

Third-party evaluation 2007
The Ministry of Foreign Affairs of Japan

Evaluation of Japanese Assistance to Africa through the TICAD Process

March 2008

Preface

This report is a summary of the “Evaluation of Japanese Assistance to Africa through the TICAD Process” undertaken by the External Advisory Meeting on ODA Evaluation and requested by the International Cooperation Bureau of the Ministry of Foreign Affairs.

Japan’s Official Development Assistance (ODA), since its commencement in 1954, has contributed to addressing the international and domestic issues which vary with the times. Recently, there have been increased domestic and international calls for more effective and efficient implementation of assistance. The Ministry of Foreign Affairs, as the coordinating ministry for ODA, has been conducting ODA evaluation mainly at the policy level with two main objectives: to support the implementation and management of ODA and to ensure its accountability.

Co-hosted by the Government of Japan, the United Nations and the Global Coalition for Africa (GCA), the Tokyo International Conference on African Development (TICAD) was first convened in 1993. Since then, TICAD has been held every 5 years (TICAD II in 1998, and TICAD III in 2003), and has now well established itself as a continuous process that signifies Japan’s commitment to assisting Africa’s development. Its fourth meeting (TICAD IV) is planned in May 2008. Thus, this evaluation study has aimed at assessing Japan’s ODA towards Africa in the context of TICAD as a continuous process (hereinafter referred to as the “TICAD Process”).

Based upon the evaluation outcomes, this study has revealed certain lessons and recommendations that should serve well in furthering the significance of the TICAD Process in the future. In carrying out this evaluation study, our evaluation team was formed with a mission to conduct field survey in the case-study countries (Kenya and Uganda) and interview their governmental agencies, international organizations and various other related parties. The evaluation team also collected all necessary data and information that comprise the foundation of this study.

The External Advisory Meeting on ODA Evaluation is an informal advisory body of the Director-General of the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan, formed to improve the objectivity in evaluation. The Meeting is commissioned to conduct an evaluation of ODA and to report results and

recommendations to the International Cooperation Bureau of the Ministry of Foreign Affairs. Mr. Katsuya Mochizuki, a member of the Meeting and Director in Charge at the Inter-disciplinary Studies Center at the Institute of Developing Economies, was in charge of this evaluation.

Prof. Fumihiko Saito, Professor on Development Studies, Faculty of Intercultural Communication at Ryukoku University, and Mr. Kazuhito Suga, Deputy Secretary-General of Japan International Volunteer Center, both being advisors to the study, made enormous contribution to this report. Likewise, the Ministry of Foreign Affairs, the Japan International Cooperation Agency (JICA), the Japan Bank for International Cooperation (JBIC) and the ODA Taskforces also gave their cooperation. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study. The ODA Evaluation Division of the International Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination. All other supportive works including information collection, analysis and report preparation was provided by Mizuho Information & Research Institute, Inc., under commission of the Ministry of Foreign Affairs.

Finally, we wish to add that the opinions expressed in this report do not necessarily reflect the view or position of the Government of Japan or any other institution.

March 2008

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Outline of the Evaluation of Japanese Assistance to Africa through the TICAD Process

1. Evaluation results

(1) Relevance of policy

Overall, Japan's ODA towards Africa through the TICAD process is generally consistent with global development agenda such as MDGs, domestic policy framework such as the ODA Charter, and the development policies of the recipient countries. However, lack of sufficient focus is observed in a number of areas such as "gender equality", "environmental protection", and "dialogue with civil society".

(2) Effectiveness of results

While a rise in ODA outlay in recent years deserves a positive appraisal, it may have taken a little too long before such increase was materialized. While the recipient countries have experienced certain degree of improvements in their MDG indicators in general, those are not significantly sufficient in absolute terms. Therefore, it has to be concluded that the contribution of Japan's ODA towards the improvements of the MDG indicators has rather been limited in Africa, though it must have provided certain degree of stimulation.

(3) Appropriateness of processes

Japanese assistance process has generally proved its appropriateness in terms of consultation/coordination with recipient governments, other donors and local implementing agencies, as well as in terms of facilitating regional cooperation. However, there are rooms for future improvements particularly in regard to the length of preparation/negotiation process, procedural complexities, and length of decision-making/communication process.

2. Recommendations

(1) Tackling development challenges that are not followed up

Japan's ODA policy towards Africa should map out its policy approach to issues such as "gender equality", "environmental protection", and "dialogue with civil society" in a much clearer fashion.

(2) Enhancing "comprehensive and holistic" assistance

Compared with other donors, Japan possesses a strong comparative advantage in providing "comprehensive and holistic" assistance, which effectively links the infrastructure-building assistance with a "Soft" assistance

such as technology-transfer and capacity-building. Such mode of assistance should be further promoted.

(3) Greater emphasis on MDGs in the formulation of assistance policies

Considering the significance of the MDGs, assistance should be aimed to be designed and implemented to realize visible effects, by improving MDG indicators.

(4) Assistance which effectively promotes trade and investment and economic growth

In due consideration to the local needs of recipient countries, the TICAD process should pursue an effective means of assistance that can bear visible and substantial fruits to their economic growth and trade/investment inflows.

(5) Further strengthening of South-South cooperation

The TICAD process should further emphasize and promote South-South cooperation that effectively links otherwise independent, but similar in content, assistances that are spread over neighboring countries.

(6) Stronger partnerships with other donors


The TICAD process, which is co-hosted by the UN and the World Bank, and participated by various other donor countries and institutions, should continue to serve as an effective vehicle for further deepening of the partnership among various donors.

CONTENTS

Preface	i
Outline	iv
Contents	vii
Summary (Short Version)	1
Summary (Long Version)	7
I. Evaluation Methodology	7
I-1 Outline of the Evaluation Study	7
I-1-1 Background and Objectives	7
I-1-2 Evaluation Scope	7
I-2 Case Study	8
I-3 Framework and Perspectives of Analysis	8
I-4 Evaluation Methodology	9
II. Evaluation of “Japanese Assistance to Africa through the TICAD Process”	10
II-1 Policy Relevance	10
II-1-1 Consistency with the Global Development Agenda	10
II-1-2 Consistency with Domestic Policies	13
II-2 Effectiveness of Results	15
II-2-1 Effectiveness in terms of ODA Investment	15
II-2-2 Effectiveness in terms of Outcome Indicators	18
II-3 Appropriateness of Processes.....	21
II-3-1 Appropriateness of Consultation/Coordination with Recipient Governments.....	21
II-3-2 Appropriateness of Consultations/Coordination for Aid Coordination with Other Donor Countries and Organizations	23
II-3-3 Appropriateness of Consultation/Coordination with Implementing Agencies	24
II-3-4 Appropriateness of Matching of Japanese Development Assistance Resources with Development Needs of Recipient Countries	24
II-3-5 Appropriateness of Efforts Aimed at Regional Cooperation.....	26
III. Lessons and Recommendations	28
III-1 Perspective of “Policy Relevance”	29
III-1-1 Need for Tackling Development Challenges that Are Not Followed Up	29
III-1-2 Need for Enhancing Comprehensive and Holistic Assistance	32
III-2 Perspective of “Effectiveness”	34

III-2-1	Need for Greater Emphasis on MDGs in Formulation of Assistance Policies.....	34
III-2-2	Need for Assistance which Effectively Promotes Trade and Investment and Economic Growth.....	36
III-2-3	Need for Balance between “Quantity” and “Quality” in Education	37
III-3	Perspective of “Appropriateness of the Assistance Process”	37
III-3-1	Need for Further Strengthening of South-South Cooperation.....	37
III-3-2	Need for Stronger Partnerships with Other Donors	41
III-3-3	Need for Strengthened Coordination amongst Independent Aid Modalities ..	43
	Map of African Continent	44
	Map of Republic of Uganda	45
	Map of Republic of Kenya.....	46

**Evaluation of Japanese Assistance
to Africa through the TICAD Process**
(Third-party Evaluation / Priority Issue Evaluation)

<p>1. Theme: Japanese Assistance to Africa through the TICAD process</p>	
<p>2. Country: 53 African countries (Field study countries: Uganda and Kenya)</p>	
<p>3. Evaluators:</p> <p>(1) Chief Evaluator: Katsuya Mochizuki, Director in Charge, Inter-disciplinary Studies Center, Institute of Developing Economies Member of the MOFA External Advisory Meeting on ODA Evaluation</p> <p>(2) Advisors: Fumihiko Saito, Professor on Development Studies, Faculty of Intercultural Communication, Ryukoku University Kazuhito Suga, Deputy Secretary-General, Japan International Volunteer Center</p> <p>(3) Consultants: Mizuho Information & Research Institute, Inc.</p>	
<p>4. Period of Evaluation Survey: –August 2007 to March 2008</p>	
<p>5. Descriptions of Evaluation:</p> <p><u>(1) Evaluation Objective:</u> By conducting an overall review of Japanese Assistance to Africa through the TICAD process, this evaluation aims at extracting policy lessons and recommendations that will help chart the future course of “Japan’s ODA policy towards Africa”, thereby enhancing the significance of the follow-up process after TICAD IV meeting in 2008. The evaluation also aims to ensure the Government’s accountability by disseminating its results.</p> <p><u>(2) Evaluation Scope:</u> In general, this evaluation covers the policy frameworks (or pillars) initiated as follow-ups to TICAD II and III, as well as specific policies/programs that represent the undertakings of those frameworks. The case-study also makes general review of Japanese assistance to the subject countries. The evaluation period is from Year 2000 to 2006.</p>	

(3) Evaluation Methodology:

This evaluation focuses on three perspectives; i.e., “relevance of policy”, “effectiveness of results”, and “appropriateness of processes”. The evaluation has entailed bibliographical survey and interviews to experts in the subject field. Field survey in Uganda and Kenya was also conducted.

6. Evaluation Results:

(1) Relevance of Policy:

The evaluation has confirmed that Japanese assistance to Africa through the TICAD process has attained an overall validity, as it is generally consistent with the global development agenda set out by instruments such as Millennium Development Goals (MDGs), the Tokyo Agenda for Action, TICAD Tenth Anniversary Declaration, and the Summary by the Chair of TICAD III. However, from more specific perspectives, a sufficient level of such consistency is yet to be achieved in some issue areas emphasized by the MDGs, namely they are “gender equality” and “environmental protection”. Further, Japan’s ODA has not addressed specifically the theme of “Dialogue with Civil Society” as advocated by the Summary by the Chair of TICAD III.

The evaluation has confirmed policy validity also in the domestic context, as Japanese Assistance to Africa through the TICAD process has been generally consistent with the national framework of development assistance policies, which is expressed in the ODA Charter and the Mid-Term Policy on ODA.

(2) Effectiveness of Results:

Along with the recent upward trend of the global flows of assistance to Africa, the amount of Japan’s ODA to the region has shown a rapid growth since 2004, owing mainly to the expansion of grant aids to the Sub-Sahara African countries. Since 2004, about 60-80 % of Japanese grant aids to the region are comprised of debt relief. This can be viewed as a substantial achievement of the assistance through the TICAD process, as TICAD III in 2003 upheld debt relief as one of the major elements in Japanese assistance policy towards Africa. The amount of grant aids excluding debt relief is also on a relative rise, scoring an annual increase of 20% in 2006. While that should certainly deserve a positive appraisal, it may have taken a little too long before such increase of ODA provision was materialized, especially considering the fact that the TICAD process had been initiated long before then in the early 1990s.

The MDG indicators pertinent to the theme of “human-centered development” have shown relative degree of “improvements” in general. However, in absolute terms, those improvements are not significantly sufficient; in fact, quite a few of the African countries are experiencing digression on some of those MDG indicators. It will be an impossible

task to ascertain how much contribution Japan's ODA has made to the shifts of those MDG indicators. Still, considering the fact that Japan has placed a strong emphasis on the notion of "human-centered development" as a pillar of its ODA policy, it has to be concluded that the contribution of Japan's ODA towards the improvements of the MDG indicators has rather been limited in Africa, though it must have provided certain degree of stimulants.

Of the development indicators that relate to "poverty reduction through economic development", the indicators for "IT infrastructure building" have shown sufficient degree of improvement, while "proportion of land area covered by forests", which relates to the development state of "agriculture and agricultural communities", has rather deteriorated. Concerning the theme of "economic growth", its related indicators have shown improvements in general since the end of the 20th century. However, a clear path of rapid economic growth, which is typically led by "manufacturing industry", "export of manufactured goods", or "private sector investment", is yet to be achieved. This is also an area where Japan's ODA is expected of achieving greater effectiveness.

(3) Appropriateness of Processes:

In terms of consultation/coordination with the recipient governments, Japanese assistance process has attained a sufficient level of appropriateness, as evidenced by the high appraisals it has received in the case-study countries. Concerning the issue of preparatory/negotiation periods which typically expand over a long time in Japan's ODA formulation, many of the concerned parties in fact give it a positive view as they can facilitate smoother implementation of the programs once they are started; while some others consider "speed" of assistance as a problem.

In the case-study countries, Japan is appraised as proactively engaging itself in consultation/coordination with other donors; which is an additional piece of evidence regarding the appropriateness of Japanese assistance process.

The case-study countries have also shown their general appraisal of Japanese assistance process in terms of consultation/coordination with local implementing agencies. Such consultation/coordination can be an effective process for clarifying critical issues and tasks through mutual collaboration. It can also assure the recipients of continual support for implementation up to a certain period. On the other hand, some pointed out as problematic that such consultation/coordination process can pose an excessive amount of paperwork, or that it can prolong the decision-making process as the local missions are not accorded with strong authorities.

The development needs of recipient countries are well matched with Japanese assistance resources, particularly in the fields of infrastructure-building, promotion of

NERICA rice, and the strengthening of mathematics and science in secondary education, while stronger efforts are needed in the areas of job-training and trade/investment promotion.

Regional cooperation, or South-South cooperation, has produced successful achievements in the fields of education and capacity development, healthcare, and water and irrigation, which in themselves are good evidence of the appropriate functioning of such cooperative assistance process.

7. Recommendations

(1) Tackling development challenges that are not followed up

Japan's ODA to Africa via the TICAD process is still in lack of relevance to the cross-sectoral issues such as "gender equality", "environmental protection", and "dialogue with civil society", all of which form an important part of the global development agenda. As the "cluster approach", which is pursued by UN agencies in their preparations for TICAD IV, places its significant focus upon these cross-sectoral issues, it is a task expected of Japan to map out its future undertakings on these issues.

(2) Enhancing "comprehensive and holistic" assistance

Japanese assistance, particularly in the healthcare field, has proved the effectiveness of "comprehensive and holistic assistance" by constructing seamless linkage among various schemes, expanding from grant aids for infrastructure-building to technology-transfer and capacity-building assistance via technical assistance and volunteer programs of JICA. From the viewpoint of strengthening coordination among donors in Africa, Japan should further enhance its assistance in infrastructure-building, where it has a strong comparative advantage over other donors. On the other hand, in regard to the capacity-building and job-training assistance, opinions were raised from sources concerned that the content of the training being provided does not necessarily meet the actual labor demands in the local economies. The training-assistance programs should therefore be structured to shed a stronger focus on building a closer linkage between its content and the local market's demands, in order to strengthen its comprehensiveness.

(3) Greater emphasis on MDGs in the formulation of assistance policies

African countries are making certain progresses on MDG indicators in general, though the degree of the improvements is far from being sufficient. In fact, quite a few of them are experiencing regression on some MDG indicators. It will be an extremely difficult task to make visible improvements on BHN-related measures over a short/medium term, and in principle, it seems almost an impossible challenge to ascertain the precise degree of

Japanese contribution to such improvements. However, considering the significance of MDGs, assistance should be aimed to be designed and implemented to realize visible effects, by improving MDG indicators. For that purpose, there is a significant need for establishing a periodic and accurate data base that presents the status of the MDG indicators in African nations.

(4) Assistance which effectively promotes trade and investment and economic growth

The TICAD process has been met with considerable calls for bearing visible and practical “fruits” for Africa, such as greater flows of trade/investment to the region, which thereby generate their economic growth. The significance of Japanese assistance in the fields of capacity-/infrastructure-building can be noted more clearly if such assistance in fact generates the economic growth of recipient countries. This is a notion that shall not be dismissed carelessly in the planning and implementation of the assistance measures, as economic growth can never be attained without necessary inputs. Thus, some considerations may be due for a possible redefinition of the TICAD, which is now characterized as a non-pledging forum.

(5) Balance between “quantity” and “quality” in education

Although education in Africa has attained certain progress in terms of the school-enrolment ratio, the promotion ratio has not much improved, and the dropout rate among females remains significantly higher than that among males. In order to achieve visible advancements in those aspects, the future assistance in the education field should attach a greater emphasis on improving the “quality” of education. As the notion of “Education for All” has attained a noticeable success in the primary education worldwide, there are now calls for higher “quality” of education that sufficiently meets its “quantity” that is already in place.

(6) Further strengthening of South-South cooperation

In the context of African development, South-South cooperation has proved to be an adequate modality of assistance particularly in the fields of agriculture, healthcare, education and capacity-building. The TICAD process should further emphasize and promote South-South cooperation that effectively links otherwise independent, but similar in content, assistances that are spread over neighboring countries. Furthermore, the TICAD process should strive to establish a mechanism which deliberately constructs such cooperative ties among recipient countries, as the cases of South-South cooperation have often been dependent on individual or incidental factors.

(7) Stronger partnerships with other donors

By clearly defining a framework of Japan’s ODA policy to Africa, the TICAD process has been successful in strengthening the international image of “Japan as a donor”, thus

promoting a closer coordination of policies between Japan and other donors particularly in agriculture and healthcare fields. As Japan's ODA faces stringent budgetary constraints, partnership with other donors bears an ever greater significance. Therefore, the TICAD process, which is co-hosted by the UN and the World Bank and others, and participated by various other donor countries and institutions, should continue to serve as an effective vehicle for further deepening of such partnership.

(8) Strengthening coordination amongst independent schemes

This evaluation has revealed a number of cases where the TICAD process built a significant momentum for better coordination among multiple schemes, most notably in the healthcare field. Such "scheme coordination" shall be further promoted as it serves to attaining higher adequacy of the assistance process, and the TICAD process and its meetings are highly expected to function as an effective catalyst in that aspect.

(Note: The opinions expressed in this summary do not necessarily reflect the views and positions of the Government of Japan or any other institutions.)

Summary

I. EVALUATION METHODOLOGY

I-1 Outline of the Evaluation Study

I-1-1 Background and Objectives

Co-hosted by the Government of Japan, the United Nations and the Global Coalition for Africa (GCA) and others, the Tokyo International Conference on African Development (TICAD) was first convened in 1993. Since then, TICAD has been held every 5 years (TICAD II in 1998, and TICAD III in 2003), and has now well established itself as a continuous process that signifies Japanese commitment to assisting development of African countries. This year, its fourth meeting (TICAD IV) will be held May 28-30 in Yokohama.

This year also marks the halfway point of the Millennium Development Goals (MDGs) adopted at the UN General Assembly in 2000 as a new global development agenda, with specific targets to be achieved by 2015. The G8 Summit will also be held in Japan (G8 Hokkaido Toyako Summit, July 7-9). As the host country, the Government of Japan should carry out a comprehensive review of the current status of the MDGs worldwide, so that it can put forward to the Summit a proposal of new G8 initiative that will assist the achievement of the MDGs by 2015.

In that background, this evaluation study has conducted an overall review of Japanese assistance to Africa via the TICAD process, with a view to extracting lessons and recommendations that will help chart the future course of “Japanese assistance policy towards Africa”, thereby enhancing the significance of the follow-up process after TICAD IV meeting in 2008. The evaluation also aims to ensure the Government’s accountability to the public by disseminating its results.

I-1-2 Evaluation Scope

Amongst a vast variety of assistance schemes or programs that are extended to African countries, there is no clear distinction made between the schemes or programs that are “provided through the TICAD Process”, and those that are not. However, as the main theme of this study being “the evaluation of Japanese assistance to Africa through the TICAD process”, a particular focus will be placed on the policy frameworks (or pillars) initiated as follow-ups to TICAD II and III, as well as specific policies/programs that

represent the undertakings of those frameworks.

The period of evaluation is from Year 2000 to 2006, which coincides with the existence of the MDGs, the universal polestar of development policies in the 21st Century.

I-2 Case Study

This evaluation study entailed a field survey in Uganda and Kenya, both of which are the subject countries of case study. While an in-depth study was made on these countries, this report will not discuss the success/failure of individual programs, as the tasks expected of this evaluation study differ from those of “project-level evaluation” or “program-level evaluation.” Rather, the utmost goal of this evaluation was identified as tracing the evolutionary course of Japan’s ODA policy that overarches the various individual programs and projects in those countries, thereby extracting valuable lessons for the future improvements in ODA implementations.

Uganda and Kenya were selected as case-study countries particularly because the history of Japan’s ODA to Eastern African region spans longer than any other parts of Africa, and a wide variety of assistance schemes have been developed in that region over the course of time. For example, Kenya is one of the first recipients of Japan’s ODA, and it has continued to receive loan aids even during the period when the provision of such loans was suspended to other African countries. As for Uganda, its Government is proactively engaging itself in the assistance coordination efforts with Japan, and assistance inputs in the form of Japan Overseas Cooperation Volunteers (JOCV) and other volunteering programs have been further expanded recently. From those perspectives, both Kenya and Uganda should provide many good practices of effective assistance modalities and assistance scheme developments.

I-3 Framework and Perspectives of Analysis

As mentioned in the “ODA Evaluation Guideline, 3rd Edition” (2006), this study adopted an evaluation framework based on three perspectives; i.e., (1) relevance of policy, (2) effectiveness of results, and (3) appropriateness of assistance process.

More specifically, (1) “relevance of policy” consists of three criteria; (a) consistency with the international development agenda, (b) consistency with the national overarching

framework of development assistance, and (c) consistency with the development programs of the recipient countries.

Secondly, (2) “effectiveness of results” consists of two criteria; (a) effectiveness in terms of the actual “inputs” of ODA, and (b) effectiveness in terms of the “outcome” measures.

Lastly, (3) “appropriateness of assistance process” consists of five criteria; (a) consultation/coordination with recipient governments, (b) consultation/coordination with other donors, (c) consultation/coordination with implementing agencies, (d) compatibility between the development needs of recipient countries and the assistance resources of Japan, and (e) promotion of regional cooperation

I-4 Evaluation Methodology

This evaluation study has entailed five procedures: (1) formulation of evaluation framework, (2) bibliographical research, (3) domestic survey, and (4) field survey in case-study countries, and (5) report production through information arrangement / analysis / evaluation.

In carrying out the “report production” step, the evaluation team organized and analyzed the collected information and data in accordance with the perspectives of “relevance of policy”, “effectiveness of results”, “appropriateness of process”, and “promotion of regional cooperation.”

Furthermore, based upon the evaluation outcomes obtained through the above procedures, the evaluation study has extracted “lessons” and “recommendations”, which should serve as a valuable reference for the future formulation of effective and efficient assistance measures.

II. EVALUATION OF “JAPANESE ASSISTANCE TO AFRICA THROUGH THE TICAD PROCESS”

II-1 Policy Relevance

II-1-1 Consistency with the Global Development Agenda

(1) Consistency with the “Millennium Development Goals”

The “Millennium Development Goals (MDGs)” are international development and poverty eradication goals which were created from the “UN Millennium Declaration” adopted at the “United Nations Millennium Summit” in September 2000. Considering that the MDGs carry a great deal of weight due to the fact that they are based upon an initiative of the leaders of the UN member states and because they serve as a guide for all development policies worldwide in the 21st century, it is imperative that Japanese assistance to Africa through the TICAD process be consistent with them.

The MDGs are the product of a switch from “policies focused on economic growth” to “policies focused on comprehensive efforts to eradicate poverty”, which was the result of reflection upon the structural adjustment program development approach used during the 1980s and 1990s. Goals #1 to #7, which deal with absolute deprivation, social development (education, gender, healthcare), and the environment, all directly relate to poverty eradication; while Goal #8 relates to economic growth as a necessary factor for reducing poverty and fostering sustainable development.

Compared with this, Japan’s TICAD II and III follow-ups have “social development”, “economic development”, “human-centered development”, and “poverty reduction through economic growth” as their pillars and place consistent focus on education, healthcare, water supply, agriculture, trade, and investment.

Thus, Japan’s policy for development assistance to Africa through the TICAD process can be assessed as being generally consistent with the MDGs in its emphasis on economic development for the purpose of alleviating absolute deprivation, promoting social development and reducing poverty. Also, in the transition from the TICAD II follow-up to the TICAD III follow-up, the rephrasing of “economic development” as “poverty reduction through economic growth” can be seen as a response to the establishment of the MGDs, particularly its first goal of poverty reduction, which occurred in the time between TICAD II and TICAD III.

When we look at the follow-ups for Japan’s TICAD II and III alongside the 18 targets of

the MDGs, we see that for those targets related to absolute deprivation and social development, i.e., targets 1 and 2 (poverty and hunger), target 3 (education), targets 5 – 8 (healthcare), and target 10 (water and sanitation), as well as those targets related to economic development, i.e., targets 12 – 15, we see that Japan's policies are sufficiently developed. At the same time, however, for targets 4 (gender), 9 (environment), 11 (slums), 16 (employment), 17 (cooperation with pharmaceutical companies) and 18 (IT), Japan's policies directly responding to these areas appear lacking. Thus, for certain areas addressed by the MDGs, Japan's policy for development assistance to Africa through the TICAD process does not demonstrate a clear focus, and even where individual projects addressing these areas exist, they do not appear to be a part of larger, consciously arranged and systematized effort.

(2) Consistency with the TICAD II Tokyo Agenda for Action

The TICAD II Tokyo Agenda for Action is an action plan for the primary themes, underlying principles, approaches and cross-cutting themes of the TICAD process agreed upon by member states and organizations. Thus, it is relevant to ask whether Japanese assistance to Africa through the TICAD process is consistent with this action plan.

The Tokyo Agenda for Action puts forward three approaches: (1) Strengthening coordination among external partners, (2) Regional cooperation and integration, and (3) South-South cooperation. The cooperation with UN agencies is one of the typical examples addressing (1), and the support for the African Union (AU) and the New Partnership for Africa's development (NEPAD) addresses (2), in the Japanese follow-up process of TICAD II and III. In particular, Japan has a high appreciation for NEPAD, demonstrated by the fact that, following its adoption by the AU summit in July 2001, an unprecedented step was taken five months later in December in the form of a ministerial meeting (TICAD Ministerial-level Meeting) which was held independently of any regular TICAD conference and which gave the international community its first opportunity to meet together and exchange opinions regarding NEPAD. As for (3) South-South cooperation, the Asia-Africa Initiative has become a key feature of Japanese assistance to Africa through the TICAD process.

The "Action Plan" section of the Tokyo Agenda for Action puts forward three major themes: (1) Social Development and Poverty Reduction, (2) Economic Development, and (3) Basic Foundations for Development. In comparison, the core themes of Japan's TICAD II follow-up are almost identical, i.e., "social development", "economic

development”, and “foundations for development”. While the follow-up for TICAD III has rephrased “social development” as “human-centered development”, “economic development” as “poverty reduction through economic growth” and “foundations for development” as “consolidation of peace”, conceptually it is an heir to the three major themes of the Tokyo Agenda for Action.

Furthermore, when the individual items under the approaches, cross-cutting themes and action plan for the Tokyo Agenda for Action are compared in detail with the follow-ups for TICAD II and III, it is apparent that response policies and measures have been developed for nearly all of the items.

Thus, Japan’s policy for development assistance to Africa through the TICAD process can be assessed as being almost wholly consistent with the TICAD Tokyo Agenda for Action. However, as was the case with the MDGs, there exist no clear policies addressing the cross-cutting themes of “Gender mainstreaming” and “Environmental management”. This demonstrates the existence of partial inconsistency with the Tokyo Agenda for Action.

(3) Consistency with the “TICAD III Tenth Anniversary Declaration” and the “Summary by the Chair of TICAD III”

The final results of TICAD III were the “TICAD III Tenth Anniversary Declaration”, which provides the future vision of the TICAD process, and the “Summary by the Chair of TICAD III”, which lays out in greater detail the eight development issues which are to be given priority. Japanese assistance to Africa through the TICAD process must be consistent with the content of these two documents.

The Tenth Anniversary Declaration gives “Leadership and People's Participation”, “Peace and Good Governance”, “Human Security”, and “Respect for Distinctiveness, Diversity, and Identity” as the four themes which require a continued emphasis. When compared with the TICAD III follow-up, “Peace and Good Governance” is equivalent to “consolidation of peace”, and “Human Security” is equivalent to “human-centered development”. The remaining themes of “Leadership and People's Participation” and “Respect for Distinctiveness, Diversity, and Identity” do not have counterparts amongst the three pillars of the follow-up; however, the basic policy towards development assistance to Africa has firmly adhered to the principle of “African ownership” and since 2001 has been specifically connected to support for NEPAD. Also, “People’s Participation” is emphasized in the community development carried out for the purpose of

consolidating peace, and in the ownership delegated to the local communities and organizations receiving assistance. This is specifically seen in the “African Village Initiative” where citizens and organizations take the initiative with decision-making.

Thus, Japan’s policy for development assistance to Africa through the TICAD process can be assessed as being consistent with the TICAD Tenth Anniversary Declaration.

Of the eight issues given under the Development Agenda of the Summary by the Chair of TICAD III, “consolidation of peace” and “human-centered development” directly correspond to two of the three pillars of Japan’s TICAD III follow-up. Also, “Infrastructure” and “Agricultural Development” correspond to the central focus of the pillar of “poverty reduction through economic growth” and to “infrastructural improvement” and “agricultural and agricultural community development”. Furthermore, policies exist which correspond to the issues of “Capacity Building”, “Private Sector Development”, and “Expansion of Partnerships”.

However, for the last issue of “Dialogue with Civil Society”, no clearly corresponding policies can be found within the follow-up. This issue is strongly connected to the development process, but the follow-up contains no policies even partially consistent with it.

Thus, with the exception of “Dialogue with Civil Society”, Japan’s policy for development assistance to Africa through the TICAD process can be assessed as being almost wholly consistent with the Summary by the Chair of TICAD III.

II-1-2 Consistency with Domestic Policies

The “Official Development Assistance (ODA) Charter” is the foundation of all Japanese ODA and stipulates Japan’s philosophy regarding ODA, its principles for ODA implementation, the formulation and implementation of ODA policy, and other aspects of ODA decided upon by the Cabinet. The “Mid-Term Policy on ODA” is the basic policy operating underneath the ODA Charter for the effective and efficient implementation of unified and consistent ODA. Japanese assistance to Africa through the TICAD process must, therefore, be consistent with the ODA Charter and the Mid-Term Policy on ODA.

(1) Consistency with the ODA Charter

The fundamental policy of both the old and new ODA Charter is, first and foremost,

“Supporting self-help efforts of developing countries”. This is the most important principle for the TICAD process and for all Japanese assistance provided under that process; and it demonstrates respect for the principle of ownership by developing countries. Also, the current charter has added a “Perspective of ‘Human Security’” with which the core principle of “human-centered development” contained in Japanese assistance to Africa since TICAD III is in agreement. The ODA Charter was revised one month prior to the start of TICAD III, and the changes made to the policies for development assistance to Africa through the TICAD process were made in light of the revised ODA Charter.

The main priority issue of the ODA Charter is “Poverty reduction” (“Basic human needs (BHN)” under the old ODA Charter), and the TICAD follow-up core principles of “social development”, “human-centered development” and “poverty reduction through economic growth” are all in agreement with this. Then there is “Sustainable growth” (a consolidation of “Capacity development”, “Infrastructural improvement”, and “Structural adjustment” from the old charter), to which the TICAD follow-up core principle of “poverty reduction through economic growth” is tied. Infrastructural improvement is a priority and a key feature of Japanese assistance to Africa. In addition, the priority issue of “Peace-building”, which has been added to the current charter, is almost identical in content to the post-TICAD III core principle of the “consolidation of peace”, which was referred to as “foundations for development” after TICAD II. This principle was rephrased during the discussions leading up to TICAD III, and the ODA Charter was also revised in light of this.

Both the old and new ODA Charter designates Asia as a priority region due to its close relation with Japan. And both charters designate Africa as “Other”; however, in contrast to the old ODA Charter which lumps Africa together with the Middle East, Central and South America, Eastern Europe and Oceania as “Other Regions”, the current ODA Charter briefly touches on each region separately. In tandem with the TICAD process, the importance of Africa within Japan’s overall ODA policy is growing.

In this way, Japan’s policy for development assistance to Africa through the TICAD process can be assessed as being generally consistent with the old and new ODA Charter.

(2) Consistency with the Mid-Term Policy on ODA

The first Mid-Term Policy on ODA was drafted a full seven years after the then current

ODA Charter, and its contents are more or less in line with the current ODA Charter drafted afterwards in 2003. The policy's basic stance is to promote self-help efforts and ownership as well as "human security"; and its priority issues are poverty reduction, infrastructural assistance, and capacity development. All of these are identical to the current ODA Charter.

The current Mid-Term Policy on ODA, meanwhile, was drafted one and a half year after the current ODA Charter was created and shares the same priority issues. However, it bears noting that the Mid-Term Policy on ODA focuses "mainly on issues that Japan needs to present its position at home and abroad with a view to implementing ODA more strategically in accordance with the ODA Charter" and it places special emphasis on the issue of "Human Security", which is taken from the Basic Policies of the ODA Charter.

Thus, both the former and the current Mid-Term Policy on ODA are in agreement with the philosophy and principles of "emphasizing ownership", "social development", human-centered development" and "poverty reduction through economic growth" found in development assistance to Africa through the TICAD process and can be assessed as being consistent.

II-2 Effectiveness of Results

II-2-1 Effectiveness in terms of ODA Investment

(1) Shift in the Amount of ODA to Africa

Bilateral ODA (both total assistance and net disbursement based) from Japan to Africa (including the five countries of North Africa (Algeria, Egypt, Libya, Morocco, and Tunisia) and Sudan) was stagnant at around 700 million dollars annually for 2002 and 2003; however, this amount rebounded to the 1 billion dollar level in 2005 and rapidly rose past 2.5 billion dollars in 2006. The year-on-year percentage increase during this time was 19.2% for 2004, 31.4% for 2005, and 133% for 2006. Japanese ODA to Africa increased by around 370% from 2002 to 2006.

Also, looking at the breakdown of Japanese ODA to Sub-Saharan Africa (including Sudan) compared with the five countries of North Africa shows that up until 2004, 80% of ODA went to Sub-Saharan Africa and 20% went to North Africa; but in 2005 and 2006 nearly all ODA went to Sub-Saharan Africa and the amount of this ODA sharply increased.

The 10 – 15% of total bilateral ODA that traditionally went to Africa jumped to 34.5% in 2006. Sub-Saharan Africa alone claimed 33.6% of total ODA, exceeding the 26.8% given to Asia and becoming the largest recipient of Japanese ODA.

(2) Category-specific Breakdown of ODA to Africa

A category-specific breakdown of ODA to Africa shows that nearly all ODA comes in the form of grants. In particular, loans to governments have become negative since 2004 (the amount collected is larger than the amount loaned), while a look at grants shows the tremendous expansion in the amount of assistance directed towards Africa. Grants exceeded 3 billion dollars in 2006 – a 440% increase over 2002.

The total percentage of grants extended by Japan to Africa is also rapidly increasing. Traditionally Africa makes up 15 – 20% of all Japanese grants; however, this percentage reached a record 29.3% in 2004. It briefly experienced a sharp decline to 16.7% in 2005 as grants to the Middle East expanded, but in 2006 it leaped up to 39.3%. Sub-Saharan Africa alone received 38.4% of all Japanese grants, greatly exceeding the 22.0% given to Asia and shooting it to the top of the regions receiving grant assistance.

It should also be noted that the percentage of grants being given to Sub-Saharan Africa out of the total grants given to Africa is also increasing. In 1999, 86.1% of grants to Africa went to Sub-Saharan Africa; however, since 2002 this figure has remained a nearly consistent 90%, reaching 97.8% in 2006.

(3) Debt Relief in ODA to Africa

While there has been a rapid increase in recent years in grant-focused ODA to Sub-Saharan Africa, the majority of this has come in the form of debt relief. Looking at a breakdown of debt relief and non debt relief grants given to Sub-Saharan Africa since 2004 (no debt-relief is given to the five countries of North Africa), it shows that 60% to 80% of grants are given in the form of debt relief. Of the more than 3 billion dollars in grants given in 2006, 2.35 billion dollars (78.0%) was debt relief. The comparative shift over time in non debt relief grants since 2004 (data constraints prevent comparison with years prior to this) went from 540 million dollars in 2004 to 550 million dollars in 2005 (a 3.0% increase) to 660 million dollars in 2006 (a 20.3% increase).

(4) Shift in Japan's Position in the World in Development Assistance to Africa

Looking at the shift over time in the top five countries providing monetary development assistance to Africa shows that, since 1999, the United States and France have remained the top two donors. The combined share of development assistance given by the United States and France makes up roughly 1/4th of all assistance provided by the international community. Compared with this, between 1999 and 2000 Japan was the world's 3rd largest donor of development assistance to Africa; however, starting in 2001, the effect of Japan's shrinking ODA budget and other factors dropped Japan to below 5th place from 2002 to 2005 (7th place for 2002, 8th place for 2003, and 6th place for both 2004 and 2005). In 2006, though, there was a sharp rise in ODA to Africa, putting Japan back amongst the top five countries (5th place). Japan's total share of global assistance to Africa has also rebounded; while not at the 7.9% it was in 2000, it has surpassed 6.0%.

The total amount of assistance to Africa by the international community has gradually increased since 2000, with the amount in 2006 being 250% greater than in 1999. Of this, the amount of expansion in development assistance given by the G7 nations (except for Japan) has been particularly remarkable. The scale of development assistance from these nations in 2006 was nearly 350% higher than it was in 1999; and with a contribution rate of 57.1%, they provided the driving force behind the overall expansion in development assistance to Africa which has taken place since 1999.

Meanwhile, due to the overall contraction in Japanese ODA from 2001 to 2003, Japanese ODA to Africa also shrank during this period, decreasing between 2002 and 2003 to roughly half of what it was in 1999. After 2003, however, in keeping with the worldwide trend, Japan experienced a recovery in the amount of development assistance it gave to Africa. In particular, ODA to Africa in 2006 was more than 200% of what it was in 1999. In 2006, the year-on-year increase of development assistance by the international community to Africa was 23.5%, of which Japan contributed by 18.4%.

(5) Effectiveness in terms of ODA Investment

Japan's ODA to Africa has seen a rapid expansion in grant-focused development aid to Sub-Saharan Africa since 2004, and in 2006, Sub-Saharan Africa has been the largest recipient of Japanese ODA. Amongst global donors of development assistance to Africa, in 2006, Japan has returned to a position within the top 5 and has shouldered close to 20% of the increase in financial assistance given by the world to Africa.

However, it bears noting that since 2004, 60-80% of the grants given to Africa have been in the form of debt relief.

2004 was the year after TICAD III, and one of the pillars of Japanese assistance to Africa promulgated at TICAD III was “poverty reduction through economic growth”, with one element of this pillar being “debt relief”. In light of this fact, Japanese assistance to Africa through the TICAD process can be assessed as effective with regard to ODA invested as debt relief.

Non debt relief ODA investment may appear underwhelming when considered against the sharp rise in overall ODA investment which includes debt relief; however, the amount given in grants in 2006 (non debt relief) was approximately 20% greater than that given the year before. And when grants centered on the areas of healthcare, water and sanitation, capacity development, and food are taken into consideration (as a reflection of the other pillar of post-TICAD III Japanese assistance to Africa, “human-centered development”), non debt relief ODA investment can also be assessed as having achieved a degree of effectiveness.

However, no increasing trend in amount or share of development assistance to Africa was observed prior to TICAD III, and the full-scale expansion in non debt relief discussed above did not start until 2006. This means that the development assistance to Africa through the TICAD process, which has been ongoing since the 1990s, has been extremely slow in effecting an increase in ODA investment, as this has only happened recently.

II-2-2 Effectiveness in terms of Outcome Indicators

(1) Examination of MDG Indicators related to “Human-centered Development”

Data showing changes for MDG “poverty eradication” indicators relating to the post-TICAD III core principle of “human-centered development” in Japanese assistance given to Africa is available for only 30% of all African nations. Those countries for which such data is available have shown a clear improvement in these indicators; however, the progress which they are making is undeniably slow.

Similarly, data showing changes for MDG “healthcare” indicators is comparatively common. More than 50% of countries for which such data is available have shown improvement, and the average direction of change for data is mostly positive. However, in most cases the degree of change is not sufficient. Also, the percentage of countries

and the direction of change with respect to anti-malarial drugs and tuberculosis are not satisfactory.

MDG “water and sanitation” indicators show improvement in urban areas for only half of all countries. The degree of improvement for rural areas is comparatively better than for urban areas; however, considering the low standard that is being applied, there is still a great deal of room for improvement. The average value of improvement is certainly not large, and progress overall has been slow.

MDG “education and capacity development” indicators show a degree of improvement in school enrollment for primary education; however, results are mixed with regard to the percentages of students continuing from the first year through to the fifth year. Quantitatively there appears to be progress, but qualitatively there appears to be none. Literacy rates have increased overall; however, data is available for only a limited number of countries. Also, data on unemployment, which is to be examined in order to gauge the results of education for workers, is available for only a tiny number of countries, but what is available shows a worsening situation within those countries. This is not solely an issue of capacity development; it also greatly impacts the employment situation, although in any case, capacity development does not necessarily lead to employment. The amount of information and communications technology hardware and users is increasing overall. While not necessarily a result of it, this can be assumed to have a commensurate effect on the strength of capacity development.

MDG “food” indicators show that more than half of African countries are seeing improvement in the “percentage of children under five who are below the average weight” and the “percentage of the population consuming less than the minimum necessary number of calories”. However, considering the fact that “food” is an extremely basic need, it is a significant problem that between 30 – 40% of countries have shown either no change or a worsening in these indicators. The average value for African countries shows a positive trend; however, the speed of this improvement is completely insufficient, with “the percentage of the population suffering from starvation reaching half of what it was in 1990 by the year 2015”. Progress in this area is undeniably slow.

Evaluating the overall change in MDG indicators given above which relate to “human-centered development” shows that the trend has been generally positive overall; however, considering the fact that these indicators are representative of basic social needs, it is striking that there exist a number of countries where these indicators are worsening or where the absolute quantity of improvement for nearly all indicators is

insufficient.

Identifying how much the Japanese assistance to Africa through the TICAD process has contributed to the change/improvement in these indicators is impossible in principle. It goes without saying that a variety of factors, such as self-help efforts on the part of the country receiving assistance and support from other donors, contribute to a change in indicators, and extracting from out of this only the effects of Japan's assistance is not feasible.

Nevertheless, improvement in indicators connected with "human-centered development", which is a central pillar of Japanese assistance to Africa through the TICAD process and a point of praise from recipient countries and other donor countries, suggests that Japanese assistance is having some sort of positive effect. However at the same time, Japanese assistance must also bear a certain amount of responsibility for the fact that there are a large number of countries with a worsening situation relative to some indicators and the fact that the degree of improvement for nearly all indicators is relatively small.

In light of all this, the assessment can be made that Japanese assistance to Africa through the TICAD process has effectively contributed somewhat to the improvement of MDG "human-centered development" indicators but that the degree of improvement has not always been sufficient.

Also, improvement in MDG "human-centered development" indicators has been particularly muted in countries where there is conflict and in post-conflict countries. This suggests that more effort is required with respect to another of the pillars of post-TICAD III Japanese assistance to Africa, "consolidation of peace".

(2) Examination of MDG Indicators related to "Poverty Reduction through Economic Growth"

Looking at economic growth and collateral/investment indicators related to the post-TICAD III pillar of Japanese assistance to Africa, "poverty reduction through economic growth, shows that Africa during the first decade of the 2000s is finally making progress – albeit gradual – economically. Of this, it is the growth of the mining industry and service sectors which has been the most significant, while the flow of exports and funds from overseas (particularly private funds) is expanding. However, the growth in the mining industry represents growth in a non-manufacturing industry; the share of GDP

represented by the manufacturing industry is shrinking, and the only countries with trade surpluses are those which export oil. Importing countries have an expanding import trade imbalance. Also, while the flow of private funds from overseas is expanding, when compared with the increase in the amount of government investment against GDP for gross fixed capital formation, private funding is decreasing. In light of these facts, African nations – or at least Sub-Saharan African nations – are not demonstrating any growth pattern whereby the economy is spurred along by manufacturing exports and private funds under an increasingly sophisticated industrial structure built around the manufacturing industry.

Two MDG indicators related to infrastructural improvement are the “number of fixed line and mobile phone subscribers per 100 people” and the “number of computer and Internet users per 100 people”. All countries where such data is available show an increase for both of these indicators, and the state of infrastructural improvement based on MDG indicators related to information and communications shows steady progress being made.

An indicator available for evaluating “agricultural and agricultural community development” is the “percentage of national land area covered by forested land”. The number of countries where this percentage is increasing is no more than 9 of the 53 nations in Africa (17.0%), and in more than 2/3rd of African countries this percentage is decreasing. Average variation is small; however, it shows a worsening trend.

II-3 Appropriateness of Processes

II-3-1 Appropriateness of Consultation/Coordination with Recipient Governments

(1) In-depth Preparations and Negotiations

Consultations and coordination with recipient governments in Japanese assistance process have been rated highly by case study nations and are deemed to be generally appropriate.

Characteristics of Japanese assistance process include a long preparation and negotiation period. This is a characteristic highly appreciated by a number of relevant parties due to the fact that in depth discussions allow issues to be identified; coordinated plans of action to be drawn up; a shared awareness to be fostered; and the prior removal of as many barriers to action as possible. Also, this sort of preparation process is

valued for the fact that it ingrains in the minds of both donor and recipient that Japanese assistance is not “charity”; rather, it is “cooperative action”.

An excessively long preparation and negotiation period is still considered to be a negative, however. In other words, the “degree” and “direction” of consultations and coordination with recipient countries in the Japanese assistance process is adequate; there is still room for improvement in streamlining the “speed” with which they take place.

(2) Consultation/Coordination with Local Governments and the Modality of Assistance

Amongst case study countries, particularly Uganda, decentralization has shifted more and more responsibility for providing public services to the local governments, thus increasing the likelihood that assistance must also be provided to the local government. In these situations it is deemed necessary to have the embassy consult and coordinate with the local governments directly in order to ensure the promptness and effectiveness of development assistance efforts.

On this point, however, questions arise about modality, i.e., will assistance be financial or project-based. The recipient of financial assistance is usually the central government; and, from the standpoint of “assistance predictability” (the desire to be able to predict the flow of future funds), central governments tend to prefer financial assistance. However, with the advance of decentralization, it is felt that project-based, direct assistance to local governments is effective, because it allows bases for regional growth and modal development sectors to be cultivated.

This trend towards decentralization is not limited to Uganda; it is expected that it will spread to all of Africa in the future. Thus, in light of this, questions regarding the necessity of consulting and coordinating with local governments will become even more important.

(3) Prior Consultation/Coordination in the TICAD Meeting

Japan’s bilateral consultation and coordination with recipient countries is praised for being generally in-depth; however, this has not been the case for prior consultations and coordination with African countries participating in the 2003 TICAD III process.

For TICAD III, a review was created which examined the TICAD process on the occasion of its 10th anniversary. This review was not distributed to African nations until the first

day of the conference. Also, for the rough draft created for the “TICAD Tenth Anniversary Declaration”, no drafting committee was organized which included the governments of African nations, as was the case during TICAD II; Japan, the United Nations and the other hosts were the only parties involved in the Declaration’s creation¹.

Thus, in the TICAD III process, the African nations which play a primary role in TICAD were not sufficiently involved in consultation and coordination, thereby forcing the conclusion that these consultations and coordination were not appropriate.

II-3-2 Appropriateness of Consultations/Coordination for Aid Coordination with Other Donor Countries and Organizations

In case study countries, Japan has been lauded for its conscious efforts to consult and coordinate with other donor countries and organizations. For example in Kenya, Japan has worked together with the Kenya Coordination Group (KCG) and the Donor Coordination Group, which represents major donors, and has actively sought out dialogue with the Kenyan government and other donor countries. Japan has also worked with the Harmonization, Alignment and Coordination Group (HAC), and as part of this effort helped draw up the “Kenya Joint Assistance Strategy (KJAS)” in September 2007 for the period of 2007 – 2012.

Amongst case study countries, there are several examples of successes achieved through this active consultation and coordination with other donors. In Uganda, Japan worked with the World Food Program (WFP) to help with a project involving New Rice for Africa (NERICA) and the northern refugee camp, as well as working with the UN Food and Agriculture Organization (FAO) on a project involving NERICA. Also, in Kenya, Japan worked with the United States on efforts to combat AIDS. At the same time, however, the rocky progress of cooperation in Uganda between Japan and the United Nations Industrial Development Organization (UNIDO) is an example where consultation and coordination was problematic.

Japan’s consultations and coordination with other donor countries and organizations as part of the development assistance process has been generally seen as appropriate; however, in light of the problem mentioned above, a greater level of close consultation and coordination is called for.

¹ ACT2003, *TICAD: 10 Years Performance and Evaluation / from the standpoint of Civil Society*, p.e-80.

II-3-3 Appropriateness of Consultation/Coordination with Implementing Agencies

Japan's consultation and coordination with implementing agencies in the development assistance process is generally rated highly. In Kenya for example, in contrast to assistance provided by the United States which often has no set duration and leaves many points of operation unclear, Japanese assistance is preferable due to the ability to consolidate operational issues together through careful, cooperative planning and the guarantee of a set level of support for a fixed period of time.

At the same time, however, several problems with Japanese assistance also exist. Some examples include implementing agencies in Uganda expressing displeasure at the frequent requests by the Japanese for detailed status reports within a short period of time and the authority within JICA in Kenya being overly concentrated at its headquarters, making decision-making and negotiations an extremely time-consuming process.

While the appropriateness of Japanese consultations and coordination with implementing agencies in the assistance process is generally rated highly, the above examples show that closer consultations and coordination are called for. In particular, it appears that the problems mentioned above originate primarily from the Japanese side, and since they are rectifiable issues, action should be taken on them promptly.

II-3-4 Appropriateness of Matching of Japanese Development Assistance Resources with Development Needs of Recipient Countries

(1) Infrastructural Assistance

In case study countries, it was frequently pointed out that infrastructure assistance is one of the areas where Japan has a comparative advantage. Western donors do not actively engage in infrastructural assistance; thus, recipient nations put their hopes for receiving such assistance on Japan. Considering Japanese enthusiasm and its past record with infrastructural assistance, the matching of Japanese development assistance resources with development needs of recipient countries is appropriate in this area.

However, infrastructural assistance itself has proven an area resistant to a sense of cooperative initiative with recipient nations, and it is preferable that 'soft' assistance (capacity development, technical transfers, etc.) related to the infrastructure be provided at the same time as infrastructural assistance. In fact, this sort of "comprehensive assistance" is also appreciated as a feature of Japanese assistance, and in this regard as well Japanese assistance can be assessed as appropriate.

(2) NERICA Promotion

Field survey in Uganda has come back with positive reports about NERICA promotion efforts there. In recent years the demand for rice in Uganda has been increasing, and even the Ugandan government is actively promoting NERICA cultivation. Thus, the matching of active development assistance from Japan, where rice is a staple of the national diet, with the needs of Uganda can be assessed as appropriate.

Field survey, furthermore, reveals a demand for capacity building assistance with the processing of rice after harvest to give it added value on the market; and it is appropriate that Japan, which possesses the requisite technology, provide further assistance in this area.

Japanese efforts in promoting NERICA are not limited to Uganda, however; its assistance with NERICA promotion in Tanzania, for example, has been underway longer than its efforts in Uganda. The dispatch of specialists to Uganda in recent years is the result of the planning and participation of Japanese specialists in assistance efforts in Tanzania over a long period of time, with active technical exchange taking place between the two countries. This sort of cooperation is a good example of Japanese resources (in this case resources initially accumulated in Tanzania) being put to use in a wider area.

(3) Capacity Development

In both countries where case studies were carried out, Japan is providing assistance with math and science in secondary education. The Japanese are traditionally strong in math and science, and their math and science education are also thought to have a comparative advantage. At the same time, in developing countries math and science education are an important element of capacity building as they provide a base from which manufacturers and engineers can be produced. Thus, Japan's focus on providing assistance with math and science in secondary education can be assessed as an appropriate matching of Japanese resources with recipient countries' needs.

Also, while Japan's job-training assistance in Uganda which it has provided for a long period of time is highly lauded, it has been noted that the content of this job training is not necessarily always in line with the needs of the labor market. Thus, in order to meet the needs of recipient countries in the future, more focus should be on matching supply and demand in the labor market and greater assistance in such areas as cultivating entrepreneurs, building micro-finance, etc., financing systems to encourage new

business, and collaborating with entrepreneurs is needed.

(4) Trade and Investment

Within the TICAD process, South-South cooperation (in particular the Asia-Africa Initiative) is put forth as one of the most important assistance modalities. The impetus for this is to apply Japan's experience in spurring the economic growth of East Asia to development in Africa.

However, in both countries where case studies were conducted, there was a strong call for more initiatives by Japan to assist the trade and investment-centered commercial sector. Significant expectations were placed on the assistance of the Asia-Africa Initiative; however, these expectations have not always been met.

Despite the fact that Japan has played a significant role in the economic growth of East Asia, there is room for debate on whether this will provide any comparative advantage to African economic development, given the geographically and historically weak ties between the two. Be that as it may, however, Japan does have experience, of which it is proud, in assisting developing countries with their economic development, and the nations of Africa all have great expectations for the assistance which Japan provides. Thus, in this area more effort from Japan and more efforts with tangible results are called for.

II-3-5 Appropriateness of Efforts Aimed at Regional Cooperation

Regional cooperation refers to a focus on assistance to multiple countries making up a broad region and not on assistance to countries individually. It also refers to the promotion and utilization of cooperation between countries within a region, such as the "South-South cooperation". Regional cooperation is a development assistance process which produces significant results from relatively small investments.

Many examples of successful results stemming from regional cooperation and South-South cooperation were reported in case study countries. These results were found over a broad range of areas, including education and capacity development, healthcare, water and irrigation. Regional cooperation efforts carried out through Japanese assistance process can therefore be generally assessed as appropriate.

In the future it is important that regional cooperation and South-South cooperation also

be promoted in the areas of trade and industry discussed earlier.

III. LESSONS AND RECOMMENDATIONS

This chapter will look at lessons and recommendations gleaned from the assessments discussed above; and similarly to those assessments, these lessons and recommendations will be discussed from the perspective of “policy relevance”, “effectiveness”, and “appropriateness of assistance process”.

In addition to the framework created from these three perspectives, this assessment will also discuss the lessons and recommendations of the TICAD conference itself, held once every five years.

From performing field survey, one develops a sense that awareness in Africa of TICAD is not high. A diverse range of governments, agencies, NGOs and others are involved in development assistance to Africa, and amidst all of these, the significance of Japan taking the initiative in hosting TICAD needs to be reemphasized. In particular, TICAD IV will be held in 2008, which is also the same year that Japan is hosting the G8 Summit. At the Gleneagles Summit in 2005, Africa was at the forefront of discussion, and this helped impress upon the world the host nation(UK)'s role in Africa. Similarly, Japan must use the opportunity presented it in 2008 to show the world the initiative it has taken on the issues of Africa as well as what it has done concretely through TICAD to address them. Already at the AU Summit at the start of 2008 the decision was made to strengthen Africa's cooperation with TICAD²; and, it is hoped that there will be a concerted effort made to adequately capitalize to this sort of development.

Also, by reinforcing the idea that TICAD is not simply an event held once every five years, but that it is an ongoing process, people's sense of the significance of TICAD will be strengthened. And in order to accomplish this, the follow-ups which take place between the once-every-five-years TICAD conferences should be made more robust and more effective through such measures as improving the system in place for monitoring the execution of agreements made at TICAD.

² “Decision on the Strengthening of Cooperation between Africa and the Tokyo International Conference on African Development (TICAD)”, http://www.africa-union.org/root/au/Conferences/2008/january/summit/docs/decisions/Assembly.Dec_171%20-%20192%20_X_%20-%20Addis_February_2008.pdf

III-1 Perspective of “Policy Relevance”

III-1-1 Need for Tackling Development Challenges that Are Not Followed Up

(1) Gender Equality and Environmental Protection

When Japanese assistance to Africa through the TICAD process is examined with regard to consistency with the international development agenda such as the MDGs and the TICAD “Tokyo Agenda for Action”, it is found to be generally consistent; however, with respect to the cross-cutting themes of gender equality and environmental protection, such consistency is not found.

The third goal of the MDGs is to “promote gender equality and empower women”, with the specific target (target #4) being to “eliminate gender disparity in education”. At the same time the Tokyo Agenda for Action has “gender mainstreaming” as one of its cross-cutting themes. Japan’s TICAD II and TICAD III follow-ups, however, contain nothing which clearly responds to these issues.

Also the seventh goal of the MDGs is to “ensure environmental sustainability”, with the target (target#9) being to “integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources”. In the Tokyo Agenda for Action, “environmental management” is given as a cross-cutting theme. Again, however, no policies focused on these issues are found within Japan’s TICAD follow-ups.

Gender equality and environmental protection are two of the eight goals contained within the MDGs, which serve as development indicators for the 21st century. Furthermore, gender equality and environmental protection comprise two of the three cross-cutting themes given in the Tokyo Agenda for Action, which is the consensus document of TICAD itself. In spite of all this, the assistance provided to the important development region of Africa and the policies contained in the TICAD follow-up process address neither of these themes (or, at least, address them insufficiently); thus, this leads to serious reservations about the relevancy of these policies. Furthermore, in the long period from the TICAD II follow-up to the TICAD III follow-up, this omission has not been resolved. And even during the field survey carried out for this evaluation report, the opinion was expressed that more focus on gender equality is needed in the assistance with math and science in secondary education which Japan is providing.

Japanese assistance to Africa through the TICAD process, therefore, needs to more clearly address the two issues of gender equality and environmental protection in the future.

With regard to gender equality, Japanese policy should be made more relevant through the introduction of initiatives aimed at eliminating gender disparity in education, as put forward by target #4 of the MDGs. More specifically, this means addressing such issues as the traditionally large gap in enrollment rates, or at least the rate of grade advancement.

Environmental protection entails measures and policies related to global warming, which has been the focus of global attention in recent years. Such measures and policies would conceivably entail CO₂ suppressing technology, alternative energies, forest preservation and tree-planting. An example of environmental protection development assistance which is instructive for Japan is Germany's Gesellschaft für Technische Zusammenarbeit (GTZ). GTZ has made one of its three areas of assistance to Uganda be "alternative energy" with the aim of making the issue of global warming more mainstream and of putting to use the advantages of German technology. Furthermore, Japan should work on developing initiatives focused on clean development mechanisms (CDM).

In the "cluster approach" adopted by U.N. agencies in preparation for TICAD IV, environmental protection represents a single cluster while gender equality transcends all clusters as a cross-cutting issue. Each of these is considered a key theme, and it is of the utmost importance that Japan cooperates and collaborates with U.N. agencies and other donors.

(2) Dialogue with Civil Society

Also, in the official record of TICAD III, the "Summary by the Chair of TICAD III", the development theme of "dialogue with civil society" is raised. With this theme as well, no clearly corresponding policy is found within the TICAD III follow-up, thus demonstrating a lack of consistency.

The Summary by the Chair of TICAD III presents "dialogue with civil society" as a

priority development theme for the future. The Summary states that “a diverse civil society is crucial to functioning democracy” and it acknowledges the “complementary relations between endeavors of the state and public organs and those of civil society”. Furthermore, it goes on to state that “engagement must involve all stakeholders” and that it welcomes “the active participation of civil society as an important partner in African development”. In other words, the Summary does not present “dialogue with civil society” as being simply concerned with appropriately involving all stakeholders in the development process; rather, it views it as a key development theme which is crucial to the functioning of democracy and which reflects the relevance of development assistance policy. The TICAD III follow-up, however, contains no policies focused on “dialogue with civil society”.

After TICAD III, the specified nonprofit corporation known as the TICAD Civil Society Forum (TCSF) was created to address civil society issues. And with the help of Japanese, African, and Asian civil society, follow-up and monitoring of Japanese assistance policies to Africa, such as TICAD, were carried out. Also, in March 2007 the TICAD IV NGO Network (TNet) was started with the aim of reflecting the voices of civil society in TICAD, and policy approaches to this issue have been addressed through regular meetings of the Ministry of Foreign Affairs and NGOs. In response to these different initiatives and efforts, support was given for the hosting of civil society sessions at the Africa-Asia NGO Network Workshop (hosted by JICA) and the TICAD IV regional planning meeting; however, civil society representatives at each of the TICAD III follow-up meetings and conferences are still only allowed to attend as observers. Through the TICAD process it appears that a good deal of shared understanding about the importance of civil society has been achieved at the operational level; however, at the policy creation level the response to civil society as an important dialogue partner in African development is lacking.

At the same time, civil society in both Uganda and Kenya, where field survey has been carried out, as well as in most African countries, have a great deal of experience as dialogue participants in such processes as obtaining debt relief as heavily indebted poor countries (HIPC), creating poverty reduction strategy papers (PRSP), executing participatory poverty assessments, and carrying out decentralization. The TICAD III follow-up, however, makes almost no such connection with African civil society, to the point where members of African civil society are unaware of TICAD. Thus, during the course of field survey interviews and discussions with NGO network coordinators and

donor group civil society coordinators, the opinion was expressed that the TICAD process needs to specifically involve civil society in dialogue that includes all stakeholders.

Thus, as with gender equality and environmental protection, serious reservations exist about the relevancy of Japanese policy towards “dialogue with civil society”, which is promoted as a priority development theme in the official documentation of the TICAD process but which is not addressed (or insufficiently addressed) in the follow-up. Therefore Japan needs to make a clear effort to undertake “dialogue with civil society” as part of its development assistance to Africa through the TICAD process. As is also the case with gender equality, “dialogue with civil society” is one of the cross-cutting themes used in the U.N. agencies’ cluster approach leading up to TICAD IV.

Specifically, in the meetings and conferences associated with TICAD IV and its follow-up, civil society needs to be treated as an equal stakeholder and given a role to play in policy development; dialogue with civil societies in recipient countries should be held regarding the planning of specifics for development assistance to Africa through the TICAD process; and assistance policies and projects encouraging dialogue with civil society should be put in place.

III-1-2 Need for Enhancing Comprehensive and Holistic Assistance

(1) Comprehensive Assistance for “Hard” and “Soft” Infrastructure

It was made apparent on many occasions during the field survey that, in order to ensure that assistance policies are relevant, it is important that they be comprehensive and holistic. On this point, Japanese assistance, particularly in the areas of health and medical care, is far more focused on infrastructural assistance compared with Western donors. And this assistance, when combined with the soft infrastructural assistance of technical transfers and capacity building, is praised as being “comprehensive”.

For example, the field survey has shown, according to one senior health official, that a direct result of the Project for Improvement of Health Care Service System in Soroti Region project has been the drop in maternal deaths during childbirth from approximately 500 women per 10,000 prior to the start of the project to 150 per 10,000 after four years. A decrease in maternal deaths is one of the MDG targets (target #6), and Japan’s cooperation and contribution to the Poverty Eradication Action Plan (PEAP)

and, by extension, the MDGs through this is highly laudable.

This example suggests the effectiveness of “comprehensive assistance” through the cooperative linkage of grant aid infrastructural assistance, technology projects, the Japan Overseas Cooperation Volunteers and Senior Volunteers. Japan has a comparative advantage with infrastructural grants for Africa, and it would be desirable to see this advantage put to use in furthering efforts at “comprehensive assistance”. Also, under the decentralization policy in Uganda, for example, a collaboration of “hard” and “soft” infrastructural assistance aimed at the different local governments in order to help them assume responsibility for healthcare provision would be particularly effective.

(2) Closing the Gap between Job-training Content and the Needs of the Labor Market

On the other hand, an area where comprehensive and holistic assistance is not sufficient is job-training and capacity building. Japan’s job-training assistance is highly praised; however, it has been pointed out that the “content of job-training does not match the needs of the labor market” (Nakawa Vocational Training Institute in Uganda, Office of the Vice President). Although this criticism is not limited to just job-training, it has also been pointed out that “in Uganda the population is growing rapidly; and because agricultural labor makes up 80% of the population, the significance of increased productivity through a highly skilled workforce is still not widely appreciated and therefore workers with job training are not actively sought out and hired,” (GTZ in Uganda) and that “there is a bad environment where job-training does not necessarily lead to employment; and even those who attempt to start up their own business cannot put their hopes in the government or banks having funding, while the police and military will often harass such entrepreneurs” (UNICEF in Kenya). In fact, nearly all of Africa shows a worsening trend for MDG indicator #45: “Unemployment rate of young people aged 15 – 24 years, each sex and total.”

For job training, more focus should be spent on matching supply and demand in the labor market and greater assistance in such areas as cultivating entrepreneurs, building micro-finance, etc., financing systems to encourage new business, and collaborating with entrepreneurs is needed. For example, at the Nakawa Vocational Training Institute in Uganda, a Danish engineer hires graduates as employees for an “in-school business” which gives them the training and experience to allow them to go out and start their own independent ventures. Also, in recent years more and more attention is being given to social enterprises in Uganda, and initiatives aimed at supporting these

sorts of new corporate activities with ODA could be fruitful.

Considering the importance of comprehensive and holistic assistance, tying long-term issues (such as building a base for economic growth, providing assistance for capacity building, and securing job opportunities for human resources) to assistance for relatively short-term issues (such as increasing employment and assisting with economic growth) would likely be a more effective and appealing approach. And it would be preferable if job-training assistance were directly tied to actual employment to make it more comprehensive and holistic.

III-2 Perspective of “Effectiveness”

III-2-1 Need for Greater Emphasis on MDGs in Formulation of Assistance Policies

While the MDGs cannot be said to be absolutely comprehensive and final as development goals or indicators, they are an indispensable reference today in evaluating the effectiveness of assistance policies in light of the following.

- They are based upon a unanimous initiative of all UN member heads of state, and they serve as a guide for all development policies worldwide
- They provide development assistance outcome indicators against which all assistance policies can be quantitatively measured

(1) Insufficient Improvement according to MDG Indicators

Given all of the points above, when examining the change in MDG indicators related to one of the pillars of post-TICAD III Japanese assistance to Africa, i.e., “human-centered development”, a generally positive trend can be seen overall. However, considering that these indicators are for basic social needs, it is worth noting that many countries show worsening trends as well. Also, the problem represented by the fact that in nearly all cases of positive progress with respect to these indicators this progress has been insufficient, cannot be overstated.

For example, less than half of the countries for which comparative data is available show improvement in the “percentage of children under five treated with anti-malarial drugs during a fever”. Only about 1/4th of countries show improving “tuberculosis

infection rates” and “tuberculosis mortality rates”. Furthermore, the goal for the “mortality rate for children under five” according to MDG target #5 is to reduce it by 2/3rds by 2015; however, a majority of countries have infant mortality per 1,000 children in the triple digits, and between 2000 and 2005 (the first 1/3rd of the target period) the average amount of improvement was no more than 5 children.

Of course it is extremely difficult to create short and medium-term improvement in output indicators for basic social needs, and in principle, it is impossible to ascertain the degree to which Japanese assistance contributes to this change. Nevertheless, considering the importance of the MDG indicators, actively planning and carrying out assistance tied to creating tangible improvements in them is an imperative. If overt and pronounced improvements cannot be seen in MDG indicators, the MDGs will be dismissed as ‘pie in the sky’ goals, a feeling of hopelessness about poverty eradication and development in Africa will settle in and the spread of assistance mechanisms will stop. With the ‘assistance fatigue’ which started in the West after the Cold War, Japan stepped up by starting the TICAD process and spearheading the new commitments, such as international conferences and follow-ups, which this entailed, as well as by contributing to the creation of the MDGs in 2000. This, therefore, is why Japan needs to put greater emphasis on the MDGs and on seeing improvements in the MDG indicators for the development assistance it provides to Africa through the TICAD process.

(2) Assistance for Improving MDG Indicator Data

In order to provide development assistance which creates improvements in the MDG indicators, the practical, crucial issue of whether or not data which can be used in measuring the degree of change in MDG indicators can even be obtained. For example, with respect to MDG indicators for “human-centered development”, e.g., poverty eradication indicators, malaria prevention and healthcare indicators, and unemployment indicators, time series variation-viewable data is available for less than 20% of countries.

Thus, in order to put greater emphasis on MDGs in developing assistance, general improvements allowing for the regular and reliable acquisition of MDG indicator data are a prerequisite.

III-2-2 Need for Assistance which Effectively Promotes Trade and Investment and Economic Growth

The ultimate aim of providing development assistance to Africa is to enable African nations to autonomously sustain their own economic growth and thereby eradicate poverty. Thus, while they are not MDG indicators, the economic growth rate, the rates of trade and investment and other such indicators are crucial to gauging the effectiveness of development assistance policies.

While these indicators have shown extremely slow but positive growth since 2000, trade, investment and economic growth in Africa are far from sufficient, and there is a deep desire for effective assistance in these areas. Amongst the African diplomatic corps in Tokyo as well, their chief hope is that Japan will provide assistance which will help spur economic growth. During the field survey as well, there have been numerous instances where subjects have expressed their strong desire for assistance from the TICAD process and Japan, such as with export promotion centered on agricultural products. The opinion was also expressed that the Asia-Africa Business Forum held as a part of the TICAD process has produced underwhelming results. Also, examples of the specific sorts of assistance sought include (1) easing of tariffs, quantity restrictions, and other trade barriers on processed goods, (2) improvement of the transportation infrastructure between Japan and Africa, and (3) promotion of agro-technical joint ventures with Japanese companies. In Uganda and Kenya, where the field survey were conducted, a degree of success in the area of poverty reduction has been achieved through economic growth, and there is a strong clamor to achieve a self-sustaining national economy and an improved trade balance, among other things.

There are many who want to see specific, actual results from the TICAD process in terms of economic growth and the trade and investment which this promotes. And if improving the economic base in terms of capacity building and infrastructure building is accompanied by actual economic growth, this would go even further towards validating the TICAD process. Keeping this point in mind, it would be desirable to see an effort made to determine what form of assistance can produce overt and sizeable results for economic growth and trade and investment promotion. Producing economic growth requires a reasonable investment be made; and through TICAD is not currently a pledging forum, some discussion about revising its fundamental nature may be the issue for discussion. However, while African nations have a great deal of need for assistance which promotes economic growth and exports, the feasibility of such

assistance and considerations of Japan's national interest necessarily limit the extent of what can be accomplished.

III-2-3 Need for Balance between "Quantity" and "Quality" in Education

When MDG indicators for education are examined, a degree of improvement in the enrollment rate for primary school is observed; however, the percentage of students who stay in school from 1st to 5th grades reveals a situation which is more mixed. This suggests that quantitatively a certain level progress is being achieved, but this quantitative progress is not accompanied by qualitative progress. In other words, an effort is being made to increase the number of children enrolled in school; however, once in school the effort to teach them is not always successful.

No matter how much enrollment is increased, if the number of students dropping out also increases, then the effort is meaningless. An examination should be made into which form of assistance produces effective results not only qualitatively, as measured by simple enrollment numbers, but also qualitatively, as measured by the number of students advancing to higher grades. Today, where primary school "education for all" is producing a degree of success, attention needs to be paid to ensuring that quantity is accompanied by quality.

Also, with respect to the quality of education, as primary schools increase in number throughout Africa, an increasing number of both boys and girls enroll, but more girls than boys drop out before graduation. This fact has not changed despite the greater prevalence of primary schools, and this disparity is particularly pronounced in Uganda. Thus, there is a need for specific education-related measures which also take into account the issue of gender equality.

III-3 Perspective of "Appropriateness of the Assistance Process"

III-3-1 Need for Further Strengthening of South-South Cooperation

South-South cooperation is an assistance modality which has been particularly promoted by the TICAD process, and it has produced actual results in a number of areas.

(1) Example of South-South Cooperation in Agriculture

Japanese assistance to Africa has produced examples of inter-regional agricultural cooperation. One example involves the Water Supply Training Center built in Ethiopia with assistance from Japan. JICA provides technical training (phase 1 of the “Water Supply Training Plan” ran from 1998 – 2003 [extended until 2005], and phase 2 runs from 2005 – 2008) at the center for a core group of personnel involved with the water supply in Ethiopia as well as personnel from neighboring Kenya, which is more advanced in the area of water supply. Thus, assistance to one country was able to be used to provide assistance to a geographically contiguous country with a shared issue in a specific area and thereby benefit both countries’ national interests.

(2) Example of South-South Cooperation in Healthcare

In the area of healthcare, Japan has provided powerful assistance focused on infectious diseases to the Kenya Medical Research Institute (KEMRI) over a long period of time. And, in light of this long history of support (e.g., the establishment of a system for ensuring blood safety using HIV/AIDS and viral hepatitis kits, and assistance with diagnosing, preventing and establishing treatment methods for opportunistic infectious diseases resulting from HIV/AIDS), the decision was made to start “Third Country Training in ‘Parasite Prevention and School Health’” in 2007. Japan has handed over the operation of its infectious disease prevention project to counterpart organizations and is providing indirect support through third country training to international parasite prevention efforts in each region.

While it is still difficult for KEMRI to perform third country training technical transfers, etc., without the financial assistance of donors, the timing of the Japanese government’s switch in designating KEMRI from an ‘assistance target’ to an assistance ‘partner’ seems appropriate, based upon interviews conducted at KEMRI.

Grant aid from Japan is responsible for everything from the building to the equipment which KEMRI uses, and this aid has allowed it to be an educational and comprehensive medical research facility which, recently, has installed a production line for simple hemodiagnosis sets. Through ESACIPAC (Eastern and Southern Africa Center for International Parasite Control), KEMRI has built up a measure of confident success with parasite prevention and treatment in the area of school health and carries out third country training to spread this technology and knowledge amongst ESACIPAC

countries. All of this is the result of Japanese assistance, such as grant aid and technical projects, which has had a significant ripple effect not only within the target country but in the surrounding countries as well.

(3) Example of South-South Cooperation in Education and Capacity Building

Education and capacity building are two areas where South-South cooperation has developed the most. Uganda and Kenya, which were the subject of field survey, contained many examples of intra-African cooperation and third country training in Asia. This can be interpreted as showing that recipient countries value the significance South-South cooperation.

For example, Kenya's 'Strengthening of Mathematics and Science in Secondary Education (SMASSE)' promotes educational know-how (in a cascade model) amongst 30 nations in Africa, and Uganda's 'Secondary Science and Mathematics Teachers' Project (SESEMAT)' is based on the experience of SMASSE. SMASSE and SESEMAT both involve third country training in Asia. Also, African Institute for Capacity Development (AICAD), which is headquartered in Kenya, is an international organization comprising the three countries of Kenya, Uganda and Tanzania which seeks to deal with common development themes. Furthermore, the Nakawa Vocational Training Institute in Uganda actively dispatches instructors to southern Sudan and surrounding countries.

Considering the fact that this field is essentially about "learning", many have pointed out that an "Africa – Asia" or "Intra-African" relationship functions more effectively than a "Japan – Africa" relationship, where a greater gap exists between each party's stage of economic development.

For example, even when Africans are sent to Japan for third country training, the gap between the two groups is overwhelming, and a sense of resignation that 'we are different than the Japanese' settles in, or comparisons of Japan and Europe are made, and they conclude that what they are learning is not suited to them. On the other hand, however, if Africans go to countries which, despite the fact that they achieved independence around the same time are significantly more advanced in terms of economic development (such as Malaysia and Indonesia), or which have a comparable level of GDP per person or an extremely high level of education (such as Vietnam), they

can feel more convinced about the benefits of learning there. Also, other opportunities for South-South cooperation exist amongst African nations, such as Kenya, which recognize themselves as being more advanced than their surrounding neighbors, so that if they go into neighboring countries to teach, those neighbors, such as Uganda, may feel that they “don’t want to listen to Kenya”, but at the same time think “if Kenya says so, it should be listened to”.

(4) Need for Further Strengthening of South-South Cooperation

During the field survey, specific examples of how the TICAD process and the new conferences and follow-ups accompanying it have furthered South-South cooperation were not often heard; however, the shared opinion was that this development occurred because TICAD was a ‘tailwind’ for it. Considering the appropriateness of the South-South cooperation assistance process seen in the above examples, Japan should make more clear and specific use of the TICAD process to link its assistance to individual countries with South-South cooperation in the same areas.

For example, Japan has sent specialists to Uganda in recent years to help with efforts to promote NERICA, and these specialists have relied upon the planning and advice of Japanese specialists in Tanzania who have provided assistance to that country over a long period of time. Technical exchange between Uganda and Tanzania is active, with Tanzanian wet rice technology and Ugandan dry rice technology not limited to each country alone but, rather, being shared in a cascade effect across the East African region.

However, the development of South-South cooperation and third country cooperation sometimes depends upon the fact that project coordinators, etc., in different regions happen to know one another. This should not be the case; a conscious effort should be made to develop South-South cooperation and a system which enables this should be put in place.

Japanese assistance with South-South cooperation is, to some degree, ‘indirect’, but nevertheless, Japan must make its presence known and must find ways to make South-South cooperation something which positively affects its national interests. For example, the following methods/policies would likely be effective. (1) Japan can work together with Southeast Asia, where the economic growth has been modeled after

Japan's. Malaysia, in particular, would be a good partner, as it has shown a clear motivation to learn from Japan with its "Look East Policy", and it has made modifications and has absorbed elements which bring it more in line with the Japanese model. (2) Japan can combine its assistance for hard and soft infrastructural improvements, which is frequently mentioned as its strong point, to help further South-South cooperation. The advantages of infrastructural improvement are both visual and symbolic. The presence of hard infrastructure, even in South-South cooperation, both tangibly attests to Japan's presence as well as serves a symbolic function.

III-3-2 Need for Stronger Partnerships with Other Donors

The appropriateness of having partnerships amongst donors in the development assistance process goes without saying. The framework for Japanese assistance to Africa through the TICAD process has made a strong impression on the world of "Japan as a donor" and has promoted partnerships between Japan and other donors.

(1) Example of Donor Partnership in Agriculture

For example, the promulgation of Japan's three pillars of assistance for Africa at TICAD III ('consolidation of peace', 'poverty reduction through economic growth', etc.) has led the Ugandan office of the World Food Program (WFP) to meet with JICA to look for ways of working together with Japan. Up until that time no framework for cooperation existed between JICA and the WFP, but TICAD III was the impetus for the creation of a partnership which includes food assistance to refugee camps in parts of the country where there is conflict and the promotion of NERICA cultivation technology for farms. This partnership has been mutually beneficial with JICA's skill at technical cooperation complementing the capacity of the WFP.

This partnership was the result of such factors as "shared aims between Japan and other donors", "mutually complementary functions shared between Japan and other donors for providing development assistance", and "the matching of development assistance with the domestic needs of Uganda". The TICAD process together with these conditions have helped promote 'matching' between Japan and other donors and have had the effect of encouraging partnerships.

(2) Example of Donor Partnership in Healthcare

In the field of healthcare, Japan and the United States have divided areas of responsibility between themselves through the coordination of assistance content and personnel exchanges, allowing each to put to use its strong points, with one result being the provision of seamless assistance through efforts aimed at ensuring the safety of blood transfusions.

In 2006 in Kenya's Nakuru Province, the MOTTAINAI Project for ensuring the safety of blood transfusions was begun. This project uses Nakuru and surrounding provinces as a model site for developing and verifying appropriate and efficient means of blood transfusions for all of Kenya. However, in 2004, during the implementation planning phase of the MOTTAINAI Project, the United States suddenly started assistance through the President's Emergency Plan for AIDS Relief (PEPFAR), which required Japan to go back and modify its planning. As a result, Japanese assistance was concentrated in those areas where the U.S. assistance had been lacking.

Specifically, the counterparts in the Kenyan Ministry of Health and JICA reached an agreement whereby U.S. assistance would cover the first four of eight main processes (blood donation promotion, interviewing, blood donation, and blood screening) of the blood transfusion safety project, leaving three main latter processes (blood product coordination, frozen storage, and blood transfusion) to be targeted. And it was decided that the most effective policy was the establishment of a model site from which good blood transfusion practices could be promoted throughout the country and beyond. Furthermore, the blood transfusion coordinator at the United States' Center for Disease Control (CDC), the main entity providing U.S. assistance for blood transfusion efforts, and the JICA office worked together on the project framework put forward by JICA to ensure that each group's assistance was not redundant and to find points of collaboration.

While information exchange was occurring between the U.S. and Japan prior to the start of planning for this blood transfusion safety project, it was Japanese scrupulous discussions (at which it excels) prior to the start of the project which allowed for ways to link up with other donors to be found and thereby provide successful, seamless assistance for the overall blood transfusion project process.

(3) Need for Stronger Partnerships with Other Donors

As it becomes harder and harder to secure ODA budgets in Japan, it is particularly worth noting the tremendous effectiveness of partnerships with international organizations and other donors, as evidenced in the above examples. The TICAD process includes many international organizations and donor countries and has the United Nations and the World Bank, among other, as co-hosts. In light of important role which TICAD and the TICAD process play, priority should be placed on using them to foster partnerships between Japan and other donors.

III-3-3 Need for Strengthened Coordination amongst Independent Aid Modalities

Examples exist of better coordination between independent Japanese assistance aid modalities coming about through the TICAD process.

Through the 2000 “Okinawa Infectious Diseases Initiative” (IDI), Japan provides support for measures to combat HIV/AIDS, and, as part of the 2003 TICAD III, Japan announced the start of full-scale assistance for measures to combat infectious disease, particularly HIV/AIDS prevention, in Africa. This includes a commitment by Japan to strengthen comprehensive VCT services, a 2005 “Health and Development Initiative” (HDI) and the start in June 2006 of “The Project for Strengthening of People Empowerment against HIV/AIDS in Kenya: SPEAK Project”.

The JICA “AIDS Prevention Program” currently underway links together various assistance schemes which have operated in Kenya, and the SPEAK Project serves as its core. This program, in addition to the SPEAK Project, includes JOCV measures for combating AIDS, grants of special medical equipment for combating AIDS and performing blood screening, and grants for measures to combat infectious diseases; and SPEAK is closely linked to all of these. It attempts to assist the Kenyan government by providing monitoring and support at a grass-roots level. A close system of contact is maintained with the personnel dispatched to assist with the JOCV measures for combating AIDS and related efforts; and a quarterly program conference is held which includes these personnel.

These sorts of linkages between independent aid modalities need to be encouraged further in light of their relevance to the assistance process, and TICAD or the TICAD process needs to play a significant role as a catalyst for such linkages.

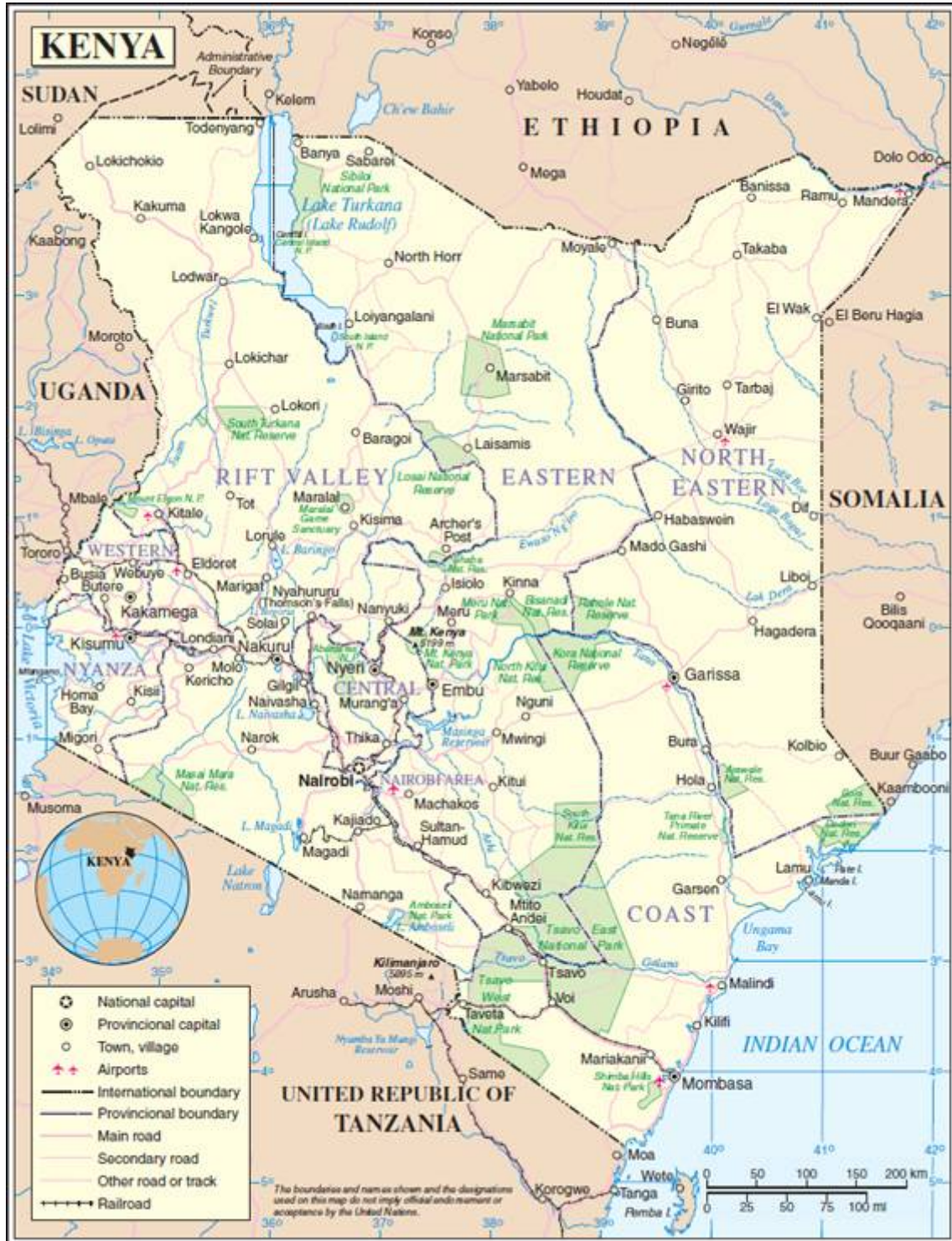
Appendix

MAP OF AFRICAN CONTINENT



Source: United Nations, Map No. 4045, Rev. 4.

MAP OF REPUBLIC OF KENYA



Source: United Nations, Map No. 4187, Rev. 1.