

2002 Kananaskis Final Compliance Report Africa – Good Governance

Commitment:

Expanding capacity-building programmes related to political governance in Africa focusing on the NEPAD priority areas of: improving administrative and civil services, strengthening parliamentary oversight, promoting participatory decision-making, and judicial reform. (31: Africa Action Plan)

Background:

One of the core values underpinning both NEPAD and the Africa Action Plan is that of good governance and its fundamental role in promoting the alleviation of both poverty and conflict. Much of the impetus behind the AAP evolved from the commitment made by African leaders and states to adhere to principles of democracy and good government, and from the G8 states' corresponding resolve to help strengthen African nations in these areas. All of the G8 states emphasize the importance of good governance and the strengthening of civil society in their Africa program literature, but as with the Peer Review mechanism, it is expected that much of the initial impetus and subsequent momentum will come from the African states themselves; the G8 states reaffirm that they will assist those countries that demonstrate a true commitment to good governance and political reform, but less is said about how they will assist in this initial transition. The perceived failure of other African states to respond sharply to the deteriorating situation in Zimbabwe has cast doubt on the 'home-grown' approach and on NEPAD, and in consequence, has in some cases jeopardized the optimism, if not the commitment, of some of the G8 member-states.

Assessment:

| Country | Lack of Compliance -1 | Work in Progress 0 | Full Compliance +1 |
|---------------|--------------------------|-----------------------|-----------------------|
| Britain | | | +1 |
| Canada | | | +1 |
| France | | | +1 |
| Germany | | 0 | |
| Italy | -1 | | |
| Japan | | 0 | |
| Russia | -1 | | |
| United States | | | +1 |
| Overall | | | +0.25 |

Individual Country Compliance Breakdown:

1. *Britain: +1*

While good governance is not listed as one of Britain's key priorities for Africa in the run-up to Evian-le-Bain,² Britain has demonstrated compliance with this commitment through its emphasis on good governance in its development assistance programs. In post-conflict reconstruction in Sierra Leone, Britain has committed 120 million pounds for developmental programs over the next three years and is focusing on an agreement known as the Poverty Reduction Framework Arrangement, comprised of benchmarks pertaining to public administration reform, corruption, financial management and security reforms, which both governments hope to begin meeting by 2003.³ The emphasis on good governance is further seen through the "Campaign for Good Governance" which is part of this bilateral relationship, and which is meant to provide support for "the building of a well-informed and active civil society" through support for salaries in social and security services.⁴

In a joint-document issued with France in February at the close of the Franco-British summit In Le Touquet, the two countries pledged to cooperate on Africa and their implementation of the AAP, stating among other things that they would seek to assist African governments in fighting organized crime and the plundering and illegal exporting of natural resources. Both countries committed to supporting initiatives on greater government and corporate transparency and to prepare a joint study on organized crime in Africa.⁵

Britain is also concerned with government and corporate accountability and transparency as related to resource extraction. At the World Summit on Sustainable Development in Johannesburg in 2002, Blair announced a British initiative designed to encourage transparency in the payment and management of government revenues generated by resource extraction, and hosted an international meeting of governments, industry representatives and civil society actors in February 2003 as part of the run-up to Evian.⁶

While Britain has reiterated its intention to meet its AAP commitments, the situation in Zimbabwe and the weak response from African states has affected the perception of how committed the African members of NEPAD are to the peer review process and to good

² "G8 Africa Action Plan: Towards the 2003 Summit," co-authored by DFID and FCO, November, 2002. www.dfid.gov.uk AND "Report of the Extractive Industries Transparency Initiative (EITI) Workshop, 11-12 February 2003," DFID, www.dfid.gov.uk

³ "Press Release: Britain Commits to Partnership for Reconstruction with Sierra Leone," November 13, 2002, www.dfid.gov.uk

⁴ Ibid.

⁵ "Joint Document on Franco-British Cooperation in Africa," Embassy of France, Washington D.C., February 4, 2003, www.info-france-usa.org/news/statmnts/2003/le-touquet0403.asp

⁶ "G8 Africa Action Plan: Towards the 2003 Summit," co-authored by DFID and FCO, November 2003. www.dfid.gov.uk

governance. In a speech in Pretoria in March 2003, Baroness Amos, Blair's APR, commented that the indulgence of bad governance policies could lead to "the danger... that EU and G8 leaders could lose enthusiasm for the collective approach which is at the heart of NEPAD."⁷

2. Canada: +1

Within its development assistance allocation to Africa, Canada has identified the strengthening of African institutions and governance as one of its three priorities (the other two being fostering of economic growth and investing in the people and future of Africa)⁸ and 15% of the \$500-million of the Canada Fund for Africa created after Kananaskis has been earmarked for governance, peace and security issues.⁹

To this end, Canada has pursued compliance by committing \$28-million over three years to improve the competency and efficiency of the public sector of African states, primarily through the Africa Capacity Building Foundation and the Canadian Centre for Management Development. Primary goals include strengthened capacity for civil society participation, better financial management and more accountability. A team from the Africa Capacity Building Foundation visited Canada in early March to meet with CIFA and Canadian Centre for Management Development representatives to discuss initiatives to strengthen the public sector in Africa.

A further \$9-million over three years will be directed towards strengthening African parliamentary government through the African Parliamentary Union. The Canadian Parliamentary Centre is lending its assistance by working with African legislatures and research and public policy organizations, and was part of a consultation held in Accra, Ghana in March designed to study the objectives and shape of the program.¹⁰ A videoconference on parliament and anti-corruption initiatives and a Women's Working Group on Gender (as relating to governance) are in the works and are expected to take shape by June 2003.

Over the three-year period, \$6-million will be spent on forging local and community governance and assisting African municipalities with decentralization programs and the delivery of public services.¹¹ The Local Governance Support Program is being implemented by the Canadian Federation of Municipalities in partnership with a number of African municipal and regional organizations. The first phase of the program involves Tanzania, Ghana, Mali and Mozambique and included a study tour of Canada for African delegates in late May.

⁷ "Setting the Record Straight," Baroness Valerie Amos, National Press Club, Pretoria, South Africa, March 31, 2003, www.sarpn.org.za/documents/d0000264/index/php

⁸ *Canada Fund for Africa*, Canadian International Development Agency (Ottawa) www.acdi-cida.gc.ca/canadafundforafrica.

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

The Canada Fund for Africa is also committed to publicizing NEPAD and its good governance goals in Africa, and through its NEPAD Outreach Fund II, are financing proposals put forward by African organizations with the aim of building awareness, public dialogue and involvement. *Radiobus*, a Senegalese program, has already been approved and partnered with a Canadian organization.

In October 2002, it was announced that Canada will contribute \$2.39 million to promote good governance, along with security and development, in Francophone African countries; a commitment made specifically as a way of supporting the AAP.¹² \$1.09 million over three years will go to Transparency International, an NGO devoted to fighting corruption, allowing it to expand into fourteen Sub-Saharan Francophone countries.¹³ \$850 000 of this amount had been committed in 1999, in the 'first phase' of the funding program.¹⁴

3. France: +1

Although France has committed to implementing the AAP in its entirety, there has not been a significant focus on good governance. France has, however, emphasized the importance of these principles in its overall development assistance priorities. The Inter-Ministerial Committee on International Cooperation and Development (CICID) has, for example, identified infrastructure building as a key area of its commitment to Africa and NEPAD. The French Development Agency hosted a conference in Paris in March devoted to discussing the importance of infrastructure-building for the successful implementation of NEPAD, and identified good governance as one of three key elements of such an initiative.¹⁵ It includes the establishment of political institutions, in line with the needs of the populations and the necessary institutional reforms. This is also related to the Franco-British initiative presented at Johannesburg that favours public-private partnerships as a means of diversifying mechanisms of financing.¹⁶

Moreover, the policies of Coopération internationale et du Développement, an agency of the Ministry of Foreign Affairs, include the goal of increased democratization and reinforcement of the state apparatus, decentralization and partnership with civil society.¹⁷ However, specific funds have not been allotted, nor is there a concrete plan as to how to achieve this goal.

¹² "News Release: Canada Supports Good Governance and Security in Francophone Countries in Africa," October 17, 2002. www.acdi-cida.gc.ca

¹³ Ibid.

¹⁴ Ibid.

¹⁵ "For a Continental Infrastructure Policy," NEPAD Initiative Support Conference, 6-7 March 2003, Ministry of Foreign Affairs, www.afd.fr/english/pdf/nepad/on-nepad.pdf

¹⁶ Relevé de conclusions du comité interministériel de la Coopération internationale et du développement (CICID) du 11 décembre 2002. www.premier-ministre.gouv.fr/ressources/fichiers/cicid_111202.doc

¹⁷ "G8 Africa Action Plan: Towards the 2003 Summit," co-authored by DFID and FCO, November, 2002. www.dfid.gov.uk

In February, France hosted a Franco-African summit in Paris that included 45 African leaders and that prominently included good governance and human rights issues on the agenda.¹⁸ However, France's efforts to promote good governance through the Summit appear to have been diluted by Chirac's decision to invite Robert Mugabe to the Franco-African Summit, which caused a furor in France and Britain.¹⁹

Recently, French delegates participated in a conference hosted by the Coalition of African Jurists in Abuja on the topic of "Law, Justice and Development," which focused on principles of good governance and their implementation.²⁰

4. Germany: +0

While Germany remains committed to the implementation of the AAP, it has made no specific statements on how it intends to adhere to its commitments regarding governance in the months leading up to Evian-le-Bain. It is through the statements of Uschi Eid, Schroeder's APR, that Germany's attempts at compliance with the AAP can best be seen. In a speech given at the High-level Plenary Meeting of the General Assembly of the United Nations to Consider How to Support the New Partnership for Africa's Development in September, in New York, Germany's APR, Ushchi Eid emphasizes that NEPAD must maintain a strict policy and platform, and articulates the German government's concerns over good governance based on events in Zimbabwe, and her disappointment that other African nations failed to react more decisively to these events.²¹ She further suggests that this casts doubt on the resolve of African nations to adhere to the commitments on good governance and reform set out by NEPAD.

In a document responding to the initiative on fighting poverty in Africa presented by the Minister of Minister of Economic Cooperation and Development, Heidemarie Wieczorek-Zeul, Eid again emphasized the importance of good governance and anti-corruption measures for Africa, and suggested that Europe and Africa both have vested interests in initiatives focused on accountability and good governance.²²

5. Italy: -1

There is little evidence that Italy has complied with this commitment.

¹⁸ "Mugabe's Diplomatic Victory Against Britain Hollow," Zimbabwe Independent, February 28, 2003, www.allafrica.com/stories/200302280224.html

¹⁹ Ibid.

²⁰ "Law, Justice and Development in Africa: A Case for Public-Partnership Approach," Vanguard (Lagos), May 9, 2003, allafrica.com/stories/200305090624.html

²¹ "Presseerklärung des BMZ: Eid beim Afrika-Gipfel der Vereinten Nationen," September 16, 2002, www.uschi-eid.de

²² "Regierungserklärung zur Entwicklungspolitik "Zukunft sichern: globale Armut bekämpfen" am 8. Mai 2003 in der entwicklungspolitischen Debatte im Deutschen Bundestag anlässlich der Regierungserklärung am 8. Mai 2003 in Berlin," Uschi Eid, May 8, 2003, www.bmz.de/presse/redeeid/rede08052003.html

6. Japan: 0

Although Japan has not outlined any new measures for good governance in Africa since Kananaskis, its previous aid programs have explicitly focused on good governance-building programmes with an emphasis on constitutional and judicial reform, civic information and participation and parliamentary reform²³ (all key tenants of the commitment in question). However, much of Japan's Africa-related assistance in the past has been through the TICAD system (Tokyo International Conference on African Development), and TICAD III is scheduled for September 2003.²⁴ It is therefore feasible that in the months closer to TICAD, Japan will formulate a plan for Africa that includes good governance components, for which they have already held the TICAD III Senior Official-level Preparatory Meeting in Addis Ababa, Ethiopia in March 2003.

7. Russia: -1

There is little evidence that Russia has complied with this commitment.

8. US: +1

Within its overall development assistance priorities, the US stresses that aid should be directed to countries that have demonstrated sound fiscal responsibility, good governance and democratic practices. Recently, Bush recently announced that he intends to try to extend the African Growth and Opportunity Act (AGOA) scheduled to expire in 2008, which cites good governance and democracy as one of its key policy priorities.²⁵ However, considering that AGOA is not due to expire till several years from now, the immediate impact of this extension and its significance for American compliance are unclear. The trade-based AGOA is at the heart of America's policies for Africa and while Bush has stated that good governance is intended to be a consequence of the market benefits offered by AGOA, it is also a prerequisite: "Money from our new Millennium Challenge Account will be directed to nations that encourage economic freedom, root out corruption, and respect the rights of their people. Through the New Partnership for African Development, many leaders across the continent have pledged their governments to these fundamentals [sic] principles."²⁶ Again, what is emphasized is the importance which G8 nations, including the United States, place on positive first steps to be made by the Africans themselves.

USAID, the United States Agency for International Development, has announced that it will increase funding by 53% for democracy and conflict prevention programs in Africa

²³ "Project/Program Summary." www.mofa.go.jp/region/africa/ticad2/list98/govern/3_1_6.html

²⁴ "The Philosophy of Japan's Policy Toward Africa." www.mofa.go.jp/policy/economy/summit/2002/africa-e.pdf

²⁵ "Fact Sheet: US-Sub-Saharan African Trade and Economic Cooperation Forum." January 15, 2003. www.whitehouse.gov/news/releases/2003/01/20030115.html

²⁶ "Remarks to the African Growth and Opportunity Act Summit," President Bush, January 15, 2003, www.state.gov/r/pa/ei/wh/rem/16656.htm

during the 2003 fiscal year, and that it will focus on fighting corruption and post-conflict democratic reconstruction.²⁷ USAID's Anti-Corruption Initiative, designed to be implemented in 2003, will support multiple actors at the regional, country and local levels in achieving better government oversight, public disclosure of assets and the promotion of ethical codes of conduct for governments.²⁸ USAID has already announced that its funding for good governance programs focusing on transparency, the promotion of representative political institutions and the development of civil society will total \$67.8 million in the fiscal year 2004.²⁹

The US Agency for International Development and its Office of Sustainable Development have made good governance a key issue in their Africa Bureau. Their Strategic Framework focuses on the goal of "sustainable democracies built" and a central tenant of their approach is to incorporate good governance and civil society issues into their work in other sectors including environment and health.³⁰ While this strategy has been a cornerstone of the AFR/SD's Strategic Plan 1998-2003 and is thus not new, the emphasis on increasing the dissemination of information on governance into civil society and on incorporating governance issues into other sectoral projects is promising.

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May 2003

²⁷ "Africa: Building Democracy in Africa" www.usaid.gov/democracy/afri/africa.html

²⁸ "Africa Regional: Program Data Sheet 698-013" www.usaid.gov/country/afri/afri_reg/698-013.html

²⁹ "Africa," excerpted from the Congressional Budget Justification FY 2004, www.usaid.gov/country/afri/

³⁰ "Democracy and Governance Strategic Framework," US Agency for International Development, Office of Sustainable Development, www.afri-sd.org/DemocracyGovernance/DemocracyStrategic.htm

2002 Kananaskis Final Compliance Report Africa – Peer Review

Commitment:

NEPAD maintains that “development is impossible in the absence of true democracy, respect for human rights, peace and good governance.” We agree, and it has been our experience that reliable institutions and governance are a precondition for long-term or large-scale private investment. The task of strengthening institutions and governance is thus both urgent and of paramount importance, and for this reason, we commit to:

Supporting African peer-review arrangements - including by:

- Encouraging cooperation with respect to peer-review practices, modalities and experiences between the Organisation for Economic Co-operation and Development (OECD) and the ECA, including the participation by the ECA in the OECD Development Assistance Committee (DAC) peer-review process where the countries under review so agree; (37: Africa Action Plan)
- Encouraging, where appropriate, substantive information sharing between Africa and its partners with respect to items under peer-review; and,
- Supporting regional organizations in developing tools to facilitate peer-review processes.

Background:

African Peer Review Mechanism (APRM)

The NEPAD leaders adopted on 11 June 2002 the *African Peer Review Mechanism* (APRM) as a key element in the attainment of the plan’s objectives.³¹ The basis for the African Peer Review Mechanism is the assessment of the political, economic, and institutional aspects of governance, which is conducted through a range of indicators: [1] Political rights and institutional effectiveness (e.g. the functioning of the legislature, judicial, and executive branches, as well as the non-governmental sector); [2] Economic management (e.g. macroeconomic management, public financial management and accountability, monetary and financial transparency, accounting and auditing systems, and regulatory oversight); and, [3] corporate governance, among others. The results of this process will also inform the G8 leaders’ decisions in developing enhanced partnerships with African states.

³¹ It was also officially adopted by the African Union summit at Durban in July 2002. See "Betting on NEPAD: Peer review" (05 February 2003). www.diplomatie.gouv.fr/actu/article.asp?ART=32089

By means of background, one of the key actors, the UN Economic Commission for Africa (ECA), has endorsed the G8 Africa Action Plan and has made some the Plan's recommendations the centerpiece of its strategy and dialogue with African nations.³² The ECA cooperates on a regular basis with a number of multilateral institutions within and outside the UN system—the Organization for Economic Cooperation and Development (OECD) being one of them.³³ It is, however, impossible to estimate to what extent and whether at all the ECA's cooperation with the OECD and its support for NEPAD has been promoted or furthered by the G8 countries.

Similarly, the **OECD** (in particular through the Development Assistance Committee (DAC)) remains heavily involved in the area of development. **DAC's** periodic reviews of the trade practices and development aid performance of its members (donor states) is taken as the roadmap for the APR Mechanism. To this end, the OECD has cooperated with the New Partnership for Africa's Development since May 2002. It has also co-sponsored a Regional Workshop in Kenya in August 2002, which was also attended by delegates from several G8 member-states (Britain, Canada, Italy, Japan, and the United States).³⁴ There is little, however, by way of direct reference to individual member states that would indicate compliance with the G8 AAP.

The G8 Commitment

This **G8 Kananaskis Summit** commitment is unique in the sense that it emphasises cooperation between non-G8, non-governmental multilateral institutions—the Organisation for Economic Co-operation and Development (**OECD**) and the U.N. Economic Commission for Africa (**ECA**).

Most importantly, it should be noted that the NEPAD African Peer Review Mechanism was scheduled to start in April 2003 after some outstanding questions were resolved at the meeting of the NEPAD Heads of State Implementation Committee.³⁵ It was thus only on March 09 that African leaders launched the African Peer Review Mechanism at the Sixth Summit of the Heads of State and Government Implementation Committee

³² The ECA is intended to provide technical support on NEPAD's proposed operations and has been particularly active on governance issues, including the APR process. "Moving NEPAD from Concept to Implementation" (Opening Statement by K. Y. Amoako, Executive Secretary of the ECA at the Conference of African Ministers of Finance, Planning and Economic Development) (Johannesburg, South Africa, 19 October 2002) www.uneca.org/what_is_new_home.htmECA Press Release No. 19/2002.

³³ "Moving NEPAD from Concept to Implementation" (Opening Statement by K. Y. Amoako, Executive Secretary of the ECA at the Conference of African Ministers of Finance, Planning and Economic Development) (Johannesburg, South Africa, 19 October 2002). www.uneca.org/what_is_new_home.htm ECA Press Release No. 19/2002

³⁴ "Final List of Participants at the Regional Workshop On Trade Capacity Building Mombasa, Kenya." (26-27 August 2002.) www.oecd.org/pdf/M00031000/M00031818.pdf; www.oecd.org/pdf/M00031000/M00031818.pdf

³⁵ "Senior ECA staff participate in OECD/DAC Peer Review of Canada" (15 January 2003) www.uneca.org/what_is_new_home.htm

(HSGIC) of NEPAD in Abuja (Nigeria).³⁶ However, it should be noted that there were no representatives of the G8 at the Abuja Summit.

A final Communiqué described the mechanism, to which 10 countries immediately acceded,³⁷ as a “system of voluntary self-assessment, constructive peer dialogue and persuasion.” It also set out criteria and indicators of democracy and good governance expected of member countries of the African Union (AU). President Obasanjo, Chairman of the NEPAD Implementation Committee, was asked to set up a Special Committee by the end of March responsible for monitoring compliance with the peer-review requirements.³⁸

Given the context of this *two-level* agreement—among African nations and between the G8 and Africa—delay in the former impedes progress in the latter. Thus, it is most difficult to comply with a commitment that has not even been fully implemented.

While the existence of interaction between the OECD, ECA and NEPAD is manifestly clear, it is difficult to assess the contribution of the G8. The South African Deputy Minister of Finance listed a series of recent “events” that endorsed and accelerated the African Peer Review mechanism and led to a “considerable improvement in the climate for development cooperation”³⁹: the Kananaskis Summit (which unveiled the Africa Action Plan as a response to NEPAD) was but one of these initiatives.⁴⁰ While the commitment is seemingly fulfilled, as evidenced in the ECA-OECD and in particular the ECA-DAC cooperation, it appears to be fulfilled by the ECA and the OECD themselves, not by the G8 countries whose compliance is being assessed.

³⁶ Some 21 African countries, including seven heads of state, were represented at the meeting, which was presided over by Nigerian President Olusegun Obasanjo and attended by NEPAD's other initiators—Presidents Thabo Mbeki of South Africa, Abdelazziz Bouteflika of Algeria, and Abdoulaye Wade of Senegal. (See "AFRICA: Leaders launch voluntary peer-review system," *IRINnews Africa* (March 10, 2003); "Communique issued at end of one-day heads of state summit on Nepad in Nigeria," *SAPA* (March 10, 2003)).

³⁷ These include Nigeria, South Africa, Algeria and Senegal, as well as the Republic of Congo, Ethiopia, Uganda, Rwanda, Botswana and Ghana.

³⁸ Some 21 African countries, including seven heads of state, were represented at the meeting, which was presided over by Nigerian President Olusegun Obasanjo and attended by NEPAD's other initiators—Presidents Thabo Mbeki of South Africa, Abdelazziz Bouteflika of Algeria, and Abdoulaye Wade of Senegal. (See "AFRICA: Leaders launch voluntary peer-review system," *IRINnews Africa* (March 10, 2003)).

³⁹ He lists the fourth WTO Doha Ministerial Meeting (November 2001), the Monterrey International Conference on Financing for Development (March 2002), the Summit of African Heads of State and Government in Durban (July 2002) where the African Union (AU) was formally launched, the Johannesburg World Summit on Sustainable Development (September 2002), the World Bank/IMF meetings in Washington D.C., and the Heads of State Implementation Committee Summit in Abuja, Nigeria (November 2002). "Report of the twenty-first meeting of the Committee on Experts of the Conference of African Ministers of Finance, Planning and Economic Development" (Johannesburg, South Africa, 16-18 October 2002) www.uneca.org/conferenceofministers/Report_CM_1_11_FIN.doc

⁴⁰ "Report of the twenty-first meeting of the Committee on Experts of the Conference of African Ministers of Finance, Planning and Economic Development" (Johannesburg, South Africa, 16-18 October 2002) www.uneca.org/conferenceofministers/Report_CM_1_11_FIN.doc

General G8-Africa Partnership in the APRM

The NEPAD Steering Committee and the Committee of G8 Africa Personal Representatives (APRs) met in Bamako (Mali) on 14 April 2003 to review the progress made on the G8-Africa partnership and to operationalize the African Peer Review Mechanism. The G8 reiterated its commitment to Africa in broad terms, noting that it will remain the focus of the Evian Summit despite the recent global developments. However, no specific evidence of the G8 commitment to the implementation of the APRM is available.

This could be due to the fact that it is expected that each G8 state will report at the final meeting in Paris (**19-20 May 2003**) on their individual plans and efforts for implementing the G8 Africa Action Plan in preparation for the Evian Summit (1-2 June 2003).⁴¹

Implementation of the African Peer Review Mechanism was also a subject of discussions at the G8 Development Ministers Meeting on 23-24 April 2003 in Paris, at which the Ministers underlined their support for the APRM, welcomed the progress already made by African states, and indicated the importance of relying on the experience of the existing mechanisms at sub-regional level in Africa and the OECD.⁴²

Other Issues Impeding Compliance

The success of the APRM is necessarily contingent on the willingness of the NEPAD signatory-states to implement the G8 AAP (and other similar) recommendations. While the ECA is already working with over 26 African countries in review of performance of good governance through the APR, there remains much "fear...[and] reluctance to move forward on this mechanism." A number of African states expressed concern of the threat to sovereignty,⁴³ as NEPAD's Peer Review is seen to cause "unwanted intrusions in how countries are managed."⁴⁴

⁴¹ "Press Statement on the Meeting of the NEPAD Steering Committee and the G8 Africa Personal Representatives in Bamako, Mali On 14 April 2003." *The NEPAD Website*. www.avmedia.at/cgi-script/csNews/news_upload/LATEST_20NEWS_2edb.PRESSSTATEMENT.pdf

⁴² "G8 Development Ministers Meeting, Paris, 23-24 April 2003: Chairman's Summary." www.g8.fr/evian/english/navigation/news/news_update/g8_developpement_ministers_meeting_paris_23-24_april_2003.html. Also see "Reunion des agences d'aide du G8 sur le Nepad: Conference de presse du Ministre delegue a la Cooperation et a la Francophonie, M. Pierre-Andre Wiltzer." www.diplomatie.gouv.fr/actu/bulletin.asp?liste=20030310.html&submit.x=8&submit.y=9#Chapitre9

⁴³ "Speech by Johnson-Sirleaf." Conference of African Ministers of Finance, Planning and Economic Development (Johannesburg, South Africa, 19 - 21 October 2002). www.uneca.org/eca_resources/Speeches/2002_speeches/102002speech_Johnson_Sirleaf.htm

⁴⁴ "Moving NEPAD from Concept to Implementation" (Opening Statement by K. Y. Amoako, Executive Secretary of the ECA at the Conference of African Ministers of Finance, Planning and Economic Development), Johannesburg, South Africa 19 October 2002. (19 September 2002) www.uneca.org/what_is_new_home.htm

Moreover, institutional changes to the intent and content of NEPAD and its Peer Review Mechanism raised doubts in the West. As the Director of the South African Institute for Security Studies (ISS) noted, President Mbeki simply wanted UNECA to conduct peer review for NEPAD. The difference between that intent and the present structures...reflects the extent of the compromises that had to be made...[T]he effective removal of political and good governance components from NEPAD and its location within the various structures [in the African Union] contradict the original purpose and content of the mechanism as contained within various NEPAD documents and communicated to Africa's development partners.⁴⁵

Moreover, lack of consistency among African governments in implementing the APRM (and NEPAD as a whole) and the unresolved question of Zimbabwe⁴⁶ have increased the negative perception of Africa's commitment to the partnership,⁴⁷ creating a "danger that NEPAD's progress will be badly hindered in all the critical G8 centres."⁴⁸ Some G8 countries have also expressed concern about the role Libya's Muammar Qaddafi is to play in NEPAD.⁴⁹

This is not to deny that progress has already been made among African partners.⁵⁰ Despite "the ups and downs in Africa," the G8 personal representatives have been working with the African leaders since the 2001 Genoa summit to draw up a concrete action plan, and reaffirmed their commitment to the African Action Plan at the end of 2002 in Accra, Ghana. However, officials in Paris also echoed the general sentiment among the G8: "We have to help our African partners by providing concrete responses, but they must make their contribution, too."⁵¹

⁴⁵ For a good overview of the NEPAD APRM, see "Time will tell who will willingly back Nepad peer reviews," *Business Day* (South Africa; April 14, 2003). Also see "Media must trust Africa: Mbeki." *Sunday Times* (Zambia), April 13, 2003.

⁴⁶ British Minister for Africa Valerie Amos also said that the issue of Zimbabwe could see developed nations lose their collective vigour for plans to revive Africa: "The danger is that European Union and the G8... could lose enthusiasm for the collective approach which is at the heart of NEPAD." ("Zimbabwe saga threatens Nepad," *Sapa*, March 31, 2003).

⁴⁷ Ethiopian Prime Minister, Meles Zenawi, quoted in Christine Thompson and Paul Bell "Can NEPAD Quell Afro-Pessimism?" *Business Day* (Johannesburg, April 29 2003).

⁴⁸ Thompson, Christine and Paul Bell "Can NEPAD Quell Afro-Pessimism?" *Business Day* (Johannesburg, April 29 2003).

⁴⁹ "Obasanjo Given Task to Appoint Candidates for Peer Review." *Business Day* (Johannesburg) (March 11, 2003).

⁵⁰ Algeria is in charge of human development (health and education); South Africa of political good governance (settlement of conflicts, security, democracy); Egypt of market access, diversification of production and agriculture; Nigeria is in charge of economic good governance, while Senegal is responsible for infrastructure, energy, environment and new technologies (see "Betting on NEPAD: Peer review" (05 February 2003). www.diplomatie.gouv.fr/actu/article.asp?ART=32089)

⁵¹ "Betting on NEPAD: Peer review" (05 February 2003). www.diplomatie.gouv.fr/actu/article.asp?ART=32089). Also see Press conference given by the Minister Delegate for Cooperation and Francophonie, Pierre-André Wiltzer" (Meeting of the G8 Aid Agencies on NEPAD Paris, 7 March 2003). www.g8.fr/evian/english/navigation/news/previous_news/

African leaders recognize that the onus is on them to affirm their commitment to the APRM *before* the G8 can uphold their part of the bargain. Malawian President Bakili Muluzi has also acknowledged that Africa needs to improve on issues that discourage donors from disbursing aid—such as good governance, good economic policies, and respect for human rights: “What we need now is to put our houses in order if we are to successfully tap aid from the G8 nations including France.” He explained that Peer Review Mechanism proposed by NEPAD is key to this objective.⁵²

As a result, for lack of clear evidence of compliance or lack of completion, all of the countries have been accorded a score of zero. Individual G8 compliance assessments and reports should be presented at the Paris meeting on **May 19-20**.

Assessment:

| Country | Lack of Compliance -1 | Work in Progress 0 | Full Compliance +1 |
|---------------|--------------------------|-----------------------|-----------------------|
| Canada | | 0 | |
| Britain | | 0 | |
| France | | 0 | |
| Germany | | 0 | |
| Italy | | 0 | |
| Japan | | 0 | |
| Russia | | 0 | |
| United States | | 0 | |
| Overall | | 0 | |

Individual Country Compliance Breakdown:

1. Britain: 0 (information forthcoming)

2. Canada: 0

As early as October 2002, Ambassador Robert Fowler, the Canadian Sherpa at Kananaksis and the Personal Representative for Africa, was the only G8 delegate at the

other_official_statements/meeting_of_the_g8_aid_agencies_on_nepad_press_conference_given_by_the_minister_delegate_for_cooperation_and_francophony_pierre-andre_wiltzer.html

⁵² Ligomeka, Brian. "Africa Needs Western Support, Says President Muluzi." *Malawi Standard* (February 28, 2003). British Minister for Africa, Valerie Amos, also added that "Foreign investors fear that NEPAD won't work. They question whether an African Peer-Review Mechanism can really work if African pressure is so low key and so little heeded, as appears to be the case with Zimbabwe." (See Fabricius, Peter, "Britain committed to helping Africa, official insists," *The Star* (Zambia), April 1, 2003).

Conference of African Ministers of Finance, Planning and Economic Development at which the APRM was discussed at some length.⁵³

More recently, and more demonstratively of Canada's compliance, Canada was the first country in the history of the OECD/DAC to invite outside observers—from the ECA—to join the DAC Peer Review Team.⁵⁴ It is envisaged that this will help ECA as it works with NEPAD to establish and implement the APRM.⁵⁵

3. France: 0

France has remained active in the various OECD forums and was a central participant at the OECD/DAC Forum of Partnership for Development (11-12 December 2002), the final session of which was attended by the leaders of the G8's development agencies.^{56,57}

France sees development in the context of the rule of law, financial transparency, and good governance. Accordingly, it believes that “the innovative and audacious” Peer Review Mechanism, along with the role of the private sector in the financing of development, is essential for the mobilization of political and economic support.⁵⁸

At the France-Africa Summit in Paris (February 2003), Mr Chirac reaffirmed his government's commitment to African development. Pierre-André Wiltzer, Minister Delegate for Cooperation and the Francophonie, “stressed that France is backing the NEPAD initiative because it places the logic of partnership in the limelight and integrates development into a context: respect of the rule of law, financial transparency and good governance.”⁵⁹ He also added that the “very novel and even audacious provision for peer

⁵³ www.uneca.org/eca_resources/Speeches/2002_speeches/10192002CM_AmbassadorRobert.pdf

⁵⁴ As a matter of routine procedure, all members of the OECD's Development Assistance Committee (OECD/DAC) are asked to periodically submit their development assistance programme to a review by its peers (on the OECD/DAC). This OECD/DAC-ECA peer review team travelled to Canada and Senegal (a development aid recipient selected by Canada for review) and consulted a number of stakeholders (the government executive, parliamentarians, civil society, multilateral and bilateral donors). “Senior ECA staff participate in OECD/DAC Peer Review of Canada” (15 January 2003) www.uneca.org/what_is_new_home.htm

⁵⁵ “Senior ECA staff participate in OECD/DAC Peer Review of Canada” (15 January 2003) www.uneca.org/what_is_new_home.htm

⁵⁶ « Les pratiques d'évaluation des acteurs français du développement et de l'humanitaire » (Forum des partenaires au développement de l'OCDE 11-12 décembre) www.diplomatie.gouv.fr/actu/article.asp?ART=30687

⁵⁷ « Releve de conclusions du Comité Interministeriel de la Coopération Internationale et du Développement (CICID) du 11 décembre 2002 » (11 December 2002) www.premier-ministre.gouv.fr/ressources/fichiers/cicid_111202.doc

⁵⁸ « Discours d'Ouverture du Ministre Délégué à la Coopération et à la Francophonie, M. Pierre-André Wiltzer » (Conférence Ministerielle XXIème Sommet Afrique-France, Yaoundé, 4 novembre 2002). www.diplomatie.gouv.fr/actu/bulletin.asp?liste=20021105.html&submit.x=6&submit.y=5#Chapitre4.

⁵⁹ Conférence de presse du Président de la République, M. Jacques Chirac. (*XXIIème conférence des Chefs d'Etats d'Afrique et de France*; Paris, 21 février 2003). www.diplomatie.gouv.fr/actu/article.asp?ART=32619. Also see Paris offers a new partnership (29 January 2003). www.diplomatie.gouv.fr/actu/article.asp?ART=31855

review and the important role assigned to the private sector in the financing of development are elements capable of creating new momentum for mobilizing political and economic decision-makers.”⁶⁰

Following the Summit, Malawian President Bakili Muluzi indicated that “he was impressed by the commitment of the French government towards the development of Africa.” Mr Chirac’s had stressed the need for strengthening state authority in Africa, guaranteeing transparent elections, and developing a culture of peace, adding “that African nations cannot achieve any meaningful social and economic development if developed countries are reluctant to help them.”⁶¹

Furthermore, it was the *Agence française de Développement* (AFD), the French Development Agency, that called the Meeting of the G8 Aid Agencies on NEPAD in March 2003,⁶² which had brought together all of the agencies in the G8 countries specializing in development, the representatives of international development organizations and banks, along with the major agencies in the United Nations system, other bodies attached to NEPAD, and the Development Assistance Committee (DAC) of the OECD. France convened the meeting of donors “in order to accelerate the implementation of NEPAD, by African states.”⁶³

Nonetheless, short of its participation in the OECD/DAC and its general acceptance of the APRM, there is no evidence as of yet of French promotion of ECA-OECD ties.

4. Germany: 0

The German APR Eid strongly commends the peer-review mechanism adopted by the African Union in Durban, as per the NEPAD framework, and explains that the adoption of this mechanism is an important step towards transparency and in creating a belief in reform.⁶⁴ However, she again provides few specifics as to Germany’s role in instituting and encouraging peer-review mechanisms.

⁶⁰“Betting on NEPAD: Peer review” (05 February 2003). www.diplomatie.gouv.fr/actu/article.asp?ART=32089

⁶¹ Ligomeka, Brian. “Africa Needs Western Support, Says President Muluzi.” *Malawi Standard* (February 28, 2003).

⁶² “Press conference given by the Minister Delegate for Cooperation and Francophonie, Pierre-André Wiltzer” (Meeting of the G8 Aid Agencies on NEPAD Paris, 7 March 2003). www.g8.fr/evian/english/navigation/news/previous_news/other_official_statements/meeting_of_the_g8_aid_agencies_on_nepad_press_conference_given_by_the_minister_delegate_for_cooperation_and_francophonie_pierre-andre_wiltzer.html

⁶³ « NEPAD: déclaration du porte-parole du Quai d’Orsay. » (Paris, le 05 mars 2003) www.diplomatie.gouv.fr/actu/article.asp?ART=33602

⁶⁴ Ibid.

5. Italy: 0

There was no evidence of movement in terms of supporting the APRM specifically either at the ECA or at the OECD, although Italy did reaffirm its holistic commitment to the G8 Africa Plan on numerous occasions. For instance, Prime Minister Berlusconi's Personal Representative, Alberto Michellini, criticised the neglect of African issues and of NEPAD as a whole under the Greek Presidency of the EU, indicating that Italy will bring the issue back to the European agenda. He added that Italy represents the "natural interface for Africa" and cooperates with the French Foreign Ministry in joint missions to Africa.⁶⁵

The Italian Ministries of Foreign Affairs and Finance also convened a meeting on harmonization in February 2003, bringing together the leading development agencies (including the DAC/OECD) and a number of developing countries (and some NEPAD participants).⁶⁶

The Italian Undersecretary of State, Alfredo Mantica, on the other hand, pointed to a concern quietly shared by most participants in the programme. The results were not wholly positive, he said, as a number of African states rejected their part of the bargain as envisaged under the G8 Africa Plan—civil and human rights, democracy, and good governance—while expecting the G8 to increase the resources committed to the plan.⁶⁷ The embryonic APRM is seen as faltering and Italy is not showing any enthusiasm in giving it a leap of faith.

6. Japan: 0

Japan received praise by the ECA's Executive Secretary for its endorsement of the G8 Africa Action Plan and the decision to convene a new Tokyo International Conference on African Development (TICAD III) in 2003. Japan's Minister for Foreign Affairs delivered a policy speech at Addis Ababa on 26 August 2002, indicating that Japan "welcomes the decision of African countries to introduce the African Peer Review

⁶⁵ "Commissioni Riunite: III (Affari Esteri e Comunitari) della Camera dei Deputati e 3A (Affari Esteri, Emigrazione) del Senato della Repubblica." (Resoconto stenografico: Dibattito – Audizione; Seduta di mercoledì 12 febbraio 2003). *Ministry of Foreign Affairs*. www.esteri.it/ricerca/index.htm

⁶⁶ See "High-Level Forum on Harmonization" (Rome, 24-25 February 2003). Ministry of Foreign Affairs. www.esteri.it/polestera/cooperaz/mantica.pdf. In addition to the President of Tanzania and high representatives of 26 developing countries, the meeting was also attended by the President of the World Bank, regional development funds, and officials responsible for cooperation in the 22 OSCE member-states. The Forum was concluded with the issuing of the "Rome declaration on harmonization," which defines a program to increase the efficiency of development aid and represents the first international undertaking on this theme between bilateral and multilateral donors and states beneficiaries.

⁶⁷ Clarizia, Cristina. "Mantica: il nostro Paese ha avuto al summit un ruolo fondamentale. Ma gli applausi a Mugabe" (in *Secolo D'Italia*, 5 September 2002) www.esteri.it/attualita/2002/ita/interventi/index.htm,

Mechanism (APRM) in order to ensure the steady implementation of NEPAD,” aided by the OECD experience and Japanese contribution of €100,000.⁶⁸

7. Russia: 0 (information forthcoming)

8. US: 0 (information forthcoming)

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⁶⁸ "Policy Speech by Ms. Yoriko Kawaguchi, Minister for Foreign Affairs of Japan at the United Nations Conference Center" (Addis Ababa, 26 August 2002) www.uneca.org/what_is_new_home.htm

2002 Kananaskis Final Compliance Report Africa – Education

Commitment:

Supporting the development and implementation by African countries of national educational plans that reflect the Dakar goals on Education for All, and encouraging support for those plans – particularly universal primary education – by the international community as an integral part of the national development strategies;

Background:

In April 2000, at the World Education Forum in Dakar, the international community adopted a comprehensive strategy to achieve Education for All (EFA). The Dakar Framework for Action, includes six comprehensive goals:

- Expanding and improving early childhood care and education
- Ensuring that by 2015 all children have access to a complete, free and compulsory primary education of good quality
- Ensuring equitable access to learning and life skills programs
- Achieving 50 per cent improvement in adult literacy by 2015, especially for women
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015
- Improving all aspects of the quality of education⁶⁹

⁶⁹ "Education for All: Meeting our Collective Commitments", *World Education Forum*, www.unesco.org/education/efa/ed_for_all/dakfram_eng.shtml. April 2000, Dakar, Senegal.

Assessment:

| Country | Lack of Compliance -1 | Work in Progress 0 | Full Compliance +1 |
|---------------|--------------------------|-----------------------|-----------------------|
| Canada | | | +1 |
| Britain | | | +1 |
| France | | | +1 |
| Germany | | 0 | |
| Italy | | N/A | |
| Japan | | | +1 |
| Russia | -1 | | |
| United States | | | +1 |
| Overall | | | +0.63 |

Individual Country Compliance Breakdown⁷⁰:**1. Canada: +1**

Canada has been a strong proponent of the Dakar goals, as demonstrated by the action it has taken in support of these goals as well as the focus it gave to education as the Chair of the 2002 Kananaskis Summit.

Prior to the Summit, in April 2002, the Canadian government introduced its *Action Plan on Basic Education*. This plan echoes the objectives agreed to in Dakar with its focus on three critical goals:

- Ensuring access to, and completion of, free and compulsory primary education by 2015;
- Improving the quality of basic education for learners of all ages; and
- Eliminating gender disparities in primary and secondary education by 2005⁷¹

Under the plan, Canada has committed to sharing specific expertise to strengthen national education strategies in developing countries, particularly in Africa. They will focus on teacher training, learner-centred education approaches, curriculum development, educational governance and management, distance education and information technology.⁷² They will also provide support for developing strategies to achieve gender

⁷⁰ Compliance results for Italy, Russia, Japan and the US are forthcoming.

⁷¹ Canadian International Development Agency, Remarks by Hon. Susan Whelan, Minister of International Cooperation, *Launch of CIDA's Basic Education Action Plan*, www.acdi-cida.gc.ca 24 April 2002

⁷² Ibid.

equality, strengthening HIV/AIDS programming, promoting the respect for human rights and strengthening civil society participation in education reform and management.⁷³

In support of this plan, the Canadian government announced at the Kananaskis Summit that it would double its investment in African education to \$100 million per year by 2005.⁷⁴ The government has indicated that the new investments will focus on a small number of African countries that have demonstrated their committed to NEPAD principles and have effective sector programs and national poverty reduction strategies in place.⁷⁵ In total, Canada will be investing \$555 million in basic education programs from 2000 to 2005.⁷⁶

2. Britain: +1

The achievement of the Dakar goals for education has been a priority of Britain's international development policy, particularly in Africa. In its *G8 Africa Action Plan: towards the 2003 summit*, the Department of International Development (DFID) committed to support the efforts of African governments that have a clear commitment to achieving education for all.⁷⁷ According to the Secretary of State Clare Short, this "strong commitment" is indicated by the following: the amount of resources the government is prepared to allocate to basic primary education, the level of political will to give high priority to achieving Universal Primary Education, and the rapid abolition of user fees and other direct cost barriers to education.⁷⁸

In support of the Dakar goals, the British government will be providing 1.3 billion pounds for basic education over the next five years, with the vast majority of this assistance going to Africa. Within their focus on universal primary education, Britain is placing significant emphasis on strengthening education sector governance,⁷⁹ as well as encouraging better monitoring of progress for girls' education, supporting the expansion of information and communications technology and concentrating on countries with large numbers of children out of school like Nigeria and the Democratic Republic of Congo.⁸⁰

⁷³ Canadian International Development Agency, *Action Plan on Basic Education*, www.acdi-cida.gc.ca April 2002

⁷⁴ Prime Minister's Office, *Canada Helps Build New Partnerships with Africa*, pm.gc.ca 27 June 2002

⁷⁵ Ibid.

⁷⁶ Canadian International Development Agency, *Minister Whelan Launches Action Plan to Support Education in Developing Countries*, www.acdi-cida.gc.ca 24 April 2002

⁷⁷ Department of International Development, *G8 Africa Action Plan: towards the 2003 Summit*, www.dfid.gov.uk November 2002

⁷⁸ Department of International Development, *DFID's Support for EFA Since Dakar*, www.dfid.gov.uk 14 April 2003

⁷⁹ Ibid.

⁸⁰ Department of International Development, *G8 Africa Action Plan: towards the 2003 Summit*, www.dfid.gov.uk November 2002

Assistance will also be targeted at countries emerging from conflict and/or with high HIV/AIDS prevalence.⁸¹

In addition to its bilateral work with individual developing countries, the British government has also been very engaged with international organizations like UNESCO, UNICEF, the World Bank, the EU, UNAIDS, the G8, and NEPAD, as well as civil society organizations and key networks in Africa to enhance cooperation for the achievement of EFA.⁸² They have also aggressively promoted the fast tracking of additional funding, particularly through the World Bank, for countries with credible education sector plans.⁸³

3. France: +1

Since the World Education Forum in 2000, France has remained supportive of the Dakar goals. Through its participation in the High level group on EFA within UNESCO, France has publicly stated its commitment to assist EFA efforts both nationally and internationally. The French government has placed significant emphasis on the importance of sound education sector strategies and ownership, indicating that resources should not be invested in education systems that show no efficiency.⁸⁴

Within UNESCO, France has created an education fund of \$467,000 US to assist countries in developing their respective EFA action plans.⁸⁵ More broadly, France has committed to increasing its Official Development Assistance (ODA) by approximately 50% by 2007, to 0.5% of GDP. They hope to raise this to 0.7% by 2012.⁸⁶

4. Germany: 0

Education has been a long-time priority in development policy in Germany. In 2000, education comprised 19% of bilateral ODA.⁸⁷

Within this commitment to education, Germany has been very supportive of the Dakar goals.⁸⁸ As part of its efforts to achieve universal primary education, Germany has placed significant emphasis on increased support for girls and women as well targeted measure

⁸¹ DFID's Support for EFA Since Dakar, online

⁸² Ibid.

⁸³ Ibid.

⁸⁴ "Highlights of the discussion on the second day of the High-level Group", *Dakar Follow-up Bulletin No. 36*, www.unesco.org/education/efa/bulletin/en/b_36.shtml 30 October 2001

⁸⁵ Ibid.

⁸⁶ Speech by Jacques Chirac, *Twenty-Second Summit of the Heads of State of Africa and France*, www.diplomatie.gouv.fr.actu.bulletin.gb.as?liste=20030224.gb.html 20 February 2003

⁸⁷ Eid, Dr. Uschi, *The Road Forward: International Development*, www.bmz.de/en/media/speech/speech20021010.html 10 October 2002

⁸⁸ Federal Ministry for Economic Cooperation and Development, *Poverty Reduction – A Global Responsibility, Program of Action 2015*, www.bmz.de/ April 2001

to increase the enrolment of girls and extend the time in which they remain in school.⁸⁹ Germany has also emphasized the importance of education sector reform, basic teacher training and curriculum development.⁹⁰

In June 2002, German Chancellor Gerhard Schroder reiterated Germany's support for EFA and announced plans to double its investments in primary education for developing countries.⁹¹ It remains to be seen how and when this will be implemented, particularly on the African continent.

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⁸⁹ Ibid.

⁹⁰ GTZ, *Social Development – Education*, www.gtz.de/themen/english/social-development/education.htm
May 2003

⁹¹ Schroder, Gerhard, "Africa is committed to taking responsibility for its own destiny" *Suddeutsche Zeitung* www.germany-info.org/relaunch/politics/new/pol_schroederG8-sdz.html 26 June 2002