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Japan–African engagement and TICAD IV: can Japan lead the way on African development?

Elizabeth Donnelly

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Summary

- In 2008 Japan convened its fourth Tokyo International Conference on African Development (TICAD IV) in Yokohama. In terms of numbers this year's conference was its greatest success: it drew more than 3000 participants and 41 African heads of state (Prime Minister Fukuda managed to hold bilateral meetings with 47 of the 51 participating African countries).
- Japan's development vision is distinctive because it is the only non-Western country to have experienced rapid and successful industrialization. Therefore Japan offers a departure from Western and traditional donor visions on development through TICAD. Japan argues that its own and East Asia's development experiences may offer more effective solutions to Africa's development challenges than Western development partners. It is this development experience that is the basis of TICAD. Japan places a high priority on economic infrastructure development with an emphasis on loans. It seeks poverty reduction as a consequence of economic growth rather than as an immediate goal of Overseas Development Assistance (ODA).
- The commitments made at TICAD IV include the doubling of ODA to Africa up to \$3.4 billion by the end of 2012; \$4 billion to be made available in loans for the development of infrastructure and agriculture; use of ODA to encourage Japanese private-sector investment in Africa, with the goal of doubling Japanese foreign direct investment; establishment of a US\$10 billion global financial mechanism to address the effects of climate change, the 'Cool Earth Partnership', of which African states will be beneficiaries as well as others; emergency food aid amounting to \$100 million between May and July 2008, mostly for Africa.
- Japan is creating strong bilateral relations with African nations through the TICAD process, but TICAD was not conceived as a unilateral process. From the outset it sought to be broad and inclusive: TICAD I was co-organized by the UN and the Global Coalition for Africa and this year's TICAD IV was co-organized by the UNDP, the UN Office of the Special Adviser on Africa and the World Bank in consultation with the African Union. The TICAD process is intended to link Japan to international initiatives such as the G8.
- African governments know that they are collectively powerful, accounting for 25% of the UN General Assembly. Japan has a great deal to gain from good relations fostered through delivery for African development. It is no secret that Japan seeks a permanent seat on the UN Security Council. Japan's interest in Africa's raw materials is also increasing, particularly for precious metals, oil and gas. It is important that African governments see tangible outcomes for their countries from TICAD IV as this is what they have been seeking from the start of the process. For African leaders, the tests will be whether Japanese FDI doubles, whether it can help to boost trade and the level of influence evident in the 2008 G8 communiqué on Africa.

Introduction

In recent years there have been three mutually reinforcing trends that have impacted upon Japan's relations with African countries: the rise and rapid development of Asia, notably China, India, Vietnam, Malaysia and Thailand; the lessening need for Japanese development assistance in Asia; and increased resource competition and commodity prices that have empowered many African nations to be more selective and diversify foreign relations. This has meant that while there has been an overall decline in Japanese overseas development assistance (ODA), it increased bilateral ODA to Africa by about 370% from 2002 to 2006.¹ Previously, Japan's ODA had been mainly targeted at its neighbourhood in Asia, with Africa receiving about a 10% share of the total, but with aid dependency decreasing in Asia and Japan emerging from an economically difficult period, Africa has seen ODA from Japan increase to 34.5% of the total in 2006.² Japan's status as a key development partner with Africa is growing. It is not just about the numbers, however. As Kweku Ampiah commented, speaking at Chatham House, 'Japan should really be given the credit for keeping African issues alive, especially during the 1990s when the donors faced so-called "aid fatigue".'

In 2008 Japan convened its fourth Tokyo International Conference on African Development (TICAD IV) in Yokohama. In terms of numbers at least, this year's conference was its greatest success: it drew more than 3,000 participants and 41 African heads of state and government, including the Chair of the African Union. (Prime Minister Fukuda managed to hold bilateral meetings with 47 of the 51 participating African countries). Though a very different kind of forum, given that 35 African heads of state attended the Forum on China-Africa Cooperation in Beijing in November 2006, Japan can be pleased at Africa's implicit recognition of it as a main player. The TICAD process is now in its fifteenth year and it has taken time for it to become what Japan regards as a significant policy forum on Africa. The first conference in 1993 brought together almost 1,000 participants from 48 African countries, 13 donor states including the EC, eight international organizations, and more than 50 observer countries and organizations. Japan seeks to incorporate as many development actors as possible in the TICAD process, including donors and prominent individuals such as Jeffrey Sachs, Wangari Maathai and Bono.³ Through dialogue with African leaders, TICAD has gathered momentum through the years and has grown from a process that produced broad outcomes such as the promotion of African-Asian dialogue and South-South partnership forums (TICAD I) and recommendations (TICAD II), to one which provides continuity in development vision and

¹ K. Mochizuki et al. (2007), *Evaluation of Japanese Assistance to Africa through the TICAD Process, Third-party Evaluation*, Ministry of Foreign Affairs, Japan.

² *Ibid.*, p.16.

³ These individuals spoke at TICAD IV, 2008, Ministry of Foreign Affairs, Japan.

produces an action plan to take forward priorities set out in the conference (TICAD IV: Yokohama Action Plan).

ODA as a tool for international diplomacy is important to Japan as it does not maintain military power for the use of force (rather it has its Self Defense Forces). Its development vision is also distinctive because it is the only non-Western country to have experienced rapid and successful industrialization. Therefore Japan offers a departure from Western and traditional donor visions on development through TICAD. Japan argues that its own and East Asia's development experiences may offer more effective solutions to Africa's development challenges than Western development partners. It is this development experience that is the basis of TICAD. Japan places a high priority on economic infrastructure development with an emphasis on loans. It seeks poverty reduction as a consequence of economic growth rather than as an immediate goal of ODA⁴ (though poverty reduction is one of Japan's four priorities set out in its ODA charter). This differs from the UK's ODA policy through the Department for International Development for example, which 'manages Britain's aid to poor countries and works to get rid of extreme poverty.'⁵ Though poverty reduction and economic growth feature in development policies of both countries, strategy and order of priorities differ.

In recent years increasing assistance to Africa has become a global trend, though Japan has had more success in meeting its commitments than others – in part because European Union G8 member commitments made in 2005 at the Gleneagles summit were more ambitious and these countries have been less able to deliver on their promises. This paper provides an overview of the outcomes of TICAD IV and, drawing on discussions at a Chatham House conference convened on 24 June in London,⁶ analyses not only the potential of TICAD IV to deliver tangible results for Africa based on its stated priorities, but also its potential to influence other key players on Africa given its sometimes divergent views on the best path to development. A record of the Chatham House conference follows this analysis.

The Conference: Key Themes and Commitments

Yokohama city played host to TICAD IV from 28 to 30 May 2008. The city designated May 'Africa month' and the conference was complemented by an 'African Festa' (festival) with a series of cultural events to raise public awareness. There were displays and a One Village One Product exhibition, an African trade fair and Africa investment workshop. TICAD is the

⁴ H. P. Lehman (2007), *Japan's National Economic Identity and African Development: What Can Africa Learn from Japan's Development Experiences?*, University of Utah, p. 5.

⁵ Department for International Development, <http://www.dfid.gov.uk/aboutdfid/default.asp>.

⁶ The conference programme details are at the end of this report.

Japanese government's opportunity to try to sell Africa and its overseas development policies to its population, whose concerns do not often include distant Africa.

As one of the commitments made at TICAD IV was the doubling of ODA to Africa to \$1.8 billion by the end 2012, garnering public support is becoming increasingly important for the government. Other key commitments made by Japan at TICAD included:

- Up to \$4 billion to be made available in ODA loans over five years, particularly for the development of infrastructure and agriculture;
- Use of ODA and other official flows to encourage Japanese private-sector investment in Africa, with the goal of doubling Japanese foreign direct investment;
- Establishment of a US\$ 10 billion global financial mechanism to address the effects of climate change, the 'Cool Earth Partnership', of which African states will be beneficiaries as well as others;
- Emergency food aid amounting to \$100 million between May and July 2008, mainly targeting Africa.

These commitments were made to deliver on targets set through three main TICAD priorities: boosting economic growth; ensuring human security (including achievement of the Millennium Development Goals (MDGs) and the consolidation of peace and good governance); and addressing environmental issues/climate change.

Boosting Economic Growth

Japan's 2005 ODA White Paper affirmed that poverty reduction should be carried out by economic growth. Economic growth featured as the first priority in TICAD IV, to be achieved through support for infrastructure development, particularly at the regional level, trade, investment, tourism and agriculture, according to the Yokohama Action Plan. Accelerated economic growth has always been a TICAD theme, but as it was conceived as a non-pledging process, it was not until this year's conference that a 'roadmap' for implementation was produced (the Yokohama Action Plan) along with the TICAD Follow-up Mechanism to monitor implementation and improve transparency and accountability. There had hitherto been an expectation gap, with the Japanese government viewing TICAD more as a process to create an international development framework and build consensus, and African states expecting more immediate and tangible outcomes.⁷

⁷ K. Ampiah (2008), *Japan in Africa: a Distant Partnership*, Open Democracy, <http://www.opendemocracy.net>.

Although Japan has consistently been in favour of accelerating economic growth as a development strategy, globally 'the focus is increasingly on the role of government and governance rather than on aid pledges and the debate has shifted to talking about growth rates, economic and political reform, commodity and resources boom and diversification'.⁸ Indeed, economic growth featured high on Germany's G8 agenda for Africa during its presidency in 2007. This was in contrast to the aid-focused Gleneagles summit of 2005.

Development in Japan and East Asia was heavily private-sector-driven and this has fed into the logic of setting priorities for TICAD IV. This is why infrastructure development features first in the plan to accelerate economic growth; it is with the aim to 'promote and support the expansion of industry, trade and investment as well as agriculture'.⁹ The provision of loans for infrastructure development to encourage private-sector investment was central to Japan's development experience and is key to its strategy for Africa. The view is that aid will not be sustainable in the long term in the absence of private capital formation, and the appropriate infrastructure is necessary for this.¹⁰

Speaking at Chatham House, Ann Grant of Standard Chartered noted that 'there is a real understanding now that Africa needs to be brought to the negotiating table in global agreements'. The document adopted at the end of TICAD I emphasized partnership, ownership and the relevance of the Asian model of development. The word 'partnership' is appearing more and more in other development forums and documents – such as G8 communiqués and the Lisbon Declaration of the EU Africa Summit in 2007. If this is to be reality rather than rhetoric, for African countries it would mean seeing a move away from raw material exportation to processed products. 'Value addition' was a much-used term among African leaders at TICAD IV. President Yoweri Museveni of Uganda commented in his address that in terms of the donor-recipient relationship he was not sure which was which, as Uganda receives \$1 per kilo of coffee it exports to the UK, where it is processed and sold for \$14 per kilo. Therefore, he reasoned, Uganda was giving the UK \$13 per kilo of coffee.¹¹ While the President's comments stirred laughter among his audience, his point was that unless Africa is able to generate the private capital formation that Japan prioritizes through the production of high-value goods, Africa will not experience the sustained growth and job creation necessary for development.

⁸ A. Grant, Vice Chairman, Standard Chartered Capital Market Ltd, 'Keeping Africa on the Agenda: Themes of TICAD IV and Impact on the G8 Hokkaido Toyako Summit: Economic Growth', speaking at Chatham House, 24 June 2008.

⁹ TICAD IV Yokohama Action Plan (2008) p. 2.

¹⁰ Lehman (2007), p. 4.

¹¹ President Yoweri Museveni, The Republic of Uganda, speaking at TICAD IV, 29 May 2008.

TICAD IV's means to assist in value addition of export goods include, in addition to infrastructure development, the promotion and expansion of trade, the encouragement of foreign investment, assistance in private-sector development and the promotion of tourism. This involves schemes such as One Stop Border Posts to facilitate regional trade, assisting in product development through the One Village One Product Movement, assistance in improving legal and regulatory frameworks, and 'support for the early, fair and balanced conclusion of the WTO Doha development agenda negotiations'.¹² In trade, Japan faces a challenge in trying to reconcile the different definitions of what 'fair and balanced' means to the different parties.

In terms of assisting in value addition and product development for export, Japan is also confronted by a challenge: the fact is that current interest in Africa is resource-driven; its recent growth levels have been in large part due to competition for commodities. Japan itself needs to access raw materials from Africa: it can no longer rely on China for precious metals for its high-tech industries. Japan needs to succeed in encouraging its risk-averse companies to invest in Africa to see a doubling of Japanese FDI: President Kikwete of Tanzania remarked at the conference that from 2002 to 2004 Africa accounted for only 0.4% of Japan's global FDI flows, and of this 85% of investments were in two countries: South Africa and Egypt.

New Rice for Africa (NERICA) has been a success story in terms of helping to increase rice production in some African countries, and agriculture was another matter that featured prominently in discussions at TICAD IV, particularly in the light of the considerable impact that rising food prices are having on African populations. GDP growth in agriculture is up to four times more effective in reducing poverty than growth in other sectors.¹³ Japan hopes to feed into Africa its experience of South-East Asia where economic development was accompanied by agricultural growth. Through the development of infrastructure, irrigation systems and diversification of agricultural products, Indonesia has become self-sufficient in agricultural production.¹⁴ With Japan's assistance, Vietnam has become the world's second largest exporter of rice. Japan hopes to build capacity, develop infrastructure and irrigation and to introduce more drought-resistant high-yielding varieties of rice to Africa.

¹² TICAD IV Yokohama Action Plan (2008), p. 2.

¹³ Lennart Båge, President of the International Fund for Agricultural Development, speaking at TICAD IV, 29 May 2008.

¹⁴ Ambassador Nobutake Odano, Ambassador in Charge of TICAD IV, speaking at Chatham House, 24 June 2008.

Human Security: Achieving the Millennium Development Goals (MDGs)

Speaking in Yokohama, Jeffrey Sachs pointed out that at this midway point to the deadline for achieving the MDGs, the international community is not halfway to achieving them. Deputy Secretary-General of the UN Asha Rose Migiro, also speaking at TICAD IV, noted that on the basis of current trends no African country would be able to achieve all of the MDGs. TICAD's response to the inadequate progress on the MDGs is to 'proactively focus on the areas of health and education, where the delays in achieving the MDGs are most conspicuous, and ... encourage community development, gender equality and the active participation of civil society'.¹⁵ Practically, Japan hopes to do this by:

- Expansion of its One Village One Product scheme and African Millennium Village projects to 12 countries (as part of the Community Development element);
- Construction of 1000 primary schools and training of 100,000 teachers in maths and science and improvement in the educational environment of 10,000 schools based on the 'School for All' model (as part of the education element);
- A new pledge of \$560 million for the Global Fund and training of 100,000 health workers, and improvement of maternal, newborn and child health services (as part of the health element).

It is likely that, of the conclusions of TICAD IV, achievement of the MDGs is something which will dominate discussions on Africa at the G8, as this is the theme on which Japan is most likely to achieve consensus among members. Whereas Japan may face a challenge in gaining support for its strategies on economic growth from other G8 members, for example on loans for infrastructure and trade, the MDGs fit with the poverty-reduction agenda of most donors. As well as determining its own priorities, Japan responds to those of the international community and has shown that it is able to adopt them and adapt to them: human security in the sense of poverty reduction appeared as one of three pillars in TICAD III in 2004 when a broad set of objectives pertaining to poverty, hunger, infectious disease and lack of education were set out.

Human Security: Consolidation of Peace and Good Governance

Japan constitutionally renounced war after the Second World War, and rejected the use of force to settle disputes and the maintenance of armed forces with war potential, though it

¹⁵ TICAD IV Yokohama Action Plan (2008), p. 8.

remains the fifth largest spender on the military in the world. Japan views itself as a 'peace fostering nation', with a special role to play in providing development assistance as a means to consolidate peace.¹⁶ Speaking at the African Union in January 2008, Former Prime Minister Yoshiro Mori noted, 'We are witnessing a reduction in the number of the conflicts which cast a shadow over the 1990s. Many countries achieved peace and elected new leaders through democratic methods. TICAD IV is to be held to push these positive trends further.'¹⁷

Through the TICAD process Japan seeks to support African initiatives on peace consolidation and good governance such as the African Peace and Security Architecture (APSA) and the African Peer Review Mechanism (APRM). The Yokohama Action Plan sets out four action points to be implemented:

- Conflict prevention (including support to the planned Continental Early Warning System under the APSA);
- Humanitarian and reconstruction assistance;
- Restoration and maintenance of security (including the strengthening of African peace-keeping operations centres and support to the African Stand-by Force under the APSA);
- Promotion of good governance (through support to the Programme of Action of the APRM Country Review Report and support to strengthen economic governance through the NEPAD-OECD Africa Investment Initiative).

Addressing Environmental Issues/Climate Change

Africa contributes roughly only 3.8% of greenhouse gas (GHG) emissions to climate change, yet it is among those most vulnerable to its effects.¹⁸ As the consequences of climate change are already being felt in Africa, it is of immediate concern to African countries, particularly to its island states. Japan is a leader on climate change initiatives and environmental protection is an international matter that has strong support domestically. In 2007 it proposed its 'Cool Earth 50' initiative which calls for a halving of global GHG emissions by 2050. It has also established a financial mechanism, the Cool Earth Partnership, of \$10 billion for global efforts

¹⁶ Prime Minister Yasuo Fukuda speaking at the Annual Meeting of the World Economic Forum, 26 January 2008.

¹⁷ Former Prime Minister Yoshiro Mori speaking at the Tenth Ordinary Session of the Assembly of the African Union, 31 January 2008.

¹⁸ Professor O. Davidson, University of Sierra Leone, 'Keeping Africa on the Agenda: Themes of TICAD IV and Impact on the G8 Hokkaido Toyako Summit: Climate Change', speaking at Chatham House, 24 June 2008.

to reduce emissions and assist developing countries in dealing with the impacts of climate change.

In the context of the TICAD process, strategy on tackling climate change includes mitigation (support to the Clean Development Mechanism, support of sustainable forest management, promotion of the use of clean energy and improvement of energy access); adaptation (measures against natural disasters and to combat desertification); water resource management; and Education for Sustainable Development.

The challenge of marrying emissions reduction and environmental protection with the economic growth agenda remains, especially for developing countries. On a more optimistic note, speaking at the World Economic Forum, Prime Minister Fukuda pointed out that ‘over the last 30 years we [Japan] have succeeded in doubling our real GDP without increasing the overall energy consumption of the industry sector. This demonstrates that Japan succeeded in the simultaneous pursuit of both economic growth and environmental protection.’¹⁹ However, Africa’s economic growth will involve global forces and actors as well as African nations themselves. Furthermore, whether Japan can have a noticeable impact in assisting Africa on climate change will depend on whether there is a real commitment from the world’s largest economies and biggest GHG emitters to tackle climate change. Professor Ogunlade Davidson, of the University of Sierra Leone and co-chair of the Intergovernmental Panel on Climate Change, argues that carbon pricing, particularly by the World Bank, is much too low to have any real impact, and the funds necessary to create a more efficient and less damaging energy sector are yet to be made available.²⁰

Climate change will be a priority for Japan at the G8 Hokkaido Toyako summit. Prime Minister Fukuda will seek tangible outcomes towards establishing a post-2012 framework that will involve all major economies thereby encouraging the negotiation process at the UNFCCC, as agreed at the 2007 Bali conference. This may be a great victory or a great disappointment at the summit. In this the Prime Minister carries a great responsibility for Africa: any will among African nations to develop in an environmentally sustainable way will be overshadowed – and negated – if the largest emitters fail to commit to an effective framework.

¹⁹ Prime Minister Yasua Fukuda speaking at the Annual Meeting of the World Economic Forum, 26 January 2008.

²⁰ Professor O. Davidson, University of Sierra Leone, speaking at Chatham House, 24 June 2008.

Conclusion

There is no doubt that Japan is creating strong bilateral relations with African nations through the TICAD process, but TICAD was not conceived as a unilateral process. From the outset it sought to be broad and inclusive: TICAD I was co-sponsored by the UN and the Global Coalition for Africa and this year's TICAD IV was co-organized by the UNDP, the UN Office of the Special Adviser on Africa, and the World Bank, in close consultation with the African Union. The TICAD process is intended to link Japan to international initiatives.²¹ African heads of state speaking at TICAD IV requested that Japan make Africa's case at the G8 summit, to urge G8 governments to act. President Ahmed Abdallah Sambi of Comoros called on Japan to be the spokesman of Africa at the G8 summit. Expectations are high and the pressure on Japan to deliver is considerable. Japan has invited the leaders of South Africa, Algeria, Egypt, Ethiopia, Ghana, Nigeria, Senegal, Tanzania and the African Union to attend the July summit.

TICAD IV could potentially be Japan's most effective conference for Africa given that the conference's conclusions are complemented by the Yokohama Action Plan and the TICAD Follow-up Mechanism. The Japanese government had hitherto avoided setting up a TICAD secretariat, but now this will become part of the Middle Eastern and African Affairs Bureau of the Ministry of Foreign Affairs. Japan's approach to development has been described as the 'ingredients approach', which tends to be more case-specific and long-term than the West's 'framework approach'.²² In this way the last 15 years of TICAD can be regarded as a cumulative effort on Japan's part building towards specific measures for implementation with matching financial commitments. It is important that African governments see tangible outcomes for their countries from TICAD IV as this is what they have been seeking from the start of the process. For African leaders, the tests will be whether Japanese FDI doubles, whether it can help to boost trade and the level of influence evident in the 2008 G8 communiqué on Africa.

African governments know that they are collectively powerful, accounting for 25% of the UN General Assembly. Japan has a great deal to gain from good relations fostered through delivery for African development. It is no secret that Japan seeks a permanent seat on the UN Security Council. Japan has benefited from African support in the past, winning the Asian non-permanent Security Council seat in 1996 and the election of Shigeru Oda to the UN

²¹ Lehman (2007), p. 16.

²² T. Yanagihara (1998), 'Development and Dynamic Efficiency: "Framework Approach" Versus "Ingredients Approach"', In K. Ohno and I. Ohno (eds) (1998), *Japanese Views on Economic Development: Diverse Paths to the Market* quoted in GRIPS Development Forum (2008), *Diversity and Complementarity in Development Efforts*, p. 14.

International Court of Justice. Japan's interest in Africa's raw materials is also increasing, particularly for precious metals and oil and gas: Japan is co-financing a project in Madagascar with Ambatovy Minerals S.A. and Dynatec Madagascar S.A. for the mining, processing and refining of nickel – a metal essential for Japanese manufacturing. The Japan Bank for International Cooperation (JBIC) is providing \$490 million, and Sumitomo Corporation will have the right to purchase 30,000 tonnes of nickel annually.²³ This is the first such loan JBIC has provided to Madagascar. As resource access becomes a priority Japan is also opening more embassies in Africa, with new embassies in Mali and Botswana. The Ambassador designate to Botswana was recruited from the private sector, and was formerly employed by a mineral and energy resources trading company. Japan will start to import platinum, nickel and cobalt from Botswana.²⁴

Africa sees what Japan has to offer from its own development experiences. Japan's expertise in private-sector-driven economic growth, infrastructure and agricultural development and energy efficiency could be very usefully adapted to the African context. Known to be cautious, it is also seen to be a reliable development partner, and one that is less meddlesome than Africa's traditional donors. The message from some African participants at the Chatham House conference was that Japan should determinedly maintain a development strategy distinct from the West's. However, Japan sees Europe as a partner in development, particularly as it acknowledges that Europe has greater research and analysis capacity on Africa and sees it as having more historical and political knowledge of Africa. Yet as Japan's expertise and capacity on Africa grow it is likely that it will look less and less to Europe. For Western donors, the rise of Asia not only as a trade partner but as a development partner for Africa should give them cause to reflect on their own approach to Africa and development.

²³ Japan Bank for International Cooperation, 'JBIC Provides Project Finance and Political Risk Guarantee for Ambatovy Nickel Project in Madagascar – In Support of Japanese Firms' Long-Term, Stable Offtake of Nickel Metal' (August 2007), <http://www.jbic.go.jp/autocontents/english/news/2007/000100/index.htm>.

²⁴ D. Pilling, 'Tokyo shows mettle in the race for Africa's ore', *Financial Times*, 21 May 2008, <http://www.ft.com/cms/s/0/17cb2c7a-274d-11dd-b7cb-000077b07658.html>.

Japan-African Engagement: The Outcomes of TICAD IV and the G8 Hokkaido Toyako Summit

Conference Report

Session 1: Opening Remarks

Outcomes of TICAD IV: the Yokohama Declaration

Itsunori Onodera, Senior Vice-Minister for Foreign Affairs, Japan

Text of speech

Thank you, Dr Niblett, Director of Chatham House, for your kind introduction. The very name Chatham House is synonymous with the highest quality of research in international affairs, and I have been particularly pleased to see TICAD addressed in such depth by an institution as highly respected as yours. I very much appreciate this opportunity to address the participants here today.

Distinguished participants, ladies and gentlemen,

Today as we take up the topic of 'Japan-African Engagement' I would like to extend my highest regards to Chatham House for bringing into the spotlight this very timely and important subject of TICAD IV outcomes and the agenda of the upcoming G8 Hokkaido Toyako Summit. In addition, on behalf of the Government of Japan, I would like to again convey my deepest appreciation to the co-organizers of TICAD IV – UNOSAA, UNDP, and the World Bank – for their continued commitment to making the TICAD process a success.

I personally have been involved in the TICAD IV process throughout the preparatory stages. In attending the preparatory ministerial meeting in Gabon in March, I was able to hear views from all around the African continent, and I believe that both the co-organizers and the African representatives emerged from the Gabon ministerial meeting invigorated for the lead-up to both TICAD IV and the G8 Summit. We are all fully determined to work towards consensus and send a strong, united message. The enormous momentum of the past few months continued to build during the Summit itself and expectations are high for the TICAD IV outcomes to be reflected into the discussions at the G8 Summit.

TICAD IV was held in Yokohama and attended by 41 African heads of state and government. The Conference enjoyed more than 3,000 participants in total, including high-level delegations from Africa, Asia, donor countries and international and regional organizations as

well as representatives from other civil society stakeholders. TICAD IV played an important role in African development as the world's largest policy forum.

The TICAD process has, throughout its long history, strongly and consistently advocated the concept of 'Ownership' and 'Partnership,' and this concept was reconfirmed in the course of the discussions. TICAD IV took up as its overarching theme 'Towards a Vibrant Africa: A Continent of Hope and Opportunity' and prioritized areas of cooperation, evaluated as 'timely' and 'substantial' by numerous African heads of state and government during the Conference. The priorities set at TICAD IV were 'boosting economic growth', 'ensuring human security, including achieving the MDGs and the consolidation of peace and good governance', and 'addressing environmental issues/climate change'. Four outcome documents came out of the conference, namely the Yokohama Declaration; the Yokohama Action Plan, which lays out a roadmap for concrete actions to be taken over the next five years; the TICAD Follow-up Mechanism; and the TICAD IV Chairperson's Summary.

What was outstanding at the conference was the openness and transparency that prevailed. A perfect case in point was the online broadcasting of the plenary session. This was a first for TICAD, but it is just one example of the open and transparent approach that has characterized TICAD since its launch in 1993. I would also like to highlight the fact that the Conference was highly regarded for its solid collaboration with other civil society actors. It was particularly significant that civil society voices from Africa and Japan were incorporated so actively both in the preparation process and at the conference.

Another outstanding feature of TICAD IV was the establishment of the TICAD Follow-up Mechanism, which ensures regular monitoring of the implementation process over the next five years. Japan's concrete proposals and the TICAD Follow-up Mechanism were highly praised by African leaders. Finally, the Conference enjoyed the participation of eminent individuals who have been working on African development issues, including Bono, Professor Jeffrey Sachs, Youssouf Ndour, and Professor Wangari Maathai. Their remarks were stimulating on a number of levels, and they approached African issues from unique and valuable angles.

Japan has become increasingly proactive in its policies towards Africa. In particular, Prime Minister Yasuo Fukuda announced some of Japan's initiatives in his opening speech to TICAD IV. I would like to highlight a few of those for you now. While Japan proposed a wide range of initiatives, including those focused on the MDGs, today I will highlight the economic initiatives to reflect the particularly high level of interest given to these by the African heads of state and government.

First, with regard to ODA, Japan has pledged that it will double its ODA to Africa by 2012. Japan will provide an ODA loan up to US\$4 billion, with special focus on infrastructure and agricultural development. We are also determined to foster trade and investment with Africa.

The Government of Japan will be providing assistance with the aim of doubling foreign direct investment from the Japanese private sector to Africa by the end of 2012.

Japan has been particularly engaged with the issues of soaring food prices, and you may know that in his speech at the FAO High-level Conference on World Food Security in Rome Prime Minister Fukuda highlighted the necessity to improve the agricultural productivity and production capacity of African nations and stressed the urgency expressed repeatedly by African leaders. At TICAD IV, President Museveni of Uganda and other leaders emphasized that this food crisis could in fact provide opportunities for Africa if proper measures are taken, with Africa transforming itself into a base for food provision. We are greatly encouraged by these comments.

Japan has made numerous commitments towards food security in Africa not only for the immediate future but over the longer term. As immediate relief, Japan has pledged an emergency food aid package of US\$100 million to be distributed by July, mainly targeting Africa. We are also determined to help increase African agricultural productivity, including assistance aiming at doubling rice production in African countries over the next ten years in cooperation with other partners such as international organizations.

I would be remiss here if I did not call your attention to Japan's many proactive efforts towards the provision of infrastructure. Japan has been engaged in efforts to join unconnected road networks in Africa, and I am pleased to say that the United Kingdom is our highly valued partner in these efforts. JICA and DFID will together promote facilitation of cross-border procedures by expanding the One Stop Border Post (OSBP) system. This is a critical step in enabling Africa as a whole to move forward with greater dynamism. You may be aware that Japan and the UK have been engaged in various activities together in the past, such as a joint visit to Tanzania in 2005 by the Japanese Ministry of Foreign Affairs and DFID. It is my strong personal hope that our success in these efforts to date will lead to even greater cooperation in the years to come.

Underlying Japan's various initiatives is the concept of 'Human Security', which Japan has been promoting tirelessly with a view to protecting and empowering individuals and local communities. As I mentioned earlier, Human Security was one of the three priority areas taken up at TICAD IV.

I spoke earlier of the momentum that was felt so strongly during the TICAD process. That momentum was also very tangible in Asia-Africa cooperation. High-level representatives from around Asia, including the Vice-Prime Minister of Vietnam, stated that they were proactively promoting Asia-Africa cooperation. South-South cooperation, especially among African states, was highlighted prominently.

Looking specifically at the road ahead to the G8 Hokkaido Toyako Summit, Prime Minister Fukuda has stated his strong resolve to have the leaders of the G8 engage in full-fledged discussions on the issues that African leaders themselves have identified as critical. The

strong political will that was demonstrated at TICAD IV has further increased our expectations that highly meaningful outcomes will be emerging from Toyako.

Japan greatly respects the determination and the efforts now underway by African nations to make their continent increasingly vibrant. Japan remains ever mindful of the support it received from the international community during its own development. As a responsible member of the international community, we intend to extend our partnership to Africa in turn. As Prime Minister Fukuda stated, we are now opening a new page in the great narrative of African development, titled the 'century of African growth'. Japan is determined to support Africa as it makes this century of growth a reality.

Thank you for your attention.

Session 2: Keeping Africa on the Agenda: Themes of TICAD IV and Impact on the G8 Hokkaido Toyako Summit: Economic Growth and Climate Change

Economic Growth: Ann Grant, Vice Chairman, Standard Chartered Capital Market Ltd.

Discussant: Titilola Banjoko, AfricaRecruit

Climate Change: Professor Ogunlade Davidson, University of Sierra Leone, Working Group III Co-chair, Intergovernmental Panel on Climate Change

Discussant: Antony Froggatt, Senior Research Fellow, Energy, Environment and Development Programme, Chatham House

Economic Growth

Ann Grant

Ann Grant of Standard Chartered looked at the topic of growth in Africa from a business perspective.

There have been a lot of changes since the Gleneagles summit in 2005. The conversation has definitely moved on and the challenge has moved beyond making pledges to now being about how to make these commitments real. The focus is increasingly on the role of government and governance rather than on aid pledges and the debate has shifted to talking about growth rates, economic and political reform, commodity and resources boom and diversification. There are also many new players on the African scene. China is the most notable example, but also important are India, the Gulf region and other Asian countries such as Japan.

There is a real understanding now that Africa needs to be brought to the negotiating table in global agreements. Aid also remains an important part of supporting growth in Africa. It is jobs

and growth that are key to the development of African economies and in this regard the private sector can play a crucial role. Other important factors include the growth of small and medium-sized businesses as well as helping to bring people across from the informal sector to the formal sector. The promotion of core skills, higher standards of working and corporate social responsibility is an expanding aspect of business growth. NGOs such as Oxfam and Save the Children are increasingly using private-sector strategies as part of their operations and working with the private sector is now part of the development scene.

Ironically, twenty to thirty years ago Japanese aid to Africa was overshadowed by its commitments within Asia and aid to Africa was largely perceived to be driven by business interests. The situation today is vastly different. The three pillars of Japan's assistance to Africa, namely, 'human-centred development', 'poverty reduction through economic growth', and 'consolidation of peace', as well as Japan stressing the importance of South-South cooperation and trade and investments, make Japan ahead of the curve in dealing with Africa. However, the speaker noted that as a member of a private-sector organization, it has been difficult to participate in the TICAD process and TICAD seems to be more government-led and focused on the policy-making side. The Japanese bureaucratic institutions – MOFA, JICA and JBIC – are all very impressive and have great track records. Perhaps the upcoming reorganization of JICA and JBIC will allow them to work better with private-sector organizations. The IFC, World Bank, UNDP and DFID all have a business call to action and work actively in this area. Japan certainly has the rhetoric and the aid commitments right. Japan now needs to build on its long-term efforts and it has the opportunity to do a bit more.

To sum up, there are opportunities to move from more structured and systematic partnerships towards partnerships that include Japanese institutions, African government, business and NGOs. The speaker said she did not believe that Africa can fall off the map again. The resource-driven interest and race for influence in Africa is only growing and Japan will continue to be a positive long-term player.

Titilola Banjoko

Dr Banjoko raised some key points in response to Ann Grant's comments to stimulate further discussion.

First of all she suggested that in Africa 'there is a big menu but nobody is eating!' She said that there was a long list of players in Africa but little was seen in terms of tangible outcomes for the people. Dr Banjoko asked Ann Grant what she would say were the key things in terms of results, and what was the action plan. She noted it was fine to talk about the prospects for steady growth in Africa but that must be accompanied by visible improvements in people's lives. Secondly, Dr Banjoko agreed with Ann Grant that the Japanese have very good bureaucratic systems. She proposed that Africa would be a very different continent if it could copy the Japanese institutions. Her final point was that Africa desperately needs to become an exporter of more agricultural products.

Ann Grant

Ann Grant clarified that she was not calling for a business take-over in Africa but was arguing that there needed to be systematic engagement with the private sector over the process. The agricultural debate in Africa was certainly more focused than six months ago. The emphasis was now on self-sufficiency and finding additional areas where food can be grown. For example, having previously downsized its production, South Africa was now exploring areas where it could grow more food. On the question of growth, the speaker said that it was very possible to have growth but not benefit the people. Curbing growing inequality was a challenge for everyone. This is where government played a key role that could not be delegated.

Question & Answer

Q. In the speaker's field they have tried to engage with governments on how to make Africa more productive, using examples like quality management centres. However, they have had no response. The speaker hoped that with Japanese involvement they would begin to engage the private sector along with African governments.

A. Ambassador Nobutake Odano. The Ambassador emphasized Japan's experience in South-East Asia where economic development has been accompanied by agricultural growth. Indonesia, for example, has achieved self-sufficiency in agricultural production through the development of infrastructure, irrigation systems and diversification of agricultural products. Also, Japan is encouraging African governments to take up new varieties of more resistant rice grains that will lead to higher yields and will not lead to as much land degradation or leaching.

Q. Some multinational organizations present in Africa are not regulated to agreed international standards. How do we regulate them more effectively?

A. Ann Grant. Africa is on the map and investing in the continent is not as difficult as it once was. For this reason it is important to have increased standards of regulation.

Climate Change

Professor Ogunlade Davidson

Africa is changing rapidly. The speaker said we are living on a vastly different continent now from one he can remember and we are on an express train that will not stop. Climate change and greenhouse gas emissions (GHG) are a problem for humankind because we have created wealth-driven societies. Fossil fuels power our industry but they also pollute our atmosphere and environment. We have reached a level now where emissions are reflected

back into the earth's atmosphere, causing increasing global temperatures and having huge effects on rainfall, ecosystems, on health and agriculture.

So far Africa only contributes 3.8% of the problem. Warming of the climate is an unequivocal fact and it is mostly induced by humans. We have established that there is a natural effect as well as an anthropogenic one, but that the human factor is overriding. Of course, some parts of the world are better equipped to withstand these changes in climate that we are experiencing and any shocks that may arise. Between 1970 and 2004 GHG emissions have increased by 70%. If we do not correct our current path, we will see a 5° Celsius temperature rise globally very soon. This will have a huge bearing on the incidence of flooding, drought and other natural disasters around the globe.

Emissions can be offset by a mitigation potential. All sectors can contribute (e.g. energy, transport, buildings, industry, agriculture and forestry) but differ in their shares and among sectors. The fundamental problem is the use of fossil fuels and the increase in carbon dioxide emissions. We estimate that they will continue to rise from anything between 25% and 70% from now until 2030. The growth potential of business in Africa is significant; we just have to change the way we do business.

How do we stabilize greenhouse gases? The speaker suggested by implementing effective sustainable development policies and energy efficiency programmes. Within the next 15–20 years the international community should be looking towards peaking on GHGs globally; at around 450-490 ppm. This will ensure a global temperature rise of only 2° Celsius. This is the scenario if we do mitigate and will be a major challenge to achieve.

The Intergovernmental Panel on Climate Change (IPPC) has suggested reduction targets for all regions of the world. TICAD can also help Africa deviate from the proposed baseline. Climate change policy alone will not solve the problem. The international community has to re-examine its traditional macroeconomic policies: taxes, subsidies, other fiscal policies, structural adjustment. It must also look closely at energy security. What kinds of energy is it looking to provide for over 2 billion people who live without regular electricity? This is a question that has major implications for climate change and we must adopt efficient energy use and low-carbon domestic energy sources. Other important issues are: access to modern energy; bio-energy; poverty tariffs; air quality policy; ensuring clean fuel; bank lending policies: lending for efficiency-renewable energy; avoiding lock-in into old technologies in developing countries; and also insurance policy: differentiated premiums, liability insurance exclusion, as well as improved conditions for take-up of green products. Climate change must be integrated into the debate everywhere.

The receding glaciers and snow caps of Mount Kenya and Mount Kilimanjaro clearly show the effects of climate change. In Mount Kilimanjaro, the glaciers have shrunk by 25% since 2006 and if they continue at this rate they may disappear by 2015. If policies do not change we are looking at droughts in East Africa, floods in Mozambique and an ever-increasing number of

refugees on the move because of climate change. Climate change and climate variability will only add stress to existing stresses in the continent. Major economic sectors are vulnerable to climate sensitivity with huge impacts that are exacerbated by current developmental challenges (poverty, institutional and infrastructure weakness, poor access to capital, ecosystem degradation) leading to weak adaptive capacity.

TICAD has concentrated its efforts on mitigation and adaptation. In terms of mitigation there are the development of frameworks beyond 2012 based on the Bali Action Plan; mitigation projects and awareness – raising campaigns for the Clean Development Mechanism (CDM) and support for institutional and capacity development of Designated National Authorities (DNAs); and support for Reducing Emissions from Deforestation and Forest Degradation (REDD) in developing countries. In terms of adaptation there is technical assistance for the global map data for Africa; measures against natural disasters such as support for natural disaster prevention and emergency plans based risk assessment (droughts and floods) and assistance with the establishment of early warning systems; measures to combat desertification: the development and dissemination of new and existing technologies (water, soil and reforestation); and also awareness raising to combat desertification (community, overgrazing and deforestation).

African economies, both oil-producing and oil-importing, have been doing well since 2000, owing to improved macro-economic stability and commodity prices. There has been a marked reduction in conflicts and the proportion of the population living on less than \$1 a day is declining. There are energy growth options for climate change. Biofuels are a problem when you use food to make them, but using biodegradable waste is an option for fuels. Biofuels have a future for Africa if based on using agricultural and forest wastes, urban waste and non-food crops. With adequate finance, capacities and adequate technology transfer, Africa can produce biofuels for both consumption and exports.

There were two areas where Professor Davidson made a special appeal. The first was gas flaring which in Nigeria, Angola and other African countries exceeds 60–70%. There is enough gas being flared annually to supply electricity to all of West Africa. It is necessary to reduce gas flaring; these fields can provide large quantities of electricity to be used in the continent. The second issue was climate change. Africa is resource-rich and needs export diversification. However, the international community must ensure that the development of these huge resources is accomplished using well-known sustainable and less carbon-intensive approaches.

Antony Froggatt

Antony Froggatt noted that we will find out over the next 18 months whether an agreement can be reached in Copenhagen that gives us a roadmap past 2012.

He pointed to four key issues that Professor Davidson had raised: setting national targets for GHG reduction; adaptation, which is an especially key issue for Africa; technology; and lastly

finance (the last two overlap). A recent report from the International Energy Agency (IEA) on meeting the 450 stabilization scenario called for an additional US\$50 trillion to be made available for investment in the energy sector. With that amount of funding required, the speaker said he could not see how we were likely to get a deal without specifically addressing each of the four issues.

Professor Ogunlade Davidson

In terms of carbon pricing, the international community cannot achieve anything if it follows the World Bank prescription of US\$5 per ton of carbon. The actual cost is more like US\$70 per ton but even then a price of around US\$200 a ton would be better. In order to reach an agreement at Copenhagen the price of carbon must be increased. This will stimulate the finances needed to reach an agreement post-2012.

Question & Answer

Q. How do we marry growth with climate change?

A. Professor Ogunlade Davidson. Speaking from an African perspective, our countries must properly commodify their natural resources and make themselves more business-focused. We also need to deal with the issue of urban transportation. The international community must support public rather than private transportation. It also needs to increase road infrastructure to allow business to operate but at the same time must use sustainable methods of forestry and practice when building roads.

Q. To what extent are African leaders politically committed to dealing with climate change?

A. Professor Ogunlade Davidson. Last week a high-level panel of African Environment Ministers met to come up with a programme of action for climate change ahead of the next AU meeting. We will see what comes from them.

Q. India and China are working towards getting a better part of their populations out of poverty. How do we translate this to Africa?

A. Ann Grant. The knowledge and experience of what has happened in Asia should allow for transfer to Africa.

A. Ambassador Nobutake Odano. Lessons can be drawn from the Asian experience. The development of the Asian tigers was powered by the private sector. ODA can be a trigger for massive involvement from private finances, be they local or multinational. Japan also worked for a higher rate of intra-regional development than international. This is definitely one area that should be replicated by Africa. Also required is good governance and leaders who have sound economic policies. Most of all, Japan believes fundamentally in cooperation and partnership as opposed to assistance.

Session 3

Keeping Africa on the Agenda: Themes of TICAD IV and impact on the G8 Hokkaido Toyako Summit: Human Security

Poverty Alleviation and the Millennium Development Goals: Marcus Manuel, Director, Pan-Africa Strategy, Department for International Development

Consolidation of Peace: Mieko Ikegame, United Nations Office of the Special Advisor on Africa

Poverty Alleviation and the Millennium Development Goals: Marcus Manuel

There has been enormous progress in implementing the MDGs especially in relation to education, with 26 million pupils in schools in Ethiopia and Bangladesh. There is free healthcare for about 5 million people in Zambia, and while acknowledging that there is still a long way to go, Mr Manuel said Africa is on the right track. It should be noted that the year 2008 is the halfway point to achieving the MDGs but 72 million children, mostly in Africa, are still not going to school. There is therefore a need to provide more opportunities through basic education, with the hope of getting 36 million more children to school. In this light Britain and France have pledged to pay for 8 million children to go to school by 2010 and are calling on other partners to follow suit. More teachers also need to be trained to meet the MDGs target. Although the cost is high it is not prohibitive, and the best way to do this will be to share the cost; therefore the MDGs are attainable.

In the field of health care, estimates show that the number of children who die each year from preventable diseases is comparable to a population the size of London. Half a million women each year die from childbirth; one-sixth of the population in Africa lacks basic sanitation facilities. A sizeable number of people are at risk of malnutrition. Malaria is also a big killer in Africa, and the UK has pledged to provide around 20 million mosquito nets within the next three years. Mr Manuel reiterated that the international community is halfway through the time set to achieve the MDGs and he quoted the UN Secretary General: 'If all stakeholders act decisively we are going to achieve the MDGs.' He also quoted the UK Prime Minister, Gordon Brown: 'Achieving the MDGs is something that needs to be done between governments.' The speaker lauded TICAD for its commitment to engaging businesses to work towards achieving the MDG, as well as helping to put Africa on the agenda of the upcoming G8 meeting.

Mr Manuel reiterated the importance of the task assigned to Ambassador Nobutaka Odano in helping to build political consensus in Japan on how to act to help Africa. He went further to cite examples of initiatives on which Japan is working in Africa, in the field of malaria prevention, for example, with the production of highly efficient mosquito nets in Uganda.

Another objective is that of reducing mortality rates through, among others, provision of bed nets and community health care programmes. He also mentioned emergency food aid response, and put it in the context of the current high world food prices.

Next steps: Mr Manuel mentioned the following points:

- The importance of the feedback from TICAD IV to the upcoming G8 meeting;
- The G8's again having Africa as its main topic of discussion;
- The need to focus on the MDGs.

He also listed things that the G8 could do to help in achieving the MDGs:

- Play a key role in coordinating funding for climate change;
- Respond collectively to the food crisis;
- Show more commitment on health care systems and for progress to be made so that more women have access to basic health care;
- The upcoming NEPAD meeting as well as the UN Security Council meeting in September should focus on discussing the MDGs. These are high-level meetings which will provide an opportunity to push forward the agenda for Africa with the support of the international community as a follow-up to the G8.

Mr Manuel concluded by saying that it is time to focus on what needs to be done and what the international community has to do. According to him '2008 should be used to build on past achievements and focus on the future with special attention to the upcoming G8 summit'.

Consolidation of Peace: Mieko Ikegame

1. The evolution of the TICAD process in the field of the Consolidation of Peace

In recognition of peace and stability as a prerequisite for sustainable development in Africa, TICAD III in 2004 debated this subject, which subsequently led to the holding in 2006 of the first TICAD Ministerial conference entirely devoted to the issues related to the Consolidation of Peace and Stability in Africa. The in-depth discussion on this subject within the context of Human Security at TICAD IV was the reflection of Japan's growing interest and role in the international peace and security sphere including in the UN. Japan is the second largest contributor to UN Peace-Keeping Operations.

2. Substantive discussion at TICAD IV on the Consolidation of Peace and Governance

TICAD IV group discussions on this subject were divided into three elements including: i) Consolidation of Peace and Reconstruction, ii) Conflict Prevention and iii) Governance and Democratization.

The discussion on consolidation of peace and reconstruction highlighted the issues of complexity, root causes, the need for a favourable environment (climate change, food prices, and negative aspects of globalization), urgency for action and sustainability, strengthening coherence and coordination, and human security as a conceptual and an operational framework.

The conflict prevention discussion highlighted the causes of conflict, regional initiatives and international support. The debate on governance and democratization focused on the ownership of good governance, the role of elections and role of civil society. While the Conference greatly valued the establishment of the AU/African Peer Review Mechanism (APRM) in to which 29 African countries have acceded, 14 have established national self-assessment structures and 6 have been peer-reviewed (Algeria, Benin, Ghana, Kenya, Republic of South Africa and Rwanda). The critical issue is the gap of resources for the implementation of their respective programmes of action.

3. Key messages coming from the above debate

Although the number of conflicts in Africa has decreased by 40–50% since 1998, nearly half of the countries which endured conflicts return to conflict within five years. The consolidation of the peace process is the key for preventing of the recurrence of conflicts in Africa. Disarmament, Demobilization, and Reintegration (DDR), for instance, is a crucial element of the peace consolidation processes, especially reintegration. The Office of the Special Adviser on Africa organized international conferences on DDR and Stability in Africa in Sierra Leone in 2005 and the DRC in 2007 to bring African DDR practitioners and policy-makers together to establish networks and learn from each other. The message from these conferences was clear: Africa has to develop its own capacity to deal with DDR as it tends too much to be donor-led. The biggest challenge is *reintegration programmes*. There are two key points to be made in this regard:

(1) There is a gap between peace and security funding and development funding in the budget structure of many donors. While the former can be quickly disbursed, the latter require 2-3 years of programming. Also the international community is very much interested in the peace agreement process but loses interest once elections are completed. Clearly, this is exactly the point where more resources are needed for reconstruction and rebuilding for a sustainable base for development. In this regard, the good work of the Peace Building Commission is expected to reap rewards.

(2) Employment creation is critical, especially among youth, and not only ex-combatants but also civil youth. DDR is normally operated by the government. There is a lack of private-sector involvement in the design and implementation of DDR programmes, especially reintegration. A new partnership between the government and private sector is called for.

Elections are not the end but the start for reconstruction. Somehow the international community tends to treat elections as the sole litmus test of democratization and considers

them a long-term solution. However, elections can be the source of the problem and cause of conflict (Zimbabwe, Kenya, Côte d'Ivoire, etc. are cases in point). The challenge is to design and manage the democratization processes, taking full consideration of African and local political and social structures.

In order to bring about durable peace and sustainable development, it is essential to put concerted effort into conflict prevention in Africa. Investing in conflict prevention will save a hundred or thousand times more resource required for the management and resolution of conflicts. Much effort is needed for the creation of a true culture of peace, good governance with transparency and justice, respect for human rights and poverty alleviation through economic growth, and employment creation for youth and empowerment of women and children. In doing so, we must address the current emerging issues such as the food and energy crises, climate change and natural resource management.

4. Achievements of AU and UN

The AU and UN signed the declaration on AU/UN Cooperation in 2006 and developed a UN 10-year capacity-building programme for the AU, which is work in progress. Also, the UN Security Council has adopted resolution 1625 to emphasize the importance of conflict prevention.

The AU is developing an African Peace and Security Architecture including the creation of a Peace and Security Council, African stand-by forces and an early warning system. Regional economic communities are supporting the AU efforts in their respective sub-regions. The international community must support these African-led initiatives.

5. Conclusions

TICAD IV has brought a dynamic dimension to the TICAD process adaptable to the changing needs of Africa and the international community. The Conference for the first time adopted a Yokohama declaration, Plan of Action and Follow-up Mechanisms. Japan, being a nation of peace and democracy, has a unique role to play in the field of the consolidation of peace and democratic governance. The challenge is how Japan can convey these African messages to its peers at the upcoming G8 with a view to bringing concrete and positive change in their policies on Africa.

Meanwhile, at the UN we will have two important High Level Events in September, one on *Africa's Development Needs* on 22 September and one on the *MDGs* on 25 September. These High Level Events will provide an opportunity to push forward the agenda for Africa with the support of international community as a follow-up to TICAD IV and the G8.

Question & Answer²⁵

A. There has been a dramatic change in the agricultural landscape, especially with the rising world food prices. There is therefore a need to refocus attention in the developing world towards agriculture. More attention should also be paid to the health sector with emphasis on the production of mosquito nets closer to home and well as improvements in community health care.

A. Infrastructure especially roads (farm to market) is essential in enhancing development that benefits the people. In relation to growth, there needs to be broad partnership which is well managed and less fragmented.

A. There are a lot of things in the field of agriculture that can be shared between Africa and Asia. However, there is a very big difference in the approach to work and farming in general between people from Africa and Asia. There is also a marked difference in the population density and surface area available for cultivation between the two regions. Further small-scale agriculture should be encouraged for home consumption while large-scale mechanized farming should be encouraged for export.

A. Inasmuch as technology transfer is important for South-South development, there should also be exchanges between people in both regions to share experiences, thereby supporting each other's growth efforts.

A. In conflict situations, women, children and the elderly are vulnerable groups who are often exploited and taken advantage of. It is important to note the pivotal role women's organizations play in peace movements worldwide.

A. There is a marked difference between the Japanese approach to Africa and that of its neighbour China. On the one hand the Chinese played a role in independence movements in Africa and were heavily involved on different fronts during the Cold War. Nowadays China's interests are mostly visible in the commercial sector, specifically in the extractive sector. Japan, on the other hand, also has commercial interests but at the same time is working to consolidate peace in Africa.

²⁵ Questions omitted from record in this session and closing session.

Session 4

Promises and Action: How Japan Makes a Difference on Africa

Ikufumi Tomimoto, Resident Representative Japan International Cooperation Agency, France

Kweku Ampiah, Department of East Asian Studies, University of Leeds

Ikufumi Tomimoto, Japan International Cooperation Agency

There are three main areas that JICA has identified where the Japanese government can make difference in Africa: (1) Public-Private Partnerships, (2) Infrastructure and Education (human resource development), (3) Food, Agriculture and Rural Development.

In terms of public-private partnerships, there is a need for sound development strategies from within African governments rather than donor-driven or imposed ones. African governments should have more policy space (policy alternatives) which is what Japan hopes to provide. This development should be private-sector-driven, and to facilitate this African governments have an important role to play in adjusting to market failure and avoiding state failure so as to stimulate private-sector activities and prepare the investment environment. More attention should be paid to infrastructure and education (human resource development). Africa can learn much from Asian experiences (South-South cooperation). Since development resources (financial and technical) are limited, international support from ODA and the private sector is essential.

In essence, JICA supports governments and the private sector working hand in hand. It is time for Africa to choose what development system it wants and it can now do so with the newly emerging donors.

In terms of infrastructure and education, there is a need to accelerate growth by establishing sound infrastructure. Strengthening cross-border infrastructure is particularly important for regional development; take the case of Senegal and Mali and the obstacles that border disputes have posed for each country. There is also a need to support 'infrastructure for people' to maximize welfare and livelihood, especially pro-poor infrastructure to support rural farmers etc. Lastly, one area that needs greater attention is human resource development, especially higher education in science and technology. There is a congestion of donors when it comes to basic education so there is an urgent need to focus on secondary and higher education, maths and ICT in particular.

Regarding food prices, the Japanese government has in the short term made available Emergency Food Support of \$100 million, mostly directed to Africa. In the medium and long term, it is providing support to African agriculture and rural development. On that front, the Coalition for African Rice Development (CARD) was created with the aim of doubling rice

production within 10 years (from 1,400 t/year currently to 2,800 t/year). The first CARD meeting will take place in November 2008 and will provide an opportunity for effective aid coordination.

Ultimately, Japan is also planning to double its ODA for Africa within five years from \$900 million to \$1.8 billion. A new JICA will start in October 2008 providing yen loans, grants and technical cooperation. Great emphasis will be placed on the human security principles of TICAD, aiming at seamless support, from conflict prevention, peace re-establishment and reconstruction to accelerated growth and sustainable development.

Kweku Ampiah, University of Leeds

Japan should really be given the credit for keeping African issues alive, especially during the 1990s when the donors faced so-called aid fatigue.

There are four unique aspects of TICAD that are particularly important to point out; one is the multilateral nature of the TICAD process, which nevertheless enables Japan to coordinate its bilateral relations with individual African countries. Second is the concept of Africa's ownership of its development. Third is the principle of human security which focuses on human development, poverty reduction and consolidation of peace. Lastly is the East Asian development experience, from which Africa can benefit enormously.

There are nonetheless some issues and concerns about the TICAD process. Regarding the ownership of Africa's development, some feel that it is more of a political statement without any substance. The TICAD process and the entire manner in which it operates requires revamping so as to more fully reflect the partnership ideal on which it rests. Africa must become a true partner in the process, fully consulted and fully engaged at all stages and in all relevant aspects.

In terms of the promises and actions, Prime Minister Fukuda at TICAD IV promised \$2.5 billion to invest in Africa and \$4 billion in the form of soft loans to build infrastructure. The hope is that Japan will follow in Africa the approach it used in South-East Asia: investment, trade and partnerships with these countries that led to sustainable economic development in this area. Japan single-handedly turned the economic fortunes of South-East Asia and the hope is that it will do the same in Africa.

Moreover, the partnership should be between Japan and the African states – with the other development partners serving as observers. Given Japan's track record as the initiator of the 'East Asian economic miracle', the development partners should allow it the freedom to engage more freely with the African countries. The hope is that Japan will stop providing aid to Africa and instead take it as an economic partner.

Question & Answer

Q. Can Japan be seen as starting to dominate the development agenda and the Western agenda?

Q. Given that the G8 meeting will take place in Japan, how can Japan influence other partners?

Q. What does the reorganization of JICA actually mean? Will it break down the barriers between multilateral and bilateral relations?

Q. To what extent is Japan's development agenda influenced by Western donors?

A. Ikufumi Tomimoto. In terms of public-private partnerships, the idea is to identify private-sector-led development projects or activities and how the aid agency can contribute. In Asia the private sector is supported by the government, and the same can be applicable to Africa. Government leads and prepares a good environment for the private sector. African governments themselves have to identify their priorities so as to encourage ownership. What Africa needs is less ODA, but an increase in savings and revenues.

Regarding the new JICA, it is meant to be a bilateral agency though there has been a lot of talk with multilateral companies and organizations such as AFDB and the World Bank. The new JICA will be a balance of grant and loan assistance, but the effort is really to increase loans.

In terms of the Western influence in Japan's development agenda, it should be noted that Africa and the West have a long history of relations and in that sense Japan is a relative newcomer. Japan respects the capacity of the West to understand Africa, especially when it comes to political analysis of the countries. There is a huge lack of Africa analysts in Japan, which makes it difficult also to identify the weaknesses and strengths of the Japanese system of ODA. This is the reason why Japan seeks greater coordination with Western donors.

A. Kweku Ampiah. It should be stressed that Japan's relationship with Africa dates from the 1960s, a time when what they were doing was much more successful than what the British government was doing. Numerous Japanese trade missions were sent to East Africa and West Africa during the 1960s and 1970s so there is a wealth of knowledge in Japan about Africa. So in fact Japan does understand Africa and just needs to feel more comfortable about approaching Africa.

Q. Japan may know Africa but what about the other way around?

A. Kweku Ampiah. Despite the fact that the centre of capitalism is shifting to Asia, African governments are still obsessed with Europe and the US. Rarely does anyone speak and read Japanese in the African diplomatic community in Japan. There is no centre for Japanese studies on the continent like the Chinese Confucius Institute. Africans do not have much knowledge about Japan.

Q. How far is the North prepared to invest in the diversification of African economies?

A. Phil Sigley, International Cocoa Organization. One of the concerns in Africa is that the ownership of the infrastructure system should be with the farmers and not foreign investors. There is a need to strengthen farmers to deal with buyers, to market their product better. Donors should be involved in organizing a system that protects farmers.

A. Ikufumi Tomimoto. Japan is still learning how to go about the development process. For instance, from the United States, how to take what the US has done and apply it to our own context and not simply absorb everything. It needs to choose and adapt things to its own context and in that sense that's what JICA does. It does not want to impose. Africa needs to have the knowledge and capacity to select investment from outside that will bring added value to its own local situation.

Closing session

TICAD IV, G8 and Africa's Progress: Changing International Relations

Ambassador Nobutake Odano, Ambassador in charge of TICAD IV

Antonio Bandini, Deputy Director General for Sub-Saharan Africa, Ministry of Foreign Affairs, Italy

Discussant: Professor Ogunlade Davidson, University of Sierra Leone, Working Group III Co-chair, Intergovernmental Panel on Climate Change

Ambassador Nobutake Odano

A sign of TICAD IV's success was that many of the African leaders left Japan happy. Soon after the TICAD conference, Ambassador Odano went to Cape Town to participate in the World Economic Forum in Africa. In the plenary session President Mbeki said that he was satisfied with the outcomes of TICAD IV and its Plan of Action is in line with NEPAD. TICAD IV's Follow-up Mechanism will enable increased transparency and accountability.

Africa can expect Japan to bring the outcomes of TICAD to the G8. Prime Minister Fukuda is determined to meet the high expectations of the African leaders. Japan purposefully convened TICAD IV within two months of the G8 summit. This is not the first time Japan has tried to link the TICAD process and the G8. In 2000 Japan had its outreach programme at the G8, with President Mbeki of South Africa, President Obasanjo of Nigeria and President Bouteflika of Algeria. Since then, the G8 has put African issues on its agenda and there have been other outreach programmes. Also in 2000 Japan announced its Infectious Diseases Initiative, which evolved to establish the Global Fund to Fight AIDS, Tuberculosis and Malaria in 2002. Africa is the biggest beneficiary from the Initiative and the Fund.

The Japanese delegation to the Paris Peace Conference in 1919 proposed a non-racial discrimination clause for the Versailles Treaty but this was rejected by other major powers. The prominence of the human security theme in TICAD comes from Japan's respect for human dignity and for the individual. It means freedom from fear and hunger.

Japan will have another outreach programme at this year's G8 summit. The Hokkaido Toyako summit will provide an opportunity to reconfirm the commitment of major players for the achievement of the Millennium Development Goals. Japan will also seek discussions on non-proliferation and peace-building. It intends to invite the G8 leaders to pay more attention to Africa.

Ownership and partnership are two key concepts well embedded in the TICAD process. Japan is seeking to build its understanding of and partnership with Africa. With this in mind, to date about 11,000 Japan Overseas Cooperation Volunteers (JOCV) have returned to Japan after working with communities in Africa. The number of JOCVs is increasing over the years and there are now about 1,000 in Africa. Today, more than half of the volunteers are female. This shows that Japan works together with Africa at the grassroots level as well as at the policy level.

Antonio Bandini

Compared to Japan's, Italy's aid to Africa is very small. 2007 was really a landmark year for changing attitudes to Africa. The Yokohama Declaration can help to establish a path for the G8 on Africa, especially on human security; it would be beneficial if this is retained as a basic concept in the final communiqué on Africa. If the Lisbon Declaration of the EU-Africa Summit and Yokohama Declaration and the G8 communiqués overlap, this will show a convergence in thinking on African development.

The G8 summit in Genoa in 2001 produced the first plan for Africa and kick-started the Global Fund to fight AIDS. Attention in Italy on Africa had been in decline but last year it began to grow again. In 2007 the Italian government gave tangible shape to its donor plan, and has dispersed a considerable amount to the Global Fund. As Italy has a new government no firm agenda for its G8 presidency has yet been set, but Italy has a positive vision of Africa. With 6.5% GNP growth last year, many African governments have built fiscal strength and more robust systems and they are able to better withstand shocks. There have been improvements in many countries' political situations. There is a need to give real content to the concept of ownership and African solutions to African problems, but it is also necessary to acknowledge and resolve the limits of institutional capacity.

Though Italy has not yet set any official agenda for its G8 presidency, it is likely to have the following priorities:

First, it will do everything it can to push forward on the Gleneagles commitments and MDGs but hopes that these will be the last aid-focused programmes necessary. Italy hopes to see

the relationship between donors, the private sector and African governments enhanced. However, Mr Bandini noted that placing too much emphasis on whatever the private sector can do could have a negative impact as it could open the door to wide to a commercial agenda.

A second priority will be support for African political and institutional development. Italy has started the first bilateral fund to the African Union for use in peace-keeping operations. This is similar to the EU facility. Italy will seek to assist in speeding up deployment as the experience of UNAMID has been 'intolerable'.

Finally, Mr Bandini noted that Italy shares the concern over the problem of terrorism, but he argued that focusing too much on terrorism detracts from other problems such as organized crime. West Africa, for example, is rife with illegal trafficking of arms, drugs and people, mostly to Europe.

Professor Ogunlade Davidson

Professor Davidson said that he would like to see the TICAD process remain separate from the Western donor paradigm. He argued that Japan should work with existing institutions in Africa such as the AU, the Mandela Institute and the Kofi Annan International Peacekeeping Training Centre, to build capacity and transfer technology.

Professor Davidson argued that most bad African leaders are supported by the US and Europe and it is important not to be too positive about political leadership. He noted that most investments are in the extractive sector and there are very few investments. Almost 40–50% of agricultural output is wasted because farmers do not have silos. Africa needs basic infrastructure.

He noted that the crisis in the Niger Delta is ongoing yet oil companies reported \$48 billion profit in six months. This is a sign that partnership is not yet genuine. It is important to take implementation forward, particularly to create jobs. Professor Davidson argued that we should move away from Gleneagles as he did not see that delivery would happen.

Question & Answer

A. Ambassador Nobutake Odano. Technology needs to be created and modified that is appropriate to the locality. Information and communication technologies are very important to African development.

Capacity-building and technology transfer are another important area. Toyota Motors in South Africa, for example, spent time and money to train workers and increase local content as Toyota will soon export from South Africa to the European market.

Japan also wants better education and teachers so it is going to invest more money in training teachers who can themselves train more teachers for an ever-expanding process. Japan will, in the next five years, build 1,000 schools with 5,500 classrooms and train 100,000 mathematics teachers.

Japan is also using satellite technology to identify areas of environmental degradation.

Japan needs a good flow of information from Africa so that Japanese companies can find more business opportunities. For example, the export of roses from Kenya to Japan has expanded in the past three years.

Japanese companies have developed a demining machine to mechanize the process. This was shown to the Angolan delegation while in Japan. New ideas and technology will help African friends in their struggle in demining, environmental preservation and other areas.

A. Antonio Bandini. Governments have limited influence on oil companies. Corporate social responsibility programmes may be encouraged but governments cannot determine how much is spent.

Japan-African Engagement: The Outcomes of TICAD IV and the G8 Hokkaido Toyako Summit

Conference Programme: 24 June 2008

0920 Registration

0940–1000 Session 1

Outcomes of TICAD IV: The Yokohama Declaration

Itsunori Onodera, Senior Vice-Minister for Foreign Affairs, Japan

Chair: Robin Niblett, Director, Chatham House

1000–1120 Session 2

Keeping Africa on the Agenda: Themes of TICAD IV and Impact on the G8 Hokkaido Toyako Summit: Economic Growth and Climate Change

Growth:

Ann Grant, Vice Chairman, Standard Chartered Capital Market Ltd.

Discussant: **Titilola Banjoko**, AfricaRecruit

Climate change:

Professor Ogunlade Davidson, University of Sierra Leone, Working Group III Co-chair, Intergovernmental Panel on Climate Change

Discussant: **Antony Froggatt**, Senior Research Fellow, Energy, Environment and Development Programme, Chatham House

Chair: Ambassador Nobutake Odano, Ambassador in charge of TICAD IV

1120–1150 Coffee break

1150–1250 Session 3

Keeping Africa on the Agenda: Themes of TICAD IV and Impact on the G8 Hokkaido Toyako Summit: Human Security

Poverty alleviation and the Millennium Development Goals:

Marcus Manuel, Director, Pan-Africa Strategy, Department for International Development

Consolidation of peace:

Mieko Ikegame, United Nations Office of the Special Advisor on Africa

Chair: Antonio Bandini, Deputy Director General for Sub-Saharan Africa, Ministry of Foreign Affairs, Italy

1250–1400 Lunch

1400–1500 Session 4

Promises and Action: How Japan Makes a Difference on Africa

Ikufumi Tomimoto, Resident Representative Japan International Cooperation Agency, France

Kweku Ampiah, Department of East Asian Studies, University of Leeds

Chair: Titilola Banjoko, AfricaRecruit

1500–1600 Closing session

TICAD IV, G8 and Africa's Progress: Changing International Relations

Ambassador Nobutake Odano, Ambassador in charge of TICAD IV

Antonio Bandini, Deputy Director General for Sub-Saharan Africa, Ministry of Foreign Affairs, Italy

Discussant: **Professor Ogunlade Davidson**, University of Sierra Leone, Working Group III
Co-chair, Intergovernmental Panel on Climate Change

Chair: Gareth Price, Head of Asia Programme, Chatham House

1600–1700 Reception

End