

TCSF White Paper 2006 (2nd Issue)
African Development and Civil Society
Summary

Chapter 1	TICAD Civil Society Forum (TCSF) and TCSF White Paper
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Since its establishment in June 2004, TICAD Civil Society Forum, as an advocacy organization which aims to improve Japan's policy towards Africa, has worked actively to realise its mission "to deliver the voices of civil society and the grassroots in Africa to Japanese policy makers and citizens to improve Japan's policy towards Africa".

The publication of TCSF White Paper is one of the major activities of TCSF. Its mission is to evaluate Japan's ODA from the viewpoints of both Japanese and African civil society, and to learn lessons and acquire recommendations for the improvement of Japan's policy towards Africa. The first issue of TCSF White Paper was published in 2005 under the theme of "Overcoming Poverty and Inequality", sending a message as "Poverty reduction and elimination of inequality are both crucial issues that are inseparable when considering African development and it is important to improve Japan's policy toward Africa to realise support that reaches the poor. It is also necessary to promote participation of African and Japanese civil societies who has been working closely with the poor and working together with the poor for a long time"

TCSF considers that in order to be out of the past development system, which can be characterised as top-down decision making system and the resource distribution system which only reaches central governmental levels, African and Japanese civil society both have important roles to play, which they should play, in African development and decided the theme of the 2nd issue of the TCSF White Paper as "African Development and Civil Society".

Chapter2	Trends of Japan's ODA to Africa
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In TICAD III held in 2003, the Japanese Government has appealed the three pillars Japan's policy to Africa within the key note speech. The three pillars are; i) human centred 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 field of health and medical including HIV/AIDS measures, education, basic human such as water and food aid, etc. Furthermore, Japan appealed that it would set priorities "human security" aspects and "south-south cooperation" within its ODA to Africa.

The performance of Japanese ODA shows annual decline for 4 years from 2000 until 2003, then increased drastically for 22.1% in 2004. The disbursement in FY2004 was

647 million USD and is way below the disbursement amount of 969 million USD in FY2000. However, in terms of the ratio of ODA to Africa to the overall Japanese bilateral ODA amount, it exceeded 10% as far as 10.9% after 3 years since 2001. This can be understood as a result of TICAD III, held in 2003, though the linkages between this result and TICAD are not clear.

Today, in addition to the international society, China and Korea are newly starting to strengthen the support to Africa and this fact makes it necessary to discuss how Japan's support to Africa needs to be and the meaning to hold Japanese-led conference on Africa, not only at the policy levels but also incorporating civil societies.

Chapter 3 CSO and Japan's policy to Africa

ODA supports Japanese NGO's development cooperation activities through schemes such as; Grant Assistance for Japanese NGO Projects, NGO Project Subsidy, Grant Aid for Grass-roots and Human Security Projects (GGP), Capacity Building Support for NGOs. To promote the dialogue between NGOs, The Ministry of Foreign Affairs, JICA and JBIC holds regular meetings respectively, and as part of a cooperation activity, the Japan Platform was established and the Ministry and NGOs conducted the Joint Evaluation Programme. The creation of these opportunities can be understood as a major progress to link between MOFA, other aid agencies and NGOs. However, these meetings are not necessarily realizing free exchange of opinions and NGOs are not participating in policy making process of ODA. The evaluation of Japan's ODA is done by aid implementing agencies such as MOFA, JICA and JBIC. The results of the evaluations are being disclosed through reports and websites, though there still are limitations to participation of civil society and Japanese citizens to the evaluation processes.

The GGP is one of the major ODA support by Japan to African NGOs, being provided through Japanese Embassies in each country. Apart from this, African NGOs often work on contract bases with a research group or project team organised by Japanese consultants when technical cooperation projects or development studies are being conducted. Also, African NGOs occasionally conduct project designing study or evaluation study in commission of JICA country offices. But in these cases, African NGOs only play partial role of the projects designed and implemented by Japanese aid agencies.

There are programmes by MOFA and JICA to strengthen organisational capacity and human resources of Japanese NGOs, but its scale is still small and the numbers of the NGOs that can participate to the programme is limited. Since Japan's ODA projects are basically implemented by making governments of developing countries as partners, there is no support for capacity building of civil society and NGOs in developing countries.

The amount of Japan's ODA support to NGOs in 2004 was third largest next to Netherlands and UK amongst 22 OECD-DAC countries. However, this amount is only equivalent to 2.6% of Japan's total ODA, and is much lower than the 5.3% average of other DAC countries and is the fourth least amount amongst the DAC countries, after France, Portugal and Italy.

On October 3rd, 2006, TCSF co-hosted a partnership seminar with local NGOs in Addis Ababa, Ethiopia. Some Ethiopian NGOs commented that The GGP scheme was much accessible compared to funds from Western donors. One local NGO which had received funds through the scheme, presented on how wells and school facilities were constructed, how this led to empowerment of the poor and the socially disadvantaged. This seminar had given both Embassy and NGOs a useful chance to exchange opinions since there were no such a meeting held in the past. On the other hand, TICAD is not well known. We consider that it is crucial to promote publicity aiming at NGOs or Ethiopian civil society and to acquire their understandings and also to create opportunity for their participation, which enables higher impact and effectiveness of TICAD.

Chapter 4	Japanese NGOs and African Development
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Japanese NGOs have been actively engaging 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 by the Africa Japan Forum (AJF) which was established in 1994. There also are 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)").

In this chapter, with the cooperation of 5 NGOs; 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 Organization (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), we have collected information on their activities, achievements and lessons learned. (See Table 1) The reports from these NGOs show that their effort and various measures for the achievement of their goals to improve livelihood of African people, are being implemented by considering the following points:

- ✓ Respect the community's motivation and do 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, utilise local resources
- ✓ Local staffs are the centre of the activities with Japanese staffs supporting behind-the-lines.
- ✓ 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, with consideration of what will happen after completing the support, instead of short-term aid program

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

- ✓ Limited project funds, funds for NGO human resource development and ODA support programmes 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
- ✓ Possibility for the aid agencies to consider NGOs as a subcontractor rather than equal partner when NGOs receive funds from ODA
- ✓ Although the regular meetings that are held between aid organisations and NGOs can be appreciated, those meetings are limited only to provision of information and are not for the exchange of opinions. NGO participation has not yet been approved in ODA policy making and strategy meetings.

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

	Start of projects in Africa and main project area	Goals	Major Activities	Source of Funds for Field Activities
CARA	1992, covered 90 villages in rural Mali (as of March 2006)	Self-sustaining mainly through fulfilment of BHN by the rural communities	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, etc.	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, HIV/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 of targeted countries	Scientific agricultural know-how instruction of Ministry of Agriculture extension 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, reforestation and soil improvement instruction, construction of training centre, dissemination of traditional Japanese organic compost and <i>bokashi</i> compost, prevention of endemic diseases	Avoiding governmental grants. Fund raising without by ourselves, membership fee and donations, profits from sales of calendars and books
JVC	1992, East Cape Province South Africa	Improvement of the livelihood and regional living conditions through “creation of security of lives in the village” by the local people themselves	Environmental conservation type agricultural projects, support for HIV/AIDS positive	Membership fees and donations, grants and subsidies from Japanese government and private foundations, Profits from seminars, sales of calendars and books

Chapter 5	the Evaluation of Japan's ODA by African NGOs
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TCSF has conducted the evaluation of Japan's ODA in cooperation with NGOs in Ethiopia, Senegal, and Malawi, to achieve the following objectives. Also, the comment of the local consultant from Mali, who has long experience of working together with Japan's ODA and NGOs, is also included in the report.

- 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.

The summary of the evaluation by African NGOs in the 2nd issue of White Paper is shown in Table 2.

Table 2 Summary of the Evaluation by the African NGOs in the 2nd issue White Paper

	Conducted NGO	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) <hr/> 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) <hr/> 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)

From the evaluations by NGOs in Ethiopia, Malawi and Senegal, and also from the comment by consultant from Mali, honest opinions on how the projects are considered by NGOs and administration officials in developing countries, and straightforward voices of the villagers can be seen.

Although the number of the projects evaluated here is very limited compared to overall Japanese ODA and NGO activities, TCSF considers that, in the results of the evaluation through collected straightforward voices of the local people by local NGOs, there are many lessons to be learned and to be utilised in Japan's ODA activities. Table 3 shows part of those lessons.

Table 3 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 towards the same direction which the project aims.
(1)-2	If the project is being implemented only in limited pilot areas, this may result in negative reactions from other people of the neighbouring area.
(1)-3	The technical cooperation projects being implemented with counterpart government arrangement has top-down 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 (i.e. education sector programme, Islam development bank support programme, micro-credit supporting fund, etc.) during the implementation period of an ODA

	project, this will enable people 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 awareness for life improvement and environmental conservation may also be improved.
(1)-6	Even in the countries like Malawi where there is no Japanese embassy, or like Mali where there is no Embassy or JICA office, the access to Grant Assistance for Grassroots Human Security Projects should be improved.
(1)-7	Information on international contributions by Japan's ODA or Japanese NGOs should be disseminated through media, and opportunity for the citizens of developing countries to assess/give opinions properly should be created.
(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 information, in order to empower local society and to

	realise livelihood improvement. The support from these aspects should be utilised.
(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.

(1) Does the Japanese policy to Africa contribute to the improvement of the African people's lives?

It can be said that the introduction of TICAD by Japanese initiative in the 1990s, when the trend of support to Africa was becoming weak, in order to attract international attention towards African development, was epoch-making. However, Japanese ODA is not necessarily putting priority to the regions or countries of higher poverty and higher development needs. It is understood that the national interest of Japan is given priority in the standard of ODA distribution. In order not to waste the ODA and to make Japan's policy to Africa work for the improvement of lives of African people, the support on grassroots level by reflecting the voices of African civil society and citizens.

To make Japanese policy toward Africa work for improvement of livelihood of African people, the distribution of Japanese ODA should be reviewed and discussed, not from the Government side only but also from the aspects of civil society and citizens 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 support.

(2) Does the benefit through Japanese ODA projects reach the people of Africa?

Although there are the cases that agricultural/rural development projects and JOCV Group Dispatch contributing to the people's empowerment or the improvement of livelihood, such types of projects 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. The technical cooperation projects are being implemented by specifying target groups or areas and are required to be completed and achieve goals within a certain period of time. Due to this requirement, technical cooperation has too many restrictions to implement the projects that directly target people, which require being in longer terms and needs 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, it will enable that more benefit to reach African people through ODA.

(3) Are Japanese NGO's activities benefiting African people's lives?

The integrated long-term approach is being implemented by Japanese NGOs, by making African people as leading actors and through utilisation of local resources and technologies. Also, 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.

Although the organisations to promote networking of Japanese NGOs, such as Africa Japan Forum (AJF) and TCSF were being established, many of the activities of Japanese NGOs in Africa are independent projects and are not being collaborated together. Also, networks between Japanese NGOs and the local African NGOs are 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. Further, the activities by Japanese NGOs are not very much known to the ordinary Japanese nationals either. This makes it difficult to acquire financial support, such as membership fees or donations, or acquire understandings on their activities from Japanese nationals and private companies.

(4) Does Japan's ODA support Japanese and African NGOs adequately?

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. ODA is being utilised by Japanese NGOs, but there are some suggestions for improvement; the number of the projects that acquire access to these schemes are limited 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.

The only scheme which African NGOs can apply is the GGP. The scheme is appreciated by local NGOs as the application procedure is simple compared to other donors' grants. However, since it does not cover administration cost, there are limitations that only the NGOs with certain capacity will be able to utilise the fund.

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 are almost no training courses targeting African NGOs by Japanese ODA. There is a need to establish and strengthen network and capacity development of African local authorities and African NGOs, by utilising schemes such as technical cooperation and third country training.

(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. 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.

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.

(1) Realisation of TICAD for the Poor

TCSF will 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.

(2) Expansion of Support System for Africa by Japan’s ODA

TCSF will recommend Japanese Government to increase substantive ODA to Africa. Also, we will recommend that more of Japanese ODA to be channelled through African and Japanese NGOs. By doing so, the African people will be directly targeted and 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.

(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 the “Japan-Africa Partnership Fund” for preparation of the system to promote development through solidarity of African CSOs. Through the “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 personnel, and other cost of the activities dealing with environmental problems and supporting self-help activities by the local society by promoting improvement of human rights, political participation and democratisation,

(4) Inter-exchange of Japanese and African Citizens and Enhancement of ODA observation

Every single Japanese citizen should have more interest in Japan's ODA's achievements and impact in Africa, or 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. Once these activities by Japanese citizens became known in Africa, an inter-exchange 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.