

securing of the cooperation of the inhabitants is essential of the inhabitants is essential for a greater development effect.

(2) Reinforcing the system for aid to individual countries, the sub-regions and the African region

In contrast with aid to Asia, there is little interrelationship among Japanese assistance projects to Africa. This is due to the fact that Japanese aid is segmented among the various agencies according to their respective competences. It is also due to the lack of information, and the absence of a service for planning, coordinating and managing the aid projects locally. It is recommended that consultation among aid agencies be improved in quality and timeliness to accelerate decision-making, that the relative competences of the government and the implementing agencies be more clearly defined, and that a service be created within JICA to deal and manage issues on a country, sub-regional and regional basis.

3-1-4. Assistance in a long time-frame

the development that African countries aspire to is a long term task. Foreign development assistance, therefore has to be conceived over the long run. The implementation of development policy through the active participation of the inhabitants, requires, the securing by the government of the understanding of the inhabitants through patient dialogue in the first place, and in the implementation of the project itself, their active and voluntary participation. Foreign assistance must fully take into consideration the government's dialogue with the inhabitants. In technical assistance projects for instance, the imposition of a technology, which is superior in the eyes of the donor, should be avoided. Rather, several technologies should be demonstrated, for the inhabitants to choose upon comparing the

respective results. This implies a lengthening of the project time-frame.

The extension of assistance upstream and downstream, and the extension of aid to cover an area rather than focussing on the project itself, mentioned above, requires in themselves an assistance in a longer perspective.

Attention should be given in project design, to its local sustainability, meaning the prospects of autonomous operation, its spread effect, or the widest diffusion of its effects over the area, and its reproductibility, meaning the use of the experience and lessons from the project to other similar situations. Further, allowance should be made for the prolongation of the project.

The Japanese assistance system should be modified to enable assistance in a long time-frame.

(1) Sustainability

In reviewing the request for project aid, its sustainability should be studied, and the actions necessary for its eventual autonomous operation should be prepared in consultation with the government. In fact, however, difficulties in the operation do appear afterwards. In many cases this is due to the failure of the receiving government to furnish their share of the expenses, or to provide the land necessary for the project, or to budget the running costs for the project after completion, or to secure the necessary technical manpower.

There are cases where the project itself was of a low priority in the ensemble of the government's development policy, or where its priority fell due to a change in circumstances. Presumably inadequate dialogue with the government before or during project implementation or after project completion was the cause for these mishaps. Better dialogue should prevent these cases in the future.

As to past projects in this situation, a reduction of the scope of the project should be considered in consultation with the government.

There are cases where problems are due to the inadequate planning capability of the African government. The Japanese side should be aware of this possibility, and be prepared to help in the planning for eventual autonomous operation, and to provide assistance towards it.

(2) Spread effect

The design of a project should aim not only at the completion of the project itself, but also at the maximization of the development impact on the interrelated sectors and on the widest range of inhabitants in the project area. Aid projects should be designed so that they will serve as a model, facilitating the absorption of new techniques by the inhabitants of the area.

(3) Reproducibility

The experience and lessons obtained through project implementation should be as extensively used as possible. They could be applied to other similar projects for greater development impact, and would enhance planning capability of African officials. A system must be put into place for the better filing and collation of reports by experts and volunteers, to facilitate extensive use by the interested audience.

3-1-5. Assistance in depth

Assistance to Africa must not only be adapted to local conditions, but also be directed to the support of the rebuilding of the countries, as well as to the assistance for the promotion of regional cooperation. The major impediment for Japan is the shortage of knowledge and information on Africa. A major effort should be made to strengthen the system for studies of African development, and the utilization of the information. Further, inasmuch as an immediate transfer of

Japanese technology to Africa is difficult, a system should be established for the joint study, development and the means of transfer of improved technology (appropriate technology) based upon the present state but incorporating modern technology to the extent possible.

African development has complex facets not existent in other regions, and foreign assistance in its support should have a deeper profile in order to respond to the needs.

(1) Enhancing the government's control of development

Assistance to Africa should be considered an integral part of the government's development plan, and should be placed under its control, execution and administration. Admittedly, there are many limitations for this in practice, but it should be the long range objective. Therefore, aid projects should be prepared with government participation from an early stage, and its involvement should be gradually increased. The government's involvement should not be limited to the provision of counterparts, but should be planned so that the execution of the project would be incorporated into the government's organization, with a view to the eventual take-over by the government. An important element in promoting the government's control of development policy is the ensuring the cohesiveness of the development budget. Aid resources, whether grants or loans, should be incorporated into the development plan and development budget insofar as possible, so that the implementation of the project would be controlled together with the expenditures for local costs borne by the government. This would ensure a consistent execution of the development plan. Ways and means to implement this direction should be an issue for future study.

(2) Enhancement of capability for the research, study and advice on African development

A serious problem is the inaccessibility to the results of basic research and studies relevant for African development. It is recommended that a system be set up for the organized and continuous research and study of basic facts useful for the preparation of assistance programs and the implementing agencies' country specific assistance strategies. It is recommended that JICA's Research Institute for International Cooperation be strengthened to act as the center of a network of the research activities of the respective aid ministries and agencies, and of academia and the business sector, for better research and for better utilization of the results. Each agency or organization in the network should collect and disseminate information obtained domestically or from overseas, so that a wider use be made possible.

Further, the African Development Bank has studied the creation of an institution for the mobilization of African intellect presently scattered over the continent, for an organized study and recommendations on African development. This is an initiative worthy of support.

(3) Promotion of research on appropriate technology

The appropriate technology must be suited to local conditions, especially the absorption capacity of the inhabitants. However, local conditions change, and the technology absorption capacity of the inhabitants should develop over time. Therefore, in introducing appropriate technology, the objective should not be only to increase production, but to develop among the inhabitants an attitude for the continuous improvement of techniques, by, for instance, experimenting alternative technologies. It is recommended that an

cooperative effort be made with African countries to formulate a methodology for an evolutive development of appropriate technologies.

Especially, in those fields where the gap between Japanese and African technology is large and where the local natural and environmental conditions are different, a center should be established for joint studies with African governments for the development of appropriate technologies and for the assistance methodology. Also, a center should be established in Japan, for the development of technologies that respond to local requirements and which can be applied and sustained over a wide range.

(4) Development of African development personnel

Japan should participate in the World Bank's initiative of capacity building, which aims to train government officials and managers, for the new role of government required by the new direction of development policy. This should be supplemented by reinforcing the receiving of African on-the-spot managers and technicians for training. It should be noted that the integration of aid projects into the government administrative apparatus would provide effective on-the-job training for the government development personnel.

3-1-6. Securing human resources

In order to execute the assistance along the lines mentioned above, it is necessary to establish a system to overcome the shortage of qualified manpower, which is the greatest obstacle in strengthening Japanese aid.

(1) Identifying high level experts

High level experts qualified to give policy advance are not many, but not insufficient to meet the expected demand. They are to be found,

not only among the former staff of international aid institutions, but also in development academia, and among the staff of private enterprises and non-government aid organizations who have developing country experience, sources which have not been tapped so far. Efforts should be made to identify experts among the elderly, who have less demands on their time having left first line activities, but who are willing to accept new challenges. The cooperation of the business association should be sought as they seem open to such approaches in view of their recent preoccupation with the social responsibilities of enterprises.

JICA should organize a pool of the experts, from which appointments would be made from time to time.

(2) Selection of team leaders

In Japanese technical assistance, demand is growing for the provision of teams. In team organization, the most important item is the selection of the team leader, and the selection process has to be improved urgently. He must not only be competent to give policy advice, but also be equipped with managerial capability. The pool idea mentioned in (1) above could be expanded to include team leader candidates.

(3) Formation of an advisory group

It is recommended that an advisory group, composed of experts and other people with experience and knowledge on Africa, be created within JICA, to ensure a long-term and sustained dialogue with African countries and regional institutions. The advisory group should be useful also in identifying and proposing aid projects that are consistent with the country's development policy.

(4) Advisors for small and medium sized enterprises

Advisors for small and medium sized enterprises must be equipped with an entrepreneurial attitude and management sense. They should be recruited, not only from former civil servants as has been the tendency, but widely from the mass of people experienced in private business, such as retired heads of small and medium sized enterprises, including farmers, and private business staff with experience in developing countries. Again, cooperation of business associations should be sought in this field.

(5) Securing general aid personnel

The absolute shortage of aid manpower must be solved by training and securing new staff. The recently established Foundation for Advanced Studies on International Development (FASID) should help in this matter. The utilization of non-Japanese manpower and cooperation with non-Japanese aid institutions would ensure a more effective use of available manpower resources.

(6) Promotion of group activities of the Japan Overseas Cooperation Volunteers

Japan Overseas Cooperation Volunteers (JOCV) have been successful in performing technical assistance at the grassroot level. In the future, more organized and continuous aid will be expected of Japan. In line with this, changes will have to be made to shift the emphasis of JOCV activities from individual efforts of the volunteers to group action, without changing the volunteer nature of the system. It is recommended that group action be expanded by reinforcing the present support system. The volunteer nature of the organization requires recruitment by public advertisement. Hence, better advertisement of the qualifications required is necessary so that the required talents be reflected in the recruitment. It is recommended

that the advertisement mention the priority fields of a long range recruitment program, based upon country specific programs prepared in line with the countries' development policies.

(7) Security measures for aid personnel

It is recommended that security measures for aid personnel in Africa be reinforced, so that they may work with minimum distraction for their safety. Attention should be given to the medical conditions, especially the possibility of AIDS infection. Beyond the active use of the emergency medical care system, in which JICA participates, safety measures should be reinforced against serious illness, accidents, civil wars and other eventualities, for instance, preparation of emergency self-evacuation, emergency medical care, emergency communication and advisories, participation in and cooperation with emergency programs of other advanced countries.

(8) Flexible and speedy action by overseas offices

One outstanding shortcoming in the aid organization for Africa is the organizational weakness of the embassies and the overseas offices of JICA and OECF, as compared to the roles they should play. It is therefore recommended that staffing of certain embassies and overseas offices of JICA and OECF be increased, and new offices be created in important countries (especially for grant financial aid), where it would be the most effective means to reinforce aid administration. Further, the reinforcement of the Paris Office of JICA, which performs the function of the office for Africa, is recommended for the strengthening of support to regional cooperation. In the future, it should become desirable to establish sub-regional JICA offices.

Timely and flexible action is often required in grant financial aid and technical assistance. It is recommended that some functions in aid

administration be delegated to the overseas offices, and allow them to decide on changes at the implementation stage according to actual conditions, within the agreed framework.

3-1-7. Cooperation with other donors

Assistance to Africa cannot be dealt with by Japan alone. It has to be a global endeavor to be effective. Policy dialogue among the donors must be strengthened and the division of roles must be agreed to, in order to avoid duplication, conflict and unfilled requirements in overall aid. Donor cooperation is especially important to overcome the Japanese shortage of knowledge and experience in Africa, as well as its personnel constraints.

(1) Better collection of information on aid by other official donors

Communication between foreign governments and international institutions is far from satisfactory. The various Japanese aid agencies should reinforce their effort to collect information on aid provided by other governments and international institutions, and exchange the information obtained among themselves, to ensure a consistent provision of aid.

Information should be gathered on the Lomé conventions, which define assistance by the countries of the countries and institutions of the European Community.

(2) Use and support of the private sector (NGOs and business organizations)

NGOs play an important role in Africa. However, their variety defies a uniform treatment. Ways should be designed to utilize them to complement government assistance, while respecting their non-governmental character. There are a number of NGOs established in Africa, who have an established presence in grassroot assistance.

These should be utilized to complement Japanese aid, without infringing on their independence.

It is recommended that the following be studied:

- (a) Expansion and reinforcement of small scale grant aid to support the local activities of NGOs, and improvement of the implementation procedures
- (b) Expansion of subsidies to Japanese NGOs and improvement of implementation
- (c) Active collection of information from the subsidized NGOs and the utilization of the information
- (d) Cooperative agreements for the monitoring and evaluation of projects

Taking the opportunity of the recent concern of social responsibility of enterprises, it is recommended that assistance to Africa be included in the action plan. One possible means would be the creation of an African Fund by business organizations to mobilize private funds for the cause of African development.

3-1-8. Support to the initiative of African countries towards intra-African cooperation

There is a recent movement in Africa to reinforce intra-African cooperation in order to reduce over-dependence on exports of primary products to advanced countries. Japan should support this movement. However, the support at this initial stage of the movement should be along the following lines:

- (a) Reinforcement of the dialogue on intra-African cooperation with the African Development Bank, UNDP, and other international institutions

- (b) Encouragement to African countries for intra-African cooperation
- (c) Advice through a country dialogue with the member states of sub-regional organizations, to a switch to a realistic direction based upon the adoption of modest measures which would be effective in realizing intra-African cooperation, from the present preoccupation with appointments and organizational matters.
- (d) Preparation for the implementation of support for intra-African cooperation through assistance to countries or through international institutions.

3-1-9. Preserving and enhancing the support of the Japanese public

It is necessary to devise ways and means to maintain and enhance the support of the Japanese public for Japanese assistance to Africa. Especially, it is important to disseminate correct information to the Japanese public, in order to reinforce private sector assistance. The publication of correct information on government assistance is an obligation, as it is based upon the good-will of the people and financed by the fruit of their labor, in the form of taxes or savings.

3-2. Issues for Future Study

The study group was commissioned to study Japanese aid to the African region comprising the 46 countries south of the Sahara, rather than the traditional country specific studies. The group's approach to its task was to examine the issues and problems of individual cases in the perspective of the region as a whole, and to identify through generalization the development problems and recommend measures commonly applicable to the countries of the region. Therefore, the recommendations need adaptation to the country specific conditions, or to special sectorial problems.

Therefore, further detailed study on the problems and measures not covered in this report is needed in the implementation of Japanese assistance to Africa, for the improvement of its system and its effectiveness. Especially, further study should be made on the following topics, for the preparation of country specific assistance guidelines and country specific basic assistance programs that JICA intends to adopt as its standard planning approach.

- (a) Sub-regional studies (for East, Southern, West and Central Africa etc.)
- (b) Sectorial studies (for agriculture, industry, infrastructure etc.), and sub-sectorial studies (for rural industry, transportation, communications, water resources, education, health and medical care, energy etc.)
- (c) Issue specific studies (for environment and anti-desertification, poverty, women in development, famine, refugees etc.)
- (d) Country specific studies
- (e) Comparative studies of similar projects (on the Kilimanjoro project, rural development projects etc.)

- (f) Studies on specific recommendations (on the system for wider use of information on African development and assistance, on African systems of administration, budgets, government accounting necessary to ensure the integrity of the development budget, on the system for the advisory group, on the reinforcement of overseas offices)

Among the abovementioned studies, priority should be given to the comparative studies of similar projects, as it would entail a complete review of the projects, to help in their restructuring in line with the present circumstances for greater development effectiveness, and also contribute to the study of general measures for a greater overall development effectiveness and implementation efficiency of Japanese assistance.

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