNDP	United Nations Development Programme
VCT	Volunteer Counseling Test
WAA	Women's Activities Association
WARDA	West Africa Rice Development Association
WHO	World Health Organization
2KR	Kennedy Round II (grant aid for increased food production)

Annex 5

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