

tribution, or national transportation and communications systems. It is critically important that comprehensive plans of development do more than offer hope; they must also include ways of preventing those new problems which are foreseen for the future. This is why, in comprehensive regional development plans, we must clearly define the bodies or organizations which are to implement those plans and clarify the roles that are to be played by central and local governments and by the private sector.

The participation of the private sector is also essential in promoting development in a market economy, and the establishment of a land policy is a necessary condition for ensuring private participation. The creation of such a policy would ensure a freer land market. The problem of land in Southern Africa is colored by the long colonial history of the region and the cultures its societies and peoples, and while its solution may require some time, if we look over the long term we see that it remains a question which must inevitably be addressed if we are to modernize the land management systems of the nations of the region, and that it will take some time to build the national consensus needed for its solution.

## **(7) Human resource development**

In this section, we provide an overview of the current state of the development of human resources in Southern Africa and the problems that must be solved for their further development. Note, however, that since the issues of population, family planning, health and medical care, and public sanitation included under the classification of the human resource development in recent reports from the World Bank and other international organizations are treated in a separate section of the current report, and that here we will refer only to two subcategories of the field of human resource development: education (i.e., with basic education treated as including elementary and middle education, and with advanced education treated as including research activities) and vocational training.

### ***i. Overview***

Current problems in human resources development may be divided into those which are common to all the nations of sub-Saharan Africa and those which are unique to Southern Africa.

Problems of education common to all of Africa include the inefficiencies which can be seen in the bankrupt state of educational financial resources and the high number of persons who drop out of basic educational programs, the contradictions inherent in actual labor needs and excessive funding of higher education (i.e., excess supply and the disproportionate amount of attention paid to education in the humanities existing as a left-over of the values of the colonial era), and the gap seen between urban and rural areas in the quality of education and the number of persons attending schools. Also, some observers note that the disproportionate amount of stress placed on education in the humanities is reflected in the low status accorded to vocational training and the underdeveloped state of scientific and technical research.

Problems of education unique to Southern Africa may be listed as the low percentage of population attending or having attended school in areas centered around Angola and Mozambique as a result of a long period of civil war (still continuing in some areas), and the extremely low level of education for both men and women as can be seen most clearly from a look at adult literacy rates.

Other elements characterizing the Southern African region may be listed as the multi-tiered structure of Southern African economies which serves to drive demand for personnel trained through programs of education or vocational training: the size (i.e., by both value of production and by numbers of persons employed) of the primary industries sector centered around agriculture, the size of the informal sector centered around household production in secondary and tertiary industries, and the existence of large numbers of unskilled laborers who have worked as miners in South Africa, Zimbabwe, and other mining regions.

It must also be noted, however, that large numbers of technicians and skilled workers (including not only whites, but also coloreds and blacks) also exist who work in the well-developed secondary industries (i.e., manufacturing and mining) of South Africa and Zimbabwe.

## *ii. Future issues*

### *(1) Short- and mid-term issues*

#### *1) Education*

The first requirement is for governments in the region to change their approach to the areas of advanced education that they have focused on to date. While funds for advanced education have been largely directed towards providing human resources for government administrative bodies, the goal of providing personnel for the public sector—typically the leading sector in these countries—has basically been met. Further, with the structural adjustments that the countries of Southern Africa are presently making, a reduction in the sizes of their public sectors cannot be avoided. Given this, an increase in the number of graduates of higher education who are educated primarily for public sector jobs does not make economic sense, particularly when there is already an oversupply of such people. This point is reinforced by the reality that there is a great shortage of funds for education at all levels in these countries, and that at lower levels of education, performance is poor and inadequate numbers of children are receiving sufficient education. School buildings and other infrastructural elements must be upgraded and new educational methods and teaching materials must be incorporated. More teachers with better qualifications are also needed. Perhaps there should be more incentives for graduates of higher education who cannot find jobs to become teachers. To help make some of the above suggestions financially feasible, in lieu of the construction of new schools, existing schools could be renovated and school maintenance systems could be improved.

#### *2) Job training*

The labor of unskilled workers, especially those who have worked in the many mines of South Africa, has been vital to the economic development of Southern Africa. These workers are familiar with modern economic activities and with modern labor practices. While for many of them, working in the mines of South Africa and Zimbabwe will continue to be an inevitable part of their lives, it is also necessary for the unskilled workers of these countries to develop new skills through job training programs so that they

can diversify their sources of employment. This would support measures to increase employment and benefit the overall industrial development of the region. Job training programs should be expanded and improved, and should incorporate informal education programs, programs which may be defined as including literacy programs for adults, which have gained a great deal of attention as a means of supporting disadvantaged members of society such as people working in the informal sector, rural residents (both men and women), and minority groups. Governments should also take whatever opportunities they have to educate their people about the provision of medical, family planning, and public health services. Such efforts would be effective at promoting education and improving the effectiveness of undertaking in the development of health and medical services.

## **(2) *Long-term issues***

As stated above, there is a large gap in the supply and demand for human resources. Relative to the number of jobs available, there are too many graduates of higher education (primarily in the humanities). However, there are not enough people with basic education and people with technical skills. In the future, with the anticipated growth of the economies of the nations of Southern Africa, including South Africa, it is likely that the industrial structure of the region will undergo considerable change. It is now necessary to begin assessing the human resources that the region will require when the political and economic relationships of the countries within it stabilize, and to begin fostering this valuable commodity through education.

When relations with South Africa return to normal, the other nations of Southern Africa should examine the possibility of having more of their citizens go to South Africa, which has a great deal of expertise on private enterprise as well as facilities for advanced education, research, and job training. By educating and training people from the other nations of the region in South Africa, local knowledge, experience, and investment can be used most effectively. Investments in education and job training will not produce startling results in the short term; these investments must be viewed as long-term investments and as ways of building a firmer social foundation from which better standards of living can be developed. Rather than attempting to create advanced technologies, the nations of Southern

Africa should concentrate on improving the basic education they provide to their citizens. Likewise, it is also necessary to promote science and technology through education and through practical application.

## **(8) Health and medical care**

### *i. Overview*

Health and medical care in the nations of sub-Saharan Africa are far inferior to those of other African countries. Among the nations of Southern Africa, South Africa and Zimbabwe have relatively high standards of health and medical care, which is a reflection of their relatively advanced economies. In contrast, Angola and Mozambique, both of which have endured protracted civil wars, and Malawi, have extremely low standards of health and medical care. Mortality rates are often used as an index of health and medical care standards. The following mortality rate figures on deaths per 1,000 births for children under five years of age, clearly illustrate the low standards of health and medical care in the region: Angola, 292, the highest infant mortality rate in the world; Mozambique, 292, the second highest infant mortality rate in the world; Malawi, 228, the seventh highest infant mortality rate in the world. The average infant mortality rate in the all the countries of sub-Saharan Africa is 180. The following nations in the region have lower average child mortality rates than the other sub-Saharan nations: Lesotho, 137; Namibia, 120; Zimbabwe, 88; Botswana, 85; and South Africa, 72. The child mortality rates in these countries, however, are much higher than those of the following countries: Philippines, 46; Thailand, 33; and Malaysia, 20. A look at the number of population per physician as an index of medical standards also shows that medical care standards in the countries of sub-Saharan Africa are very low: on average, these countries have only one doctor per 23,540 people, which is far below the average of one per 4,970 found in the other low- and middle-income countries of the world. A comparison of Southern Africa nations with the other nations of sub-Saharan Africa in terms of doctors per population shows that, except for Malawi (one doctor for every 45,740 people) and Mozambique (one doctor for every 38,074 people) the nations of Southern Africa have a higher-than-average number of doctors per population than the other nations of sub-Saharan Africa: Lesotho has one doctor for every 18,615 persons, and the correspond-

ing figures for the other nations of the region include Angola at 17,750, Zambia at 11,290, Zimbabwe at 7,180, Botswana at 5,150, Namibia at 4,620, and South Africa at 1,750. Note that these figures are based on 1990 statistics, except those for Angola and Lesotho, which are based on statistics from 1985, and Mozambique from 1980. And finally, we should note that given the civil wars in Angola and Mozambique, it is probable that the figures for these countries have gotten much worse.

## *ii. Future issues*

The most important issues to be dealt with are outlined below. Special considerations must be incorporated into plans for Angola and Mozambique because of the civil wars in these countries that prevent their medical and research systems from advancing.

### *(1) Promotion of primary health care (PHC)*

The realization of a fully developed primary health care system is vital because the fundamental goals of a primary health care system is to establish medical services for all citizens and to implement preventive hygiene systems. The first step that should be taken to promote this objective is to establish regional medical facilities (including research centers and public health centers), which are to be the bases for primary health care in those countries receiving official development assistance. To date, of the expenditures of the governments of countries in Africa, including countries in Southern Africa, expenditures on health and medical care account for a few percent. (In South Africa these expenditures amount to about 9 percent and figures for Angola and Mozambique are not known.) Further, most of the health and medical care budgets are allocated to base hospitals in urban areas. To provide health and medical care for the greatest number of people, it is necessary to establish networks of primary health care bases in the countries receiving official development assistance and to promote primary health care with the points outlined below in mind. This can be accomplished by fully developing regional health and medical facilities.

#### *1) Establishment of disease prevention systems*

In the countries of Southern Africa, contagious diseases that can be prevented by immunization are still the primary causes of mortality. Ex-

cept for Angola and Mozambique, however, among the countries of sub-Saharan Africa, the countries of Southern Africa have relatively high rates of immunization. One of the primary goals of primary health care is to provide all necessary immunization for everyone. To maintain the quality of vaccines, it is vital to establish cold chains (i.e., transportation systems for frozen and refrigerated goods), to establish regional primary health care bases with freezer and refrigerator facilities, and to introduce heat-resistant vaccines.

## **2) Promoting understanding of health care and sanitation through education**

Health education systems for mothers and children must be reinforced so these systems can promote ideas on self-management of health care and sanitation. It is also necessary to improve the nutritional intake of infants and children by providing guidance on diet from the dietetic point of view. To achieve the above, it is vital to provide local people with guidance on health care, possibly by having them participate in health and medical administration systems. In addition, close linkage with administrative bodies in other fields, such as the Ministry of Education, is also indispensable.

## **3) *Early treatment of disease***

In areas that have poor access to hospitals, sick people often cannot be provided with basic diagnosis and treatment of their medical problems at the early stages. Failure to do this invariably makes their conditions worse. To prevent this from happening, it is necessary to foster personnel who can provide early diagnosis and treatment, and to establish facilities with basic diagnostic equipment, such as aid posts.

## **(2) *Promotion of family planning***

The annual population growth rates of many of the countries of sub-Saharan Africa, including countries in Southern Africa (except for Angola, Mozambique, and South Africa) exceed 3 percent. Given this, the promotion of family planning is absolutely necessary. To implement family planning by teaching the importance of family planning and the fundamentals of birth control, promotion plans tailored to the culture and customs of the people must be devised.

### **(3) *Fulfilling the functions of hospitals and research facilities***

By stressing the importance of developing primary health care systems, we do not deny the need to expand the functions of central hospitals and research facilities. It is necessary to develop the functions of hospitals and research facilities to support primary health care. Long-term plans must be formulated to promote studies in the field of disease diagnostics and to upgrade the functions of hospitals and research centers, including improving treatment techniques and establishing operation and management systems for those facilities.

### **(4) *Creation of infrastructure***

The infrastructures, especially water supply systems and sewage systems, of most non-urban areas of Africa are at very low levels of development. Many contagious diseases (especially diseases that cause diarrhea) have been spread through these underdeveloped water systems. To control these diseases, upgrading of water supply systems and sewage systems is essential.

### ***iii. AIDS***

One of the most important problems to be solved in the health and medical fields is that of stopping the spread of AIDS. The basic issues concerning AIDS in Southern Africa are described below.

#### **(1) *The spread of AIDS***

The main features characterizing the spread of AIDS in sub-Saharan Africa are as follows: (1) AIDS first began to spread in the late seventies and the early eighties, (2) most AIDS victims, both male and female, are heterosexual, (3) there is a 1:1 ratio between the number of males infected with AIDS and that of females, resulting in many children contracting the disease, (4) AIDS is still often transmitted via contaminated blood or blood products, and (5) over 1 percent of the population of sub-Saharan Africa is infected with AIDS, and in some urban areas 25 percent of the population aged 15 to 49 have AIDS.

Until 1987, most carriers of AIDS in South Africa were white, male homosexuals. Since then, however, the pattern of the spread of AIDS in



South Africa has become more typical of that in other sub-Saharan countries. AIDS spread rapidly through the other countries of Southern Africa during the eighties, somewhat later than the time when it began its rapid spread in the countries of central Africa. The percentages of the populations of Malawi and Zambia infected with AIDS is now approaching that of Uganda and other countries of central Africa. However, the percentages of the populations of South Africa and Lesotho infected with AIDS are the lowest in Africa.

### ***(2) The social and economic impact of AIDS***

HIV-related diseases have a direct impact on the economy of a country because of the enormous costs of caring for victims and controlling the disease. It should also be noted that expenditures on medical services are closely related to the wealth of a country, and while in the relatively wealthy countries of western Europe, nearly 10 percent of total GDP is spent in the health and medical sectors, the nations of Southern Africa cannot afford such expenditures at the present time. As noted above, the sexually mature generally represent the working population, and thus it is highly likely that the spread of AIDS will result in shortages of skilled labor and large losses of labor capital. Not only will the spread of AIDS will continue to place great strains on government fiscal resources, but the existence of large numbers of AIDS patients will also translate into fewer hospital beds for people with other illnesses, and medical systems that have remained in their developmental stages are now floundering under the burden of the AIDS epidemic.

### ***(3) Caring for and stopping the spread of AIDS***

- 1) As official development assistance to general health and medical care, development of all the functions of hospitals and research facilities, and the promotion of an understanding of health care and sanitation through education, are all fundamental steps which must be taken to care for and stop the spread of AIDS, and in addition to this we must take distribute condoms and take other steps against problems specifically related to AIDS.
- 2) Although efforts have been made to screen blood used for blood transfusions to (in Malawi, for example, one out of every 100 blood donors is infected with AIDS), there is a great shortage of reagents

and test tubes, which makes it impossible to effectively screen blood, and it is essential that we establish blood centers capable of ensuring a safe supply of blood and that screening systems for blood transfusions be upgraded.

- 3) Further demographical and epidemiological studies must be conducted, and non-medical studies must be done on the sexual behavior of different sub-cultures. Among the countries of Southern Africa, South Africa has by far the greatest capacity to carry out research. The country has a wealth of academic organizations and data relevant to many of the problems being discussed. The human and material resources of South Africa must be fully tapped. We must promote the establishment of a research networks, based in South Africa and incorporating all the nations of the region, that can be used to create databases recording the numbers of HIV carriers in the region.

## **(9) Environmental conservation**

### *i. Overview*

Poverty hurts the environment. Poor rural peasants often have to resort to slash-and-burn agricultural practices in forested land and make repeated and intensive use of their fields, both practices which damage the environment. However, it is also the poor who suffer the most from the consequences of environmental deterioration. One of the most important development issues in Southern Africa is the promotion of sustainable development. Sustainable development, which may be defined as development without trading off environmental quality for improvements in living standards, is an approach which can be particularly vital given the vast mineral resources which form the economic backbone of many countries in the region and the high degree of diversity in wildlife to be found in Southern Africa when compared to other parts of the continent. Below we examine environmental problems in rural and urban areas, the issue of wildlife conservation, and the transboundary environmental problems.

We cannot place too much stress on the importance of public participation in the search for solutions to environmental problems. Since human activity is usually the single largest contributing factor to the deterioration

of the environment, we must carefully consider not only economic activity but also the social and cultural activities of the peoples of the region. It is important to devise development policies that local people can understand and that provide them roles in the development and management of their economic activities.

## *ii. Rural areas*

With the exception of a small percentage of the people in countries of sub-Saharan Africa who are engaged in mining and public sector jobs, the majority are still engaged in raising livestock, growing crops or fishing, each of which depends upon natural resources, and threats to the environment thus represent a direct threat to the economic base and livelihoods of the majority of the people of the region.

In rural areas, traditional practices such as shifting cultivation and grazing are still prevalent, and wood is the primary fuel for the home. However, due to population pressures (in sub-Saharan Africa, from 1980 to 1990 the average annual population growth rate was 3.1 percent and the average for middle income economies for the same period was 2.0 percent, the use of firewood and traditional forms of agriculture are contributing to the depletion of the soils and the forests of the region. In developing countries over the past thirty years, grain production increases have been significant. Over 90 percent of this increase can be attributed to increase in yield per unit. In sub-Saharan Africa, however, only 50 percent of the increase is due to increase in yield per unit; the remaining 50 percent is due to the opening of new land for the production of grain. Many of the activities of man in the area, such as overgrazing, cultivation without letting the land lie fallow, and the cutting of forests for firewood and the expansion of agricultural land have all exacerbated the effects of droughts in the region. The Kalahari Desert is located in Southern Africa and man's destructive practices have certainly contributed to its encroachment year by year on areas around it.

To prevent further deterioration of soils, land-use practices must be improved. In addition, fertilizers should be used to intensify agriculture and thereby use the land more efficiently. Compared to other developing countries, the countries of sub-Saharan Africa consume less fertilizer in terms of the volume per unit of area. Further, the growth rate of fertilizer

consumption in the region is behind that of other developing countries. Fertilizer consumption and the growth of fertilizer consumption is particularly low in Mozambique, Botswana, and Angola. Fertilizers could be used much more effectively in these countries. To prevent the destruction of forests because of the demand for firewood, firewood must be conserved. One method of doing this is by introducing heat efficient clay charcoal stoves for cooking fuels in rural areas.

### *iii. Urban areas*

Of the countries of Southern Africa, South Africa and Zambia have particularly high levels of urbanization. In 1990, 60 percent of the people in South Africa lived in urban areas and 50 percent of the people of Zambia lived in urban areas. The average for all of the countries of sub-Saharan Africa is 29 percent. In Mozambique and Botswana, the size of the urban population is rapidly increasing. From 1980 to 1990 the average annual increase in Mozambique was 10.4 percent, and in Botswana the corresponding figure was 9.9 percent. For sub-Saharan Africa as a whole, the average annual rate of increase in the size of the urban population was 5.9 percent. The concentration of populations in urban areas has a significant impact on the environment, examples of which include water pollution, air pollution as a result of the burning of firewood, and deforestation to meet the demand for firewood. To combat these problems it is necessary to develop and improve infrastructure such as water supply systems and sewage systems in overcrowded areas where poor people live. Better ways of using fuel, such as with portable cooking stoves, must also be developed and introduced.

Parts of Southern Africa have very well developed mining and manufacturing industries; there is copper in Zambia, gold and diamonds in South Africa, oil in Angola, and important manufacturing zones in both South Africa and Zimbabwe. Control of the disposal of solid waste and effluent from mines and factories is vital to preventing environmental degradation. To effectively control the production and disposal of waste, regulatory mechanisms and negative economic incentives must be implemented. Regulatory mechanisms include waste management systems and the designation of industrial zones, and negative economic incentives include the levying of charges for acts of pollution. For publicly owned companies, which in the region include many large mining companies, direct control is more effective than negative

economic incentives.

*iv. Preserving biodiversity*

Africa is renowned for its wildlife, but the wildlife of Southern Africa is exceptionally diverse even by African standards. Each country contains species of plants and animals specific to them: South Africa and Angola have distinctive mammal species; South Africa and Zambia have distinctive bird species; South Africa and Angola have distinctive amphibians; South Africa, Angola, Namibia, Mozambique have distinctive reptiles; and South Africa and Mozambique have distinctive angiosperms. In Southern Africa the rate of destruction of wildlife habitat is somewhat lower than the same rate for sub-Saharan Africa as a whole. The wildlife habitat destruction rate in sub-Saharan Africa is 65 percent. The rates in Southern African are as follows: Angola, 39 percent; Botswana, 56; Lesotho, 68; Malawi, 57; Mozambique, 57; South Africa, 57; Swaziland, 56; Zambia, 29; and Zimbabwe, 56 percent.

Environmental preservation of the ecosystems of Southern Africa is essential not only to ensure the survival of this rich heritage, but also to secure future opportunities for the tourist industry which may well have a key role to play in the economic development of the region. Toward this end, the system of wildlife sanctuaries must be expanded and upgraded, which includes the fostering of competent staffs to ensure their successful operation. Of course local people must be accommodated in all plans for wildlife sanctuaries.

*v. Environmental preservation from a regional perspective*

Among the various problems facing Southern Africa today, environmental problems such as desertification, air pollution, and water pollution, have the greatest tendency to spill over national boundaries. Solutions to environmental problems, therefore, often require a regional perspective. The planning and implementation of environmental policies requires the cooperation of all countries involved, and this is not always easy to obtain. Countries often perceive their domestic problems as more urgent and thus devote more funds and energy to them. Consequently, before many crucial environmental problems can be solved, other fundamental problems must be solved. The Lesotho Plateau Water Resource Project is an example of how

countries can work together to meet their mutual needs. In this project South Africa loaned Lesotho funds to build a dam and received water from the dam in return. The training of environmental conservation officers through regional organizations is thought to be a step in the right direction for the development of comprehensive environmental policies that transcend national boundaries. The promotion of regional cooperation such as that in the examples above can have profound consequences for improving the quality of life in the region.

## **(10) Refugees**

### *i. Overview*

Refugees are defined as people who, in large numbers, are moving to or have moved to another location because they are no longer able to live securely or think that they will soon no longer be able to live securely in the country of their origin or in the country they have inhabited for a long time. People become refugees for many reasons: political, religious, social, racial, ethnic, economic, and ecological (unacceptable environmental conditions). In Southern Africa most refugees are fleeing for political reasons, particularly from South Africa, Mozambique, and Angola. Estimates of the number of refugees in 1993 in various countries of Southern Africa are as follows: Malawi, more than 1.1 million; Zambia, 140,000; Zimbabwe, 140,000; Swaziland, 50,000; Angola, 10,000-20,000. In 1992 Southern Africa suffered a severe drought causing food shortages, and this combined with political instability greatly increased the number of refugees in the region. At present, in Malawi, well over 10 percent of the population is composed of refugees seeking shelter from the hostilities in Mozambique, and in some areas of the country, over 50 percent of the population is composed of refugees. The inflow of refugees has had a great impact on many areas of the Malawi economy, ranging from food supply, water supply, and land problems to the development of infrastructure, such as roads and bridges, and social plans for medical services and education. In addition, the inflow of refugees to Malawi has created environmental problems such as the cutting down of valuable forests. It is thus obvious that the refugee problem does not only lie with the refugees themselves, but also with the citizens of the countries they flee to. The impact of the inflow of refugees does not only have a

strong effect on the economy of a country, such as the pressure it exerts on the national budget, but also on its social environment.

Refugees in Southern Africa face a wide range of problems and issues: shortages of food, water, and essential goods; non-existent or inadequate health care, medical care, education, and housing; unemployment; and environmental degradation such as deforestation and soil erosion.

When refugees flow into a country, the country usually becomes dependent on international aid for a long time. And in the countries from which they flee, substantive issues such as economic development, human rights, and land settlement are rarely satisfactorily dealt with. To solve the refugee problem, it is essential that people with political power in the countries where civil wars are being fought devise peaceful means of ending these wars to ensure the political and economic stability of these nations. At present, the political situation in Southern Africa is in a state of transition. In Mozambique terms for peace have been agreed to programs for the return of refugees to the countries have begun accordingly. The situation looks hopeful, but instead of program designed only to bring the refugees home, from a long-term perspective, it is important to consider providing a comprehensive support system that includes plans for both bringing the refugees home and resettling them when they get there.

In looking at the refugee problem to date, the focus has been on the humanitarian dimension of the issue. However, it is also important to look at the problem from a long-term development perspective and to place a greater focus on regional stability. With a background of ongoing civil war and war among nations, the present reality is racial conflict, land problems, environmental degradation, and the breakdown of families and racial relations. Therefore, when refugees return en masse to their countries of origin, a great deal of friction can be expected and they will likely have a hard time resettling. There is much work to be done in these countries to restore devastated farmland, to rebuild infrastructure, and to rebuild the foundations of their economies. With all the changes to the social structures of these countries, new social orders must be established, a process that requires long-term plans and step-by-step implementation of them.

## *ii. Future issues*

Approaches to the problem of refugees can be divided into three basic

types, namely (1) those dealing with the immediate problems of existing refugees, (2) those dealing with the return of refugees to their home countries, and (3) that of supporting the resettlement of refugees in their home countries. Steps are being taken to implement plans for this second problem, with the UNHCR acting as the key body responsible for the process, and the governments of developed countries should provide the support for this work needed to ensure that it can proceed smoothly. As for the first problem, we should consider taking the following steps: development of infrastructure and underground water systems, construction of deep wells, development of health and medical programs, and construction of hospitals and schools near refugee camps, and the use of existing facilities. For the third problem, the key steps to be taken are development of regional development programs and job training projects, both of which facilitate settlement.

<sup>1</sup> World Bank, Accelerated Development in Sub-Saharan Africa: An agenda for action, 1981.

<sup>2</sup> United Nations Economic Commission for Africa (ECA), African Alternative to Structural Adjustment Programs (AA-SAP): a Framework for Transformation and Recovery, 1989, et al.

Cornia, G. A., R. Jolly, and F. Stewart (eds.), Adjustment with a Human Face: Protecting the Vulnerable and Protecting Growth. A Study by UNICEF, 1987.

<sup>3</sup> Overseas Economic Cooperation Fund (OECF), "Issues Related to the World Bank's Approach to Structural Adjustment—Proposals from a Major Partner", OECF Occasional Paper No. 1, October 1991.

<sup>4</sup> ECA, op cit, OECF op cit, 1992, No. 74, 1992, also see, Comision Economica para America Latina y el Caribe, Naciones Unidas, United Nations Latin America and Caribbean Economic Commission (ed.), Crisis y desarrollo en America Latina y el Caribe, 1985, et al.

<sup>5</sup> World Bank, Adjustment Lending and Mobilization of Private and Public Resources for Growth, 1992.

<sup>6</sup> OECF, op cit, "...in sub-Saharan Africa the indigenous private sector is badly underdeveloped, and the World Bank has promoted privatization in many of the countries of the region."





### **III. Management of Japanese aid**



### III. Management of Japanese Aid

#### 1. Basic direction of aid programs

##### (1) *Contributing to the creation of a new economic zone*

###### Outline

Southern Africa is currently at a stage where it must strengthen the foundation from which it is to develop a new regional awareness. We must recognize that now is the time when international support is truly needed and that Japan is expected to play a critical role in a common initiative together with the countries of the region and other donor countries and international organizations in an effort to lay the foundation for the regional economic zone the future of the region requires. To realize this aim Japan should: (1) plan and implement its aid programs with an eye towards the cooperation and coordination of assistance needed in order to solve the many problems which cannot be effectively addressed without the coordinated efforts of the donors at both the regional and national level, (2) recognize the importance of South Africa to the continued development of Southern Africa as a whole and the difficulties of that country in overcoming the processes of democratization and economic development South Africa will face, provide aid in forms which will help to promote the participation of blacks and other formerly oppressed groups in the economic life of the nation, to the support for the financial gap and to the creation of the economic infrastructure needed to rebuild the South African economy, (3) continue and strengthen plans for the provision of the aid required for the development of the LLDC countries now in a post-apartheid age where they face the possibility of reduced international attention and economic assistance in spite of their continued efforts to work towards development in the midst of severe economic and political constraints, and work to develop an appropriate and effective scheme by which assistance may be provided towards the realization of all of these aims.

Southern Africa is currently facing a historical turning point of a magnitude comparable with that brought about by the collapse of the Soviet Union and its hegemony in Eastern Europe. As outlined in Part I, *In quest of the stabilization and development of the region*, the countries of Southern Africa face a host of different problems at the national level—such as the

implementation of programs for the adjustment of economic structures, the establishment of democratic forms of government, and the creation of rational systems of administration—which must be solved simultaneously and in parallel with other problems at the regional level such as the creation of a new regional order and the development of regional organizations that match the needs of that new order. The solution of these problems lies in no other path than in the reformation of the mechanisms needed to make possible the mobilization in the region of the local human and fiscal resources needed for its economic development. This means that the manner in which we are to go about the reconstruction of a policy for the economic development of Southern Africa, or more precisely the manner in which we will be able to achieve sustainable development, will be determined through the interaction of a number of complex factors which will influence the course of development through a process of fluctuation that may be something less than perfectly stable. Yet in spite of these difficulties, the existence of South Africa and rich deposits of mineral resources ensure that Southern Africa will remain a region with a relatively high economic potential, and if the region can only get a good start on the path towards continued development it can be expected to grow into a regional economic zone with remarkably good prospects for long-term development.

It is for this reason that we can say that now is the time when Southern Africa must strengthen the foundation from which a new region with true regional characteristics may be built. The wisdom of all the people of the region must be pooled and a framework for international assistance established so that we may begin to examine the best ways in which the region may pursue economic development and reduce the instabilities accompanying periods of regional transition. We must work to do whatever we can to define the kind of regional economic zone that is best for the future of the region.

Thus it is that we in Japan must also recognize the necessity of international support in this time when Southern Africa is in the midst of the formation of a new regional order and play a critical role in the common initiative aimed at the region's reconstruction. In doing so, intellectual and technological assistance based on the experience of Japan and of Asia as a whole should prove to be a valuable model for the creation of the framework for economic development so badly needed by the region. Furthermore, we

must understand that Japan will be expected to make an economic and technical contribution in this region where the mobilization of even greater levels of international and regional economic resources are expected to be required. As mentioned above, recognizing that the region is currently facing a critical stage in its move towards sustainable development, and we must give due thought to the issues noted in items (a) through (c) below in seeing to it that we provide levels of assistance fully commensurate with our capabilities.

While Japan has already become one of the major donor countries contributing to the development of the region, in order to improve in the future the efficiency and effectiveness of our assistance we should join together in a common initiative with the countries of the region and with the other major donor countries so that we may provide the vision needed for the creation of a regional economic zone and provide assistance within that framework. This aid must work together with that provided by the other donor nations to contribute to the development of a basis from which we can realize the establishment of a stable economic zone and, as much as possible, regional stability; this aid may also help to increase faith and trust in the future of the region, and it is thus expected that it will contribute to a reduction of regional instability.

Finally, it should also be noted that South Africa must be recognized as having a special role to play here towards the creation of a new regional economic zone. Needless to say, South Africa's existence in the region is that of a local superpower, and that its every move can have a tremendous influence on its neighboring countries. It is for this reason that South Africa should be required to take upon itself a role of responsibility commensurate with its ability as a regional superpower, and it should be asked to form as early as possible some kind of comprehensive regional organization suited to this purpose. However, since South Africa is expected to be preoccupied and forced to dedicate its attention and resources to the solution of its own domestic problems over the short and intermediate terms, no clear indication may be seen of the degree to which the nation intends to involve itself in regional issues, and doubts must remain as to whether a formal regional organization may be soon constructed which would encompass all of the countries of the region, including South Africa. If for these reasons it becomes difficult to create a formal organization, then perhaps the nations of

the region and the major donors could try instead to form a looser organization along the lines of the Asia-Pacific Economic Conference and gradually strengthen the framework of the body so that it could become a forum where continued discussions could be held between South Africa, the other nations of the region, and the donors.

*i. The need to coordinate aid efforts*

Even in the past, sub-Saharan Africa has seen quite a number of donor meetings held at a wide variety of levels. Examples of these meetings include the SPA covering many countries in sub-Saharan Africa, the SADC and PTA annual consultations covering Southern Africa, and the Consultative Group meetings held at the national level chaired by the World Bank. In addition to these there are also Round Tables chaired by the United Nations Development Programme and local donor meetings held by a variety of countries covering individual economic sectors and subsectors.

It is particularly important, as mentioned above, that an international system be established to provide support for the region in an effort which will, through a common initiative taken together with the countries of the region, turn us onto a path to the construction of the type of regional economic zone that Southern Africa needs and in which donors will be able to provide aid in a more coordinated fashion. Yet there are also many problems which cannot be solved effectively without a concerted effort on the part of the donors in the region at the regional and national levels, problems such as the creation, streamlining and improvement of regional organizations, the smooth implementation of programs to return refugees to their homes, and the implementation of programs ensuring that the goals of economic reform, good governance, and democratization can actually be achieved.

Thus it is that we in Japan should always remember to coordinate our aid efforts in the region in planning and implementing our aid programs. We should also remember that for Japan, with its limited experience in providing assistance to Africa, the opportunity to participate in a process of aid coordination is in many ways a valuable one, and that the Japanese government and the agencies implementing its programs should participate as far as possible in meetings of this kind and be mindful to have regular discussion and negotiation with the other donors. It is for this reason that when performing local research and other tasks we should communicate not

only with the representative offices of the donor agencies located in the country in question, but also with the regional headquarters of the main donors. And lastly, we must remember that we can be more effective through the implementation of aid programs in conjunction with England, the countries of Northern Europe, and the rest of those countries more experienced in this region than Japan.

Yet on the other hand, we should also remember that Japan will almost certainly be called upon to make an ever more positive contribution to meetings such as these and that we must be prepared to mobilize the personnel and build the foundation of knowledge needed to make it possible to perform effectively in the region. And finally, we must remember that the importance of broad-based initiatives such as the October 1993 Africa Development Conference extend to the Southern Africa region.

*ii. The need to provide support to South Africa*

When one looks at South Africa one immediately sees that the size of its economy and the tremendous impact that economy has on the other nations of the region justify its existence as a crucial nation capable of drastically influencing the future of the region as a whole, and certainly everyone agrees that over the long term South Africa will act as a focal point of which we can expect the provision of direct investment, an export market for the countries of the region, and aid for the smaller and weaker nations of Southern Africa.

However even if South Africa does succeed in proceeding towards the peaceful attainment of its goal of establishing a democratic order of government, the short and mid-term prospects for the elimination of the severe racial inequality existing within its borders, the restructuring of its inefficient industries and their lack of global competitiveness, and all its other domestic problems are poor, and it is expected that a concentration of a great deal of attention and of large amounts of resources will be required to effectively deal with these problems. (See Part I.5, *Developments in South Africa*, and Part II.1.(1), *South Africa and the problems it presents for regional development*, for further discussion.) Yet the problems remain that—at least over the short term—not only is there little reason to hope for direct overseas investment in South Africa, but that even in its current state the country is struggling under a tremendous fiscal burden that means that South Africa itself may



reach the stage where it may be the one that needs support from overseas. It is for this reason that the World Bank, the IMF, and other major donors are proceeding with their dialogues with the South African government, the ANC, and other South African organizations. (Note that the World Bank has already proceeded with discussions on specific projects.)

We in Japan must recognize that providing support to South Africa is important not only for the democratization and economic development of that country, but also for ensuring the sustainable development of the region as a whole. Just as is indicated by the use of the word 'issues' in the title of Part II.1.(1), *South Africa and the problems it presents for regional development*, there are a number of issues which our aid programs should address: (1) technical cooperation capable of fostering the growth of a skilled black population and promoting the social and economic participation of previously discriminated groups in society, (2) intellectual support drawn from the Japanese and Asian experience (i.e., it is worthy to note that Malaysia is of interest as a model of economic development for a multiracial society in Zimbabwe, where there a relatively large proportion of the population is white, even if not to the same degree as South Africa), and (3) financial support for the tremendous amounts of capital needed for the construction of an economic and social infrastructure. (On the final point, it should be noted that since South Africa is not presently classified as a 'developing country' eligible for bilateral ODA, this problem must first be solved before it can become eligible. However it should also be noted that while, until now, Japan and the other major donor nations have supplied ODA funds to anti-apartheid non-governmental organizations in South Africa, it is only now that one can expect a lifting of the American and European restrictions against aid to the new government. One example of this can be seen in the United States, where the government has already revealed a policy wherein it plans to lift the current restrictions forbidding the provision of aid to the South African government and related institutions after the inauguration of the new democratic government expected next year.)

***iii. The need to provide support to the Least among the Less Developed Countries (LLDCs)***

Fully half of the nations of Southern Africa (i.e., the five countries shown in Table 2) are classified as LLDCs, countries which are burdened with many restrictions placed upon them by the lack of the economic funda-

mentals needed for development and whose development would be exceedingly difficult. Generally speaking, however, the rate of growth in the amount of international ODA provided to LLDCs in recent years has been relatively low. Furthermore, while Southern Africa, the LLDCs of the region, and all its other constituent nations have until now possessed a political significance that has helped them in receiving relatively large amounts of aid, rapid increases in the number of international demands for aid and the beginning of the end of the apartheid era herald the coming of a new state of affairs wherein international interest in the region as a recipient of aid may well begin to decline. This is why we should recognize once more the importance of continuing and strengthening our programs of aid to these countries which continue to work towards development in the midst of an exceptionally hostile environment. Furthermore, we should also recognize that the stability and development of the LLDCs of the region is an essential element in ensuring that the region as a whole may aim for the creation of a healthier pattern of development.

While Japan has recognized these facts through its extensive efforts to promote and expand its programs to provide grant aid to the LLDCs, we must also bear in mind that it is these LLDCs which are most in need of assistance and work to expand our aid by (1) creating an improved scheme for the provision of aid which would enable us to respond flexibly to the actual needs of the recipients and relax restrictions on the amount of aid which could cover the cost to be borne locally by the LLDCs in implementing aid program, recognizing the difficulties faced by LLDC governments in creating effective indigenous mechanisms for the mobilization of scarce financial resources and the resultant heavy dependency on foreign funding to finance their budgets, and (2) providing active support to LLDCs for the formation of development projects by increasing the number of aid programs implemented by Japanese aid agencies so as to promote the identification and formation of eligible development projects keeping in mind the administrative ability of the LLDCs to undertake such activities and making up for the limitations of the Japanese system of aid which provides funds only on the basis of requests from recipient countries. It is particularly important to remember that Southern Africa is currently in the midst of a process of historical change, and the inability of the weakest country of the region to respond flexibly to this change will leave them in a state where they will be the ones who may suffer the most from the negative influences therein.

Thus the balanced development of the region as a whole is necessary to lessen the instability inherent in the process of transformation, and that special consideration must be given to the needs of the LLDCs.

Also, as noted in Section I.4, *Democratization and structural adjustment*, the countries of sub-Saharan Africa are suffering under a tremendous burden of external debt. This burden is especially heavy for the severely indebted low-income countries (in Southern Africa, Zambia and Mozambique, as shown in Table 2), so much so that it has come to be widely recognized that these countries will in all probability be unable to service their debts. This is why in recent years the Paris Club and other organizations have come to gradually take a more generous stance on these countries and their aid relief policies, and the World Bank confirms this in a report which notes a rapid rise since 1989 in the number of cancellations and reductions of debts against ODA loans. It should be noted however, that these steps toward the reduction of public debts involve problems such as the moral hazards inherent in adversely influencing those debtor countries working religiously to pay off their debts, and that great care should be taken when considering the appropriate response. It should also be remembered that it is essential that the debtor countries work to help themselves by rebuilding their own economies and taking whatever other steps are necessary to ensure the flow of new investment funds into their countries. This is why although Japan has continued to work in cooperation with international aid organizations and done its best to contribute by ensuring the flow of sufficient new capital to debtor countries, it has not adopted a policy recognizing the cancellation or reduction of debts. According to estimates by the World Bank, however, the so-called Trinidad Scheme of debt relief proposed by the United Kingdom has, in spite of being the most liberal of debt relief programs, left Mozambique and some other countries in a state where it would be difficult for them to fulfill their debt obligations even if all bilateral ODA loans were cancelled. This is why we should consider that, for countries such as Mozambique where the degree of indebtedness has reached an extremely severe situation, it may be necessary to take steps which include exceptional measures on debt relief on a case-by-case basis. Yet we must also remember in doing so that the cancellation or reduction of debts not only seriously reduces the creditworthiness of the debtor country in question, but also introduces the fear that it will block the flow of the new investments from overseas needed for economic reconstruction. We must remember that the cost of

such measures to the debtor country is high, and that the simple application of debt reduction and cancellation measures may in the end harm the debtor country by making the task of economic reconstruction an even more difficult one.

## **(2) Strengthening the approach to regional issues**

There are a number of reasons why we should work through the implementation of aid programs which give all due consideration to regional issues of benefits and costs, offer our cooperation to regional organizations and other regional efforts, and strengthen our handling of regional issues in Southern Africa, reasons which may be summarized as (1) the composition of the region as an organically intertwined complex of nations with a common historical heritage tied together by the need for economic interdependence, and the resulting existence of issues which can be most effectively addressed by measures taken on a wide-based regional scale; (2) the countries of the region are continuing their efforts towards expanding regional cooperation, and the international community ought to support these efforts as a worthy example of collective self-help; and (3) regional approaches such as these can eventually contribute to the stability of the region.

While bilateral ODA has normally been provided after consideration of issues such as bilateral relations, the effect of the aid upon the national economy of the recipient, and other similar factors, there has also been a tendency for this aid to be provided without due consideration for the effects it will have beyond the borders of the nation in question, and insufficient attention has been paid to the implementation of programs of aid targeted at more than one country. However in recent years the effects of increasingly complex linkages between economies which cross national borders as seen in (1) the formation of regional economic blocs, (2) the liberalization and standardization of national economic policies through the implementation of comprehensive structural adjustment programs, (3) the increased movement of people across borders, and (4) progress made towards regional cooperation between the community of Southern Africa have all contributed to a state of affairs where one can envision a number of cases where it would be best to consider the effect which aid to a given country would have on other nations, such as in a case of the construction of a large dam, where

one should consider the influence on the environment and water rights of the countries down river from the site of the dam, the possibility of the sale of electricity to other countries, and similar factors, as well as cases where it would seem to be more effective to provide aid on a multinational basis, such as in the construction of international highways. This applies particularly well to Southern Africa, where there exist a number of countries which are landlocked or which do not possess economies of a self-sufficient scale, making regional cooperation a necessary condition for further economic development and for making them economically interdependent. The countries of Southern Africa also comprise an organically intertwined complex of countries linked by the common historical heritage of their colonial past—all of which means that aid programs would be more effective if they were administered on a regional basis, such as measures against the droughts that have such a widespread and damaging effect on the region, or the construction of international highways in a region such as Southern Africa with large numbers of landlocked countries.

There are also a number of coexisting regional organizations in Southern Africa, each of which has in several aspects fulfilled some regional role worthy of note. While it is considered unlikely that a comprehensive regional organization will be formed covering the entire region at anytime in the near future, talks between the existing organizations (i.e., between the SADC and the PTA) on the form they should take in the future have already begun, and since the countries of Southern Africa will in all likelihood continue to proceed with their efforts towards regional cooperation as an effective means of promoting the economic development of the region, Japan will be called upon primarily to coordinate its efforts with those of other donors through a dialogue with other donor countries and organizations to promote the creation of rational and effective regional organizations. Yet it should also be noted that in all likelihood the use of the existing regional organizations would also be effective in addressing the problems currently facing the region. In other words, we should give all due praise to the efforts of the countries of the region who are continuing to work towards increased regional cooperation in a collective effort to help themselves, and we should continue to offer our support towards these efforts. And especially now, at a time when if we take into account the ability of the developed nations to provide new aid, and particularly when we cannot expect a significant increase in aid to Africa, we must realize that the development of the countries of

Southern Africa must rely for the most part on the efforts of the countries of the region themselves and that it is necessary to offer support to the regional organizations that are an expression of this effort towards self-reliance. Promoting international exchanges between corporations and the NGOs of the region and providing support to private efforts in the region designed to make it easier to conduct business across borders by strengthening the links between sites of production and local markets are also alternatives worthy of consideration. From the above we can conclude that (1) the nature of Southern Africa as a region organically linked by economic and social factors and (2) the need for a collective effort by the countries of the region to help themselves imply, together with the degree to which it will contribute to the stability of the region, that cooperation on a regional level is a must.

In conclusion, we must improve our handling of regional issues in Southern Africa through the implementation of aid programs which give all due consideration to regional issues of the benefits and costs accrued and by offering our cooperation to regional organizations and other regional efforts.

## **2. *Priorities in Japanese aid***

In Section 1 above we described how Japan seeks to view Southern Africa as a single region and detailed the basic direction of the aid program by which it intends to support its development. In this and the following sections, we will describe in fuller detail the framework by which Japan will act on this basic direction in providing aid to the region. The first task here will be to describe the Japanese aid priorities. While this implies an examination of the issues of regional development by individual sector, it is also necessary to give all due consideration to the structural adjustment programs and other economic liberalization reforms being undertaken by all the countries of the region. The reason for this is simple: economic liberalization comprises a comprehensive policy related to the economic well-being and development of all of Southern Africa, and it will determine the roles which must be played by government and the private sector. This means that for each sector these policies for economic reforms must serve as a framework for the formation of sectoral policy, and that the appropriate economic liberalization reforms must be made to ensure the effectiveness of the aid given to each sector. Furthermore, as discussed in Part I.4, *Economic*

*stagnation and the development of domestic political and economic reform*, these reforms have come to affect the political regimes of the countries of the region, and the provision of support for economic reforms is important for this reason as well. The question of what form this support should take is discussed in Part III.2.1 below, *Support for economic liberalization*. Next, based on the discussion of individual sectors and issues in Part II.2, *Issues of regional development*, Part III.2.2 discusses issues concerning individual sectors. Finally, in Part III.2.3, in addition to the priorities mentioned above, we discuss issues related to support for the regional organizations which have served as one of the main players in developing the region and from which, as has been noted many times in the current report, even more can be expected in the future.

#### **(1) *Support for economic liberalization***

In order to ensure the effectiveness of economic liberalization, to complement the efforts of Southern African countries to implement programs of structural adjustments, to realize the proper allocation of responsibilities between government and the private sector, and to promote economic development led by the private sector, we should (1) work to improve the ability of the private sector by cooperating to promote institution-building, (2) work to improve the ability of governments so that they can fulfill a role in keeping with that created from adjustments in the allocation of responsibilities between government and the private sector, and (3) implement programs of aid which will encourage investment and develop a scheme for the provision of aid for these purposes.

Beginning with structural adjustments lending provided to Malawi from the World Bank in 1981, a number of the countries of Southern Africa have introduced their own programs of structural adjustment and implemented programs of economic development led by the private sector and based on a market economy. Japan has also played its part by providing loan aid as co-financing with the World Bank and supplying grant aid to support these countries in their structural adjustments and the liberalization of their economies (see Table 8 for details). While within the region there are a number of countries—including South Africa—whose governments still continue to proceed with excessive economic intervention, when they declare themselves ready

to perform structural adjustments we must be prepared to recognize their efforts and support them.

When that time comes it will be important for Japan not only to take the concerted action together with the World Bank to supply the balance of payments financing and grant aid needed to provide direct support for those structural adjustments, but also enact the following aid programs to complement the structural adjustments programs being implemented under the leadership of the World Bank in order to make economic liberalization into an effective and practical reality.

*i. Improving the capacity of the private sector*

While the objective of structural adjustments is to create an economy that will be led by the private sector, the simple act of privatizing government enterprises does not ensure that those enterprises will be able to operate efficiently. In developing countries where the institutional capacity of the private sector is normally weak, it is important to create efficient in-house systems for the development of human resources, to revitalize and streamline organizations, and to improve institution-building and other corporate capabilities. It is to these ends that the following program of aid should be implemented.

- (1) We should work to transfer Japanese corporations' experience of corporate personnel education and training systems, quality control circles, and other manufacturing techniques designed to improve productivity by sending experts and receiving trainees. (Note that in developing countries where there is a lack of skilled, semi-skilled, and management level workers and it is impossible to find the labor markets for each of these segments, a bottom-up approach in which workers are trained from within is likely to be most effective, and corporate in-house training programs will be most effective in such cases.)
- (2) The promotion of the development of small and medium-sized enterprises is a critical element in developing a competitive multi-tiered private sector, and we should provide financial assistance in the form of two-step loans and by sending policy advisers to help achieve this end.
- (3) We must recognize that learning from the actual development of the private sector in other regions is an important element in fostering the



growth of the private sector. The promotion of a program of economic exchange with private sector industries in Southeast Asia might be one proposal that would be useful to this end.

- (4) As may be inferred from all of the above, the development of a strong private sector is essential to economic development. And as for the privatization of public institutions driven by economic liberalization, the fact that the public corporations being privatized often serve as core industries to the country, and the fact that public institutions having a tremendous influence on the general well-being of the country (e.g., water corporations and other utilities) are now actually being privatized, mean that it is extremely important that appropriate institutional abilities be acquired in the early stages of privatization. The current system of Japanese aid, however, does not in principle allow for the provision of aid directly to private companies, and as a result it is difficult to contribute directly to the development of those 'private' firms capable of so strongly influencing the social and economic development of the country in question. Therefore we should review our existing scheme of aid to ensure that it includes measures by which we could respond more flexibly to issues such as fostering institution-building in private corporations when requested by recipient countries to assign a higher priority to this part of our assistance program. In doing so, we might limit the scope of assistance to maintain consistency with our basic aid principles by setting restrictions on the length of time allocated to the target sector, by making it possible to assist private corporations only for a certain transitional period following their privatization, or by targeting only those sectors which are deemed to be economically natural monopolies.

#### *ii. Improving the capacity of the government*

The implementation of major economic reforms such as structural adjustments are inevitably accompanied by a certain level of social costs. The reduction of these costs to the lowest possible level requires a proper grasp of the issues facing the society involved and ways to respond to the problems which result from the reforms. Whereas the World Bank and other donor countries and organizations can provide the assistance needed for such responses, the establishment of an effective action plan for this aim is a more

difficult task. And while as economic liberalization proceeds it becomes necessary to review the division of responsibilities between the government and private sectors, the government must then fulfill its new role by enacting laws and developing an environment in which the private sector may operate, even in those areas where that review has resulted in the private sector being assigned the major role. Governments must then improve their policy formation abilities, and to this end we should (1) send the equipment and experts and accept the trainees needed to establish methods of compiling statistics, building databases, and other similar administrative functions, (2) provide practical training for government personnel to increase their administrative and general policy-making ability, and by sending advisers and receiving trainees, and (3) over the middle and long term, work to see that the governments of developing countries acquire the ability to form liberalization policies which meet the needs of their own country and internalize the policy-making process within their own governments. It is for this reason that the provision of the expertise of Japan and the rest of East Asia, where we share a history of having absorbed the lessons of market economics and fitting them to our own needs, may prove to be most effective in transferring to the developing countries our knowledge of economics and economic development policy.

### *iii. Promoting investment*

The simple enactment of structural adjustments for the introduction of a market economy does not necessarily ensure that sufficient investment will be attracted to a country or region, and in order to place the economy of a developing country on the path to sustainable development it is important that its government play a responsible role in the creation of an environment based on a competitive market to attract, stimulate and promote investment. While many of the things listed in items *i.* and *ii.* above are important here as well, we can also expect that Japan will be called upon to (1) send the government policy advisors and (2) work to develop the transportation and communications infrastructures needed to promote investment.

## **(2) Support for issues of sector development**

For issues concerned with individual sectors, we should expand our pro-
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grams of aid for (1) the development of the agricultural sectors which serve not only as a foundation for the life and the industry of the countries of the region, but even more as an immediate and stable supply of food, (2) the development of a transportation infrastructure along international shipping routes that will serve both to promote exports and as insurance against factors of uncertainty such as the instability expected to continue in South Africa for some time, (3) improvements in the miserable standards of the health sector of the region through an expansion of primary health care and the implementation of badly needed emergency measures against AIDS, (4) the development of adequate human resources, and (5) environmental conservation efforts designed to deal with the environmental problems associated with the development of mineral resources and preserve the rich diversity of the wildlife of the region.

*i. Agricultural development*

It goes without saying that as a basic foundation of both the life and industry of Southern Africa, agricultural development is absolutely essential, and of particular importance is the immediate ensurance of a stable food supply to deal with the serious food shortages that have resulted from sudden droughts, high rates of population growth, civil wars, and armed conflicts occurring in the region. It is for this reason that we believe it would also be effective (1) to conduct surveys or provide grant aid for the development of underground water sources and for the construction of new irrigation systems or the rehabilitation of existing ones on a scale in keeping with the scattered population of the region, the need to ensure easy maintenance, and the needs of the surrounding environment, (2) to remember that the majority of the countries of the region are normally net importers of food, and to provide assistance directed at increasing productivity as well as to guard against droughts by providing support for the development of the infrastructure needed to store, distribute, and transport foodstuffs and expand the programs of technical cooperation needed to build related domestic and regional systems, and (3) to implement the programs of technical cooperation needed to expand applied agricultural research on the development of improved crop strains, better agricultural tools, and other appropriate technologies for the region.

## ***ii. Development of infrastructure in the transportation and communications sectors***

The main roads and highways of the region have for the most part been either destroyed as a result of South Africa's policies of destabilization or are in need of repair and rehabilitation as a result of a lack of maintenance and neglect. The major part of this network was built in the colonial era to connect mining and plantation regions with ports, and there still exist no regional or domestic transportation networks to efficiently connect the major cities of today. Furthermore, little has been done to smooth the procedures needed to cross borders in the region, and there is a serious need to increase the efficiency of management in the transportation sector. The particular importance of increasing the efficiency of transportation in this region with its many landlocked countries means that we must not only build infrastructures in response to their priority of need, but also to cooperate through the provision of technical expertise. Although the existing international transportation network linking the nations of the region and providing ports to overseas nations relies mainly on South Africa, it is necessary to create a more diversified network of ports not only to decrease the risks accompanying factors of uncertainty such as possible instability in South Africa but also to allow each subregion to have nearby links which would stimulate exports and lower the cost of imports. We should therefore provide assistance for high-priority areas for the development of roads, railroads, ports and other physical infrastructure and create international routes for the transport of goods.

And finally, while in the communications sector the region has a relatively well-developed network linking it to the United States and Europe, there is a serious lack of horizontal connections linking the countries of the region, and it would be most effective if we were to support the improvement of the regional communications network currently being implemented through the SADC and other organizations by providing our assistance for the expansion of the necessary infrastructure.

## ***iii. Cooperation for the health sector***

- (1) With the exception of the Republic of South Africa, the state of the health sector in Southern Africa is execrable. Preventable infectious diseases are one of the highest causes of death in the region, and there

is a serious shortage of medical personnel, equipment and facilities due to the lack of necessary funding. This is why it is important to work to establish a system of primary health care, and to that end we should (1) develop medical facilities which will act as regional centers, (2) develop the cold chain needed to ensure a steady supply of vaccines for vaccination programs, and (3) ensure a safe supply of water through the development of underground water resources in rural areas and water supply facilities for the cities.

- (2) The problem of AIDS is also increasing in recent years, and we must take steps to prevent its further spread immediately. The role of prevention is particularly important in the case of AIDS, and thus it is important that we (1) conduct national surveys on the social and cultural aspects of sex and on the state of AIDS in the region and work to build a regional network which can serve as a forum for discussion in which the data thus collected and the results of the surveys can be used to further the cause of prevention, and (2) work to build a system for screening blood to be used in blood transfusions and establish blood banks capable of ensuring a safe supply of blood.

Note that while the distribution of condoms is also an effective means of preventing AIDS, the current framework for Japanese aid differs from that of other countries in that it is difficult to provide consumables of this kind. We must remember, however, that in sub-Saharan Africa and even throughout the world it is expected that the seriousness of this problem may become even greater, that it is the working-age population which is the primary target of the disease, and that the problem of AIDS has an urgency and importance that may well exert a deeply adverse influence on the economic life of the countries of the region, and it would be best if we reformed the scheme by which we provide our aid if that scheme is to be able to respond flexibly to problems such as these.

#### *iv. Developing human resources*

While the importance of human resources to development is almost too obvious for mention, when we view the problem in terms of the supply and demand for human resources, we see that there is a relative shortage of people with an elementary education and vocational training, and of those

who have completed programs of higher education, of persons with specialized technical knowledge. There is also a serious need for informal education such as that directed at improving adult literacy rates. A relatively large percentage of the working-age population will also be absorbed by the informal sector expected to play a significant role in the industrialization of the region, and there will be a high demand for persons with an elementary level of education in keeping with this role. There is also a serious shortage in many fields of persons with specialized skills in the region, and the demand for technicians and graduates of vocational schools in this area remains as high as ever. To address the need for such personnel we should work to (1) expand and improve elementary education for its excellent ability to contribute to general economic growth, (2) endeavor to foster the growth of the graduates of vocational schools, technicians, and other specialized technical and skilled personnel for which there has been a shortage in the region, (3) expand the extension services to disseminate the technical know-how and on-the-job-training needed to make it possible to improve the skills in the workplace, and (4) expand the educational infrastructure such as school buildings and training teachers, instructors, and extension service personnel needed to fulfill these needs.

#### *v. Environmental conservation*

In Southern Africa, the nature of the development of mineral resources as a critical industry, the particularly rich variety of wildlife found there even when compared to the rest of the African continent, and the problems of deforestation and soil depletion caused by damage from serious droughts and poor farming practices all constitute important issues in that the solution of these problems is critical in ensuring the long-term sustainable development of the region, and we should work to prevent further deterioration by (1) building the administrative institutions and improving the abilities of governments to impose the necessary restrictions and regulations governing the disposal of mining wastes and effluents, (2) providing increased protection of biological diversity through the increase of wildlife reserves and the training and education of wildlife protection personnel, and (3) working to stop deforestation and soil degradation by improving the ways in which land is used through improved farming methods and the development of alternative energy sources which can replace fuel wood. Moreover, the nature of the environmental problem as one which extends beyond national borders in the

form of desertification and air and water pollution means that it is also important for us to develop a regional approach to these problems. Finally, we must bear in mind that the full participation of the local residents of the region is essential to environmental protection as well.

### **(3) *Strengthening support for regional organizations***

As a method of addressing current regional issues, we should work to support and increase the effectiveness of the SADC, PTA, and other existing regional organizations. We should also work to establish specialized regional organizations in response to the demand for institutions of advanced education, research centers, and other institutions for which while there may not be sufficient demand to justify their existence in a single country there is sufficient demand on the regional level, as well as to fully utilize existing specialized organizations and foster support for them.

To address current regional issues, we should work to utilize more fully existing regional organizations. (Note that in order to make the fullest possible use of these regional organizations, we should work to create a plan for the implementation of aid programs like that described in Section 3.(1) below.) In aid programs for issues best addressed at the regional level, such as the development of a region-wide transportation network, electricity and other energy supply networks, and other infrastructure, it is important that we strive to coordinate our efforts as far as possible with those of existing regional organizations, and in doing so we should bear in mind that we will be called upon to provide assistance through the regional organizations deemed to be capable of contributing to the most effective results for specific aid programs. For example, the SADC ministerial-level conference is attended primarily by ministers of finance and planning, whereas the PTA is attended primarily by ministers of trade and industry. And we may conduct aid projects through SADC in the areas of transportation and communications infrastructures and food securities, for which the SADC has a proven track record, or through PTA in the areas of the promotion of intraregional trade and so forth. It would become a more complex operation if handled in these ways.

For institutions of advanced education, research centers, and other institutions for which, while there may not be sufficient demand to justify

their existence in a single country, there is sufficient demand on the regional level, it would be best to utilize existing specialized organizations or establish new ones in response to the demand for these institutions. Examples of this may already be seen in the Eastern and Southern African Management Institute, the African Center for Cooperation in Agricultural Research formed as a subsidiary organization of the SADC, and other similar specialized regional institutions. The fact that these organizations already have a record of performance in a variety of fields means that we could offer our support to extend their capabilities by sending them experts and equipment and using them as training centers and as partners in collaborative aid programs to make it possible to provide assistance more in keeping with the needs of the region.

### ***3. Development of a scheme for the provision of aid***

In order to provide more effective aid for the region, we should develop the following systems for the provision of aid: (1) a scheme for the implementation of aid programs that will make it possible to address those regional problems which we have thus far been unable to sufficiently address from the viewpoint of individual national economies and which will prove effective for the development not only of individual economies but will also allow us to determine whether there are sufficient grounds for the implementation of a given project on the basis of the effects in terms of the benefits and costs which will be incurred upon neighboring countries as a result of the project; (2) the development and expansion of local offices and networks of Japanese aid agencies that will make it possible to gain a proper understanding of the needs of the target country or region and make it possible to respond to problems in a flexible and timely manner; and (3) a system which will make it possible to train Japanese experts to cope with extremely complex development issues of the region and make effective use of South African and other local resources.

#### ***(1) Development of a scheme for the implementation of aid programs in response to regional issues***

In order to increase our ability to respond to regional issues, we should develop a system by which it will be possible to (1) provide aid which while



it may be targeted for a single country, has effects which reach beyond the borders of that country (i.e., large-scale dams, etc.), and (2) provide aid to regional organizations, especially aid targeted for more than one country and which is to be provided primarily to these regional organizations.

In other words, the issue addressed in (1) above is that our present programs have been unable to help us in appraising proposals for aid for which, while there may not be sufficient benefits to justify the provision of aid to a given recipient country, a consideration of the benefits to be gained by neighboring countries do make that proposal economically viable. On the reverse side of the coin, there are also problems which, although they seem to present no great difficulties when viewed from the point of view of the recipient country alone, do entail quite heavy costs when one calculates the sum total of the damage inflicted on neighboring countries. While aid proposals which may entail environmental damage are an obvious example of this, it is only in recent years that serious scrutiny has begun to be given to such problems. This is why we should study ways in which to develop schemes which will prove effective for the development not only of individual national economies but will also allow us to determine whether there are sufficient grounds for the implementation of a given proposal on the basis of its effects in terms of benefits and costs incurred by neighboring countries as a result of the project.

As for the aid to regional organizations mentioned in (2) above, even now it is possible to provide certain types of aid such as the dispatch of experts if that aid is intended to improve the ability of the regional organizations themselves. Yet in large-scale projects targeted simultaneously at more than one country, such as projects for the construction of international highways, the current system of bilateral aid requires all countries involved to submit individual requests for that part of the project affecting their own country. Thus even if the benefits to be gained from the project as a whole are many, we cannot be sure that it will be assigned a high priority in all the countries involved as long as the possibility exists that the benefits and costs generated by the project in each country may be unequal. For projects such as these we should establish a framework by which we can provide aid directly to these regional organizations, thus making it possible to balance the benefits and costs incurred by countries affected by the project. Note, however, that while this means that individual nations will have to guarantee

that they will actually implement the plans which have been agreed upon by regional organizations, it is as yet undecided what form the organizations of the region will take in the future, and we should accordingly give thought to the idea of having the regional development finance institutions most knowledgeable about the conditions of the region act as intermediaries, or even of working through these financial institutions themselves in implementing projects on a regional scale.

## **(2) *Increasing the number and reach of local offices***

In order to be able to work at a regional level and to be able to provide aid in a more efficient and effective manner, Japanese aid organizations should do their part by adopting a plan to reduce the number of countries without representative offices, by empowering existing offices within the region to administer more than one country, by increasing coordination between offices, and by establishing offices for regional supervision, all of which would help to make it possible to respond flexibly to regional issues on the spot as well as serve as a partner to the regional organizations of the area.

It is also crucial that we have a plan by which to improve the personnel and functional abilities of our existing offices, and in order to provide more responsive aid and as part of our plan to increase the abilities of our agencies' offices we should give thought to the idea of not only increasing the amount of small-scale grant assistance given through our embassies, but also to the creation of a scheme by which it would be possible to respond to emergency local needs in a prompt and flexible manner (e.g., through the supply of limited amounts of materials or through a the provision of limited amounts of follow-up services).

It is important to remember that South Africa stands out from the rest of the countries of the region as a focal point for the delivery of goods and information from throughout Southern Africa, and that it is also rich in human resources with a great deal of experience in the region. Thus we should consider the use of South Africa as a market for the purchase of aid goods and the employment of South African consultants to help us conduct that aid. We should also remember that South Africa may well require

overseas assistance to help it solve the problems it will face over the short and medium-term, and that in addition to the fact that dialogues have already been initiated between South Africa, the World Bank and other major aid organizations, the United States' Agency for International Development (USAID) and the United Kingdom's Overseas Development Administration (ODA) have already opened offices in South Africa.

Thus Japan should take note of the developments noted above and have its own aid organizations establish offices in South Africa so that we can provide support to that country and, as noted below in Section (3).i, accept South African input in providing aid to the region while having these offices serve as bases from which to back up our efforts throughout the Southern African region.

### **(3) *Training regional experts and the use of local resources***

Even today the history of Japanese aid in the region is a short one, and Japan has not accumulated sufficient information or experience to complete our task. Yet not only do the countries of Southern Africa expect a great deal from us, but the other major donors have also come to call for a more active and participatory role from Japan. However the task is made particularly difficult by the region being caught in the midst of a maelstrom of tremendous change (at both the national and regional level), and the issues which must be addressed are complex in the extreme. There are also many aspects in which it will be necessary to enable women to actively participate, whether directly or indirectly, in the process of development, and it is for this reason as well that we must gain a full understanding of the needs of the region.

Therefore in order to ensure that our aid programs are implemented in an effective and efficient manner, answer up to these expectations, and make a positive contribution, we should create a framework for the provision of aid that will make it possible to do the following:

#### ***i. Utilization of South African resources***

While South Africa may, if its democratization proceeds successfully, become over the short or middle term a candidate for Japanese aid, it has also at the same time been in the past—and may be over the long term in

the future—a country with a high possibility of taking positive action to help the other nations of Southern Africa. (Note, however, that over the short and medium-term, participation at the government level of South Africa to assist the region is expected to remain limited in nature as a result of its fiscal difficulties and other problems noted above.) South Africa also has a rich supply of human resources with extensive knowledge of the region, and we should make effective use of these resources by coordinating our aid efforts with South Africa (e.g., by using Japanese aid funding to dispatch South African experts to the other countries of the region, by having South Africa accept trainees from the other countries of the region, etc.), employing South African consultants, and doing whatever else is necessary to ensure the efficient and effective implementation of our aid programs. And finally, we should also study the possibility of using South Africa as a market in which to buy materials for aid.

*ii. Increasing the breadth and scope of fundamental surveys*

In order to effectively address the serious and complex issues currently facing Southern Africa, we must learn more not only about its economic life, but also about a wide range of fundamental issues. Therefore in addition to doing what we can to learn from our discussions with other donor countries and organizations, we must work to foster Japanese regional experts and increase the breadth and scope of our fundamental surveys. Furthermore, we should work to increase our cooperation with the local academia and increase our efforts to utilize their knowledge and skills.

*iii. Acquiring qualified aid personnel*

The need to work in Southern Africa to implement ever more complex and responsive programs of aid implies a need to train regional experts in aid and to make the fullest use possible of our existing personnel. It is for these reasons that we must work to acquire and develop experts on Southern Africa and to make more effective use senior citizens' volunteer organizations, older specialists, former members of the Japan Overseas Cooperation Volunteers program and other persons with experience in the region. The hiring of more and better-trained local staff in our aid organizations accompanied by an increased transfer of authority to the local staff is another possible effective solution. Finally, while Japanese NGOs do not as yet

have a significant record of past achievement in Southern Africa, we should also consider coordinating our efforts with them to increase their interest in the region.

*iv. Increased cooperation with local and international NGOs*

While it is necessary for Japan to play its part in developing a system for the provision of aid to the region, consideration of the current state of affairs where there is a serious and unmistakable shortage of aid personnel leads one to conclude that, as a complementary force capable of making our programs of aid more responsive and providing support for participatory development, it is essential that we cooperate with local and international NGOs as well. Thus we should work harder to coordinate our efforts with these NGOs and extend our current policies of cooperation limited to small-scale grant aid, NGO supplementary funds, and similar measures to develop a broader, firmer relationship between our ODA and NGOs, and to this end we should work to create a permanent forum for dialogue with these NGOs, allow them to participate in the aid process from the planning stage, and increase the amount of funding available for small-scale grants and similar aid.

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