

G

AFRICA

(a) Overview

Africa is blessed with abundant natural resources and a rich, natural environment such as forests, and thus, it possesses latent potential for development. However, Africa has been experiencing difficulty in realizing a satisfactory level of development and growth because many of the difficulties that the international community confronts today, such as conflicts, refugees, poverty, and infectious diseases including HIV/AIDS, are concentrated in the continent. Japan believes that there will be no stability and prosperity in the world in the 21st century unless the problems of Africa are resolved, and therefore it is playing an active role in working toward Africa's development and conflict resolution for the realization of peace, stability and prosperity of the entire international community. Furthermore, also from the perspective of human security—a key vision of Japan's diplomacy—it is extremely important to strengthen our efforts in Africa, which faces various threats.

Through the process of the Tokyo International Conference on African Development (TICAD), Japan has been advocating the importance of self-help efforts (ownership) by African countries themselves, as well as partnerships among the international community to support this. This philosophy of development held by Japan has gradually commanded understanding among the international community including the African countries, and is steadily taking root. As one can see from the New Partnership for Africa's Development (NEPAD), which is a development strategy formulated by Africa itself, and the establishment of the African Union (AU), which strives for the stronger unity of Africa, Africa has been attempting to resolve its problems on its own in recent years. In response to such positive efforts by Africa, the international community including Japan is actively supporting this cause.

(b) Problems of Africa and Efforts of the International Community**Heightened Interest in the Problems of Africa**

In 2002, a string of large-scale international conferences related to development issues were held, including the International Conference on Financing for Development in Monterrey, Mexico (March), the G8 Kananaskis Summit (June), and the World Summit on Sustainable Development (the Johannesburg Summit, late August to early September) in South Africa. Among the topics of discussions at these conferences, emphasis was placed on the development issues of Africa that is facing various problems.

A reason for the heightened interest from the international community in the problems of Africa can be attributed to positive trends in Africa itself.

First, in October 2001, the African countries adopted NEPAD, a first ever comprehensive development strategy, formulated by Africans themselves and welcomed by the international community. Also, at the 38th Summit of Organization of African Unity (OAU) held in South Africa in July 2002, the establishment of the AU attracted international attention. The AU, an evolved and reformed structure of the OAU, is a regional organization pursuing a more advanced political and economic unity of Africa. It is especially strengthening its efforts toward the prevention and resolution of conflicts in Africa, through the establishment of the Peace and Security Council.

Another factor that contributed to the increased attention among developed countries to Africa was the progress of democratization, as many African countries introduced a multi-party system and leaders are elected in democratic elections. For example, Senegal in 2000, Ghana in 2001 and Kenya in 2002 experienced transfers of governmental power between the ruling and opposition parties in a democratic manner through elections.

Furthermore, there was substantial progress toward the resolution of civil wars and armed conflicts, major impediments to development. For example, the long-lasting civil

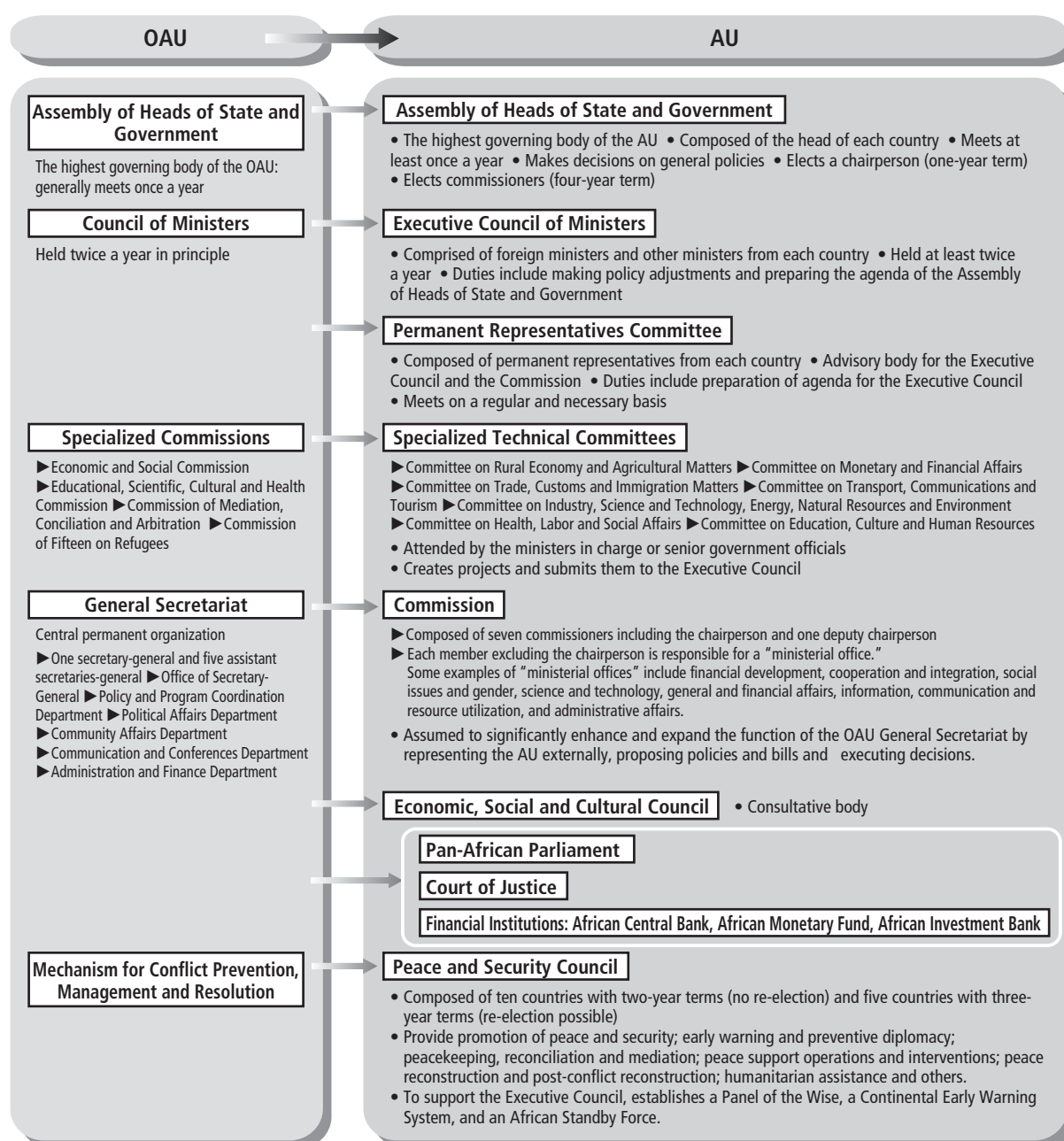
wars in Angola and Sierra Leone have ended, and an agreement was reached toward conflict resolution in the Democratic Republic of Congo. This is also an important reason for the international community's heightened expectation toward Africa.

Efforts of the International Community

In response to the self-help efforts of Africa such as the adoption of NEPAD and the launch of the AU, the international community enhanced its assistance to Africa in 2002. At the G8 Kananaskis Summit in June

The Transition from Organization of African Unity (OAU) to African Union (AU): Comparison of Organizational Mechanisms

The Constitutive Act of the African Union, which was adopted at the OAU Assembly of Heads of State and Government in July 2000, gained the necessary ratification and entered into force on May 26, 2001. With this, at the OAU assembly in July 2001, the decision was made that the transition from OAU to AU would take place within a period of one year, by the next assembly in 2002, and on July 9, 2002, the AU was established in Durban, South Africa. Further establishment of the organizational framework is planned as below.





The G8 leaders exchanging opinions with African leaders on the occasion of the G8 Kananaskis Summit (June Photo: Office of the Cabinet Public Relations, Cabinet Secretariat)

2002, the G8 Africa Action Plan was adopted based on the Genoa Plan for Africa, which was drawn up at the Genoa Summit in 2001. This Action Plan was developed by the G8 as the basis for assistance and cooperation toward NEPAD, and specific measures in eight areas which the G8 sees as crucial for the development of Africa are itemized, including peace and security as well as the strengthening of governance. The implementation of this Action Plan is to be examined at the G8 Evian Summit in June 2003. The G8 plans to continue to provide appropriate assistance while observing the progress of development in Africa.

During the International Conference on Financing for Development in March, the United States (US) and the European Union (EU) announced plans to increase Official Development Assistance (ODA). The G8 Africa Action Plan further states that if the African countries put forth efforts toward their goals such as realizing “good governance,” more than half of the increased ODA of the US and the EU could be provided to the African countries. In this context, each country is reinforcing its assistance to Africa in an effort to realize the Millennium Development Goals (MDGs).³⁸

(c) Political Situation in Africa

Although positive developments are taking place in Africa such as the adoption of NEPAD and the launch

of the AU, armed confrontations and conflicts still exist due to complicated factors, including ethnic confrontation and severe poverty. As a result, there is a massive number of refugees and internally displaced persons (IDPs), which continues to be a major problem.

East Africa

Ethiopia and Eritrea signed a peace agreement in 2000 over their border conflict. The Boundary Commission gave a delimitation ruling in April 2002, and progress is being made for the most part toward the demarcation of the border. In Somalia, which has been in a state of anarchy since 1991, armed conflict continued between the Transitional National Government (TNG) launched in 2000 and the anti-TNG rival factions. In October 2002, a peace conference initiated by the Inter-Governmental Authority on Development (IGAD) began. After reaching a ceasefire agreement among the clans, talks on national reconstruction are continuing. In Kenya, a presidential election was held in December in a peaceful and democratic manner, and resulted in a transfer of power to an opposition party for the first time since the founding of the country.

Southern Part of Africa

In Angola, where civil war had continued since its independence in 1975, a leader of anti-government forces was killed during combat in February 2002 and this led

³⁸ The MDGs were adopted in September 2000 at the United Nations Millennium Assembly and were compiled based on International Development Goals, which were adopted in the 1990s. The MDGs list eight goals which are to be met by 2015, related to areas such as education, poverty eradication and gender equality.

Outline of the G8 Africa Action Plan

1 The Action Plan is the G8's response to NEPAD

The Action Plan is the G8's response to the New Partnership for Africa's Development (NEPAD) that serves as the foundation for assistance and cooperation.

2 Selectivity of assistance

G8 countries establish "enhanced partnerships" and strengthen cooperation with African countries that promote "good" the rule of law, investment in their people, economic growth and policies to alleviate poverty, make efforts in realizing the objectives of NEPAD and achieve results.

Although G8 countries will not work with governments which disregard the interests and dignity of their people, the commitment to respond to humanitarian needs as a matter of principle by the G8 countries is universal, and independent of particular regimes.

3 Financial commitment

At the International Conference on Financing for Development in March 2002, it was declared that efforts would be made to effectively utilize development resources including domestic savings, trade and investment, and ODA. With this, a substantial amount of additional development assistance was promised. It was affirmed that if Africa shows strong policy commitments, in aggregate half or more of the announced additional assistance could be directed to Africa.

4 Specific measures

1. Promoting peace and security

- Support for efforts to resolve armed conflicts.
- Support for the elimination and removal of anti-personnel landmines.
- Provision of peace-building support to post-conflict countries and countries seeking to prevent armed conflict, etc.

2. Strengthening institutions and governance

- Support in relation to political governance including capacity-building to strengthen the administrative, parliamentary and judicial bodies.
- Support in relation to economic governance including implementing sound macro-economic strategies and strengthening public financial management.
- Support for African peer-review processes, etc.

3. Fostering trade, investment, economic growth and sustainable development

- Help for attracting investment, both from within Africa and from abroad, and implementing policies conducive to economic growth.
- Provision of greater market access for African products.
- Increase in the funding and improvement in the quality of trade-related technical assistance and capacity-building.
- Implementation of effective ODA, and strengthening of ODA commitments for enhanced-partnership countries, etc.

4. Implementing debt relief

- Full financing of the projected shortfall in the Heavily Indebted Poor Countries (HIPC) Trust Fund.
- Provision of additional debt relief on a case-by-case basis to countries that have suffered a fundamental change in their economic circumstances due to extraordinary external shocks.
- Funding for G8's share of the shortfall in the HIPC Initiative, recognizing that this shortfall could be up to US\$1 billion.
- Support for an increase in the use of grants for the poorest and debt-vulnerable countries as part of the 13th replenishment of the International Development Association (IDA).

5. Expanding knowledge: improving and promoting education and expanding digital opportunities

- Support for efforts to improve the quality of education at all levels.
- Support for efforts to ensure equal access to education by women and girls.
- Help for the effective use of Information and Communications Technology (ICT) in promoting economic, social and political development, etc.

6. Improving health and confronting HIV/AIDS

- Help to combat the effects of HIV/AIDS.
- Support for efforts to build sustainable health systems to deliver effective disease interventions.
- Provision of sufficient funds to eradicate polio by 2005, etc.

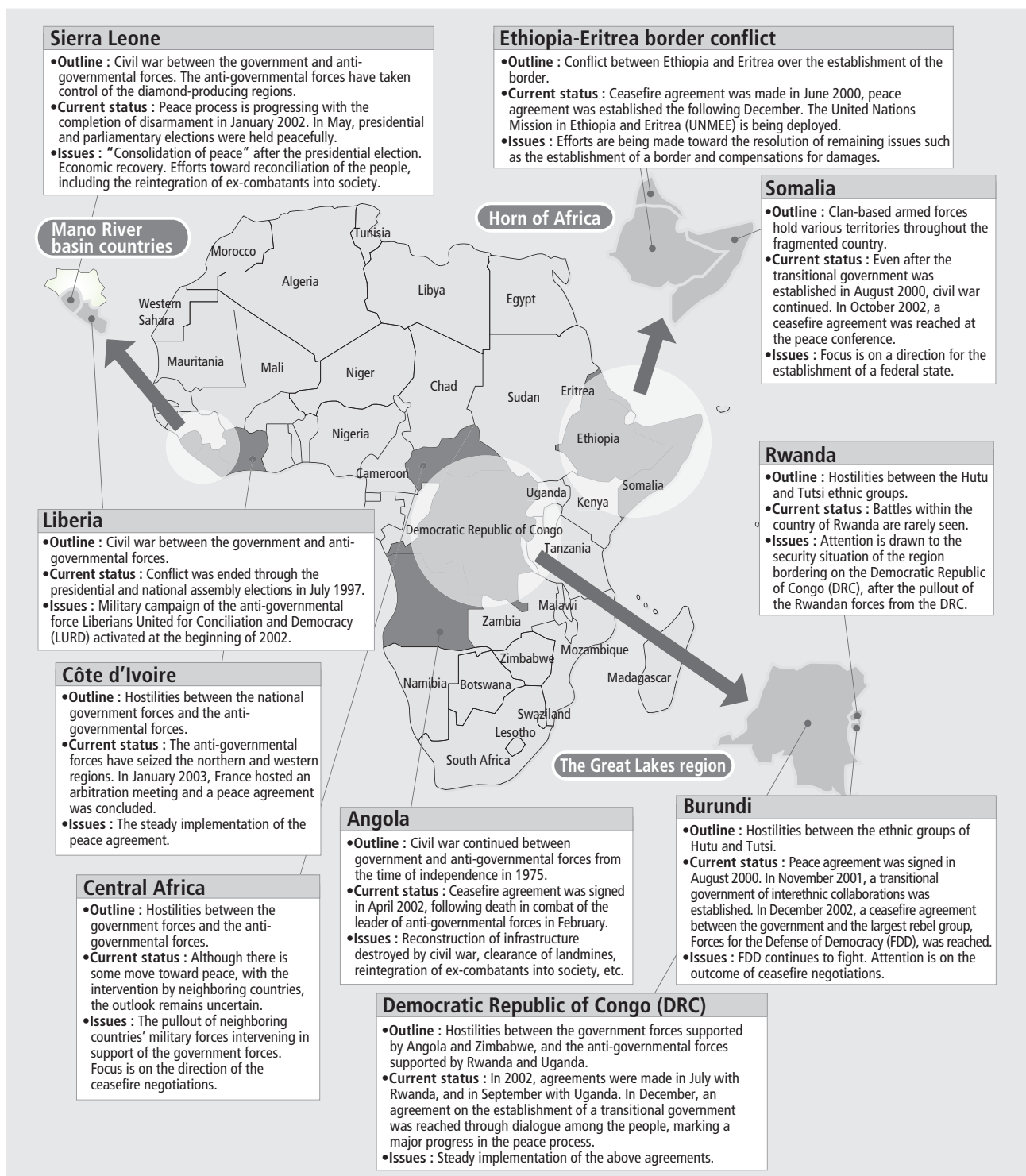
7. Increasing agricultural productivity

- Help to make support for African agriculture a higher international priority in line with NEPAD.
- Cooperation to improve sustainable productivity and competitiveness.
- Work to improve food security in Africa, etc.

8. Improving water resource management

- Support for efforts to improve water resource development and management.

Major Conflict in Sub-Saharan Africa (as of January 2003)



to a speedy shift in momentum toward peace, with a ceasefire being agreed upon in April. While the peace process including disarmament is proceeding smoothly, reconstruction from devastation caused by many years of war and the reintegration of ex-combatants, refugees

and IDPs into society has been a challenge. In Zimbabwe, amid economic crisis and social instability caused by hasty land reform which began in 2000, a presidential election was held in March 2002. The incumbent President Robert Mugabe, who secured

overwhelming support in rural areas, won the election by repressing opposition party supporters. The British Commonwealth and other members of the international community are urging Zimbabwe to strictly observe law and order in the implementation of its land reforms, and are exerting sanctions such as the suspension of economic assistance, and a travel ban and asset freeze for senior government officials.

Central Africa

In the Democratic Republic of Congo, progress was seen in the peace process through mediation efforts by Republic of South Africa and other nations. As for its relations with the neighboring countries, agreements were reached with Rwanda in July and with Uganda in September 2002, and accordingly, the pullout of Rwandan and Ugandan troops stationed in the Democratic Republic of Congo materialized. In December, the government and the anti-government forces reached an agreement over the establishment of an interim government. In Burundi, a ceasefire was agreed upon in December between the transitional government, which was formed based on the Arusha Peace Agreement of 2001, and the largest rebel group. Although a certain degree of progress toward peace was observed in this way, an agreement with a remaining rebel group has not been reached yet. In the Central African Republic (CAR), a rebel group invaded the capital city of Bangui in October, entering into combat with the government for a time. Because this battle affects the stability of the Central African region as a whole, the Central African Economic and Monetary Community (CEMAC), a regional institution, is deploying military forces to maintain order.

West Africa

In Sierra Leone, the end of the 11-year-long civil war and completion of disarmament were officially declared in January 2002. This was followed by peaceful presidential and parliamentary elections in May, and the incumbent President Ahmad Tejan Kabbah was reelected. Currently, under the assistance from the international community, progress is being made toward the “consolidation of peace” and restoration of society. In Côte d’Ivoire in September, armed attacks were waged by rebel groups, which took control of the main cities in the northern and central regions of the country. In response to this crisis,

France held an arbitration meeting in a suburb of Paris, and a peace agreement was reached. However, the supporters of the president have not accepted the agreement and disorder still continues.

(d) Economic and Social Situation in Africa

From the economic viewpoint, many African countries are unable to break away from an economic structure dependent on primary products, and their economic foundations continue to be fragile. Africa makes up approximately 10% of the world population. However, its gross domestic product (GDP) only accounts for approximately 1% of the entire international community, and approximately 2% of overall trade. Further, roughly half of the African population is forced to live on an income of less than US\$1 per day.

In many African countries, cumulative foreign debt repayments have become a major economic burden on national finances. Thirty-three of the 42 countries designated by the World Bank and the International Monetary Fund (IMF) as heavily-indebted poor countries (HIPC) are concentrated in sub-Saharan Africa. Furthermore, approximately 70% of all HIV/AIDS cases worldwide appear in Africa, and the AIDS epidemic has had a devastating effect on overall African societies and economies.

In efforts toward economic reconstruction and poverty reduction, donor countries and organizations are providing assistance under Structural Adjustment Programs, headed by the World Bank and IMF. In addition, debt reduction initiatives for HIPC are under way.

(e) Efforts of Japanese Diplomacy

The TICAD Process

Following the end of the Cold War, awareness of African issues in the international community was fading away in part due to aid fatigue from providing assistance to Africa over many years, and African countries were about to be marginalized in the fast-progressing trend toward globalization. Under such circumstances, it was Japan’s belief that to realize peace, stability and prosperity among the entire international community, the community must work together to resolve the problems of Africa. With this

belief, Japan proposed the launching of the TICAD process.

In 1993, Japan together with the United Nations (UN) and the Global Coalition for Africa (GCA) held TICAD I in Tokyo, and adopted the Tokyo Declaration on African Development. At TICAD II in 1998, ownership of African countries and partnerships in the international community were spelled out as the basic principles for African development. Based on these principles, the Tokyo Agenda for Action was adopted and it defines the comprehensive goals for action. Furthermore, the World Bank joined the group of co-organizers, and the TICAD Ministerial-level Meeting was held in 2001. As NEPAD was adopted by the African countries in the same year and gained international attention, the TICAD Ministerial-level Meeting provided the first occasion for the international community to gather and exchange views on NEPAD.

Efforts toward TICAD III

The TICAD process plays the role of not only raising awareness of the international community of African

development, but also urging cooperation between Asia and Africa. TICAD III is scheduled to be held in Tokyo on the tenth anniversary of the inauguration of the TICAD process, from September 29 to October 1, 2003. Japan has designated the period leading up to TICAD III as “Year for Soaring Cooperation with Africa.” In June 2002, Prime Minister Junichiro Koizumi announced measures for assistance to Africa, entitled “Solidarity between Japan and Africa—Concrete Actions.” The measures emphasize the importance of development assistance and the “consolidation of peace” by portraying them as two wheels of a cart. Further, Minister for Foreign Affairs Yoriko Kawaguchi visited Africa in August and announced that three areas would be given priority in the process toward TICAD III: Asia-Africa cooperation, human-centered development and the “consolidation of peace.”

In order to expand the circle of partnership for cooperation with Africa, Japan is promoting cooperation between Asia and Africa. This is the core effort of TICAD, in which Asia would share with Africa its

Topic

What is TICAD?

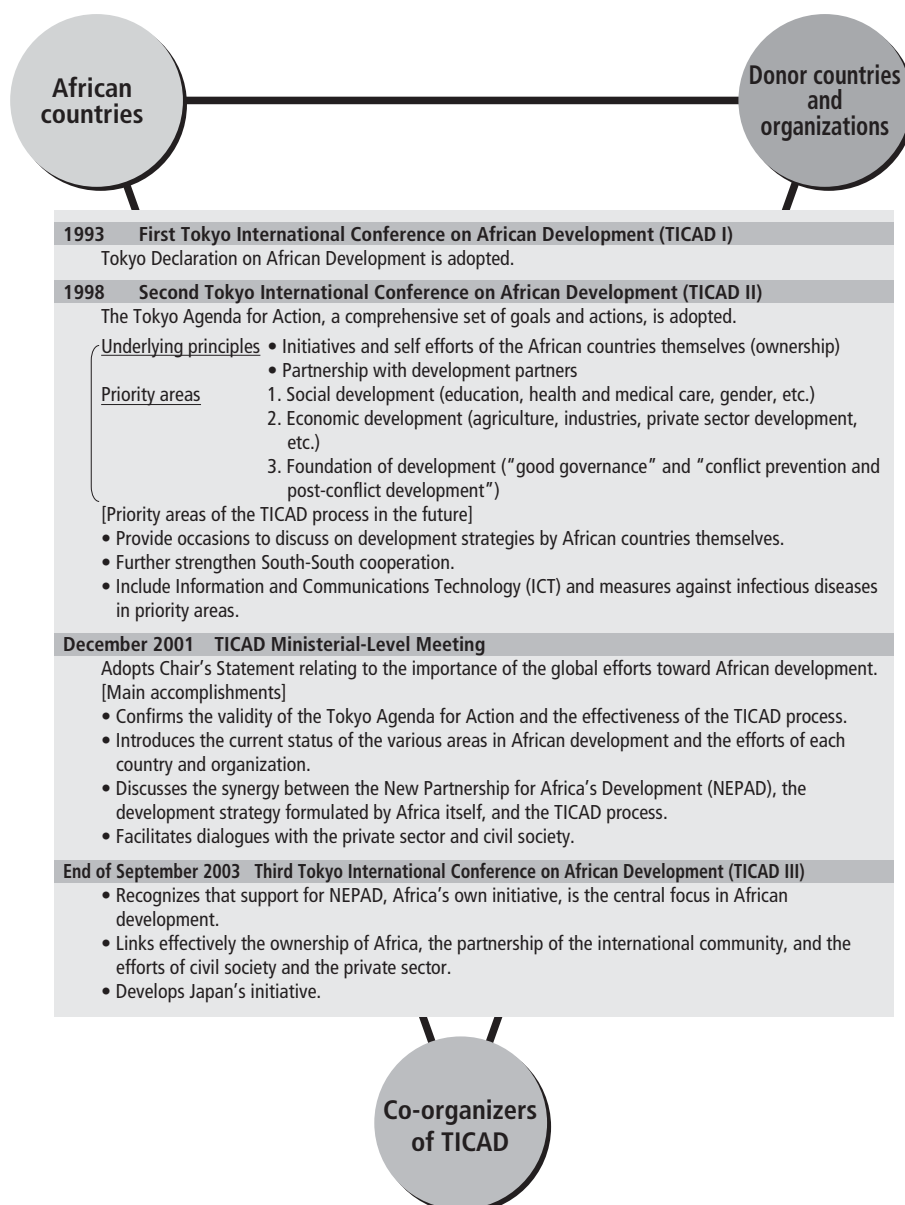
In recent years, Japan has been strengthening its efforts toward issues facing Africa, and at the core of its efforts is the Tokyo International Conference on African Development (TICAD) process. At TICAD, proposals and initiatives of the Japanese Government have resulted in comprehensive discussions concerning African development, hence playing a large role in shaping the public opinion of the international community.

In the early 1990s when the TICAD process was started, the interest of the international community in Africa had relatively declined because of aid fatigue and the end of the Cold War; Africa was about to be left behind in the world. Under these circumstances, Japan believed that African development remained an important issue in the globalized world and held TICAD I in 1993 and TICAD II in 1998. Both conferences ended in success, and Japan succeeded in redirecting world attention toward Africa.

Through the TICAD process, Japan has proposed that ownership by African countries and partnership with the international community are important for African development. These principles gradually became widespread in the international community, including Africa, and we believe that this had a significant influence on the formulation of the “New Partnership for Africa’s Development (NEPAD),” which is a comprehensive development initiative formulated by Africa. Furthermore, Japan also believes that the Asian countries’ development experience is beneficial for African development through the efforts of TICAD and has promoted a framework of cooperation between Asia and Africa. Sharing the Asian countries’ development experience with African countries is bringing a variety of positive effects to the development of African countries. Moreover, TICAD has become an occasion for expanding partnership for African development that includes not only Japan and African countries, but also the major donor countries, Asian countries and international organizations, as well as civil society and private-sector businesses.

Currently, with a view to the Third International Conference on African Development (TICAD III) scheduled to be held at the end of September 2003, efforts are being exerted to promote the African development that makes full use of these advantages of TICAD and further deepens the significance of the TICAD process.

Japan's Efforts for African Development (TICAD Process)



Japan, United Nations, World Bank, Global Coalition for Africa (GCA)

experience in development and various cooperation efforts are being made in areas such as agriculture, the promotion of trade and investment, and health and medical care. In particular, the development and dissemination of NERICA (New Rice for Africa), which is pest-resistant and has a high yield, has gained high approval as a symbol for Asia-Africa cooperation.

Further, the idea of "human-centered development," which is based on the belief that human resources development is the foundation for nation-building, is

being carried out in various development cooperation programs by Japan. This mindset is also found in the idea of so-called "human security," and is a pillar for Japan's cooperation with Africa. As part of concrete measures, 90 billion yen of Grant Aid has been provided over a 5-year period after TICAD II in the areas of education, health and medical care, and the supply of safe water. In addition, Japan plans to provide aid of over 250 billion yen over a 5-year period from 2002 in the area of education for low-income

countries, including those in Africa.

In order for these development efforts to be successful, however, the realization of peace and security in Africa is essential. To realize the “consolidation of peace,” Japan is putting forth efforts such as the promotion of the peace process including dialogue among the parties concerned in conflict, ensuring internal stability and security including efforts to deal with anti-personnel landmines, as well as humanitarian and reconstruction assistance including one for reintegration of refugees and ex-combatants into civil life. For the social reintegration of ex-combatants in Sierra Leone, for example, assistance is provided through “the Trust Fund for Human Security,” which Japan set up within the UN. Japan plans to continue placing a priority on assisting the “consolidation of peace” in Africa.

Promotion of Japan-Africa Dialogue and Exchange

Taking advantage of the opportunity to attend the World Summit on Sustainable Development—the Johannesburg Summit—in South Africa, Foreign Minister Kawaguchi visited Ethiopia and Angola from August 26 to 29. During her visit, she exchanged opinions with the dignitaries of these countries over topics such as bilateral relationships and the regional situation. She also had discussions with those who were engaged in economic assistance fields and visited ODA project sites including one related to landmine

removal. In Ethiopia, at the United Nations Conference Center, Foreign Minister Kawaguchi gave a speech on Japan’s policies on Africa, and in South Africa, she invited ministers from African countries to a luncheon to exchange opinions. This was the first official visit by the Japanese Foreign Minister in the last 18 years, and it took place prior to the Johannesburg Summit, when Africa was the focus of international attention. This worked to impress upon the world that Japan is placing great importance on Africa, and provided impetus for Japan’s diplomacy with Africa, as we head toward TICAD III in 2003.

Moreover, dialogue and exchange with African countries took place at the summit level as well. Prime Minister Koizumi visited South Africa in September to attend the Johannesburg Summit and met South African President Thabo Mbeki. In January 2001, Prime Minister Yoshiro Mori paid the first visit to Africa by an incumbent Japanese prime minister, and Prime Minister Koizumi’s trip marked the second year in a row for a Japanese prime minister to visit Africa. This gained high approval as being indicative of Japan’s stance in placing a high priority on Africa. Further, President John Agyekum Kufuor of Ghana, who is actively carrying out reforms toward “good governance,” made an official visit to Japan in October and had a summit meeting with Prime Minister Koizumi. At this meeting, it was affirmed that both countries would cooperate toward TICAD III.