
Commitment:

“The OECD/DAC estimated the global increase of official development assistance (ODA) by 2010 at around US$ 50 billion a year. We are firmly committed to working to fulfill our commitments on ODA made at Gleneagles, and reaffirmed at Heiligendamm, including increasing, compared to 2004, with other donors, ODA to Africa by US$ 25 billion a year by 2010.”

G8 Leaders Declaration on Development and Africa

Assessment:

Compliance Score

<table>
<thead>
<tr>
<th>Country</th>
<th>Lack of Compliance</th>
<th>Work in Progress</th>
<th>Full Compliance</th>
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<tbody>
<tr>
<td>Canada</td>
<td>+1</td>
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<tr>
<td>France</td>
<td>-1</td>
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<td>Germany</td>
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<td>Italy</td>
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<td>Japan</td>
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<td>Russia</td>
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<td>United Kingdom</td>
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<td>United States</td>
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<td>European Union</td>
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<tr>
<td><strong>Average Score</strong></td>
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<td><strong>+0.44</strong></td>
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Background:

Official Development Assistance (ODA) to Africa was first brought to the forefront of the G8 agenda in 2005 at the Gleneagles Summit. Tony Blair, then the British prime minister, highlighted the need to devise a funding plan to ensure that the Millennium Development Goals (MDGs) would be reached.\(^{709}\) Although states were divided over the ODA levels required for achieving the MDGs, all G8 members committed to substantially increasing their 2004 ODA levels by 2010.\(^{710}\) Different G8 members committed to different targets, defined by GNI, 2004 aid levels, or absolute increase targets.\(^{711}\)


At the 2007 Heiligendamm Summit, attention was drawn to the Gleneagles ODA commitment, where then-German Chancellor Angela Merkel led member states to pledge a USD25 billion yearly increase in ODA to Africa by 2010. The 2008 Hokkaido-Toyako Summit marked an evaluation midpoint for the Gleneagles ODA commitment. At the Summit, member states renewed their commitments made at Gleneagles and Heiligendamm.

Leading up to the Summit, G8 members faced criticism from activists and civil society for falling behind on their commitments. Japan’s Foreign Minister, Masahiko Komura, acknowledged the slow progress of G8 countries in meeting their ODA goals and stressed the need for continued commitment to ODA in order to realize the United Nations Millennium Development Goals. Despite the reiteration of their pledges at the 2008 Summit, critics and NGOs stressed that member states were still failing to offer details of the actions they would take to reverse the steady decline in aid since 2006.

Amidst the global financial crisis, concerns rose that ODA would be neglected. On 6 November 2008, Brett House, a senior economist at the United Nations Development Programme expressed concern about states meeting their ODA commitments. At a Financial Crisis emergency summit held in Washington on 11 November 2008, World Bank President Robert Zoellick also called on governments not to step down from their ODA commitments to Africa, in spite of the financial turmoil.

Commitment Features:

The commitment calls for the G8 members to continue in their progress towards substantially increasing ODA by 2010. Member states need not have increased ODA by the full amount by the end of this compliance cycle. Commitments were made in local currency, so compliance must be measured in national currency terms, not in US dollars.

Scoring:

| -1 | Member does not increase absolute value of ODA from previous year(s) in local currency terms, OR increases only at the rate of inflation in the donor country, OR makes a public announcement indicating an intention to decrease ODA. |
| 0 | Member increases ODA slightly in local currency terms, at more than the rate of inflation, but less than 5 per cent more than the rate of inflation year-on-year. |
| +1 | Member increases absolute value of ODA from previous year by a substantial quantity in local currency terms, i.e. by more than 5 per cent above the rate of inflation. Note that this increase cannot result from a decrease in the local currency value of the US dollar. |

Lead Analyst: Nike Adebowale

Canada: +1

Canada has fully complied with this commitment to double international assistance to Africa.

The Government of Canada has announced that it met its multi-year commitment by the end of the last fiscal year. Speaking on 20 May 2009, Minister of International Cooperation Bev Oda said: “We have now met our G8 commitment of doubling aid to Africa – bringing the total to CAD2.1 billion for this year.” In their annual report on ODA, ONE lists Canada’s 2008 ODA spending as CAD2.05 billion, an increase of 9 per cent.

The use of CAD1.05 as a baseline has been subject to criticism. Former Prime Minister Paul Martin has argued that the commitment Canada made at Gleneagles was to increase aid to CAD2.8 billion based on a CAD1.4 billion baseline. The discrepancy is between the amount of ODA planned in 2003/4, CAD2.8 billion, and the amount of ODA actually spent, CAD1.05 billion.

In this compliance cycle, Canada has also refocused its international development efforts, with what appears to be less emphasis on Africa. Eight African countries have been removed from the Canadian International Development Agency’s (CIDA) Countries of

Focus, including Benin, Burkina Faso, Cameroon, Kenya, Malawi, Niger, Rwanda, and Zambia. These countries will still have access to multilateral funding, limited bilateral funding, and humanitarian assistance. It is unclear what this change will mean for future ODA to Africa.

Thus, Canada has been awarded a score of +1 for fulfilling its commitment to double assistance to Africa.

Analyst: Charlene Barker

France: -1

France has failed to comply with its commitment to increase Official Development Assistance to Africa. Although France continues to reaffirm its commitment to increasing ODA levels to Africa, it has not increased ODA in this compliance cycle.

In November 2008, the French government released its 2009 budget and faced sharp criticism over cuts to some African development funding. French NGOs denounced the budget, arguing it would result in the closure of over 50 development projects in Africa, and the reduction of overall bilateral funding to Africa. Bono, the co-founder of international NGO ONE, protested that the budget would result in funding cuts for education programs in the Congo, water sanitation programs in Mali, and agricultural programs in Senegal.

In response to these criticisms, M. Alain Joyandet, the minister of state responsible for cooperation and francophony, maintains that in “the finance bill for 2009, budget appropriations allocated to official development assistance will rise by around 5 per cent between now and 2011” and that the “the creation of two EUR250 million guarantee and investment funds” announced by President Sarkozy before the financial crisis, would still come to fruition.

On 6 November 2008, Minister Joyandet announced that, despite the current economic crisis, France will continue to maintain its ODA commitments to Africa. This commitment was echoed by President Sarkozy who stated that “the money for the bank...
rescue plan is not coming directly out of the State budget. Consequently, hardly any of it will supplant resources allocated to official development assistance.\textsuperscript{728}

The French NGO Coordination Sud maintains that France’s ODA to Africa fell in 2008 following a 16 per cent decline in 2007. Coordination Sud highlights that the current 2009 aid projections are slightly higher only because of a 235 per cent increase in debt relief and a 98 per cent increase in loans, rather than an increase in state funding.\textsuperscript{729} ONE confirms that France’s ODA to Africa fell 15 per cent between 2007 and 2008, noting that “France is off track to meet its 2010 commitments.”\textsuperscript{730}

Thus, France has been awarded a score of -1, as there is no evidence to suggest that ODA has increased significantly in this compliance cycle.

\textit{Analyst: Jasmine Hamade}

\textbf{Germany +1}

Germany has fully complied with its commitment to increase Official Development Assistance to Africa.

Germany’s 2009 national budget, approved by Parliament on 28 November 2008, proposed an increase in ODA to Africa of USD1.27 billion, which will mark the third year running in which Germany has substantially increased aid.\textsuperscript{731}

On 30 March 2009, new ODA statistics on Germany were released. This data shows that German ODA in 2008 increased to record amounts, making Germany the second largest donor in development cooperation work. Bilateral aid rose by over 12.5 per cent compared to the year before and aid specifically for Africa rose by 10 per cent.\textsuperscript{732}

In its annual report, ONE noted that Germany is currently off track to meet its commitment, but also that its commitment is particularly ambitious.\textsuperscript{733} It acknowledged substantial increases in 2008, and planned for 2009.\textsuperscript{734}

\begin{itemize}
\item \textsuperscript{731} Aid Increase in Germany, ONE (Washington, DC) 2 July 2008. Date of Access: 12 December 2008. \url{http://www.one.org/blog/2008/07/02/aid-increase-in-germany}.
\item \textsuperscript{732} Allowing aid to continue in the Sudan, Germany Information Centre Pretoria (Pretoria) 20 March 2009. Date of Access: 7 May 2009. \url{http://www.germanyandafrica.diplo.de/Vertretung/pretoria_dz/en/_PR/2009_PR/03/03_sudan_aid_orgs/archiveCtx=2004826.html}.
\end{itemize}
In November 2008, Heidemaria Wieczorek-Zeul, the German minister for economic cooperation and development, called on G8 states at the Doha Conference on Financing for Development to deliver on their pledges made at the Gleneagles Summit. She emphasized that achieving the Millennium Development Goals would only be possible if G8 states maintained their commitments. Thus, Germany has been awarded a score of +1 for substantially increasing ODA in this compliance cycle.

**Analyst: Jasmine Hamade**

**Italy: -1**

Italy has failed to comply with its commitment to increase Official Development Assistance to Africa. Italy recently announced a substantial decrease in development funding.

Italy only slightly increased its ODA to sub-Saharan Africa between 2007 and 2008. On 13 November 2008, the Italian Chamber of Deputies approved the financial bill for 2009, which included a substantial cut in ODA. ODA administered by the Ministry of Foreign Affairs was cut by 56 per cent in the new budget bill causing the overall Italian contribution to fall drastically, even netting debt relief. ODA to Africa under the Ministry of Foreign Affairs will fall to EUR411 million, the lowest it has been since 2001. According to 2008 figures, OECD/DAC estimates that Italy would have to increase its ODA contribution by at least 145 per cent to reach the G8 goal for 2010.

Although total ODA is to be decreased, the Italian government has announced a significant shift in the geographical distribution of official aid. It is important to note that only 50 per cent of committed aid receives a geographical allocation. Action Aid reports

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that Italy will be redirecting 50 per cent of its geographically allocated aid toward sub-Saharan Africa, marking a significant increase from 2008’s 35 per cent.  

Thus, Italy has been awarded a score of -1. Italy has made decisive changes in its budget for 2009 to decrease ODA by a substantial amount.

Analysts: Sabina Voicu and Polina Arkhipova

Japan: +1

Japan has fully complied with its commitment to increase Official Development Assistance to Africa.

In May 2008, Japan met its original target on ODA to Africa, and made a new commitment to double bilateral ODA by 2012. In fiscal year 2007/08, bilateral aid increased by JPY31 billion. On 23 April 2009, the Minister of Foreign Affairs Hirofumi Nakasone announced a record high ODA target to Africa for the 2009 fiscal year, estimated at JPY188.5 billion. This is a substantial increase from the previous year’s figure of JPY129.7 billion and marks a record high for Japan ODA contribution to Africa. ONE projects that bilateral aid will increase by JPY29 billion between 2008 and 2009.

Japan has been awarded a +1 for substantially increasing ODA to Africa in 2008, and planning increases in 2009.

Analyst: Miyoun Oh

Russia: +1

Russia has fully complied with this commitment.

At the 2005 Gleneagles Summit, Russia did not commit to raise Official Development Assistance. Instead, it promised to cancel USD11.3 billion in debt owed by African countries, including USD2.2 in debt relief for Heavily Indebted Poor Countries

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To date, Russia has cancelled all debt owed by HIPCs, substantial progress towards this commitment.

While it is not bound by this commitment, Russia has nonetheless pursued increases in ODA. In September 2008, at the 63rd Session of the United Nations Assembly, Russian announced a USD2.6 million into the United Nations Industrial Development Organization (UNIDO) for 2009. This financing would be aimed at industrial reconstruction and development in developing countries.

In December 2008, ambassador of the Russian Federation in Qatar Andrey Andreev noted the importance of ODA. "Despite the world economic and financial crisis which has influenced also Russia, we confirm the commitment on rendering assistance to developing countries and in the near future intend to increase volumes of the Russian help to USD400-500 million a year.” This increase, however, is not a new commitment.

In 2007, Russia passed a law that committed it to raising ODA levels to USD400-500 million per year in the short term, with a longer-term goal of scaling up to reach 0.7 per cent of GNI. Deputy Finance Minister Sergey Storchak said that the short-term target should be reached in the next 4-5 years, though there is no set timeline. It is unclear how much of this ODA will be disbursed in sub-Saharan Africa.

On 5 December 2008 Russian Ministry of Foreign Affairs confirmed that Russia would steadily carry out its commitment to provide developing countries with aid.

Thus, Russia has been awarded a score of +1. Russia has pursued both its Gleneagles commitment, and broader objectives on ODA.

United Kingdom: +1

The United Kingdom has fully complied with its commitment on Official Development Assistance to Africa.

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At the Gleneagles Summit in 2005, the United Kingdom promised to double bilateral spending in Africa between 2003/04 and 2007/08. The UK has met this target, and committed to further ODA increases. Thus, the UK is in compliance with this commitment.

The UK’s recent budget laid out a timeline to increase ODA to 0.7 per cent of national income. Between 2007 and 2008, however, the United Kingdom’s ODA to sub-Saharan Africa increased by only 3 per cent. ONE concludes, however, that “the pipeline for funding to sub-Saharan Africa is also strong,” making future progress likely.

On 22 April 2009, the Chancellor of the Exchequer Alistair Darling presented the UK Budget in which he emphasized the Government will remain committed to helping the world’s poor and announced that the UK will spend at least EUR3 billion in Africa by 2010.

In accordance with Prime Minister Gordon Brown’s July 2007 Call to Action on the Millennium Development Goals, the UK has been spending more than half of its new ODA in Africa. The Department for International Development (DFID) Programme increased its spending from GBP5028 million to GBP5200 million in the financial year 2007-2008, with 46 per cent of it spent in Africa.

The United Kingdom has been awarded a score of +1. Despite modest action in this compliance cycle, the UK has already met its commitment on ODA to Africa.

United States: +1

The United States has fully complied with its commitment to increase Official Development Assistance to Africa.

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On 26 April 2009, Secretary Timothy Geithner at the International Monetary Fund and World Bank Group Development Committee Meeting affirmed that the U.S. is “on track to meet its Gleneagles Commitments to double Overseas Development Assistance (ODA) to sub-Saharan Africa by 2010.”\footnote{Statement by Secretary Tim Geithner at the International Monetary Fund and World Bank Group Development Committee Meeting. U.S. Department of Treasury. 26 April, 2009 Date of Access: 7 May 2009 \url{http://www.treas.gov/press/releases/tg103.htm}.} He pointed out that USD7.6 billion in ODA in 2008 put the US closer to the goal of USD8.7 billion by 2010.\footnote{Statement by Secretary Tim Geithner at the International Monetary Fund and World Bank Group Development Committee Meeting April 26, 2009 Date of Access: 7 May 2009 \url{http://www.treas.gov/press/releases/tg103.htm}.} On 20 March 2009, the U.S. Bureau of Public Affairs announced that, based on OECD data, the United States’ ODA increased substantially in 2008, by USD4.2 billion, or 19 per cent.\footnote{2008 U.S. Official Development Assistance. U.S. Department of State. 30 March 2009 Date of Access: 7 May 2009 \url{http://www.state.gov/r/pa/prs/ps/2009/03/120982.htm}.}

Other organizations have published similar estimates: ONE reports that in 2008 the United States’ ODA to sub-Saharan Africa increased by 26 per cent, to USD7.75 billion. ONE judges that the United States is “now solidly on track to meet and exceed its 2010 target.”\footnote{The Data Report 2009: Monitoring the G8 promise to Africa, ONE, 19 May 2009. Date of Access: 16 June 2009. \url{http://www.one.org/international/datareport2009/downloads.html}.}

Thus, the United States has been awarded a score of +1 for substantially increasing ODA to Africa.

**Analyst: Miyoun Oh**

**European Union: 0**

The European Union has partially complied with its commitment to increase Official Development Assistance to Africa.
Between 2007 and 2008, the EU’s Official Development Assistance to sub-Saharan Africa increased by only EUR358 million, to EUR44.36 billion. There is no evidence that ODA increased substantially in this compliance cycle. The extremely modest increases recorded cannot constitute full compliance with this commitment.

In spite of the global economic slowdown, the European Union has announced it will continue to adhere to its ODA commitments to Africa. In response to the UN Conference on Financing Development held on 29 November 2008, the European Commissioner for Development and Humanitarian Aid Louis Michel announced that the “financial crisis should not serve as an excuse to shy away from our promise to give more aid to poor countries.”

On 5 May 2009, the European Commission in partnership with the African Development Bank and World Bank announced that all institutions were willing to increase their aid to Africa to counter the impact of the economic crisis on Africa and help create jobs and long term growth.

Thus, the European Union has been awarded a score of 0. EU ODA contributions to Africa have increased only slightly in this compliance cycle.

Analyst: Charlene Barker

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