



## **TCSF White Paper 2007 (3rd Issue)**

### **Strategic Recommendations on Tokyo International Conference on African Development (TICAD)**

#### **Summary**

#### **Chapter 1 Before TICAD IV**

The 4th Tokyo International Conference on African Development (TICAD IV), a pillar of Japan's policy toward Africa, will be held in Yokohama on 28-30 May 2008.

At TICAD IV, Japan will be put to the test not only on important global issues such as poverty reduction and climate change, but also on African development: whether Japan should continue its leadership on African development based on TICAD, how it continues TICAD, on what purpose. Also, the Japanese Government should show correctly to African countries, the international community, and Japanese people; how Japan is planning to achieve its "doubling of aid to Africa" committed at July 2005 G8 Summit (hereafter called "Gleneagles Summit"), and how Japan is going to play its role in the international community.

The 2008 G8 Hokkaido Toyako Summit (hereafter called "Toyako Summit") will be held on 7-9 July after TICAD IV. There, the Japanese Government, as the presidency holder, is responsible for showing practical action plans against global warming and on support to African development. In order for the outcomes of TICAD IV to be truly meaningful, it is a crucial step that such action plans are agreed under the ownership of African people based on the discussions at TICAD IV, and approved at Toyako Summit.

TICAD, which has been held in Tokyo every 5 years since 1993, played a role to refocus international attention on the importance and urgency of African development at its first conference. However, its purpose has been blurred since then, and it can not avoid criticisms that TICAD became an event which lacks specific strategies and clear commitment.

Since its establishment in 2004, TICAD Civil Society Forum (TCSF) has been appealing that African Union (AU) should join TICAD as a co-organiser by virtue of a

representative African regional organisation, and also that, not only Heads of States but also African and Japanese civil society should officially be its participants. This is based on TCSF's consistent stance that "we would like to make Japanese policy toward Africa work for improving African people's livelihoods".

TCSF has been organising activities in consideration that "TICAD should not be an event only between Head of States, but it should be an opportunity for Japanese and African people to discuss and create specific actions to help each other's future".

Until today, TCSF has been trying to disseminate our message by creating advocacy activities such as holding seminars on African development and workshops with African civil society. We have also published TCSF White Paper: the 1st issue entitled "Evaluation by Civil Society on Japan's Policy to the African Countries: Overcoming of Poverty and Inequality –"(2005), and the 2nd issue entitled "African Development and Civil Society" (2006).

## **Chapter 2      What is TICAD?**

TICAD is a "Policy forum focusing on African development, which has been held once in five years since 1993 by the initiative of the Japanese Government. It is one of the largest international conferences held in Japan by the Japanese Government.

The international attention on African development has continued after TICAD II, and this lead to the Enhanced Heavily Indebted Poor Countries (HIPC) Initiative Agreement at Cologne Summit in 1999, and to the approval of the MDGs by the UN in 2000. In 2000, Kyushu Okinawa Summit was held at which a few important African leaders were invited for the first time.

TICAD III, held in 2003, took up the support for NEPAD as a central issue. The support for African ownership, mainly for NEPAD, and the expansion of partnership within the international community for African development were agreed at the main conference. Such movement continued at Gleneagles Summit in Britain held in July 2005 which focused on "African problems", and followed by the UN Millenium + 5 Summit held in September 2005, which confirmed the need to enhance the support to Africa toward the achievement of the MDGs.

In addition to Japan, the co-organisers of TICAD include international organisations: UNDP, United Nations Office of the Special Adviser on Africa (UNOSAA), Global Coalition for Africa (GCA), and the World Bank. We have to pay attention to the fact that the co-organisers of the TICAD are only the Japanese Government and international organisations. No Africa-led organisation such as AU or NEPAD is included as the co-organisers. NEPAD is only positioned as a partner organisation of TICAD, and AU and African Development Bank (AfDB) are only

positioned as participants of TICAD. The participants are the leaders of African countries, leaders of Asian countries, and representatives from bilateral aid organisations and international organisations. We can appreciate that TICAD invited leaders from Africa to participate, and that the participant countries have increased from TICAD I to TICAD III. However, there are only Heads of States and governments who participated from African countries.

In March 2007, a year before TICAD IV, the African Diplomatic Corps in Tokyo presented the Japanese Government "Proposals for the Fourth Tokyo International Conference on African Development: TICAD IV", based on the result of evaluation on TICAD III conducted by themselves. In their evaluation, it is noteworthy that, while highly appreciating TICAD basic principles of "ownership" and "partnership", they pointed out that the involvement of the African side to the TICAD process has in fact been very limited, and that the TICAD process itself has not reflected the basic principles. Furthermore, they pointed out that no monitoring and follow-up institution has been established, and that the involvement of the African side in evaluation on TICAD process has been limited. These are the points that have been addressed in the past but have not been improved.

In addition, the Japanese Government should fully take into account the following issues raised by the African Diplomatic Corps: points to be improved such as lack of outstanding features or detailed specifics in the appeals of TICAD, and no implementation by the Japanese Government of what the leaders have said in the previous meetings; and their requests for acknowledgement of the progress in investment and trade, and for reconfirming the significance of TICAD.

### **Chapter 3      Development in Africa and TICAD**

7 July 2007 was the midpoint for the MDGs agreed in 2000 to the 2015 target year. While many countries in the world have possibilities to achieve the MDGs, the situation in Sub-Saharan Africa is severe.

The progress in the reduction of poverty and hunger in Sub-Saharan Africa is slow, and far from the MDGs aiming at reducing to half. The percentage decrease of population living with less than \$1 a day was from 46.8% (1990) to 41.1% (2004), of population estimated to be below minimum level of dietary energy consumption from 33% (1990-1992) to 31% (2001-2003), and of underweight children under-five from 33% (1990) to 29% (2005). Despite a slight decrease in under-five mortality rate from 185 (per 1,000 as of 1990) to 166 (2005), Sub-Saharan Africa remains the region with the highest by far (data from United Nations, 2007).

Africa is not only left back in the global trend of poverty reduction, but also increasing disparities within the continent as well as countries. The features and extents of poverty also differ between rural-urban, women-men, and age groups.

The amount of Japan's aid to Africa varies each year, and it is not easy to see the trend as a whole. The share of aid to Africa in the total amount of bilateral aid became less than 10% in 2002 and 2003. It apparently increased in 2004 and 2005. However, excluding the debt relief related aid, the amount became 776.6 million USD in 2004 and 861.8 million USD in 2005, which shows that the amount of aid to Africa tends to stagnate. It can be said that, if including the debt relief aid, the Japanese Government has achieved the provision of the aid amount it had committed through TICAD I to III. Still, this does not indicate that the overall amount of Japan's aid to Africa has increased.

Since there is no permanent monitoring and follow-up mechanism of TICAD, only the aggregate data have been disclosed, apart from TICAD II follow-up paper disclosed in August 2002. Thus it is not known how the amount of aid announced in TICAD has been specifically provided and how the TICAD process has contributed to the achievement of the MDGs and poverty reduction in African countries. To secure transparency and credibility of the Japanese Government and the TICAD process, the Japanese Government must disclose its own data to confirm if the aid to Africa announced and committed by Japan has been provided properly and if it was a "direct financial expenditure" or a debt relief, rather than depending on OECD sources.

## **Chapter 4      Civil Society and TICAD**

The main actor of African development is African people and the poverty reduction will see a progress only with their vitality. This must be well understood among TICAD organisers since the basic theme of TICAD IV is "Toward vibrant Africa". Meanwhile, if Japan is to take leadership and continue TICAD to contribute to African development, the understandings of Japanese people on TICAD or on Japan's policy to Africa are indispensable. For this, we consider it is also important to make TICAD be open to the public and to approve official participations of the representatives of Japanese people and of Japanese civil society to TICAD.

For Gleneagles Summit in 2005, the Commission for Africa (CfA) was established by the introduction of the British Prime Minister at the time Mr. Tony Blair, aiming to reflect African voices to G8 activities, and a report was submitted. However, since the involvement of civil society was insufficient, despite the objectives of CfA, the voices of African people have not effectively been reflected at Gleneagles Summit. In the international workshop "Learning from 2005, Looking Towards 2008: Government and Civil Society Working Together on

Development Policy and Poverty Reduction” held in Tokyo in October 2006, the representatives of British civil society conveyed the lessons from Gleneagles Summit that not only the government but also the civil society could not have fully reflected “the voices from civil society in the South” and suggested establishing a mechanism toward 2008. Then, the establishment of “Civic Commission for Africa (C-CfA)” was proposed as a mechanism of African NGOs, to share information with various organisations such as domestic civil society and similar actors and to steer their voices toward recommendations together with other NGOs at TICAD IV.

TCSF has elaborated a plan of “Civic Commission for Africa (C-CfA)” to reflect the voices of the African civil society effectively to the international conferences to be held in Japan in 2008 (TICAD IV and Toyako Summit). At the “World Social Forum (WSF)” held in Nairobi, Kenya in mid-January 2007, TCSF announced the plan of C-CfA, and received a lot of reactions from African NGOs. On 1 April 2007, the C-CfA consisting of 17 country-based organisations, 4 actor-based organisations, and 5 observers was established. This means that, including 10 to 80 presenters for each organisation, the C-CfA is supported by nearly 300 African NGOs. The secretariat in Africa is in charge of coordination and management of C-CfA, and TCSF is providing support to the secretariat.

Since the establishment of C-CfA, the Voices of Africa from the member countries have been collected. Then, “Africa-Asia NGO Network Tokyo Workshop (organised by JICA, and TCSF as a secretariat) was held at JICA Global Plaza (Tokyo) for 3 days from 24 through 26 October 2007, and 14 African NGOs, and 1 Asian NGO, approximately 50 Japanese NGOs, and JICA and its related people participated in the workshop. At the workshop, “human security”, “investment and economic growth”, and “environmental conservation and climate change” were discussed based on the voices of African civil society collected until then, and the presentation on C-CfA’s activities was given. As an outcome, the “Recommendation: Voices of African and Japanese Civil Society towards 2008 TICAD IV” was concluded and presented.

## **Chapter 5 Evaluation of TICAD by TCSF**

No goals or indicators have been set in the TICAD process and there are no monitoring and evaluation mechanisms either. In this White Paper, TCSF attempted to evaluate the TICAD process by using 5 evaluation items of OECD/DAC (relevance, efficiency, effectiveness, impact and sustainability) which is currently adopted as an international evaluation standard, and from the perspectives of TCSF and citizens.

TICAD I achieved its objective by refocusing international attention to African development, and it was valued for producing the positive impact to the international community and African countries. TICAD became a centre of the relationships between Japan and Africa, and gained the recognition of the international community and African governments

as one of the few international conferences to focus on African development. However, it can not be denied that after TICAD II the objective of TICAD has become unclear, and that its importance of existence is being lost. Concerning the TICAD process, it is necessary to review its purposes, position, and appropriate implementation systems together with African countries. Each of the past TICAD meetings may have achieved “expected outcomes” as an individual international meeting. Nonetheless, since the follow-up of the TICAD process has not been appropriately implemented, the achieved outcomes of each meeting lacked consistency and relevance as the “TICAD process”, and its impact was very limited.

The short-term goal of the overall TICAD process, which aims that “Cooperation system of all the stakeholders on African development is enhanced”, has not been realized. This is because: there have been no linkage in the development or the achievement of each international conference; and above all the official participation of the African people and the civil society who are very important stakeholder of African development has not been approved in TICAD; and there has been no Africa-oriented organisation included as the TICAD co-organisers.

With respect to the mid-long term goal “Realization of sustainable development based on the ownership of Africa”, we have to say that the level of achievement is low, since the TICAD process itself has not been organised in a manner to enhance ownership of Africa. On the other hand, it can be appreciated that the experience sharing has been promoted by the participation of Asian governments to TICAD, though it is only limited at government official level. Concerning the contents of TICAD main meetings and its outcomes, the Japanese government usually announces “new initiative”, though it has often been prepared beforehand regardless of the discussions during the meeting. The amount of assistance to be presented has only been a rearrangement of the existing budget in most cases, and no system to monitor the contents of agreement and the Japanese policy has been developed.

In the meantime, it is true that the expectation from Africa for TICAD, which has been organised under the leadership of Japan, is still high. To fulfil the expectations from Africa, it is strongly requested to improve organisational structure and follow-up system, to make the statements and promises of the main meeting substantial, and also to strengthen the commitment to the realization of what is stated and promised.

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| <b>Chapter 6      Recommendations</b> |
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We make the following recommendations to TICAD IV and Japan’s policies to Africa, on the basis of the evaluation results.

**Recommendation 1: African citizens should be the main beneficiaries of ODA to**

### **Africa by the Japanese government**

While paying our respect to the people who are struggling against poverty under difficult conditions, we shall request that ODA should be used to eradicate poverty from the world. As defined by the OECD/DAC, the main objective of ODA is “promotion of the economic development and welfare of developing countries”. However, the proposals for foreign policy issued by the Liberal Democratic Party of Japan and Nippon Keidanren in 2007 clearly stated that “ODA is a strategic tool for promoting the national interests of Japan”. It is difficult to find any sense of community or solidarity with the poor in Africa in their attitude. Such an attitude toward ODA would never gain international acceptance, and rather it would only be understood by other countries that Japanese ODA is a self-centred, narrow-minded tool for increasing national profit.

### **Recommendation 2: The ownership for the development of Africa should be returned to Africa**

The recent efforts by the international community to enhance ownership of Africa through ODA reform is positive change. Such a change should be the outcome of recognition that not only the recipients but also the donors are accountable for the problems in foreign aid. The Paris Declaration on Aid Effectiveness plays an important role in the ODA reformation. The essential part of the Declaration is not only having recognized the importance of recipients' ownership, and the need for reformation of ODA, but also urging donors to reform ODA by setting out the target dates and indicators. We appreciate the role played by the Japanese Government in the preparation for the Paris Declaration on Aid Effectiveness, and, at the same time, urge the Japanese Government to adhere to the requirements stated in the Declaration.

We request that ODA be delivered to Africa in compliance with the Paris Declaration, and also that the international community, including Japan, should reform ODA ahead of the Declaration. The Paris Declaration regards the governments of African countries as the main players of development. However, the real players should be the African citizens. We should not forget that the main objective of ODA is to facilitate self-sustaining development for the citizens, and that construction of infrastructure for industrial development and enhancement of governmental function through ODA are nothing more than tools for expediting the achievement of the objective.

### **Recommendation 3: African people should play the major role in African development**

As Amartya Sen stated, we believe that the African people will be free from poverty when they play the major role in their own fate. This means that decision making rights for distribution, modality and even project design of the whole ODA programme should be put in the hands of the government, the civil society, and the people of Africa. In order to do so,

capacity of the people and civil society should be enhanced, perhaps more than that of the government, and ODA should be reformed so that most of it will be delivered directly to the people and civil society. Our recommendation implies that the capacity of the people and the civil society should be enhanced, and supported for the self-sustaining life of the people (such as through micro-credit) should be increased. It also implies that the civil society should commit itself to reinforce its own governance and accountability.

In order to enhance the capacity of the civil society and to construct a mutually beneficial network, we propose the establishment of “Africa Partnership Fund”. The Fund is a unique trial of international cooperation governance to be created by the governments and the civil society, and operated based on their equal partnership. Both the African and the donor governments take part in the Fund operation as practical operators, and both the civil societies of the African and donor countries act as representatives of the poor.

**Recommendation 4: TICAD IV should be an opportunity to design practical measures against poverty, hunger, and inequality in Africa**

The themes of TICAD IV should be determined through discussion with Africa. The Japanese Ministry of Foreign Affairs has announced that “boosting economic growth”, “ensuring human security including achieving the MDGs and consolidation of peace”, and “addressing environment and climate change issues” will be the three major agendas of TICAD IV. However, since TICAD IV is a conference on the development of Africa, its agendas should not be one-sidedly determined without seeking the opinion of African people. Based on discussions with African civil society organisations, we believe that “reduction of poverty, eradication of hunger, and elimination of inequality” should be the mission of TICAD IV.

we recommend that TICAD IV should officially accept the participation of the civil society. TICAD IV could be the first TICAD where the citizens officially participate and information can be widely exchanged. Since the establishment of TICAD, African and Japanese civil society have been seeking their official participation in TICAD, although such participation has yet to be realized. We believe that official participation of the civil society in TICAD will be invaluable in order for the discussions on development at TICAD to be earnest, to gain the interests and the understandings of Japanese and African citizens, and to contribute to the reduction of poverty and elimination of inequality in Africa.

**Recommendation 5: The Japanese Government should show new leadership at TICAD IV**

We request the Japanese Government to announce the following commitments at TICAD IV, and to lead the international community to strengthen the support for Africa at the coming Toyako Summit.

## **TCSF Recommendation for “Commitments of the Japanese government at TICAD IV”**

### **1. Achieve the target of spending an ODA/GNI ratio of 0.7% by 2013**

The United Nations requires achievement of the target of ODA/GNI ratio of at least 0.5% by 2009. We call on the Government of Japan to commit itself to attaining the target ODA/GNI ratio of 0.7% by 2013 (year of TICAD V), in order to contribute to the achievement of the MDGs by 2015. At TICAD IV and Toyako Summit, Japan, as the presidency holder, should take initiative to fulfill its own commitment, and should also urge other member countries to keep their promises.

### **2. Implement faithfully the commitments already made on ODA**

During Gleneagles Summit in 2005, Junichiro Koizumi (Prime Minister of Japan at the time) announced that Japan intended to increase its ODA volume by US\$ 10 billion in aggregate over the five years from 2005 to 2009. Also during the previously held Asia-Africa Conference (so called Bandung Conference), he promised that Japan would double its ODA to Africa compared to the year 2003 within 3 years (by 2007). However, the amount of increase included that for debt cancellation. The Japanese Government should fulfill the pledge by paying “direct financial expenditure”, which excludes the amount for debt cancellation. This is because the amount reaching the poor would never increase even when the debts owed by the recipient Governments in the past were subtracted.

### **3. Improve the quality of ODA and quadruple aid to Africa by the next TICAD**

Japan should increase aid to Africa four times compared to 2005 by the next TICAD, while developing solid monitoring and evaluation system in TICAD IV to ensure accountability and transparency of its process. The increase is also important for Japan to lead the discussion about cooperation to Africa, as the host of TICAD IV and Toyako Summit.

### **4. Maintain the ratio of grant aid at 3/4 or higher of the total aid to Africa**

The ratio of grant aid to support African countries should be maintained at 3/4 or higher. It is well known today that both aid absorption capacity of aid and economic efficiency of large-scale infrastructure are quite low in the African public sector, and that aid through loan is not appropriate to poorest African countries. A new, innovative system for credit to African countries should be devised, a credit system that can be used effectively and repaid regularly, and most importantly, that could help the poor. Until such a system is established, delivering credit should be restricted to a trial level in terms of the benefit for the poor.

### **5. Facilitate participation of the citizens in the debt reduction process**

Since 1996, debt relief under the HIPC Initiative has been implemented, helping the poorest countries reduce their debt. However, the benefit of the debt relief is not sufficiently provided to the poor. Debt relief should enable the government to increase financial expenditure to struggle against poverty, to effectively support the poor, and to promote democracy. So that the debt relief is beneficial to the poor, the civil society should be involved in the debt relief process. In addition, in order to gain consent of the Japanese people about debt relief, it is essential to increase commitment of the Japanese civil society to international debt relief. Information on international debt should be open to the public, participation of citizens in the debt relief process should be sought, and a framework to facilitate discussion and cooperation about this topic between African and Japanese civil societies should be organised and secured.

## **6. Adopt “New Africa-Japan Partnership Declaration”**

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In order to recognize TICAD IV as a new stepping stone for cooperation with Africa, we recommend both Africa and Japan to announce a new partnership declaration. However, we do not define any items or content of the declaration unilaterally because we believe the declaration can be announced only when both the civil society and the Governments from both Africa and Japan decide together and reach an agreement. As a Japanese civil society organisation, we suggest the following to be included in the declaration:

Africa and Japan shall:

- 1) Implement joint assessment of a newly planned ODA involving the citizens;
- 2) Assess yen loan with citizen involvement before resuming full-scale delivery to Africa;
- 3) Set up a citizens’ committee that consists of the civil society organisations from both the partner country and Japan in each African country to seek participation of the citizens in all the processes from the policy-making to the implementation of ODA; and
- 4) Officially support an exchange programme for 30,000 individuals in order to enhance solidarity between the civil society organisations from Japan and Africa.

## **Chapter 7      Future of TICAD**

TICAD IV needs to involve not only the sponsors, but also African nations and African civil society to discuss the regeneration of TICAD. We believe that TICAD can be regenerated only through transforming it into a conference to think about African development *with the people of Africa*. For this purpose, we need to realize the formal participation of African and Japanese civil societies in TICAD. For the regeneration of TICAD, the following operational structure needs to be considered:

- (1) TICAD should be an international conference participated not only by Heads of States, but also by civil societies through their formal participation;
- (2) TICAD should be transformed into a development forum of the AU;
- (3) Objective and functions of TICAD should be jointly redefined by AU, African Nations, and the civil society; and
- (4) The new development forum should have an independent and permanent office.

Furthermore, in order for TICAD to bear substantive results and impact contributing to the achievement of the MDGs, it is important in TICAD that the following issues are discussed, and their strategies are formulated.

- (1) Empowerment of African civil societies and people to promote their participation in the development processes; democratization of African nations; and strengthening legal institutional set up to systematically support participation of civil societies and people.
- (2) Collaboration with the civil society to strengthen strategies to penetrate into government administrations to prevent corruption, discrimination, and violence by the African Governments.
- (3) As a specific starting strategy after TICAD IV for poverty and hunger reduction: review Japanese, Asian, and African knowledge and experiences of agriculture and rural development; consider analysis from the perspectives of climate change and environmental issues; implement comprehensive survey and research on African rural development; draw and implement specific action plans with collaboration from African and Japanese civil societies.
- (4) Improve institutional set up to enable peasants, residents, civil societies, and private enterprises of Africa, Asia, and Japan to utilize Japanese ODA for inducement of trade, investment, and economic growth in Africa.

we strongly appeal the importance to reconstruct the validity of TICAD with TICAD IV as a turning point. This can be done through strengthening mutual understanding and partnerships between African and Japanese civil societies and realizing African development *by* the African people, *for* the African people. Hosting Toyako Summit in Japan within the same year of TICAD IV should not end as a mere coincidence. It should not be forgotten that to call for the attention and action of Japanese society toward the international movement against poverty in Africa is the existing and renewed "mission" of TICAD.

In 2008, we will monitor TICAD IV and receive comments on TICAD IV from aid related organisations, international organisations, African Diplomatic Corps, and the African and Japanese civil societies. Based on these processes, we will provide lessons and recommendations to be published in the coming 4th issue of the TCSF White Paper.

We appreciate continued understanding and support for TCSF, and truly look forward to the big leap of TICAD IV and the future of TICAD to be utilized as a place for African development.