



Africa Development Cooperation Report 2009

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Summary

This report summarises progress in 2009 towards the objectives of Australia's aid program to Africa. Reports on the program's performance in previous years are available on the Australian Agency for International Development (AusAID) website <www.ausaid.gov.au>.

2009 was a year of significant achievements in the expansion of Australia's development cooperation with Africa. New water and sanitation and food security initiatives started; Australia Awards and capacity building initiatives expanded; designs for new civil society and maternal and child health initiatives began.

Australia also increased its support for humanitarian assistance in Sudan and the Democratic Republic of Congo and peace-building work started in partnership with the African Union. Through these efforts the aid program provided direct and indirect support to regional and national priorities across more than 30 African countries.

In 2009 AusAID was a lead donor in moving beyond humanitarian assistance in Zimbabwe and supporting the recovery efforts of Zimbabwe's Inclusive Government, particularly in water and sanitation, food security and health. The program helped reduce the number of people dependent on food aid from 7 to 2 million and contain Zimbabwe's severe cholera epidemic in 2008-09 and prevented its recurrence in 2009.

Three objectives guide the delivery of Australia's aid program to Africa from 2009 to 2015. These are rated for the first time in Table 1 below. Progress towards the objectives is detailed in the body of this report.

Table 1: Ratings of the program's progress in 2009 towards meeting its objectives

Objective	Rating in 2009 ¹
1. To help selected African countries make progress on some key Millennium Development Goals (MDGs) where Australia has particular strengths, where progress is seriously off-track, and where strong frameworks exist for achieving effective results	■
2. To help build the human resource capacity of African countries in areas and ways where Australia has recognised strengths and expertise	■
3. To help African states manage and respond to major threats to development and to take advantage of broader economic opportunities	■

Note:

- The objective will be fully achieved within the timeframe of the strategy.
- The objective will be partly achieved within the timeframe of the strategy.
- The objective is unlikely to be achieved within the timeframe of the strategy

¹ This is the first Africa Development Cooperation Report and therefore there are no comparisons to previous ratings.



Context

In December 2008 the Australian Government committed to broadening and deepening its engagement with African countries and institutions, including through increased development and humanitarian assistance. To enhance the aid program's effectiveness, activities are delivered in sectors and locations where Australia already has experience and expertise; where Australia can build on investments and achievements to date; and where the program can respond to niche development opportunities and the priorities of partner governments. Direct, targeted bilateral engagement in priority sectors is being complemented by support through multilateral and regional partners to extend the reach and impact of the aid program and provide Australia with greater access to policy discussions.

- > Support will be provided to address maternal and child health in East Africa focusing on midwifery training, basic obstetric and newborn care, and family planning. Activities will build on existing support while extending reach and impact through new partnerships including with United Nations development agencies, the African Union and African governments.
- > A food security initiative will closely align with the African Union's framework for national and regional agricultural development (CAADP—the Comprehensive Africa Agriculture Development Programme), involving partnerships with key African regional organisations, and drawing upon the extensive expertise of the Australian Centre for International Agricultural Research (ACIAR) and the Commonwealth Scientific and Industrial Research Organisation. The initiative will focus on agricultural research in dry-land farming, improving the function of rural markets.
- > A program focused on Southern Africa is increasing access to clean water and effective sanitation in smaller towns and market centres in Malawi and Mozambique through partnerships with the World Bank and the African Development Bank. These bilateral activities are complemented by contributions to regional and multilateral organisations to assist in management of river systems and regional water sources as well as to a range of Australian and international NGOs in order to support service delivery, policy development, research and knowledge dissemination across Africa.
- > Increased support will be provided to build human resource capacity across Africa through expanding access to Australia Awards; provision of targeted technical assistance; and advancing links between education and research institutions.

Australia is also making a significant contribution to international responses to humanitarian emergencies and protracted relief efforts on the continent, including in Democratic Republic of Congo, Sudan and the Horn of Africa.

Australia's aid program to Zimbabwe is the largest bilateral program being managed by AusAID in Africa. While the environment in Zimbabwe in 2009 remained unstable and complex, the Australian aid program helped to deliver significant benefits. Australia was one of the first donors to adopt a 'humanitarian plus' approach, which allowed timely take-up of opportunities to support early recovery efforts aiming to bring sustainable and long-term improvements to the lives of Zimbabweans. Australia's support for urgent rehabilitation of water and sanitation systems helped to contain the severe cholera epidemic of 2008–09 and prevent its recurrence in 2009. Funding for essential agricultural inputs helped boost food security, and Australia was the founding donor of a Zimbabwe program of the Africa Enterprise Challenge Fund to support the role of the private sector in recovery of the country's



rural economy. Australia is now recognised as a lead donor and one that has taken bold but measured steps to transform its humanitarian-focused support in Zimbabwe into a recovery program.

Program objectives

From 2009 to 2015, three objectives are guiding the delivery of Australia's aid program to Africa.

Objective 1: To help selected African countries make progress on some key MDGs where Australia has particular strengths, where progress is seriously off-track, and where strong frameworks exist for achieving effective results

In 2009, Africa lagged behind other regions on progress towards the MDGs: around one third of Africans suffered from chronic hunger; one in every seven children died before the age of five years; women in sub-Saharan Africa faced a 1 in 22 chance of dying in pregnancy or childbirth; 4 in 10 people did not have access to safe water; and 7 in 10 did not have access to basic sanitation.

This objective focuses Australia's aid engagement in Africa on:

1. food security (contributing to MDG 1—eradicate extreme hunger and poverty)
2. maternal and child health (contributing to MDG 4—reduce child mortality, and MDG 5—improve maternal health)
3. water and sanitation (contributing to MDG 7—ensure environmental sustainability).

Objective 2: To help build the human resource capacity of African countries in areas and ways where Australia has recognised strengths and expertise

This objective recognises that lack of capacity in many key sectors is a major constraint to sustainable development in Africa and that Australia is recognised as a world leader in education and training. Australia Awards and the Australia – Africa Partnerships Facility will be the main vehicles through which this objective will be met. These initiatives will focus on areas of priority to African governments and institutions, which include public policy (especially trade policy and negotiation), economic governance, public sector reform and governance for mining and natural resources, as well as the MDG sectoral focus above in point 1.

Objective 3: To help African states manage and respond to major threats to development and to take advantage of broader economic opportunities

This objective sees AusAID continuing to provide a significant proportion of its funds to protracted as well as emergency humanitarian crises in Africa. This will be a much larger proportion of funding than assigned to other regional programs due to the fragility and vulnerability of Africa.

Expenditure

Total 2009 official development assistance (ODA) delivered to Africa is estimated at \$130 million, including more than \$40 million in humanitarian aid to disaster and/or conflict-

afflicted countries and more than \$35 million in assistance for recovery priorities in Zimbabwe such as food security, health, education, water and sanitation and governance.

Table 2 provides a breakdown of expenditure against key programs. See Table 3 on page 12 for key investments in support of bilateral humanitarian needs.

Table 2: Estimated expenditure against key programs in Africa in 2009

Activity	Objective	\$ million	% of program
Australia Awards for Africa	2	10.7	8.2
Australian Partnerships with African Communities (Australian NGO program)	2	8.6	6.6
Australia – Africa Partnerships Facility (technical assistance and capacity building) and other governance activities	2	6.4	4.9
Maternal and child health	1	5.3	4.1
Africa Regional Small Activities Scheme	1	3.5	2.7
Water and sanitation	1	2.7	2.1
Food security	1	0.6	0.5
Zimbabwe	3	35.7	27.5

In addition to the investments outlined in Table 2, total ODA to Africa included funding from a range of other programs, including other government departments (\$6.7 million), volunteer programs (\$1.9 million) and NGOs (\$6.9 million).

Progress towards objectives

Activities implemented in 2009 aligned with the three objectives of the Africa program and are discussed in detail in this section.

Objective 1: To help selected African countries make progress on some key MDGs where Australia has particular strengths, where progress is seriously off-track, and where strong frameworks exist for achieving effective results

To provide the basis for further expansion of the program between 2010 and 2015, new programs were developed in 2009 for food security and water and sanitation. As well, the design of a maternal and child health program began and expanded support was provided for the work of the Hamlin Fistula Hospital and Midwifery College in Ethiopia and the United Nations Children's Fund (UNICEF) Children and AIDS Regional Initiative in Southern and East Africa.

Working with **regional organisations** offers Australia an effective way to align its efforts with African-led development priorities. In 2009 Australia established partnerships with the:

- > *Conseil Ouest et Centre Africain pour la Recherche et le Développement Agricoles*/West and Central African Council for Agricultural Research and Development (CORAF/WE CARD) and Biosciences eastern and central Africa (BecA), two major **agricultural research institutions** working to strengthen agricultural research in southern, central, east and west Africa
- > African Development Bank to improve access to **water and sanitation** in southern and central Africa



- > African Union to support their advocacy in building political will and government leadership on improving women and children's health.

Working in partnership with **international organisations**, including United Nations and international financial institutions, is important for harmonising Australia's efforts with other donors, avoiding the negative effects associated with the proliferation of donor systems in Africa, and demonstrating Australia's commitment to the multilateral system. In 2009, Australia worked with and strengthened partnerships with the:

- > UNICEF to assist 300 000 HIV/AIDS orphans and vulnerable children in Malawi, Mozambique and Tanzania
- > World Bank to accelerate access to clean water and sanitation services in small towns and market centres
- > United Nations World Food Programme to contribute to food aid deliveries for 17 million people in the Horn of Africa.

MDG 1—eradicate hunger

The compounding effect of higher food and fuel prices, together with the global recession, had a dramatic impact on the developing world—in particular Africa—in 2009. The Australian Government supported a number of programs in 2009 that aimed to make progress towards eradicating hunger (MDG 1).

In Zimbabwe, Australia worked with the United Kingdom's Department for International Development (DfID) to deliver seeds and fertilizer to more than 200 000 households in the 2008–09 farming season. One-fifth of these households were trained in conservation farming. Nearly 2 million of the poorest people in Zimbabwe were able to grow more food as a result and the World Food Programme was able to decrease the number of people dependent on food aid support from 7 million to 2 million people.

Though a partnership with DfID and the Food, Agriculture and Natural Resources Directorate of the Southern African Development Community Secretariat, the quality of information on vulnerability and hunger in southern Africa was improved as was the national and regional capacity to monitor and analyse this information and recommend responses.

In partnership with the World Agroforestry Centre, Australia's aid program supported the continued development of the Africa LandCare Network and expansion of the concept to new countries in Africa. Networks have been established in Ethiopia, Kenya, Rwanda, Tanzania and Uganda and specific community LandCare projects implemented in Kenya, Tanzania and Uganda. The LandCare concept was developed in Australia in the mid-1980s and involves mobilising collective action by local communities in partnership with government to address land degradation and natural resource management issues. The aid program has been supporting the expansion of LandCare in Africa since the late 1990s and has, over the years, improved the ability of targeted communities to generate income and increase crop yields and livestock production.

Continued funding for the control of Newcastle Disease in Malawi, Mozambique, Tanzania and Zambia during 2009 was built upon significant achievements in raising awareness and controlling the disease in village chickens. Severe strains of Newcastle Disease can cause 100% mortality in non-immune chickens in rural communities leaving people without an important source of food and income. In 2009, four partner governments improved their ability to produce and distribute the thermo-tolerant vaccine developed by ACIAR and the University of



MDG 7—environmental sustainability through access to safe water and sanitation

World Bank Africa Regional Water and Sanitation Program

Australia is funding a World Bank regional program aimed at increasing access to sustainable water and sanitation services in Africa. In 2009 AusAID provided \$2.5 million to the World Bank Regional Water and Sanitation Program in Africa which contributed to:

- > increased access to services through piloting large-scale total sanitation and sanitation marketing campaigns in Senegal and Tanzania, and transferring the management of more than 1200 boreholes to the private sector and community organisations in Senegal
- > increased ability of governments to track improvements in water, sanitation and hygiene, by developing monitoring frameworks and establishing water and sanitation Internet portals
- > strengthened policy, legal, regulatory, institutional and business environments in target countries. For example, innovations in domestic financing were piloted for: (a) small water systems (piloted 21 systems in Kenya and supported the introduction by a Kenyan bank of water project financing as a new product line country-wide); and (b) large utility finance (with water and sanitation program support the Ministry of Finance in Uganda has approved the first ever local currency bond for water and sanitation infrastructure financing in Africa).

A new two-year water and sanitation program for Africa was designed and began in 2009. The program combines regional funding (thus enabling broader geographical engagement) with targeted funding in selected countries.

Bilateral support to Malawi and Mozambique, delivered through partnerships with the African Development Bank and World Bank respectively, will focus on the provision of water and sanitation facilities and institutional development.

Provision of necessary infrastructure is also an element of Australia's regional support. So too is support for policy development in areas such as water resource governance, financing strategies and sector investment plans designed to help countries mobilise and attract additional resources and support. The aid program's regional component is delivered through partnerships with the African Water Facility, the World Bank's Regional Water and Sanitation Program, UNICEF, the Water Supply and Sanitation Collaborative Council and civil society organisations.

Australian Partnerships with African Communities (APAC)

These six-year partnerships between AusAID and six Australian NGOs have been operating in seven southern and eastern African countries since 2004 and activities will continue until late 2010. The partnerships were independently reviewed in 2009, finding positive results in health (through water and sanitation interventions); food and nutrition security (through small-scale irrigation, seed banks and food stores); and income protection (through village savings and loans, increased production and diversification in crops and livestock).

The review also highlighted strengthened capacities of national partners including better systems of governance, financial and project management; increased collaboration and linkages between government, civil society organisations and communities; and improved quality of services. Improvements were also noted in community knowledge (for example, in HIV prevention); community attitudes (for example, better inclusion of women and children); and community practice (for example, reduced domestic violence and conflict).



The design of a new five-year Australian – NGO partnership started in 2009 with activities to start in mid-2011. It will include capacity building, service delivery and policy components and will draw on lessons learned from the existing NGO program (APAC) and other AusAID funded NGO partnership programs. It will leverage the networks and experience developed by Australian NGOs in Africa to strengthen Australia's engagement on the continent.

Objective 2: To help build the human resource capacity of African countries in areas and ways where Australia has recognised strengths and expertise

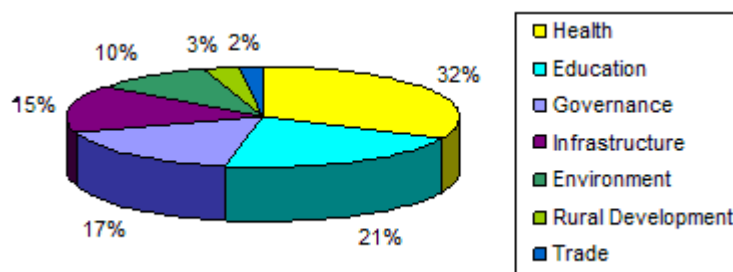
This objective is being delivered through Australia Awards (a redesigned and expanded version of the previous scholarships program to Africa) and the continent-wide partnerships facility. These initiatives are also helping to deliver on the Australian Government's desire to expand its engagement in Africa.

Australia Awards

In 2009 the Africa program made progress towards the Australian Government's commitment to expand the scholarships program to 1000 awards per year by 2012–13, potentially to all countries in Africa.

In 2009 a total of 98 long-term awards were delivered to 12 countries, of which 49% went to women. Figure 1 provides a break-down of the awards by sector.

Figure 1: 2009 Australia awards for Africa program by sector



Selection processes were also undertaken with 20 African governments for more than 200 long-term and short-term awards to start in 2010. The number of countries included in the program and the number of awards in the 2010 academic year will be more than double the number in the 2009 academic year.

In parallel with these efforts, and recognising the scale of the proposed expansion, a detailed redesign of the program was completed. The new Australia Awards program in Africa will offer a diversified mix of long and short-term awards targeting priority sectors in partner countries. The new design incorporates major changes to delivering scholarships across the aid program. It includes strengthened monitoring and evaluation systems, expanded support for program alumni and substantial measures to address gender and disability.

Australia – Africa Partnerships Facility

The Australia – Africa Partnerships Facility was designed to deliver much needed technical assistance for partner countries, particularly in areas where Australia has experience and expertise.



During 2009 the facility supported capacity-building activities involving 24 Anglophone, Francophone and Lusophone African countries. It also supported counterparts from 16 African countries to participate in research and capacity building partnerships involving Australian Government and state and territory government departments and agencies (for example: the Australian Electoral Commission; Australian Treasury; Geoscience Australia; Western Australian Department of Agriculture), Australian NGOs and Australian tertiary education institutions. Examples of results achieved include:

- > strengthened election management bodies in Africa through a partnership between the aid program, the International Institute for Democracy and Electoral Assistance and the African Union Commission. The main activity funded by Australia under the partnership was the Building Resources in Democracy, Governance and Elections (BRIDGE) training program developed by the Australian Electoral Commission together with United Nations Development Programme (UNDP) and others. The BRIDGE program recently won first prize in the 2010 United Nations Public Service Awards in the category of 'Improving the delivery of public services'.
- > trained 630 bush fire fighters and improved plant quarantine systems in Botswana
- > assisted counter piracy measures in the Gulf of Aden by placing an Australian Federal Police Officer with the United Nations Office on Drugs and Crime in Nairobi, Kenya, for six months
- > strengthened the Seychelles Revenue Commission and helped the Seychelles Government to implement an International Monetary Fund Reform package by placing an Australian Treasury official in the Commission for two years
- > built the capacity of 15 Ethiopian Revenue and Customs Authority managers through online learning, in partnership with the University of Canberra
- > supported the University of Ballarat to send senior education officials from eight African countries to Malawi as part of the Classroom Connections Program which aims to improve gender equity and help partners achieve universal primary education targets
- > strengthened trade policy capacity in seven African countries (Botswana, Ghana, Kenya, Malawi, Mozambique, Nigeria and Tanzania) through a partnership with the Department of Foreign Affairs and Trade
- > supported a collaboration between Monash University and *Universidade Eduardo Mondlane* in Mozambique to improve knowledge on the effects of climate change on cassava, a staple crop in many regions in Mozambique and Africa more broadly
- > supported a workshop for government, industry and civil society in Maputo, on 25 and 26 March 2009, to enhance the development impact of resource industries² (the workshop was opened by the Governor General of Australia and the President of Mozambique).

² This activity was supported under the Australian Governance Facility (AGF), the pre-cursor to the Australia - Africa Partnerships Facility. The AGF focused on partnerships and capacity development to promote and support the advancement of good governance in targeted countries in southern and eastern Africa.



Volunteers

Twenty-five volunteers were in place in 2009. Volunteers are an important way of building people-to-people links, strengthening the capacity of African organisations, and increasing Australia's understanding of Africa.

The groundwork for a gradual expansion of the volunteer program was undertaken in 2009. The number of countries and the number of volunteers will be expanded in 2010, including placing Australian Youth Ambassadors for Development in Ghana and Kenya for the first time. It is planned that 50 new volunteers will be placed in Africa during 2010. Consideration is being given to how to better align volunteers with other programs in Africa, particularly to support institutional development.

Objective 3: To help African states manage and respond to major threats to development and to take advantage of broader economic opport

During 2009 humanitarian pressures in Africa continued to escalate due to conflict, drought, high food costs and the global financial crisis. Humanitarian suffering in countries including the Democratic Republic of Congo, Ethiopia, Kenya, Somalia and Sudan continued to be of concern.

Australia takes into account humanitarian needs, country capacity to respond and other donor support before responding to humanitarian crises. Australian assistance in 2009 was provided primarily through multilateral partners with proven ability to deliver in recipient countries, including in difficult security situations.

As part of the humanitarian program, Australia provided \$1.5 million to the UNDP for disaster risk reduction and mine action in Mozambique. Further work in other African countries will be undertaken in 2010 to support AusAID's Mine Action Strategy.

Key investments in support of bilateral humanitarian needs in 2009, and the partners Australia worked with, are summarised in Table 3.

Table 3: Key investments in support of bilateral humanitarian needs in 2009

Country	Partner	Contribution	\$ million
Sudan	International Committee of the Red Cross/Australian Red Cross	Food aid, nutrition program in refugee camp, maternal health services	10
	UNICEF		
	United Nations Population Fund		
	World Health Organization		
	World Food Programme		
Democratic Republic of the Congo	Office for the Coordination of Humanitarian Affairs	Food aid, temporary shelter, protection of women and children, implementing strategy to address sexual violence	7.5
	United Nations Human Rights Council		
	World Food Programme		
Ethiopia	CARE	Food aid, seed and tool distribution, livestock activities	6.5
	Oxfam		
	Red Cross		
	World Food Programme		
	World Vision		



Country	Partner	Contribution	\$ million
Kenya	Austcare Australian Red Cross CARE United Nations High Commissioner for Refugees World Food Programme World Vision	Food aid, drought relief, support for refugees	6
Somalia	African Union	Strengthening financial management systems of the African Union to support coordination of international donations to the African Union Mission in Somalia	2
Mozambique	United Nations Development Programme	Demining and disaster mitigation	1.5

In addition to the investments outlined in Table 3, humanitarian assistance to Africa included funding to regional and global programs such as the World Food Programme.

Zimbabwe

Australia is committed to providing aid to Zimbabwe where it is of greatest benefit to the people of Zimbabwe. While continuing to deliver much-needed humanitarian assistance, in 2009 AusAID took a lead role by restructuring the Australian aid program to Zimbabwe. The program moved from a purely humanitarian program to one focusing on restoring essential services and bringing sustainable and long-term improvements to the people of Zimbabwe. Australia provided more than \$35 million to support the efforts of the Inclusive Government in restoring services in water and sanitation, education and health care.

Australia was one of the first donors to support agricultural recovery through the Protracted Relief Program, a food security initiative in collaboration with DfID. The initiative helped reduce the number of people dependent on food aid from 7 million in 2008–09 to 2 million in 2009–10.

An \$11 million emergency water and sanitation program delivered through UNICEF and Australian NGOs helped stem a severe cholera epidemic. In addition, Australia's assistance of \$5 million through incentive payments for health workers contributed to the re-establishment of basic health care services in the country. In education, Australia's contribution of \$2 million to UNICEF to buy text books and learning materials helped the recovery of Zimbabwe's education system.

Australia provided \$5 million in 2009 through the Africa Enterprise Challenge Fund (AECF) to help finance private sector activities to boost Zimbabwe's rural economy and address long-term food security needs. Australia is the founding donor of the Zimbabwe window of the AECF. AusAID worked closely with the AECF on the design to ensure it addressed the risks of operating in the fragile and complex environment existing in Zimbabwe.

AusAID continues to monitor and analyse the fragile economic and political situation in Zimbabwe. Results are used to inform the pace at which Australia can fully transition from the emergency phase and into work focused on rehabilitation and restoration of basic services.



Program quality

AusAID's quality processes were adhered to when undertaking reviews and designs in 2009. Sustainability of new programs was an important consideration and factored into designs. Innovative ways of working were identified where possible, such as engaging with the private sector and community organisations, piloting new financing regimes and mixing long and short-term approaches. The Africa Program will continue to explore opportunities to further strengthen quality management and development effectiveness.

Next steps

Australia's aid to Africa is expected to increase as part of Australia's broader scale-up of development assistance, with bi-partisan commitment to increase Australia's global development assistance to 0.5% of gross national income by 2015–16.

Increasing aid flows to Africa enables Australia to play its role as a good international citizen and have tangible engagement in areas where we can best make an impact in a continent where almost half of the population live in absolute poverty. In expanding Australia's aid engagement AusAID is cognisant of the risks inherent in a rapid increase from a small resource base and the additional risks of engaging in complex environments where fragility is increasing.

Risks associated with delivery of a new program in many African countries are to some extent mitigated by the longstanding experience of our trusted partners, such as United Nations organisations and the Australian NGO sector whose networks and experience will bring increased flexibility, greater sustainability and increased cost effectiveness to Australia's Africa Program. AusAID will also work with established African institutions where possible.

In 2009, work began on a new regional strategy for Africa, which was published in 2010. The strategy articulates the rationale for our increased engagement in Africa, the approaches taken and how these approaches contribute to Australia's desire to be an effective donor in Africa. In addition, AusAID will also focus on strengthening systems to ensure we can monitor and report on the impact of the large and complex aid activities that are being designed.

Australia's re-engagement in Africa and delivery of the increased aid program across the continent was supported by the physical presence of seven Australian diplomatic missions in Africa in 2009, with AusAID present in Harare, Nairobi and Pretoria. During 2010, our presence in each of these missions will expand significantly and we will establish a presence in Accra and Addis Ababa.

Scaling up of the aid program across the whole of Africa will continue to present AusAID with opportunities and challenges. Despite the projected increase in Australia's aid to Africa, Australia will remain a relatively small donor overall, representing less than 1% of total aid flows to African countries. Furthermore, despite increased funding for the Africa program, management resources will continue to be relatively modest. To maximise the impact of our aid to Africa, we will continue to focus on areas we can best make a difference and be responsive to partner country needs.