## RIS Discussion Papers

# India and Africa: Development Partnership

Ambassador Shyam Saran

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## **India and Africa: Development Partnership**

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#### I. Introduction

The history of India-Africa development cooperation reflects the philosophy underlying India's engagement with other developing countries in the post-colonial period. In the early years after gaining political independence in 1947, India played an active role in promoting the final and total elimination of colonial rule across the world. At the same time, the leaders of India and other emerging, independent countries were conscious of the fact that political independence would remain constrained unless they became masters of their economic destiny as well. In confronting this challenge, India proposed a two-track approach. The first was to utilise the new instruments of international governance, in particular the U.N. to forge an international consensus behind the principle that the economic development of developing countries and the eradication of poverty across the world, was an international responsibility, to be implemented through multilateral action. The other was the principle of South-South Cooperation among developing countries themselves, to be pursued both bilaterally as well as multilaterally through the U.N. This principle was based on the recognition that while the newly independent developing countries were poor and lacked resources, they had valuable capacities, experience and knowledge to share with one another. This could become a major catalyst for growth in their countries.

## II. KEY INDIAN PROGRAMMES

Right from the outset, India saw the developmental challenge as an international responsibility. Economic and technical assistance from developed countries to developing countries was considered an

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Dr. Sachin Chaturvedi, Senior Fellow, RIS provided inputs.

obligation, not charity. In its own modest programmes for assistance to other developing countries, India deliberately rejected the donor-recipient paradigm and adopted the concept of development cooperation instead. This had significant consequences:

One, development cooperation incorporated the idea of partnership, of working for mutual benefit rather than promoting a patron-client relationship which suggested an unequal dependency.

**Two**, development cooperation was based on the priorities determined by the partner and not by the source of funds or technical capacity. The selection of projects and method of implementation was arrived at through a consultative process, not imposed by a "donor".

**Three**, the objective of such cooperation would be to create a higher level of capacities enabling the relationship to be expanded and upgraded in subsequent stages. Instead of prolonged dependency, the objective would be to create mutually beneficial interdependency.

In the multilateral sphere, India has been a very active proponent of, and willing participant in programmes such as the Colombo Plan<sup>1</sup>, the Special Commonwealth Assistance for Africa Programme (SCAAP)<sup>2</sup>, the Technical Assistance Programme of the U.N. and its Specialised Agencies and activities under the United Nations Development Programme (UNDP), United Nations Conference on Trade and Development (UNCTAD) and the various UN Regional Commissions.

On the bilateral side, the Government of India established a new division in the Ministry of External Affairs (MEA) to deal with the whole gamut of development cooperation, in 1961. This was known as the Economic and Coordination Division. In 1964, the Indian Technical and Economic Cooperation (ITEC)<sup>3</sup> programme was launched, as part of the new Division, to manage India's growing development cooperation activities. The activities excluded were those involving neighbouring countries, such as Nepal, Bhutan and Sri Lanka, which continued to be handled by the respective territorial divisions in the MEA.

#### II.1 ITEC

The ITEC Programme pursues its mandate of promoting development cooperation through an interconnected set of activities, which have now expanded significantly to merit a separate division within the MEA:

- Capacity Building: The ITEC programme helps in capacity building through (i) the offer of technical training slots to personnel from developing countries in the very large network of vocational and human resource development institutions across India; (ii) the deputation of Indian experts to developing countries to train local personnel, impart specialised skills and know-how in different fields. In addition, the ITEC programme facilitates study visits to India by senior political leaders and decision-makers from developing countries to acquaint them with the opportunities India offers in enhancing developing cooperation with these countries.
- **Project Assistance:** The ITEC Division has a modest programme for extending project assistance to developing countries, in particular, in the small and medium industry sector. These may include agricultural processing, manufacture of agricultural tools, carpentry, plastic moulding, brick-making, among others. Typically, the ITEC Division assists with project identification, the drawing up of a feasibility report, project implementation and the training of local personnel to eventually manage and run the project on their own. It may be noted that India's project assistance is not loaded with administrative expenses to be borne by the recipient, a common practice in OECD aid.
- Institution Building: Drawing from its own development experience. India sets great store by capacity-building and the promotion of skills. While training of foreign personnel in India and the deputation of Indian experts abroad are important means to achieve this, a more sustainable, long-term solution lies in the building of appropriate institutions in partner countries. These may include vocational training institutes, entrepreneurship development institutes, specialised institutes to foster skills in specific areas such

as agriculture and animal husbandry, ICT and business management, among others.

India spends \$ 12 million on ITEC activities annually. Since 1964, the cumulative figure on this account is \$ 2.8 billion, with US\$ 1 billion going to Africa. 40 per cent of the ITEC budget is devoted to project assistance. It may be noted that the Government of India has empanelled 48 prestigious institutions to offer as many as 220 courses in a wide variety of disciplines.

• Scholarships: India has a long tradition of providing opportunites for higher education to students from developing countries. These may be for graduate and post-graduate courses in prestigious Indian universities, covering a wide range of disciplines in the humanities, science and technology and professional areas such as engineering and medicine. These scholarships are administered through the Indian Council for Cultural Relations (ICCR), although some scholarships may also be offered under the aegis of other institutions. Several universities also offer self-financing placements to foreign students and this number is now several times that of placements under government scholarships.

It may be noted that several Central Ministries of the Government of India have their own International Cooperation Divisions which promote bilateral exchanges with their counterpart in other developing countries. Such exchanges involve joint projects, capacity building programmes and visits of experts, which contribute significantly to South-South Cooperation.

#### II.2 Lines of Credit

In additional to the ITEC programme, India's development cooperation also encompasses the extension of concessional loans and credits as well as outright grants to partner countries. These are administered by the Indian Ministry of Finance in consultation with the Ministry of External Affairs. These Lines of Credit and Grants may be to cover specific projects, to provide, in a limited number of cases, budgetary support or emergency disaster relief.

#### II.3 Trade and Investment

India's approach to development cooperation encompasses the promotion of trade and investment. Since such cooperation is not conceived as a donor-recipient or a patron-client relationship, our cooperation programmes in developing countries are often designed, as an additional objective, to promote bilateral trade and investment, which would strengthen South-South Cooperation and bring mutual economic benefits to the partners. Indian credit lines to some African countries, have enabled Indian vehicle manufactures to carve out expanding market for trucks and buses. The credit line enables entry into a new market but any subsequent expansion of sales depends upon the competitiveness in terms of quality and price. The development cooperation programmes may include helping the Indian private sectors to hold regular expositions of Indian products in partner countries to meet the information gap, which is often a major constraint in developing markets in developing countries. In the case of Africa, in addition to such expositions, there are now regular India-Africa trade and investment Conclaves, bringing potential buyers and sellers as well as investment partners together.

In recent years, promoting Indian investment in other developing countries has become a major component of South-South cooperation. The Government of India, in encouraging such investment, counsels sensitivity to local culture and environmental concerns. Such ventures should bring demonstrable development benefits to the partner country in terms of employment generation, skills development and trade generation. This is particularly true of African countries. Indian record in this respect has been positive.

In 2008, India announced the Duty Free Tariff Preference (DFTP) Scheme for the 49 Least Developed Countries (LDCs) identified by the UN. The DFTP Scheme granted duty free access on 94 per cent of India's total tariff lines, to be implemented over a period of five years. The scheme was intended to provide preferential market access on tariff lines comprising 92.5 per cent of global exports of all LDCs.

#### III. India-Africa Development Partnership

India's relations with the African continent go back a very long period in our history, but it is our common struggle against colonialism and apartheid that a more contemporary partnership took shape. Since the inception of India's ITEC Programme and its ICCR Scholarship Programme in the nineteen sixties, Africa has emerged as one of the India's most important development partners. In the past 10 years, such partnership has significantly expanded in virtually every category. This intensification has been reflected in the holding of the India-Africa Business Conclave annually since 2005. In the 6th such conclave held in 2011, some 800 delegates from 35 African countries attended, including several heads of state/governments, senior officials and business leaders, who spent 3 days interacting with their Indian counterparts. The Confederation of Indian Industry (CII), which is the lead organisation for the Conclave, has stated:

"Over the last six years, projects in various areas have been discussed and implemented. The Conclave has been successfully able to build a bridge between Indian and African business leaders and officials.

The Conclave has developed into a platform that has enhanced the presence of "Brand India" in the African countries. Africa with its Look East policy has also found the Conclave a credible access point for appropriate technologies and partners."

It may be noted that India-Africa trade expanded from \$ 20 billion in 2005-6 to 68 billion in 2011-12 and is targeted to reach \$ 90 billion by 2015.

India's development cooperation with Africa was significantly expanded in 2005, when India became a full member of the Africa Capacity Building Foundation (ACBF) and was granted observer status in COMESA, SADC and ECOWAS. A special outreach to Francophone Africa was launched through the Team 9 initiative, with

a view to promoting India's economic engagement with 8 French speaking countries. A sum of US\$ 1 million was extended to ACBF towards its programmes for capacity building sustainable development and poverty alleviation. To support the Team 9 initiative a line of credit of \$ 500 million was announced, along with a \$ 200 million credit line to NEPAD.<sup>4</sup> At the initiative of the then President of India, Dr. Kalam, India announced the very ambitious Pan-African E-Network project (see box 2, page 15) which would provide digital connectivity across Africa and also link Indian educational and medical institutions with counterpart institutions in Africa, enabling both tele-education and telemedicine services. The project cost is \$125 million.

In recognition of the growing importance of India-Africa ties and prospects for much closer development cooperation, it was decided to convene regular India-Africa Forum Summits and the first such Summit was held in April 2008 in New Delhi, the second in May 2011 in Addis Ababa. These Summits have "laid the foundation of a new architecture for a structured interaction and cooperation between India and our African partners in the 21st Century".

The first Summit adopted a historic "Africa-India Framework for Cooperation<sup>5</sup>, which sought to foster mutually beneficial cooperation in a very comprehensive format encompassing Economic Political Cooperation, Cooperation, Sciences, Technology Research and Development, Information and Communication Technology (ICT) and Cooperation in Social Development and Capacity Building. Under Political Cooperation, the Framework identified a number of areas where India would support Africa in meeting the latter's objectives of sustainable development, prosperity and peace. These are Peace and Security and Civil Society and Good Governance.

To foster S&T cooperation, the Framework envisages "robust networks" among leading institutes for collaborative research and development and for sharing of experiences in development of appropriate technologies. A number of specific actions were also spelt out to encourage ICT collaboration, including the quick and effective implementation of the flagship Pan-African E-Network project which India has contributed, towards overcoming the digital divide in Africa. A very broad-ranging collaborative effort is envisaged under the rubric "Cooperation in Social Development and Capacity Building. These are:

- Education
- Health
- Water and Sanitation
- Culture and Sports; and
- · Poverty Eradication

The other broad areas of cooperation identified are Tourism, Infrastructure, Energy and Environment and finally, Media and Communication.

This Framework for Cooperation is a unique initiative in the history of South-South Cooperation, placing development cooperation within a much broader context of overall relations between India and African countries. It looks at development not merely in economic terms but as a process that is sustainable only if located within a larger political, social and intellectual environment. India-Africa development cooperation is conceived in a unique three-tiered pattern, encompassing bilateral, regional and pan-African cooperation. The regional commissions in Africa, such as ECOWAS, COMESA and SADC, are active participants in India-Africa cooperation.

The document is ambitious in scope and spells out a fairly detailed road map for implementation.

India committed US \$ 5.4 billion in concessional credits to African countries at the Summit.

As a follow up to the first Forum Summit, an India-Africa Ministerial meeting was held in New Delhi in March 2010. A 15-member African Union delegation met together with a 42-member Indian delegation representing different Ministries, agencies and industry bodies, to chalk out an Action Plan to implement some of the key decisions of the Summit and also to set a road map for the Second Summit scheduled in 2012. The meeting noted that among the proposals agreed upon at the first Summit over \$ 2 billion of project were under implementation. Among the specific projects agreed upon to be financed by credits from India were:

- Setting up of Human Settlement Institutes in 5 African countries.<sup>6</sup>
- Establishment of Vocational Training Institutes in 10 African countries.<sup>7</sup>
- Indian assistance for a Pan-African Stock Exchange.
- A \$ 300 m credit line would be made available for financing an infrastructure project under regional integration.8
- Strengthening capacity of the African Court on Human and People's Rights.

The Second Summit in Addis Ababa in May 2011 expressed satisfaction over the progress made in implementing the Framework of Cooperation adopted in the first Summit and adopted a follow-up Framework for Enhanced Cooperation. This document agreed to continue and expand cooperation in the various areas identified at the first Summit, while identifying a few new initiatives to be pursued.

In the Second Summit, India offered five billion US dollars for the next three years under lines of credit to help Africa achieve its development goals. An additional 700 million US dollars was offered to establish new institutions and training programmes in consultation with the African Union and its institutions.

Further, as a follow-up step to the successful Pan-African E-Network Project, it was proposed that an India-Africa Virtual University would be established.

It may be noted that in order to ensure early implementation of recommendations emanating from these summits, several conferences and workshops have been organised in the period September 2011 to March 2012.

These conferences/workshops have come up with a number of specific projects for the participating governments to consider for implementation. Among the meetings convened so far are:

- India-Africa Business Partnership Summit (October 2011)
- India-Africa Workshop on Traditional Medicines (October 2011)
- India-Africa Conference on Indian Lines of Credit (November 2011)
- India-Africa Strategic Dialogue (November 2011)
- 3rd India-Africa Hydrocarbon Conference (December 2011)
- Crafts Skill Development Workshop for Women (January 2012)
- Special Session on Global Commons & Challenges (February 2012)
- Science & Technology Ministers' Conference (March 2012)
- Training programme for Secretary Generals of African Chambers of Commerce and Industry.

#### III.1 ITEC

India's support to African countries through ITEC training slots may be seen in Figure 1.

However, ITEC covers only part of a much larger range of civilian training courses made available to African countries both under bilateral as well as multilateral schemes (see Figure 2 and Table 1.)

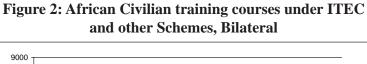
## III.2 Scholarships and Fellowships

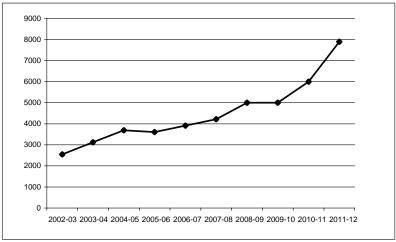
India also offers a number of scholarships and fellowships to students from Africa. The figures for the past 4 years may be seen in the Table 2. These scholars and fellowships include travel expenses.

3500 3000 2500 1500 1000 1000 2008-0 2009-1 2010-11 2011-12 2012-13

Figure 1: Utlisation of ITEC Programme

Source: Ministry of External Affairs (India)





Source: Ministry of External Affairs (India)

Table 1: Civilian Training courses under ITEC and other Multilateral Schemes

	2011-12	2010-11	2009-10	2008-09	2007-08
Afro-Asian Rural Development Organisation	70	55	55	55	50
African Union	30	13	13	13	10
Pan African Parliament	20	5	5	5	3
UNECA (UN Economic Commission for Africa)	30	15	15	15	10
East African Community	25	10	10	10	10
Commonwealth Secretariat	75	75	75	75	75
	250	173	173	173	158

Source: Ministry of External Affairs (India)

ICCR Scholarships at Indian Universities

Table 2: Profile of ICCR Scholarships include Airfare

Year	Seats allocated	Seats utilised	
2009-10	532	238	
2010-11	532	207	
2011-12	532	207	
2012-13	900	Admission process is underway	

Source: Ministry of External Affairs (India)

- Special agricultural scholarships (75 per year): 71 and 85 utilised in 2010-11 and 2011-12. 102 applications under process for 2012-13.
- C.V. Raman Scientific Fellowships (104 per year): 85 and 79 utilised in 2010-11 and 2011-12.
- Special training courses (500 per year): 449 and 929 utilised in 2010-11 and 2011-12.

## **III.3 Capacity Building Institutions**

As per decisions taken at the India-Africa Forum Summits, India has committed to establishing about 100 capacity-building institutions to build and strengthen capacities at the pan-African, regional and bilateral levels. Some of the key institutions in the process of implementation are listed below:<sup>9</sup>

- India-Africa Institute of Information Technology, Ghana<sup>10</sup>
- India-Africa Institute of Foreign Trade, Ghana, Uganda
- India-Africa Institute of Education Planning and Administration, Burundi
- India-Africa Diamond Institute, Botswana
- India-Africa Civil Aviation Academy (location to be decided)
- India-Africa Institute of Agriculture and Rural Development (location to be decided)
- India-Africa University for Life and Earth Sciences Ibadan University, Nigeria

Another major contribution to capacity building in Africa is India's commitment to set up 10 vocational training centres in Burkina Faso, Burundi, Egypt, Ethiopia, Gabon, Gambia, Libya, Mozambique, Rwanda and Zimbabwe.

An Apex Planning Organisation for Coal is being established in Mozambique, which will also providing training in mining technology.

Another unique area of cooperation between India and Africa relates to the setting up of Human Settlement Institutes in D.R. of Congo, Kenya, Mauritania, Togo and Zambia to deal in a multi-disciplinary manner with the challenge of rapid urbanisation.

India has also launched an initiative of establishing and strengthening common infrastructure and facilities for pan-African development of some key industry sectors. Examples are:

- India-Africa Food Processing Cluster
- India-Africa Textile Cluster

The location of these clusters is under discussion.

#### **III.4** Lines of Credit

- Lines of Credit (LoCs) have been an increasingly significant part of India-Africa development cooperation since 2003-04.
- They are concessional loans intended to set up infrastructure projects and to share Indian experience in developmental initiatives.

- LoCs have financed a wide range of projects in agriculture, irrigation, food processing, rural electrification, IT and infrastructure such as roads, railways, cement and power.
- The objective is to create durable assets and build sustainable institutions.

Table 3: Year-wise Approvals and Disbursements of Credit to Africa (as on March 23, 2012)

USD million

Year	Approval	Disbursed
2002-03	10.00	-
2003-04	100.00	-
2004-05	99.87	49.90
2005-06	1052.60	97.52
2006-07	141.50	234.72
2007-08	524.50	338.50
2008-09	470.10	288.00
2009-10	486.50	352.66
2010-11	1055.07	398.95
2011-12	1189.41	380.38
Grand Total	5129.55	2140.64

Source: Ministry of External Affairs (India)

#### **India-Africa Trade Promotion**

21 out of 34 African LDCs have acceded to the India-Africa Duty Free Tariff Preference (DFTP) Scheme. India-Africa trade has seen significant growth over the last 6 years (see Table 4).

Table 4: India-Africa Trade

USD million

Year	Exports	Imports	Total	
2005-06	7.00	4.80	11.80	
2006-07	10.26	17.72	27.98	
2007-08	14.19	20.47	34.66	
2008-09	14.82	24.73	39.55	
2009-10	13.43	25.61	39.04	
2010-11	19.71	31.95	51.66	
2011-12	24.67	43.06	67.73	

**Source:** Ministry of External Affairs (India)

# Box 1: Ghana-India Kofi Annan Centre of Excellence in ICT

Ghana-India Kofi Annan Centre of Excellence in ICT, Ghana's first Advanced Information Technology Institute works to stimulate growth of ICT Sector in ECOWAS. Established in 2003 through a partnership between the Govt. of Ghana and Govt. of India, the State of the art facility provides a dynamic environment for innovation, teaching and learning as well as practical research on the application of ICT4D in Africa. info@aiti-kace.com.gh.

### Box 2: Pan-Africa e-Network Project

The Pan-Africa e-Network is one of the best examples of the growing partnership between India and Africa. It began as a visionary initiative of the former President of India, Dr. Kalam. It is one of the most ambitious projects for distance education and tele-medicine even undertaken in Africa. In addition, the network is also equipped to support e-governance, e-commerce, infotainment, resource mapping metrological and other services in African countries. A total of 47 African countries have joined the project in two phases. The first phase was inaugurated in February 2009, with 11 African countries signing up. The second phase was launched in August 2010.

In tele-education, the objective is to impart quality education to 10,000 students in Africa over a 5-year period in various disciplines. Some of the best educational institutions are participating. Currently 2000 African students are already enrolled in several distance education programmes.

In tele-medicine, on-line medical consultation with Indian medical specialists is now available to African medical practioners at the Patient End Location in Africa.

The project cost is \$125 million.11

#### IV. CONCLUSION

The role of large emerging economies as a source of development funds and technology transfer has become increasingly more salient. South-South Cooperation is playing a more significant role in international development than ever before as the ongoing financial and economic crisis is taking its toll on the provision of financial and technical resources from traditional donor countries to the developing world. Such resource transfers are either flat or even declining. But even before the crisis the relative share of OECD countries in resource transfers to developing countries was already decreasing in percentage terms. This trend has only sharpened. In the recent past, an OECD Report has found that spending on development assistance by the world's major economies has fallen for the first time since 1997. With there being little likelihood of an early upturn in the advanced economies of US, Europe and Japan, it is expected that development assistance may fall further from current levels precisely at a time when the challenge of poverty alleviation and eradication in the most vulnerable countries in the world is even more daunting than before. Developing countries in Africa are the worst affected. It should also be noted that development assistance is only a small proportion of total financial flows to developing countries. India has enhanced both its concessional assistance as well as investment into Africa so as to make a modest contribution to the development of partner countries in the continent.

In recent years, there have been efforts to promote a collaborative approach among emerging countries and traditional donors to meet the challenge of international development. The Busan conference convened in 2011 was a landmark meeting in this regard. It brought together all the major stakeholders to deliberate on the issue of cooperation for development. In addition to traditional donor countries, representatives of emerging economies, non-governmental organisations and philanthropic institutions were also present. What became abundantly clear at Busan, however, were the differences in the approach, modality and norms followed by OECD countries, on the one hand, and the emerging

economies on the other, on the question of development cooperation. In view of these differences, it was agreed that traditional donor countries and the new development actors may find it difficult to agree upon certain common global norms and practices with respect to the delivery of development cooperation. Nevertheless, countries of the North and South would find a number of areas where they could join hands together in delivering much more meaningful and effective support to the development of developing countries, particularly in Africa. For example, some of the aid agencies of OECD countries and multilateral institutions such as the World Bank and UNDP, utilise the capacity building infrastructure available in India, to train a large number of personnel from African countries through joint programmes. This practice could be extended in consultation with the recipient countries.

In this context, exchange of experiences and best practices among development partners both from the North and the South including multilateral institutions would be both timely and rewarding.

#### **Endnotes**

- The Colombo Plan was established on 1 July 1951 by Australia, Canada, India, Pakistan, New Zealand, Sri Lanka and the United Kingdom and currently has expanded to include 26 member countries. The Colombo Plan is a partnership concept of self-help and mutual-help in development aimed at socio-economic progress of its member countries.
- <sup>2</sup> Special Commonwealth Assistance for Africa Programme (SCAAP) was instituted in 1960-61 under the Ministry of Finance (India) and transferred to Ministry of External Affairs (India) 1.04.1988 (MoF1988-89).
- The Indian Technical and Economic Cooperation (ITEC) Programme was instituted by a decision of the Indian Cabinet on 15 September 1964 as a bilateral programme of assistance of the Government of India.
- <sup>4</sup> MEA (2005), pp 61.
- <sup>5</sup> MEA (2009).
- <sup>6</sup> MEA (2012), pp 11.
- <sup>7</sup> MEA (2012), pp 11.
- <sup>8</sup> MEA (2012), pp 51.
- 9 AIFS (2012).
- This is a separate project from the proposed India-Africa Information Technology Institute, also in Ghana.
- The educational institutions participating from the Indian sides are: Amity University, Noida; Birla Institute of Technology and Science, Pilani; Delhi University, New Delhi; Indira Gandhi National Open University (IGNOU), New Delhi; University of Madras, Chennai.

The participating super specialty hospitals are: All India Institute of Medical Sciences (AIIMS), New Delhi; Amrita Institute of Medical Science and Research Centre, Kochi; Apollo Hospitals, Chennai; CARE Hospital, The Institute of Medical Science, Hyderabad; Dr. Balabhai Nanavati Hospital, Mumbai; Escort Hearts Institute and Research Centre Limited, New Delhi; Fortis Hospital, Noida; HealthCare Global, Bangalore; Mool Chand Khairati Ram Hospital, New Delhi; Narayana Hrudayalaya Institute of Medical Science, Bangalore; Sanjay Gandhi Postgraduate Institute of Medical Science (SGPGIMS), Lucknow; Sri. Ramachandra Medical College and Research Institute, Chennai.

The counterpart African educational institutions are: Yaounde University, Yaounde, Cameroon; Makerere University of Uganda, Uganda; Kwame Nkurumah University of Science & Technology of Ghana, Ghana.

The counterpart African super specialty hospitals are: Brazzaville Super Specialty Hospital, Republic of Congo; Sir Seewoosagur Ramgooiam National Hospital, Port Louis, Mauritius; University College Hospital (UCH), Ibadan, Nigeria.

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