



**Canada's Contribution to the G8 Africa Action Plan:
Consolidating Africa's Place at the Centre of Canada's International
Cooperation Agenda**

June 2005

Canada 



Supporting peace and security in Africa: In the presence of Prime Minister Paul Martin and UN Secretary-General Kofi Annan, Minister of International Cooperation Aileen Carroll and Executive Secretary of the Economic Community of West African States (ECOWAS) Dr. Mohamed Ibn Chambas sign a contribution arrangement to strengthen ECOWAS' peace and security capacity (House of Commons, March 2004).

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PRIME MINISTER • PREMIER MINISTRE

This spring, the Government of Canada released the results of a wide-ranging review of Canada's international policy. The goals of this review were to meet the new challenges of the 21st century and reaffirm Canada's place in the world through our coordinated international policy actions. We aspire to protect and promote Canadian values and interests, and to advance the concerns of people in all countries who seek freedom, stability, democracy, and above all, a better life—two objectives that are inextricably linked in our interdependent world.

Canada welcomed the launch of the New Partnership for Africa's Development (NEPAD) in 2001. NEPAD is an African initiative that provides an inspired vision and a framework for Africa to achieve its great potential. It offers a realistic path toward sustained growth and poverty reduction. Its success will be achieved by the governments and people of Africa with the support of partners such as Canada. In June 2002, the Government of Canada, together with the other G8 countries, committed to an action plan in response to Africa's launch of NEPAD.

Canadians have reason to be proud of the efforts we have made in addressing the commitments of the G8 Africa Action Plan. Canada is on track to double its aid budget for Africa between 2003-04 and 2008-09. Social expenditures have almost tripled, including intensified support for the battle against HIV/AIDS. We have provided hundreds of millions in debt relief and extended market access for African imports to stimulate private sector development. We have also expanded our support for peace and security, particularly in support of the African Union's efforts in the troubled region of Darfur, Sudan.

When I meet with African leaders, they tell me that they value Canada as a partner, and that Canada has indeed made a difference in Africa. Africa will continue to be at the core of Canada's development cooperation agenda and we will continue to work with our international partners to maintain their priority for Africa. We are committed to accompanying our African partners as they strive to develop the full potential of their continent to the benefit of the entire global community.

The Right Honourable Paul Martin
Prime Minister of Canada

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Executive Summary

A new vision for Africa has marked a turning point in Canada's relationships with the continent. Canada and its partners in the G8 have responded to the New Partnership for Africa's Development (NEPAD)—a made-in-Africa plan to end Africa's marginalization and put it on the path to sustainable development—with the Africa Action Plan (AAP), a forward-looking document based on African priorities, African institutions and processes, and African goals and objectives.

The breadth and scope of the AAP has changed how Canada supports development in Africa. The need to address a wide range of issues, from peacebuilding and trade to HIV/AIDS and basic education, among many others, calls for expertise and resources from many partners. Today, Canada's cooperation program with Africa mobilizes departments across the federal government as well as organizations from the volunteer and private sectors.

Since the Kananaskis G8 Summit, Africa has enjoyed several years of positive economic growth. Democracy, although struggling in some countries, is advancing, and a growing number of governments are showing greater commitment to openness, accountability and good governance. African-led peace processes have achieved significant progress in resolving conflicts, including in the Great Lakes region and in Sudan.

Despite these positive trends, Africa still faces enormous challenges. The income generated in resource-rich countries has not benefited everyone. Africa remains home to the highest levels of extreme poverty in the world; HIV/AIDS affects 30 million people; 44 million children, the majority of whom are girls, are still out of school; and famine and drought continue to affect eastern and southern portions of the continent. Based on current trends, most of Africa will not succeed in meeting the UN Millennium Development Goals by 2015.

The Government of Canada shares the sense of urgency in the international community about this shortfall and has devoted increasing resources toward Africa in the budgets of both the Canadian International Development Agency (CIDA) and the International Development Research Centre (IDRC). Total CIDA spending in Africa from all channels has risen from just under \$800 million in 2001-02 to over \$1 billion in 2003-04, and roughly 40 percent of IDRC's program funding currently supports initiatives in Africa. Although only a few years have elapsed since the adoption of the AAP, Canadian assistance has already had a clear impact.

With Canada's help, African public servants have strengthened public financial management and accountability, as well as taken concrete steps against corruption. Rapidly growing capacity in conflict resolution and peacebuilding throughout the continent has resulted in agreements on protection for civilians, control of small arms and light weapons, justice for war criminals and enhanced skills in peacekeeping.

Progress is also being made in poverty reduction and private sector development. African trade officials are better able to negotiate international trade agreements and business people are more competitive in international markets. Investment in infrastructure, including the integration of information and communications technologies, is increasing efficiencies and strengthening delivery of key social services such as health care, education, and water and sanitation. Canadian contributions are helping to win the battles against HIV/AIDS, polio, tuberculosis and malaria, and research in agriculture is contributing to increased food security and incomes of the poorest communities.

Canada has also made major strides in supporting economic growth in Africa, providing some \$600 million in bilateral debt relief since 2000 and opening up its markets to most products from the world's poorest countries, most of which are in Africa. This enhanced market access has led to an increase of 30 percent in exports to sub-Saharan Africa and 44 percent in imports from sub-Saharan Africa between 2001 and 2004.

One of the most important features of Canada's role in supporting development in Africa is that it is based on partnerships and institution building. The process is African-led, and a key element in Canada's cooperation agenda is helping Africans to build and strengthen key institutions such as the African Union, the UN Economic Commission for Africa, the African Capacity Building Foundation, the Economic Community of West African States and the African Economic Research Consortium, among many others.

This enhanced capacity, along with the partnership framework of NEPAD and the G8 Africa Action Plan, will position Africa well to meet the challenges it faces today. The newly articulated International Policy Statement will provide a holistic approach to delivering Canada's efforts in support of Africa's development goals.

I. Introduction

In July 2001, a group of forward-looking African leaders changed the landscape of international cooperation by launching their vision for Africa, a plan that came to be known as the New Partnership for Africa's Development, or NEPAD. Endorsed by all members of the African Union, this plan invited the world to a new relationship of equals, a partnership in which Africans take charge of their own development and undertake to implement reforms to improve governance.

This invitation was extended formally at the 2001 G8 Summit in Genoa, Italy. Canada played a leadership role in ensuring that the G8 embraced this opportunity by the next summit in June of 2002 in Kananaskis, Alberta. At that meeting, G8 leaders endorsed the G8 Africa Action Plan (AAP) (see Box 1), and Canada launched its flagship initiative in support, the \$500-million Canada Fund for Africa (see Appendix 1).

In NEPAD, Africans take their destiny into their own hands. This plan provides the framework for working in partnership toward a prosperous, democratic and peaceful continent that is prepared to take its rightful place in the world.

Box 1. The Africa Action Plan: The G8 responds to NEPAD

The Heads of State and Government of eight major industrialized democracies—Canada, France, Germany, Italy, Japan, Russia, the United Kingdom and the United States, and the representatives of the European Union—committed to the following actions in support of NEPAD:

- promoting peace and security through conflict resolution, peacebuilding, assistance to war-affected populations, regulation of the arms trade, and removal of landmines;
- strengthening institutions and governance through capacity building in political and economic governance, supporting peer review, protecting human rights and gender equality, and combatting corruption;
- fostering trade, investment, economic growth and sustainable development through support to appropriate economic policies, infrastructure development, greater market access, trade-related capacity building, regional economic integration, increasing aid effectiveness and strengthening enhanced partnerships;
- implementing debt relief;
- expanding knowledge by improving the quality of education at all levels, ensuring equal access by both genders, supporting research, and integrating information and communications technologies;
- improving health and confronting HIV/AIDS, including building sustainable health care systems and supporting health research;
- increasing agricultural productivity and food security; and
- improving water resource management.

Africa's challenges are well known. What is less well known is the progress Africa has seen in the last decade. In 2004, African economies grew by more than 5 percent overall, thanks to an improved economic climate, better policies and debt relief. One third of Africa's states have shown sustained economic growth rates above 4 percent for more than a decade. The World Bank forecasts an impressive annual growth rate of 7 percent for the entire sub-Saharan region in 2005, and its most recent annual report finds that Africa offers the highest rate of return for foreign direct investment of any region in the world.

Africa is also undergoing a profound and fundamental process of political renewal. The last decade, which began with only three solid democracies in sub-Saharan Africa, witnessed multiparty elections in 43 of the 48 states in the region, although in some cases democratic institutions remain weak. Several African leaders have left office at the end of their terms, encouraging the rebuilding of political leadership on the continent. Governments, organizations and institutions are reflecting the political will of NEPAD, demonstrating an increasing commitment to accountability, openness and democratic development. This is also reflected in NEPAD's African Peer Review Mechanism, which will promote the sharing of best practices and peer learning. Twenty-four countries have signed on, and reviews are currently underway in Ghana, Kenya, Mauritius, Nigeria, Rwanda and Uganda.

The transformation of the Organization of African Unity to the African Union (AU) has brought not only new structures, but also a new vision and approach to continental affairs. The AU has led efforts to bring peace to Burundi and, in 2003, undertook the first-ever African-led peacekeeping operation there, demonstrating its unwavering support to Burundi's peace process. The work of the African Mission in Burundi (AMIB) broke new ground and provided a solid foundation for the AU's Peace and Security Council, which was inaugurated in May 2004. The African Union has exercised leadership across the spectrum of conflict resolution, dealing with the situations in Darfur and Côte d'Ivoire as well as developing a roadmap for the establishment of a continental early warning system. Also, since the beginning of the political crisis in Togo in February 2005, the AU has taken a leadership role in settling the crisis.

The inauguration of the Pan-African Parliament as one of the fundamental institutions for nurturing values of democracy, respect for human rights and good governance confirms African commitment to these ideals and provides a forum for realizing them continent-wide.

Significant investment in and attention to social development priorities have reinforced progress on political and economic issues. The especially critical area of gender equality has moved forward with the adoption in July 2004 by the African Union of a Declaration on Gender Equality in Africa. On a more practical level, gender equality has been mainstreamed into all aspects of NEPAD's work programs and prominent women are serving as decision makers, including the AU Special Representative for the Protection of Civilians in Armed Conflict and the Chair of the African Peer Review Mechanism's Peer Review Panel.

Implementation of NEPAD continues; work has begun on several high-priority projects in transportation, energy, water supply and sanitation, and water resource management. Concrete progress in wetland conservation, disaster risk reduction and tourism strategies has been made as part of NEPAD's environmental action plan. Significant gains have been made in agricultural research and development, and strategies and plans for industrialization and investment facilitation are also taking shape.

Box 2. Accelerating international support for Africa's development

Realizing the vision of NEPAD and achieving the Millennium Development Goals (see Appendix 2) remain major challenges for Africa. The international community agrees that accelerated efforts are needed, and the Government of Canada also shares this sense of urgency. The 17-member Commission for Africa, established by UK Prime Minister Tony Blair in February 2004, issued its report in March 2005. The Report of the Commission for Africa complements the long-standing priority Canada has attached to Africa. Canada's Finance Minister, Ralph Goodale, participated in a personal capacity, co-chairing the economic team. Mr. Goodale emphasized the role of the private sector in Africa's development as well as the immediate need to remove the burdens of debt and infectious disease on the continent.

The report's key messages—that Africa must take the lead in its own development, and that developed countries can make a difference—are core elements of Canada's approach to its partnerships with Africa. Building on previous commitments, Canada's current programs and priorities reflect a number of areas identified in the report. For example, in the February 2005 Budget, the Government of Canada restated its commitment to double aid to Africa between 2003-04 and 2008-09. It also announced an additional \$342 million for health (polio eradication, vaccines and immunization, and the Global Fund to Fight AIDS, Tuberculosis and Malaria), \$172 million over five years for debt relief, and \$500 million over five years for peace and security, all of which will primarily benefit Africa.

II. Africa at the Centre of Canada's International Cooperation Agenda

Since the G8 Summit in Kananaskis in June 2002, Canadians have shown an increasing interest in and concern for Africans and the development challenges they face. In 2002, fewer than one Canadian in four identified Africa as the top priority region of the world for Canada. By late 2004, that number had risen to just under one Canadian in three.¹ The Government of Canada's International Policy Statement reflects this trend, announcing that Canada's bilateral assistance will be increasingly concentrated in sub-Saharan Africa. Africa is now at the heart of the programs of both the Canadian International Development Agency (CIDA) and the International Development Research Centre (IDRC) and Canada is continuing to bring African issues to the global agenda.

The Africa Action Plan was a watershed in Canada's approach to development cooperation in Africa. The wide-ranging nature of its priorities—trade, investment, private sector development and debt relief; environment, food security, agriculture and water; peacebuilding, human rights and governance; HIV/AIDS, education and information and communications technologies—called for a comprehensive mobilization of Canadian expertise, experience and resources. Canada is fulfilling the commitments made at Kananaskis through an integrated effort that involves numerous government departments, civil society and the private sector. The following sections provide an overview of results achieved in support of the AAP through CIDA and its Canada Fund for Africa, which was specifically designed to support it, and through complementary and collaborative efforts of the departments of Foreign Affairs and International Trade, Defence, Industry, Finance, Health, and the IDRC.

¹ Foreign Affairs Canada Communications Surveys, 2004 (Environics).

A new partnership for development cooperation

Less than a year after the release of NEPAD, world leaders revitalized the relationship between developing and industrialized countries at the UN International Conference on Financing for Development held in Monterrey, Mexico, in May 2002. Based on the understanding that aid is not all that developing countries need to reduce poverty—they need access to markets for their products, investment in their economies, debt relief and other financial resources—participants at this conference reached a consensus on a new relationship of mutual benefits and mutual obligations for developing and industrialized countries alike.

Grounded in the principle that developing countries bear the primary responsibility for their own development, this new approach calls upon all countries to play a role in supporting their efforts. Developing countries committed to improving governance and instituting policy reforms that contribute to achievement of the UN Millennium Development Goals (MDGs), while industrialized countries committed to contributing effective and predictable aid, opening up their markets, providing debt relief and removing any inconsistencies in their policies that affect developing countries.

This approach reinforces the kind of partnerships proposed in NEPAD and draws on Canada's trade, aid, defence and diplomatic relations as well as the contributions of Canadian institutions, organizations, volunteer groups and private sector firms.

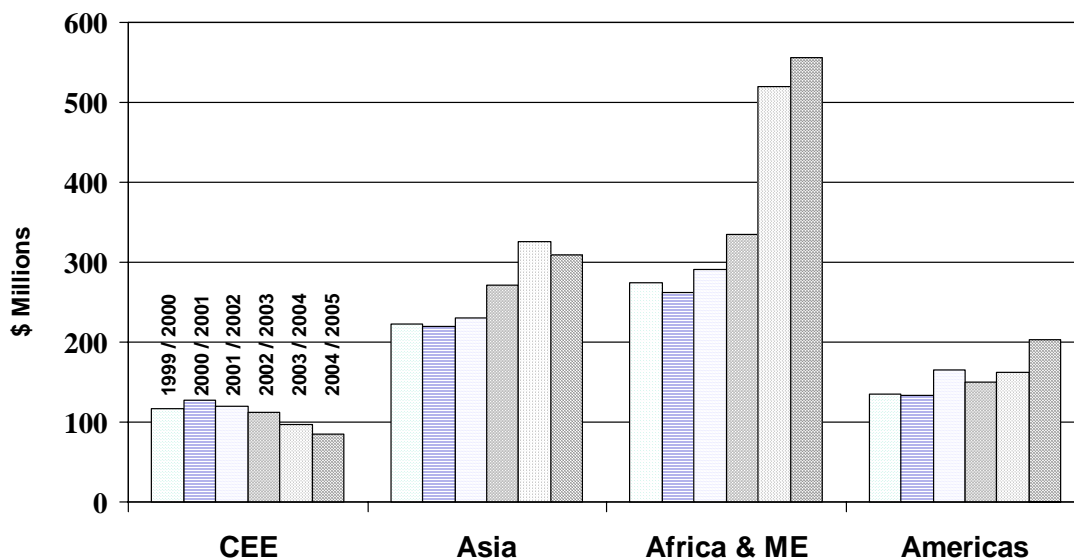
At the Financing for Development Conference, Canada announced that it would double its Official Development Assistance between 2001 and 2010, to more than \$5 billion per year. The Government of Canada has made progress toward this commitment in federal budgets from 2002 through 2005 that have seen international assistance increase by a total of \$1.9 billion. At least half of this assistance is devoted to Africa. Total disbursements to Africa from all channels rose from \$799.2 million in 2001-02 to \$1.05 billion in 2003-04.² For CIDA's geographic programs (for which more recent figures are available), the increase has been from \$290.4 million in 2001-02 to \$556.7 million in 2004-05 (see Chart 1 for bilateral disbursements).

Above and beyond these budget increases and as a special initiative in support of NEPAD, the Government of Canada launched the \$500-million Canada Fund for Africa at the June 2002 G8 Summit. The Fund led the way in targeting new resources to innovative approaches in partnerships and aid programming. It supports major African organizations, such as the African Union, multi-donor programs, including the African AIDS Vaccine Initiative, and innovative programs, such as biosciences research and applications of information and communications technology.

² *Statistical Report on Official Development Assistance, Fiscal Year 2003-2004*, CIDA, March 2005.

Chart 1

CIDA Aid Disbursements by Geographic Branch



Strategic Information Division – Policy
Source: Agency Information System, 2005-5-30

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004	2004/2005
Central/Eastern Europe	116.2	127.2	120.3	112.3	96.7	84.4
Asia	222.6	220.2	230.2	270.7	325.7	309.4
Africa & Middle East	274.9	262.3	290.4	335	519	556.7
Americas	134.4	133.6	165.3	150	162.7	203.6
Total	748.1	743.3	806.2	868	1,104.1	1,154.1

In concert with the launch of the Canada Fund for Africa and the AAP, CIDA’s ongoing bilateral program began to pilot new approaches to aid outlined in its policy statement, *Strengthening Aid Effectiveness*, which was released in the fall of 2002 (see Box 3). These development effectiveness principles have led CIDA to reorient its bilateral programming in order to participate in larger, integrated, multi-donor support to partner country programs, particularly in education and health. This approach consolidated donor support to developing country programs and priorities and put developing country partners firmly in the driver’s seat. By the end of 2005-06, approximately 55 percent of CIDA’s country-to-country Africa budget will support this type of program approach.

Box 3. More effective aid to Africa

Reforms within the aid program enabled CIDA to increase its impact and its effectiveness, particularly in Africa, where efforts were more concentrated and budgets rose more quickly. These include:

- harmonizing donor policies and procedures to reduce duplication and administrative burden and support best practices;
- aligning development assistance programs with partner country strategies, priorities and administrative systems to strengthen local ownership, capacity and leadership;
- supporting integrated, large-scale programs rather than separate and unrelated projects to achieve maximum impact;
- concentrating the aid program in fewer countries, focusing on Africa; and
- ensuring all Canadian policies that affect developing countries benefit these countries.

This trend toward larger-scale, country-led programs will increasingly characterize Canada's partnerships with African countries and advance learning in cutting-edge programming across CIDA's entire aid program. At the same time, it is also having an impact on Canada's relations with its multilateral partners, enabling Canada to advocate for increased attention to Africa at the World Bank, the International Monetary Fund (IMF), the United Nations, the Commonwealth and la Francophonie as well as supporting enhanced efforts at the African Development Bank and African Development Fund. For example, with the IMF, Canada strongly supported scaling up support to the MDGs through grants in order to reduce the debt burden of member countries. Canada also supported providing technical assistance to member countries to build their capacity for developing and implementing poverty reduction strategies. Africa is the primary beneficiary of policies Canada has promoted and advocated at other organizations. At the IMF, Canada strongly supports the Trade Integration Mechanism, which provides special balance of payments support for countries implementing trade liberalization measures. At the World Bank, Canada played an important role in the introduction of a debt sustainability framework and in the decision to increase funding to support poverty reduction, fight malaria, and promote and facilitate private sector development.

Peace and security

NEPAD identified peace and security as essential preconditions for development. The link between development and security is close; poverty and conflict create a vicious circle and often spill over into neighbouring countries, affecting whole regions.

Canada has taken a leadership role in the efforts to resolve a number of conflicts in Africa, including in the Democratic Republic of Congo (DRC) and Sudan (see Box 4). For instance, Canada actively participated in the inter-Congolese dialogue, which led to the peace agreement in the DRC, and continues to follow the transitional process. Since December 2003, Canada has also co-chaired the Group of Friends of the Great Lakes, whose mandate is to ensure adequate international political, technical and financial support to the International Conference on the Great Lakes Region, an African-led regional peace process.

Box 4. Canada's contribution to the peace and security effort in Sudan

Canada has been actively engaged for many years in working with the international community, including multilateral and regional African partners, toward a peaceful resolution to Sudan's conflicts. Since 2004, Canada has pledged nearly \$300 million for Sudan, which includes announcements on April 11, 2005, at the Oslo Donor Conference and on May 12, 2005, to help resolve the Darfur crisis.

Canada pledged up to \$170 million on May 12, 2005, to assist the African Union Mission in Sudan's efforts in Darfur and the African Union (AU) peace talks and peacebuilding efforts, and it will continue to respond to the humanitarian needs brought on by the conflict. Canada will also increase diplomatic engagement to support the AU's efforts to mediate between the parties to the conflict through the creation of a Special Advisory Team led by the Prime Minister's Personal Representative for Africa, Ambassador Robert Fowler, and including Senator Mobina Jaffer and Senator Roméo Dallaire.

Canada welcomed UN Security Council Resolution 1593, which referred the situation in Darfur to the International Criminal Court, and has provided financial support to the Court to facilitate its investigation of the situation in Darfur.

The Canada Fund for Africa has enhanced the African Union's capacity to more effectively prevent and resolve conflict. The Fund has supported the peace talks in Abuja, Nigeria, where important agreements on security and humanitarian access were signed. Canada is also supporting the activities of the AU's Special Representative for the Protection of Civilians in Armed Conflict, who has made recommendations on the situation in Darfur.

Canada continues to work with the Government of Sudan and the Sudan People's Liberation Movement to support the implementation of the recently signed peace agreement ending the southern civil war. Canada pledged \$90 million at the Oslo Conference, primarily to help consolidate the peace, \$28 million of which will be directed toward humanitarian needs in Darfur and Chad.

Canada supports regional security integration through the Economic Community of West African States (ECOWAS) as well as a number of peace and security initiatives. These include support for curriculum development and training capacity at the Kofi Annan International Peacekeeping Training Centre, which is delivering courses in civilian policing in peace operations, disarmament, demobilization and reintegration, negotiations and UN logistics in partnership with Canada's Pearson Peacekeeping Centre. Also included is support for the École Militaire de Maintien de la Paix in Mali. In Sierra Leone, Canada has played a critical role in establishing and supporting the Special Court, whose mandate is to try those who bear the greatest responsibility for crimes against humanity. Thousands of children in refugee camps in Kenya and Sierra Leone are learning cooperation, peaceful conflict resolution and other life skills through sports programs, while former child soldiers will soon be receiving trauma counselling, skills training, and basic health and education services in a number of countries.

Control of small arms is another priority; support to an arms-for-development program in Sierra Leone has resulted in seven chiefdoms being certified weapons-free and eligible for program support for community development projects. In the April 2005 International Policy Statement, Canada committed to continuing action on the human security agenda by giving fresh impetus to international action on controlling the illicit flow of small arms and light weapons into conflict zones. This will help bring greater stability to conflict areas in Africa.

Given Africa's status as the most mine-affected continent in the world, and its overwhelming support for the Ottawa Convention banning anti-personnel mines, Canada continues to actively support mine action efforts in Africa, including in the areas of victim assistance, mine risk education, mine clearance, and stockpile destruction. Canada is continuing efforts to increase mine action resources, ensuring that mine-affected countries in Africa continue to receive the necessary assistance to meet their obligations within the prescribed deadlines of the Ottawa Convention.

Africa will also benefit from Canada's newly created Global Peace and Security Fund, which is dedicated to providing security assistance to failed and fragile states, post-conflict stabilization and recovery, and capacity building for peace operations primarily in Africa. This will complement the G8's Global Peace Support Operations Initiative announced at Sea Island in 2004.

Canada's Human Security Program complements other efforts to prevent violent conflict, responds to the symptoms of conflict where prevention is not possible, and promotes sustainable solutions for crisis and insecurity in Africa. Over the past two years, this program has funded more than 50 initiatives in Africa (see Box 5), including support to Sierra Leone's Truth and Reconciliation Commission and Special Court; support to the Office of the Prosecutor of the International Criminal Court for the investigation in Darfur; and promotion of Canada's efforts to curb the impact of small arms and light weapons.

Canada is also providing support to reduce the trade in "blood" diamonds. In its capacity as Chair in 2004, Canada contributed to the Secretariat of the Kimberley Process Certification Scheme to support global efforts aimed at breaking the link between diamonds and armed conflict. The scheme and the peace agreements that have been concluded in affected countries (such as Angola, the DRC and Sierra Leone) are helping channel large volumes of rough diamonds through official government mechanisms. For example, rough diamond exports from Sierra Leone increased from \$10 million in 2003 to \$129 million in 2004. In the DRC, exports grew from \$395 million in 2002 to \$642 million in 2003. In Angola, exports increased from \$644 million in 2002 to \$814 million in 2003. The certification scheme remains an essential tool for the consolidation of peace and for conflict prevention in Africa.

Box 5. Helping parliamentarians protect refugees

In cooperation with the UN High Commissioner for Refugees, the International Committee of the Red Cross and the African Parliamentary Union, Canada funded the June 2004 Regional Parliamentary Conference on Refugees in Africa: The Challenges of Protection and Solutions. This conference was attended by some 200 African parliamentarians who adopted a far-reaching commitment to the Cotonou *Declaration and Programme of Action*, outlining 11 concrete strategies and activities to support African parliaments in their work to protect refugees and find durable solutions to the problem.

Governance

Governance—reform of the public service, support to democratic institutions and processes, and observance of the rule of law—is a central feature of NEPAD (see Box 6). It is also a key element of Canada's own International Policy Statement. Canada has

helped build capacity in Africa in critical areas, such as public financial management. For example, changes to tax auditing systems in Tanzania, following Canadian technical assistance, resulted in a 20 percent increase in revenues. In Malawi, an economic governance project is bringing more transparency and inclusiveness to the public expenditure process by establishing a Web site on aid flows and public spending and promoting greater economic and financial literacy within government and civil society.

Box 6. Mutual accountability: A key element in the NEPAD/G8 partnership

The concept of mutual accountability recognizes that development benefits all countries, and that the actions of any one country can affect all of the others. NEPAD acknowledged that Africans and their financial and technical partners from the industrialized world are accountable not only to their own countries, but also to each other. Mutual accountability is firmly embedded in NEPAD; it not only holds development actors to account, it also helps to strengthen public support for their efforts.

Under the African Peer Review Mechanism of NEPAD, a panel of African eminent persons will oversee assessments in the following key areas: democracy and political governance; economic governance and management; corporate governance; and socio-economic development. Ghana, Kenya, Mauritius, Nigeria, Rwanda and Uganda have begun their review processes. Canada was the first donor to support the funding mechanism for this process. The key indicators that form the basis of the peer reviews under this mechanism could also inform the mutual review between Africa and its development partners.

Canada also supports a mutual review process between African countries and donors—the Organization for Economic Cooperation and Development/Development Assistance Committee Mutual Review of Development Effectiveness—that assesses achievement of the MDGs, political and economic governance, aid flows and aid quality; policy coherence; agriculture and trade; and capacity development. A scorecard has been developed to assess both donors and their African partners.

An additional vehicle for international engagement in support of Africa and NEPAD exists in the Africa Partnership Forum (APF). The forum has a unique position as the only international forum where representatives of NEPAD and its development partners meet regularly at a high political level to review progress or lack of it in specific matters related to development. The APF, which emanated from the Africa Action Plan, the G8 response to NEPAD, now joins the G8 and other OECD donor partners with representatives from Africa, in a shared forum. It is well placed to assist in implementing mutual accountability and reviewing progress achieved and will support the NEPAD partnership in considering future challenges.

Technical assistance to the African Parliamentarians' Network against Corruption is helping develop laws and guidelines for the legislative assemblies of its members. Cooperation between Canadian and African municipalities includes the sharing and transfer of knowledge on key issues such as decentralization. Support to the African Capacity Building Foundation is strengthening public servants' skills in policy analysis, financial management and accountability, public sector management and public participation in government.

Election support in the form of provision of equipment, training, reinforcement of a free press, and awareness raising for voters is a priority for Canada. Among current and recent initiatives are support for civil society participation, including women, in Ethiopia; development of a Permanent National Voters Register for the 2005 elections in Tanzania; and support to a citizenship participation project in the Democratic Republic of Congo.

Participation in NEPAD at the community level is critical to its success, and Canada's support to NEPAD outreach activities has helped mobilize communities and organizations in the process. Training was provided for journalists in key areas such as human rights, good governance and anti-corruption, while a series of public meetings enabled local communities to influence the NEPAD process by giving them a forum to express their needs and priorities.

Women's human rights are also a priority in NEPAD and in Canada's aid program generally. Through its gender equality funds in Cameroon, Egypt, Ethiopia, Kenya, Malawi, Mali, Morocco, Rwanda and Zimbabwe, Canada supports the work of women's organizations and networks. For example, in Kenya, several initiatives are dealing with gender-based violence. A Nairobi hospital recovery centre has treated 3,500 cases in three years, addressing immediate physical needs, and providing counselling, legal support and even temporary housing by linking with a network of organizations. A joint campaign of awareness to counter this serious social problem has recruited 80 community groups, while a regional men's organization is working on transforming attitudes.

Debt relief

Bilaterally, under the Canadian Debt Initiative (CDI) that began in 1999, the Government of Canada will forgive more than \$1.16 billion in debts owed to Canada by 16 countries participating in the Heavily Indebted Poor Countries (HIPC) Initiative, including 13 in Africa. To date, Benin, Ethiopia, Ghana, Madagascar, Rwanda, Senegal, Tanzania and Zambia have received, or are in the process of receiving, full cancellation of their bilateral debt to Canada. Through the CDI and bilateral participation in the HIPC Initiative, Canada has provided more than \$595 million in bilateral debt relief to African HIPCs as of March 31, 2005.

Multilaterally, Canada is supporting multilateral debt relief under the HIPC Initiative. In March 2005, Canada contributed a further \$34.4 million to the HIPC Trust Fund, bringing its total contribution to these trust funds to \$346.4 million. In addition, in June 2005, Canada and the rest of the G8 agreed to a debt relief proposal that will provide 100 percent debt cancellation on debt obligations owed by HIPCs, many of which are in Africa. This action will provide significant support for these countries' efforts to reach the Millennium Development Goals.

Trade and investment

African leaders see trade as vital to Africa's economic recovery. Canada is responding by opening up its markets, helping African entrepreneurs increase their competitiveness and access regional markets, and building the capacity of African trade negotiators and administrators of trade agreements to more fully participate in the global trading system. Canadian trade with sub-Saharan Africa grew substantially between 2001 and 2004, with exports increasing by 30 percent and imports increasing by 44 percent.

Canada's Least Developed Country Tariff (LDCT) allows for duty-free, quota-free access for virtually all imports from the world's poorest countries, most of which are in Africa. The LDCT is accompanied by rules of origin that are among the most liberal in the world, making it easier for least developed countries (LDCs) to reap the benefits of the initiative. Canadian imports of goods from LDCs have increased at an average annual rate of 32.5 percent since the introduction of the initiative; for African LDCs, the average annual rate of growth between 2002 and 2004 was 11.7 percent.

Canada is also helping Africa to take advantage of improved market access. Since 2001, Canada has committed approximately \$75 million to trade-related technical assistance and capacity-building activities in Africa. Canada is helping African entrepreneurs in 15 countries increase their enterprise competitiveness through the Programme for building African Capacity for Trade (PACT) (see Box 7). For example, as a result of its work with ACCESS! For African Businesswomen in International Trade, a regional project within PACT, the Canadian and African Business Women's Alliance is better

Box 7. Trade missions bear fruit for Ghanaian farmers

The Canada Fund for Africa through PACT and the Trade Facilitation Office Canada funded a series of trade missions between Ghanaian producers seeking new markets and European buyers seeking new sources of supply. Today, some 210 tonnes of fruits and vegetables are shipped weekly from Ghana, benefiting 600 small farmers and generating a steady income of about \$680,400 a week.

able to support the efforts of African women entrepreneurs and exporters to achieve their goals and improve the economic situation in their communities. Canada is also helping build the capacity of African trade negotiators and administrators of trade agreements through various programs, including the Joint Integrated Technical Assistance Program and the UN Economic Commission for Africa's African Trade Policy Centre.

Canada is supporting increased private sector investment in Africa. The Canada Fund for Africa will contribute up to \$100 million to the Canada Investment Fund for Africa (CIFA) to be matched on a one-to-one basis by other investors. CIFA is a joint public-private partnership that aims to channel at least \$200 million to investments that will generate growth in Africa. This fund responds to specific African requests for increased investment and initiatives to complement traditional development programs.

Canada also supports increased domestic investment in Africa, especially at the community level, by helping countries reform laws and regulations, strengthen their financial institutions and build entrepreneurship. For example, a community economic development project in Senegal has benefited more than 130,000 people, mainly women, who have saved over \$19 million and borrowed over \$18 million to start small businesses.

Box 8. Laying the groundwork for infrastructure investment

Infrastructure, such as roads, rail, electricity and communications, is seriously lacking. Canada's contribution to the NEPAD Infrastructure Project Preparation Facility has led to the approval of two important projects in energy. Through the Kenya-Uganda Oil Pipeline project, the two governments will receive assistance in the tendering process, negotiation and signing of a contract with a private sector partner, and in securing funding for the project itself. Assistance for the Benin-Togo-Ghana Electricity Interconnection Project involves support for updating the feasibility study and detailed designs and for development of an environmental impact assessment.

Environment and food security

Agriculture is the cornerstone of Africa's food security and its economy, accounting for more than half of its exports and a third of its income. Over 70 percent of Africans live in rural areas and earn their living on the land, and the majority of Africa's farmers are women. Canada supports agriculture and rural development, food security, and the environment and natural resources upon which they depend. Overall, Canada will have increased its investments in agriculture, food security and rural development to a total of \$100 million a year by 2005-06.

Canada has become one of the largest donors to the World Food Programme and is supporting initiatives addressing ongoing food security needs in five African countries, including the provision of food to HIV/AIDS-affected households headed by women and to school-aged girls and boys. Preliminary results indicate that school feeding programs have resulted in increased school attendance, particularly among girls. In 2004-05 alone, almost one million children benefited from this program. In Ethiopia, Mali, Mozambique, Senegal and Tanzania, children received lunch and/or mid-morning snacks at school and take-home rations were distributed to students, primarily girls, in Mali and Mozambique.

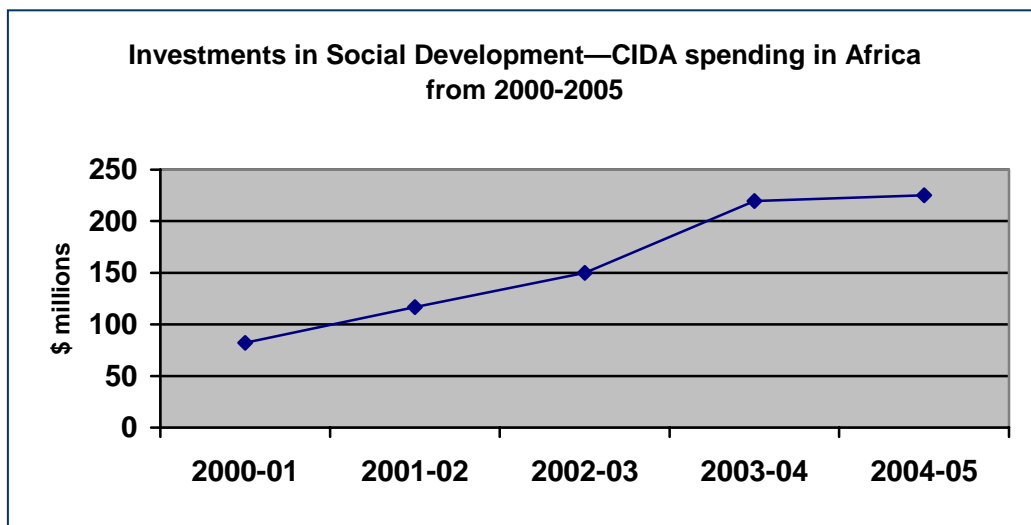
CIDA also provides funding for ongoing work by the Consultative Group for International Agricultural Research, which has improved the productivity and nutritional value of dietary staples such as beans, potatoes and maize. The Pan-Africa Bean Research Alliance, for example, has increased incomes and nutrition in 945,000 homes in seven countries through its improved bean varieties. A new centre for biosciences research aimed at crop and livestock productivity in eastern and central Africa is being developed in collaboration with the International Livestock Research Institute. Canada supports national agriculture programs in Ethiopia, Ghana, Mali, Mozambique and Senegal, as well as urban agriculture programs in a number of cities across the continent.

Soil and water are critical elements in Africa's environment. Canada supports water resources management in the Nile and Niger Basins, agroforestry and wetlands management in southern Africa and anti-desertification programs in West Africa. Small towns in Kenya, Tanzania and Uganda on the shores of Lake Victoria are improving water supply and sanitation infrastructure. As well, a number of countries, including Kenya, Malawi, Mali, Senegal and Zambia, are being helped to develop integrated water resources management plans.

Investing in people

In 2000, Canada committed to doubling spending on social development, which includes basic education, health and nutrition, HIV/AIDS and child protection, with gender equality cutting across and integrated into all sectors. Africa in particular has benefited from this commitment (see Chart 2). Among the programs Canada has supported are vitamin A supplementation, immunization, eradication of common diseases like Guinea worm and river blindness, reproductive health care, support for street children and child workers, institutional reform and capacity building. HIV/AIDS and basic education are priority intervention areas.

Chart 2



The battle against HIV/AIDS and other killers

Over 70 percent of the 40 million people living with HIV/AIDS are in Africa. Canada has stepped up its support in the battle against the pandemic with a number of major initiatives that benefit Africans.

- In May 2005, Canada announced the coming into force of the Jean Chrétien Pledge to Africa Act. This act³ allows developing countries to access anti-HIV/AIDS drugs, as well as other essential drugs, at low cost.
- Canada has assumed a leadership role by committing \$100 million toward achieving the World Health Organization's "3 by 5" goal of providing three million people with anti-retroviral drugs by the end of 2005.
- Canada is contributing up to \$100 million to countries committed to fighting HIV/AIDS, working in collaboration with the Clinton Foundation.
- Canada is providing \$15 million in support of the UN Population Fund's purchase of reproductive health commodities and another \$15 million to the International

³ This implements a World Trade Organization decision to allow developed countries to authorize someone other than the patent holder to manufacture a lower-cost version of a patented pharmaceutical product in order to export it to a developing country with insufficient or no pharmaceutical manufacturing capacity. Canada was the first country to take steps to implement this decision.

Partnership for Microbicides to develop a method of protection that can be controlled by women.

- In 2005, Canada committed \$140 million to the Global Fund to Fight AIDS, Tuberculosis and Malaria.
- In April 2005, Canada announced a contribution of \$20 million to the Canadian Red Cross for a multi-country malaria prevention program in sub-Saharan Africa. Canada is also looking at partnerships with the private sector to expand the supply of treated bednets.
- Canada spends roughly \$34 million a year on prevention, services and strengthening of health care systems in Africa through its regular bilateral aid program.
- The Canada Fund for Africa continues to support HIV/AIDS vaccine research and development for strains prevalent in Africa (\$50 million), which has resulted in training for African research scientists and upgrading of African laboratory facilities.

Canada also supports a number of country-led health programs that focus on areas such as communicable disease (see Box 9), maternal and child health, and water supply and sanitation and that strengthen national health care systems. As an example, the Government of Tanzania, with the support of the IDRC, implemented a package of health reforms known as the Tanzania Essential Health Interventions Project. The project refocused district health funding on preventing and treating key health threats such as malaria and a number of common childhood illnesses. The result of these measures was a more than 40 percent decline in child mortality in the districts where they were implemented. Canada's 2005 Budget contained a number of further initiatives of benefit to Africa, including an additional \$160 million for the Global Alliance for Vaccines and Immunization, which aims to save the lives of one million children between 2004 and 2006.

Box 9. A polio-free world by 2008

Since 1988, Canada has been among the top five donors to the Global Polio Eradication Initiative (GPEI), providing a total of \$165 million. As a result of increased international immunization, reported polio cases dropped from over 350,000 estimated cases to less than 800 in 2003, 86 percent of them occurring in Africa. The GPEI's goal is the worldwide eradication of polio by the end of 2008. The G8 focused on polio eradication at the 2002 Kananaskis Summit, and reaffirmed its commitment at both the Evian and Sea Island summits. Canada continues to work with G8 colleagues and other partners to support eradication efforts, particularly through the WHO and Rotary International's polio eradication initiative. Recently, Canada's quick response to a polio outbreak in Nigeria that threatened the entire region helped enable one million vaccinators in 23 countries to immunize 80 million children under five, thereby containing the outbreak. Quick action such as this and Canada's continued commitment to fight the disease will bring the world closer to its goal of being polio-free by 2008.

Education and the digital divide

With more than 136 million functionally illiterate adults and 44 million children out of school (55 percent of them girls) in Africa, NEPAD underscores the importance of this critical element in national development. Canada focuses on improving access, classroom instruction quality and educational governance in basic education, with special attention

to eliminating the gap between women/girls and men/boys. In addition, Canada encourages better integration of health, nutrition, population management and child-rearing practices through life skills education.

At the Kananaskis Summit in 2002, Canada committed to doubling its spending on basic education in Africa to \$100 million per year by 2005. With a budget of \$123 million for 2005-06, the Kananaskis commitment has been surpassed. Close to 80 percent of this budget is spent in Mali, Mozambique, Senegal (see Box 10) and Tanzania, mainly on primary education. Since 2002, there are an additional six million children in school in the eight countries in which Canada is involved in education, as a result of investments in this area. This represents approximately a quarter of the school-aged population.

Literacy and basic education are only one step in the process of human resource development in Africa. Access to information is also essential, and the potential for accelerating development through information and communications technology (ICT) has led visionaries of NEPAD to identify this area as a high priority for African development. CIDA, Industry Canada and the IDRC are collaborating on a number of initiatives to benefit health care, education and small business (see Box 11).

Box 10. Senegal: A focus on education

Education—especially for girls—is the most important priority in Canada’s aid program in Senegal. It also plays a key role in Senegal’s poverty reduction strategy. As part of a donor group, Canada has helped the Government of Senegal raise its primary enrolment rate from 71.6 percent in 2001 to 75.8 percent in 2003, exceeding the government’s own objective of 75 percent. The increase in girls’ enrolment, at 4.7 percent, outstripped the increase among boys, which was 3.8 percent.

Canada also contributed to adult literacy and to learning for children outside the formal school system; some 36,000 adults, 75 percent of them women, learned to read in 2003. Canada is now supporting quality in basic education and education sector management.

Box 11. Access for all to the information revolution

Connectivity Africa is providing expertise and support to connect remote communities, schools, institutions and networks throughout the continent. This project is connecting health care personnel working in remote communities to databases through servers and personal digital assistants; providing computers for schools in Kenya to increase computer literacy and allow students to learn how to service computers; and examining various options to reduce connection costs to rural users.

Enablis, a not-for-profit organization, is helping African businesses access ICTs and modernize their operations. Enablis has established a Loan Fund in South Africa with the South Africa First National Bank. This gives members of the Enablis network—small and medium-sized businesses—access to loans, business coaching and technical support to help them integrate information and communications technology into their businesses.

A feature of the Africa Action Plan is closer cooperation among G8 countries. In this context, the Canadian e-Policy Resource Centre works closely with both the UK and French governments in jointly providing capacity building to African policy-makers. Together, and with the strong support of the UN Economic Commission for Africa, these partners provide advice and local support in developing national strategies and policies on using ICTs to support development and good governance. A current project is assisting the East African Community in developing a common e-government platform to bring the member countries closer in their economic integration.

III. A Look Ahead

NEPAD enjoys the unquestioned legitimacy that comes from being created by Africans, for Africans, and reflecting African priorities. Working from this solid foundation, Canada's growing partnerships with African governments and institutions have enabled it to contribute in a concrete way to several areas crucial to Africa's development: strengthening major institutions, enhancing the peace process in a number of conflicts, improving health and education, supporting food security and environmental sustainability, facilitating trade and private sector development, and driving scientific and technological progress. Many challenges remain, and the partnership principles of NEPAD and harmonized efforts with the international donor community provide a valuable framework for action.

This framework for action will be supported by Canada's International Policy Statement, in which the Government of Canada makes clear its commitment to Africa's development:

...over time, bilateral assistance will be increasingly concentrated in sub-Saharan Africa, consistent with the Government's Budget 2005 commitment to double aid to Africa from its 2003-04 levels by 2008-09. Canada has played an important role in bringing African issues onto the global agenda, within the G8 and other forums. We will continue to press forward, in close collaboration with other partners in Africa and other donors, to support regional initiatives such as NEPAD.

This commitment complements many other dimensions of Canada's international relations. Diplomacy, trade, investment, debt relief, intellectual property, technology transfer, and social and cultural exchanges work together in a whole-of-government effort. The Government of Canada will also devote significantly more resources and creative effort to encourage Canadians to join this endeavour and will leverage their expertise and skills to maximize the benefits of Canadian aid dollars.

Above all, Canada will work more effectively with its African partners, implementing aid effectiveness policies that stress more local ownership, stronger partnerships and harmonization among donors and focus on results. Canada will also concentrate its efforts in fewer and more strategic sectors, and in poor countries committed to good governance, where Canada can make a real difference. This includes special attention to the needs of countries in crisis and at risk of becoming "failed states." Canada's newly articulated development cooperation priorities—promoting good governance, improving health outcomes, strengthening basic education, supporting private sector development, advancing environmental sustainability and ensuring gender equality—will continue to support Africa's own priorities.

Canada continues to be at the forefront of efforts to promote *The Responsibility to Protect* at the United Nations, aiming to provide higher standards and clear guidelines for international responses to large-scale crises, war crimes and crimes against humanity. Consolidating new norms is an essential step in delivering on our collective responsibility to protect civilians in crisis situations. *The Responsibility to Protect* offers a useful framework to guide decisions that will inevitably need to be made when extreme situations occur. The African Union has taken bold steps to address the issue of intervention for the protection of civilians in its Constitutive Act, and Canada continues to support this crucial aspect of the AU's evolving peace and security regime.

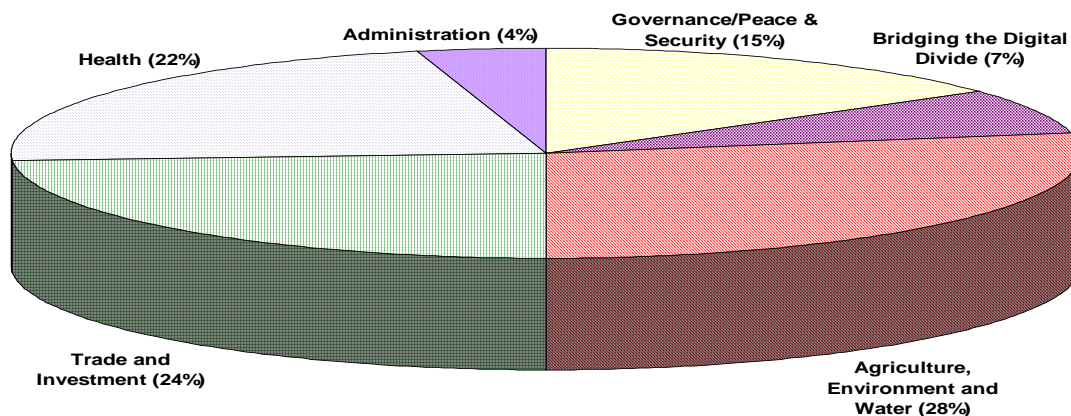
Canada is part of a much larger community of countries and organizations contributing to Africa's development efforts, and our continued support is essential to achieving the goals that Africans have set for themselves. The challenges are enormous, but together we can make a real and lasting difference. NEPAD and the G8 Africa Action Plan provide the partnership framework to end Africa's marginalization and underdevelopment. Canada will continue its efforts to make this goal a reality.

Appendix 1

Canada Fund for Africa: Portfolio of Projects

The \$500-million Canada Fund for Africa was announced in the December 2001 Budget and launched at the G8 Summit in Kananaskis in June 2002. Its objective is to support the Africa Action Plan and NEPAD; it complements ongoing CIDA programming in Africa. The Canada Fund for Africa has been fully allocated and all initiatives are operational and demonstrating solid progress.

Canada Fund for Africa: Commitments



Health

AIDS Vaccine Research and Development (\$50 million)—training for African researchers, upgrading of laboratory facilities, development of standards and laws to support candidate trials

Polio Eradication Program (\$50 million)—immunization programs in Africa, with special attention to countries where the wild virus is still prevalent

Youth and HIV/AIDS (\$12 million)—prevention and care programs that both involve and target young people, stressing issues like the impact of HIV/AIDS on education, work and family

Childhood Development through Sport in Refugee Camps (\$1.5 million)—sports and play programs that teach war-affected children life skills such as cooperation, peaceful conflict resolution and HIV/AIDS awareness

Governance

Africa-Canada Parliamentary Strengthening Program (\$9 million)—training and capacity building of parliamentarians and their staffs in poverty reduction, gender equality, and fighting corruption

African Local Governance Program (\$6 million)—technical assistance to municipalities for implementation of decentralization programs in areas like legal reform, public participation, environmental sustainability and HIV/AIDS

African Public Sector Capacity Building (\$28 million)—training and technical assistance for public servants in economic policy analysis, financial management and accountability, public service management

NEPAD Outreach Fund (\$2.5 million)—support for African initiatives to inform and involve the public in the NEPAD process

African Peer Review Mechanism Support (\$700,000)—peer assessment by African countries of NEPAD implementation, sharing of best practices

Peace and security

Strengthening the Peace and Security Capacity of the African Union (\$4 million)—to improve the capacity of the AU to respond rapidly to emerging conflicts, this project supports unarmed military observer missions, political mediation and peace-support missions as well as institutional capacity building; it also supports the AU Special Representative on Civilians in Armed Conflict who will advocate on behalf of war-affected populations

West Africa Peace and Security Initiative (\$15 million)—to strengthen community security in West Africa through targeted efforts to prevent, manage and resolve conflict. This includes institution building for ECOWAS for peace operations, small arms control, community policing and training

War-affected Youth (\$6 million)—psycho-social counselling, basic health services, education and skills training, reintegration into the community

Trade and investment

Canada Investment Fund for Africa (\$100 million)—a joint public-private fund to provide risk capital for private investment that can generate growth; aim is to channel at least \$200 million into Africa

Program for building African Capacity for Trade (\$8 million)—training and technical assistance to increase competitiveness and promote trade opportunities for small and medium-sized businesses

Joint Integrated Technical Assistance Program (\$7 million)—training and technical assistance for trade negotiations, implementation of WTO agreements, policy formulation, market development

African Trade Policy Centre (\$5 million)—research and technical assistance to enhance trade negotiations and trade promotion in areas such as market access, non-tariff barriers and trade preferences

NEPAD Infrastructure Project Preparation Facility (\$10 million)—technical assistance to develop projects that can attract financing in areas such as water and sanitation, transportation, energy, ICTs

Agriculture, environment and water

Biosciences East and Central Africa (\$30 million)—establishment of a biosciences research centre for development of stress-tolerant, disease-resistant, nutritionally enhanced crops and vaccines and diagnostic tests for livestock, for the benefit of small farmers

Research on Agricultural Productivity (\$40 million)—support to Africa-specific research programs of the Consultative Group on International Agricultural Research (CGIAR), especially for small farmers and women farmers

Improving Water Management and Access to Water and Sanitation (\$50 million)—integration of water management plans in national plans, mobilization of resources, increased access to safe water and sanitation services, especially by the poor

Africa-Canada Eco-Leadership Program (\$12 million)—youth exchange programs with a work component in environmental conservation, natural resource management, emphasizing a “South-South” sharing of knowledge

Bridging the digital divide

Connectivity Africa (\$15 million)—increased network connectivity, community access and creation of local content, based on local demand, especially in health care, economic growth and community development

Enablis (\$10 million)—access to ICTs for small and medium-sized businesses, including loan financing, business coaching, technical support, policy advice, networking with suppliers of ICT products and services

e-Policy Resource Network for Africa (e-PolNet) (\$10 million)—technical assistance to policy-makers for development of ICTs, including advice on policies, strategies and regulations for areas such as e-commerce, e-government, telecommunications and Internet governance

Appendix 2

Sub-Saharan Africa and the Millennium Development Goals

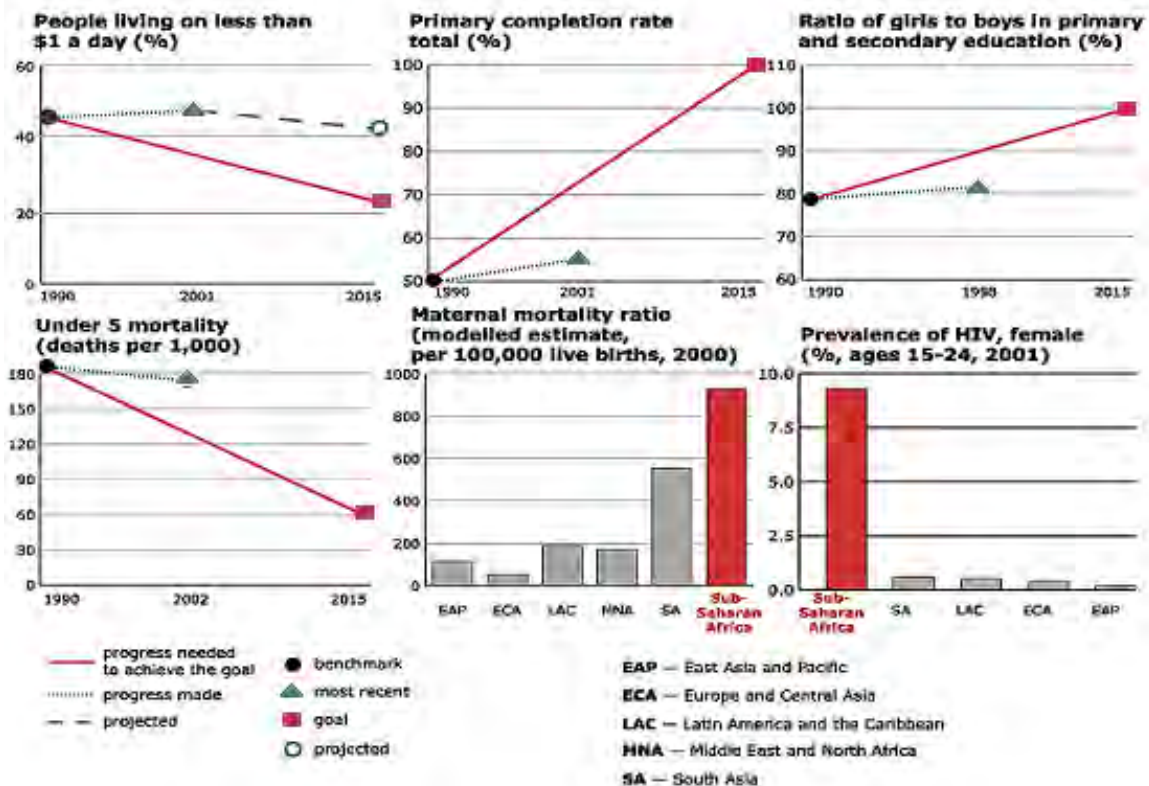
The Millennium Development Goals in a nutshell

By 2015

1. Reduce extreme poverty and extreme hunger by half
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality by two thirds
5. Reduce maternal mortality by three quarters
6. Halt the spread and begin to reverse the incidence of HIV/AIDS, malaria and tuberculosis
7. Reduce by half the proportion of people without safe drinking water or sanitation services
8. Build a new partnership for development

Charting the possibilities of achievement: Some key MDG indicators

Sub-Saharan Africa



Source: United Nations Development Program (UNDP).