



Africa Annual Program Performance Report 2011

June 2012

Contents

Context	2
Program objectives and strategy	4
Progress against objectives	7
Strategic goal 1: Saving lives	8
Strategic goal 2: Providing opportunities for all	15
Strategic goal 3: Sustainable economic development	17
Strategic goal 4: Effective governance	23
Strategic goal 5: Humanitarian and disaster preparedness and response	25
Program quality	31
Multilateral performance assessment	34
Management consequences	35
Annex A: Sub-Saharan Africa	39
Annex B: AusAID funded research projects through CSIRO partnerships with Africa research institutes	40
Annex C: Quality at Implementation ratings for monitored activities, 2011	41
Annex D: 2011 humanitarian multilateral partners	42
Annex E: Volunteers by country (2011–12), scholarships by country and sector (2011)	43
Annex F: Humanitarian partner acronyms	45



This report summarises the performance of the Australian Government's aid program in Sub-Saharan Africa¹ during 2011. The year was characterised by continued growth in funding – for the third consecutive year – with a focus on strengthened relationships and building on Australia's reputation for constructive engagement in key sectors. With limited diplomatic representation in Sub-Saharan Africa, Australia continues to deliver most of its aid through trusted partners and harmonised programs.

This report explores the aid and development context, objectives, development results and overall quality of the program as well as summarising program funding in 2011. It is focused on highlights and is not intended to be a comprehensive account of all Australian aid delivered to Sub-Saharan Africa during the year. Readers interested in the program's performance and results for the [water and sanitation](#), [maternal and child health](#), [food security](#), [mining](#) or [Australia Awards in Africa](#) (Australia's scholarships program) programs can click on the relevant in-text link to jump directly to that section. Similarly, the following links will take readers to sections detailing [Australia's objectives in Africa](#), an assessment of the overall [quality of AusAID's Africa Program](#) and [management actions](#) which AusAID will take to improve the performance of programs it funds.

Throughout the report there are web links to short videos, reports and other material which provide a more indepth account of specific issues or programs delivered by AusAID or its partners. More information on the aid program in Sub-Saharan Africa can be found on AusAID's [website](#). For reference, a map of Africa showing regional and national boundaries is found at [Annex A](#).

Context

With 49 countries, diverse language and cultural groups, differing historical and colonial experiences and widely varying political and economic trajectories, generalisations about Sub-Saharan Africa are seldom useful. The purpose of this section is to highlight only those key trends bearing on Sub-Saharan Africa's development. These trends may not reflect the experience in all countries, but they speak to both the potential of Sub-Saharan Africa, as well as the challenges many people in the region continue to face. Brief contextual analysis is provided throughout the report as it relates to each specific sector program.

Africa has experienced rapid economic growth over the past decade. Six of the world's 10 fastest growing economies are in Sub-Saharan Africa and for eight years in the last decade the region grew faster than East Asia.² Moreover, World Bank analysis suggests Sub-Saharan Africa may be on the brink of an economic take-off similar to that experienced by East Asia over the last three decades.³

Sub-Saharan Africa has enjoyed by far the largest improvements of any region in human development as assessed by the [United Nation's Human Development Index](#).⁴ While many countries will not meet the Millennium Development Goal (MDG)

¹ Throughout this report, 'Sub-Saharan Africa' is used to refer to all African countries except Egypt, Libya, Algeria, Tunisia and Morocco. The report uses 'Africa' to refer to the entire continent and all 54 countries. 'The Africa Program' is used to refer to aid activities delivered by AusAID in Sub-Saharan Africa.

² From *The Economist*, 3 December 2011. The title of the article is significant: 'Africa: the hopeful continent' mirrors a poorly-received *The Economist* front cover entitled 'Africa: the hopeless continent' which was published 10 years previously.

³ World Bank, *Africa's future and the World Bank's support to it*, Washington, 2011.

⁴ All figures from United Nations Development Programme, *Human Development Report 2011: Sustainability and equity – a better future for all*, New York, 2011.



targets, on average Sub-Saharan Africa is making notable progress. During 2011 school enrolment rates increased, political representation of women expanded and HIV infection rates slowed. Productivity continues to grow at 3 per cent a year and with over 60 million Africans on incomes over US\$3000 a year, Africa has a growing middle class.

While these trends are positive, they may prove difficult to sustain. Africa's population is forecast to grow by 60 per cent between 2010 and 2050 and most of this growth will be in urban areas where the population will triple. Social welfare systems remain underdeveloped and youth unemployment remains high, with 60 per cent of young Africans unemployed—a key driver of social instability.⁵ Without rapid expansion of health services, education, social protection and urban infrastructure to meet this growth, many people will not have the skills or ability to create long-term livelihoods.

Ensuring economic growth delivers sustainable and inclusive benefits will also be a significant challenge for many governments. While Sub-Saharan Africa enjoyed the largest improvements in human development, it also suffered the largest overall reduction in its ranking as a result of inequality. That is, the poorest Africans enjoy fewer of the combined benefits of improvements in life expectancy, education and income than the poor anywhere else.⁶ This is the product of both income inequality, but also inequality of opportunity and access to services for women, vulnerable people (including people with disability) and people living outside major metropolitan areas.

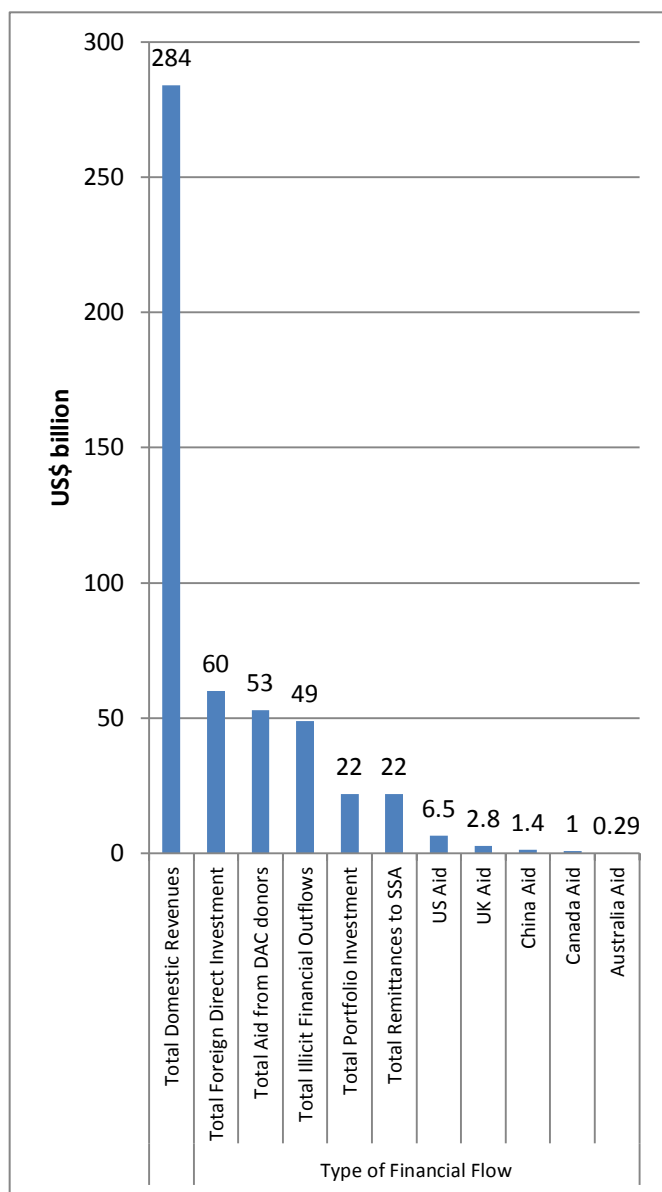
Inclusive growth is also severely undermined by poor governance. While there have been recent improvements in governance,⁷ Sub-Saharan Africa has long had a reputation for weak institutions and slow service delivery, particularly in fragile and conflict affected countries. Of 49 countries identified by the Organisation for Economic Co-operation and Development (OECD) as fragile, 29 are in Sub-Saharan Africa. Such states are typified by higher risk of conflict, economic dependence on a limited range of commodities, a narrow public revenue base and patronage-based distribution of resources.⁸ Governments of fragile states have little of the capacity, will or legitimacy required to deliver services and expand the rule of law to their citizens. As a result, fragile states perform worse than their non-fragile counterparts on all major development indicators.

⁵ UNHABITAT, *The state of African cities 2010 – governance, inequality and urban land markets*, Nairobi, 2010.

⁶ Africa's inequality-adjusted Human Development Index declines by 34.5 per cent, compared to 28 per cent in South Asia and 21 per cent in East Asia and the Pacific. United Nations Development Programme 2011 Human Development Index Report.

⁷ According to some World Bank governance indicators, the trend towards improved governance is positive. There have been significant improvements in aspects of governance in countries where targeted aid, economic growth and political stabilisation have supported the viability of institutions and expanded service delivery. World Bank governance indicators indicate an aggregate association between overall quality of governance and development performance. Where governance indicators improved by one standard deviation, infant mortality fell by two-thirds and incomes rose three-fold. See: The Brookings Institution, *Governance Matters 2010: worldwide governance indicators highlight governance successes, reversals, and failures*, 2010.

⁸ Public revenues in fragile states are only 20 per cent of GDP and taxes between 6 and 13 per cent of GDP. European Report on Development, *Overcoming fragility in Africa – forging a new European approach*, 2009.



Individual donors are unable to resolve these key development challenges in isolation. The problems are too large and donor aid is increasingly dwarfed and mediated by foreign direct investment and other flows of capital (see figure left⁹). As the 21st largest bilateral donor to Sub-Saharan Africa, Australia's contribution is smaller again. Major donors including the United States and United Kingdom not only provide larger absolute aid flows but also commit a larger proportion of their total aid to Sub-Saharan Africa.¹⁰

While aid is only one type of contribution to development, this does not diminish its potential to improve people's lives. In its choice of partners and sectors, Australia's aid program aims to deliver a program that shares knowledge and expertise in areas that are useful to Africa's governments and people, takes advantage of current trends in Africa and complements the programs of other donor partners.

Program objectives and strategy

In line with government commitments,¹¹ AusAID continued to expand the breadth and depth of its aid to Africa in 2011. Before 2008, Australia's aid program in Africa was focused on a small number of discrete activities in Southern Africa. Australia's aid now extends to all 49 Sub-Saharan African countries and has increased by

⁹ Information used for 2011 where possible. United Nations Economic Commission for Africa, United Nations Conference on Trade and Development, OECD Development Assistance Committee, World Bank, and International Monetary Fund data. The OECD definition of portfolio investment includes investment in equity and debt securities and excludes direct investment. Essentially it includes investment in another country's stock-market.

¹⁰ Australia only provides 5.9 per cent of its total Official Development Assistance to Africa (not including core contributions to multilateral agencies going to Africa), with the majority of its aid focused on Asia and the Pacific.

¹¹ As outlined in Stephen Smith's Africa Day speech as Australia's then Minister for Foreign Affairs on 26 May 2008 and in his speech to the High Level Meeting on Africa's Development Needs on 22 September, found at www.foreignminister.gov.au/speeches/2008/index.html



approximately 270 per cent, from \$106 million in 2009 to \$289 million in 2011.¹² Growth in Australia's aid program has been consistently above the OECD average over the last eight years and this is an important signal of Australia's commitment to Africa.

Despite this increase, and given the relative size of Australia's contribution, it is critical aid is targeted in areas where we have the capacity to make a difference. *Looking West: Australia's strategic approach to aid in Africa 2011–2015* outlines Australia's commitment to help meet the MDGs in the priority sectors of food security, water and sanitation and maternal and child health. These are areas where progress is off-track in many countries, where Australia has particular strengths or where strong African frameworks exist for achieving results. In addition, AusAID and its African partners have identified building human capacity and improving economic management (in particular managing resource revenues for inclusive development) as vital to the development of Africa. AusAID also continues to help Africa prepare for and be responsive to humanitarian crises.

While *Looking West* provides the broad strategic parameters for Australian aid in Africa, it does not specify development outcomes by which to measure performance. This report will assess results and program alignment against the strategic goals and development objectives outlined in *An Effective Aid Program for Australia: Making a real difference – Delivering real results* and the *Comprehensive Aid Policy Framework to 2015–16*.¹³ These objectives, outlined in Table 1 with 2011 expenditure, capture the strategic objectives in *Looking West*, but also allow a targeted approach to assessing performance in key sectors. The Africa Program will further refine its objectives through the strategic work identified for 2012–13 (see *Management consequences* on page **Error! Bookmark not defined.**).

¹² Expenditure estimates are based on figures from AusAID's aid management system. They do not include core contributions to multilateral organisations or funding delivered by other Australian whole-of-government departments or agencies.

¹³ Both documents were informed by the Independent Review of Aid Effectiveness and set the strategic framework for Australia's aid program, including why, what, where and how we will deliver an effective aid program.

Table 1: Estimated expenditure in 2011

Agency Strategic goals and development objectives	A\$ million	% of Africa program
Goal 1: Saving lives		
1.1 Improving public health by increasing access to safe water and sanitation	41.5	14
1.2 Saving the lives of poor women and children through greater access to quality maternal and child health services	12.5	4
Goal 2: Promoting opportunities for all		
2.1 Tertiary training to deliver skills for development	35.5	12
Goal 3 Sustainable economic development		
3.1 Improving food security	29.3	10
3.2 Improving income, employment and enterprise opportunities	8.2 ¹⁴	3
Goal 4 Effective governance		
4.1 Improving governance to deliver better services, improve security and enhance justice and human rights	23	8
Goal 5 Humanitarian and disaster preparedness		
5.1 More effective preparedness and responses to disasters and crises	130.4 ¹⁵	45
Cross cutting funding	8.6	3
Total funding	289¹⁶	100

Source: AusAID AidWorks aid management system data.

With a small number of staff located in five countries,¹⁷ AusAID does not have an on the ground presence in many of the countries it operates, or the capacity to provide all of its aid directly. Given this, AusAID provides 75 per cent of aid through partners that are trusted to deliver results. Delivering funding in this way helps improve:

- value for money by using partner knowledge, staff and resources to deliver aid and influence policy, particularly in contexts where AusAID does not have detailed local knowledge or established networks
- aid effectiveness by delivering aid in a coordinated and harmonised way that reduces the donor burden on governments, aligns donor support and presents a unified message to governments.

AusAID selects partners based on the particular development context and need. For example, AusAID partners with non-government organisations to build on their established local relationships to link marginalised communities with governments and improve service delivery at the community level. In other situations, AusAID partners with established bilateral donors or multilateral institutions, such as the United Nations, the United Kingdom's Department for International Development

¹⁴ This figure is primarily constituted by the mining program which draws funding from both Australia Awards and the African Partnerships Facility. Funding for mining from these activities is not double-counted under funding for Africa Program goals 2 and 4.

¹⁵ Note that humanitarian and disaster preparedness are funded from the Africa Program's allocation under AusAID's Global Humanitarian and Emergency Response Program and AusAID's Mandated Flexibility Reserves. Funding from both programs is allocated by the Budget and Statistics Unit and approved by the Minister for Foreign Affairs.

¹⁶ This figure does not include core contributions to multilateral organisations or Australian whole-of-government funding.

¹⁷ As of the date of publication, Australia has 37 staff in Canberra and 54 (Australian and overseas-based) staff in Ethiopia (six), Ghana (six), Kenya (14), South Africa (19) and Zimbabwe (7).

(DfID), or Germany's Gesellschaft für Internationale Zusammenarbeit (GIZ),¹⁸ when it wants to engage with the 'lead' donor in a particular sector or country and influence policy at the national level. Finally, where Australia has relevant expertise such as agricultural research or mining policy, AusAID provides aid directly through Australian institutions such as the Australian Centre for International Agricultural Research, Commonwealth Scientific and Industrial Research Organisation (CSIRO) or Australian university research institutes.

Progress against objectives

In the 2010 APPR, progress was assessed against the *Looking West* objectives.¹⁹ As this report is using the *Effective Aid* strategic goals and development outcomes outlined in Table 1 above, it makes it difficult to compare ratings across years. For example, whereas objective one in *Looking West* was broad and included the water sanitation and hygiene, maternal and child health and foods programs under one objective, these key sector programs are now rated separately under *Effective Aid's* five goals. Table 2 below shows where each of the major activities or programs sits against 2010 objectives and 2011 goals to better enable comparison across the years.

The ratings themselves are provided below at the top of each sector results section. The ratings are based on a traffic light system where green represents a program that is on track to achieve its objectives, orange represents a program that is largely on track but requires some improvement to fully achieve its objectives and red represents a program that is off-track and will not achieve its objectives.

Table 2: Comparison of objectives across 2010 and 2011 Africa Program reports

Major sector programs or activities	Objective in 2010 APPR	Objective in 2011 APPR
Water and sanitation	Objective 1: Contributing to MDGs	Goal 1: Saving lives
Maternal and child health	Objective 1: Contributing to MDGs	Goal 1: Saving lives
Food security	Objective 1: Contributing to MDGs	Goal 3: Sustainable economic development
NGO activities	Objective 1: Contributing to MDGs	Goal 1: Saving lives, Goal 3: sustainable economic development, Goal 4: effective governance
Australia Awards in Africa	Objective 2: Build human capacity	Goal 2: Promoting opportunities for all
African Partnerships Facility	Objective 2: Build human capacity	Goal 4: Effective governance
Mining	Objective 3: Humanitarian need and economic opportunities	Goal 4: Effective governance
Humanitarian activities	Objective 3: Humanitarian need and economic opportunities	Goal 5: Humanitarian and disaster response

¹⁸ Germany's development cooperation agency.

¹⁹ Objective one: to help selected African countries progress MDGs in the priority sectors of food security, water and sanitation and maternal and child health – areas where Australia has particular strengths, where progress is seriously off track and where strong frameworks exist for achieving effective results. Objective two: to help build the human resources capacity of African countries, particularly in areas and ways where Australia has recognised strengths and expertise. Objective three: to help African countries manage and respond to major threats to development and to take advantage of broader economic opportunities.



The strategic goals and objectives in *Effective Aid* are agency goals and are therefore too broad to allow a meaningful analysis of the Africa Program's progress in specific sectors. The Africa Program will develop program-specific objectives to assess performance in 2012–13 (see [program quality](#) and [Management consequences](#) below). For this year, ratings to reflect progress against sector objectives below are based on a qualitative assessment of what AusAID's contribution should have achieved at this early stage of implementation. Many programs and activities are still being developed or are in initial stages of implementation. Therefore, the ratings also take into account the quality of program development, including strategy, design and relationship building, as these are the foundations for effective aid.

This report is focused solely on activities funded through AusAID's Africa regional program. Results from funding delivered through core contributions to multilateral organisations, the Australian NGO Cooperation Program and other Australian Government agencies and departments are not included in this report.²⁰ During 2011 Africa received Australian Official Development Assistance (ODA) worth \$204 million through multilateral agencies and \$14.6 million through other Australian Government departments and agencies. During the 2010–11 financial year, the Australian NGO Cooperation Program delivered ODA worth \$14.1 million to Africa.

It should also be noted that, unless stated otherwise, quantitative results are attributed to AusAID funding on a pro-rata basis – that is, where AusAID is the sole donor to an activity 100 per cent of results are claimed. Similarly, if AusAID provides 10 per cent of funding, 10 per cent of the results are claimed.

Strategic goal 1: Saving lives

Objective 1.1:	Rating in 2011	Rating in 2010
Improving public health by increasing access to safe water and sanitation	■	■
Key Australian results for 2011:		
Delivering safe water to 1 042 355 people (including 526 231 women)		
Delivering basic sanitation facilities to 849 098 people (including 427 108 women)		
Delivering hygiene awareness training to 451 000 people (including 226 000 women)		

AusAID's water sanitation and hygiene program delivered strong results over 2011, providing services to people across Southern Africa. Results were particularly strong in Zimbabwe and for programs delivered through non-government organisations. While performance overall was strong, AusAID continued to manage issues related to partner delivery and performance, particularly in Malawi and Mozambique. Delays in these programs mean that parts of the AusAID water sanitation and hygiene program are off-track and an orange rating is awarded for 2011. With a new strategy under development and with ongoing engagement with partners to address challenges related to program delivery, AusAID's overall performance is expected to improve over 2012.

²⁰ Results from core contributions to multilateral organisations are reported on in the Multilateral Scorecard. Results from the Australian NGO Cooperation Program will, in future, be reported through the program's Monitoring, Evaluation and Learning Framework. Results from whole-of-government ODA will be reflected in the Annual Review of Aid Effectiveness.



The challenges faced by AusAID's WASH program are substantial. In the 20 years after 1990, 273 million people in Sub-Saharan Africa received access to improved drinking water sources and 127 million people gained access to improved sanitation. Despite this progress, only 19 countries in Sub-Saharan Africa are on track to meet water sanitation and hygiene MDG targets and only 61 per cent of people in Sub-Saharan Africa have access to improved sources of water.²¹ These low rates of access are aggravated by high rates of population growth and movement, particularly to towns and peri-urban areas. Around 70 per cent of Africa's population is located in-between the big cities and remote rural areas, such as intermediate and secondary cities, peri-urban areas and towns. Factors constraining access to water sanitation and hygiene services include lack of planning and funding for services to these areas, lack of institutional capacity (especially at local government levels) to manage and maintain infrastructure, climate change (reducing the availability and predictability of water supply) and poor management of water resources.

During 2011 AusAID's program responded to these issues through relationships with African governments and delivery through experienced donor partners. Funding from AusAID's Africa Program resulted in delivery of safe water to over 1 million people (including 526 000 women) and basic sanitation facilities for over 849 098 people (including 427 108 women). Many of these people received access through programs in AusAID's water sanitation and hygiene focus countries – Malawi, Zambia, Mozambique and Zimbabwe – all facing severe challenges in providing services to their citizens. The first three of these country programs rest on strong partnerships with African governments and, in all four, AusAID's engagement is through strong implementing partners.²² AusAID also delivered water sanitation and hygiene services and improved policies across Africa through relationships with non-government organisations, multilateral organisations and bilateral donors.

AusAID's water sanitation and hygiene program in Sub-Saharan Africa takes a long-term perspective, and recognises that providing sustainable outcomes requires governments to manage and deliver equitable services for all, including the poor and vulnerable and those living in traditionally under-serviced areas such as peri-urban areas and small towns. It takes time to build strong relationships with governments and for partners to deliver results. Over 2011 AusAID continued to build strong relationships with implementing partners (including the United Nations Children's Fund and GIZ), which will use AusAID funding to deliver results.

Australian aid helped deliver water and sanitation services. Providing access to water and sanitation services relies on reliable networks of pipes, pumping stations and treatment plants to take water to, and sewage away from, households—but it takes institutions and people to deliver and sustain these services. AusAID continued to negotiate the complex institutional and management relationships required to deliver major infrastructure projects against a backdrop of limited state capacity. In Mozambique and Malawi, AusAID, through the World Bank and African Development Bank, renegotiated project timelines in response to delays. AusAID has

²¹ Improved water refers to piped water into dwelling, yard or plot, a public tap or standpipe, a tubewell or borehole, a protected spring, a protected dug well or a rainwater collection system.

²² The way AusAID operates in Zimbabwe differs from the other focus countries. The political situation there demands that AusAID not engage directly with the central government – instead it works through partners such as the United Nations Children's Fund and GIZ to deliver aid. As the situation improves in Zimbabwe Australia will consider engaging more directly with the central government on policy and programming.

invested considerable staff resources over the medium term to strengthen partnerships and manage the relationship and implementation challenges that have slowed programs. While the delays in both programs have been significant, both programs were designed to be managed and implemented by partner governments using their own systems, with oversight by the banks. This means that, while the banks could have engaged earlier and more strongly with their respective partner governments, slow implementation is predominantly due to limited capacity or poor performance of partner government agencies. Despite this, AusAID works through government systems as outcomes are more likely to be sustained than projects working outside of these.

In Zimbabwe, AusAID – as that country’s fourth largest donor agency – delivered results in response to a mismanaged and decaying water and sanitation system and severe cholera outbreaks in 2008 and 2009. Donors including AusAID responded rapidly, providing chemicals to treat water low-cost sewage settling ponds and emergency repairs to broken pipes. These measures reduced water loss and sewage overflows in urban areas and restored piped water and sewerage systems in 20 towns as well as Zimbabwe’s second largest city, Bulawayo. These measures restored water sanitation and hygiene services to over 4 million people. A benefit of the program was the continued decline in cholera rates from [98 000 cases and 4300 deaths in 2008–09](#)²³ to less than 2000 cases and 62 deaths in 2010–11. Over 2012, AusAID will move its program away from emergency support and towards building sustainability of local municipalities to manage services.

Through partnerships with Australian non-government organisations and multilateral organisations, AusAID delivered water sanitation and hygiene services across Sub-Saharan Africa and [helped prevent waterborne disease](#) and achieve broader health impacts. In 2011, non-government organisation partners helped communities drill boreholes and deliver safe water to over 312 000 people and basic sanitation to almost 320 000 people in slums and village across Africa (including communities in [Malawi](#) and [Tanzania](#)). AusAID’s multilateral partners—including the World Bank and the African Development Bank-led African Water Facility—funded and secured investment for new water sanitation and hygiene services. The African Water Facility for instance, designed and approved a total of 71 projects in the period to January 2012, at a cost of €36.7 million. These projects have attracted €420 million in follow-up investment spread across 50 countries.



Children carry their water containers as they walk towards a borehole in Harare, Zimbabwe made possible with funding from Australia in partnership with UNICEF.

Photo: Kate Holt/Africa Practice /AusAID

²³ Ministry of Health, World Health Organization (2009).



AusAID improved awareness of good hygiene practices. Reductions in the incidence of waterborne disease are also the result of increased awareness of good hygiene practices such as hand-washing and reduced open defecation. All AusAID water sanitation and hygiene programs in Sub-Saharan Africa include a hygiene component and AusAID's partners deliver training and community-led sanitation campaigns. During 2011 these partners used AusAID funding to deliver hygiene awareness training to over 451 000 people (including 226 000 women). These results included over 5000 people in Bulawayo through a neighbourhood approach, which is now being rolled out across Zimbabwe's towns. AusAID and its non-government organisation partners are delivering similar community-led sanitation campaigns through health and water committees in targeted rural communities in Southern Africa.

AusAID delivers water sanitation and hygiene services that benefit women, people with disability and other vulnerable people. By delivering in-home access to water, AusAID funding meant women and people with disability did not have to travel as far to collect water. In rural areas access was delivered through more conveniently situated communal water-points. In Zimbabwe AusAID helped over 1 million women reduce the distance they travelled to fetch water to an average of 1 kilometre, and reduced waiting times at water points from four hours to an average of 20 minutes. Improved sanitation also allowed women to dispose of nappies and sanitary products safely and privately, and for children to play safely in streets now free of raw sewage.

Improving equity of water sanitation and hygiene service provision also requires involvement of vulnerable users in service management. This is particularly important in delivering services to women and girls, as gender-inclusive management of services empowers women to make decisions which benefit them. During 2011, 47 per cent of the members of water committees funded by AusAID were women.

Our assistance built government capacity to operate and manage services. Long-term sustainability of water and sanitation services in Sub-Saharan Africa depends on the capacity of governments and utilities at national and local levels to manage all elements of water systems, such as water policy, infrastructure development, revenue collection and customer relations. To achieve this, AusAID takes a long-term approach that involves donor coordination, training for service providers and improvement of financial systems, management and policy.

While this is a long-term approach to improving accountability and service delivery, AusAID has delivered initial results during 2011. In Malawi, AusAID funded training for over 3000 water-point committee members to operate and manage their water-points. Across countries in Sub-Saharan Africa, training was supplemented with production of technical and [social baselines](#)²⁴ to define local needs, and [citizens' voice mechanisms](#), to help citizens hold local authorities and governments to account. Improved targeting of services and customer relations also led to increased bill payment and revenue collection. This was demonstrated in Bulawayo where the proportion of bills paid increased from 16 per cent in 2010 to 40 per cent at the end of 2011.

²⁴ A social baseline records those social conditions which exist at the start of a program and which the program aims to change, either directly or indirectly.



At the institutional level, AusAID helped improve the framework for service delivery. In Mozambique, AusAID funded the establishment of a critically important asset management company to manage water supply and sanitation infrastructure assets across 150 of Mozambique's small towns, and ensure independent regulation of services at local level. In Zimbabwe AusAID assisted the United Nations Children's Fund as it coordinated donors, local governments and other partners to deliver a national water sanitation and hygiene strategy.


AusAID helped improve the way water is managed and shared across borders. Southern Africa is vulnerable to water shortages and will need to improve the way water is shared across boundaries to manage scarce water resources and avoid potential conflict. During 2011 AusAID made an initial contribution to the GIZ program to improve transboundary water management in the Southern Africa Development Community. The program helped secure two major agreements to fund transboundary public-private partnerships and four major infrastructure projects. It also improved the collection and sharing of information by cross-border institutions, producing studies of water resource management for the Zambezi River and Limpopo rivers. All of this work was part of broader coordination mechanisms to manage the water resources of the Orange, Limpopo and Zambezi rivers to [promote peaceful water sharing, manage the effects of climate change, reduce poverty and secure economic development](#).

Objective 1.2:	Rating in 2011	Rating in 2010
Saving the lives of poor women and children through greater access to quality maternal and child health services	■	■
Key Australian results for 2011:		
Nearly 2.5 million children vaccinated against measles, 2.6 million against polio and 25 000 against diphtheria, pertussis and tetanus		
Nearly 500 additional births attended by a skilled birth attendant		

AusAID's contribution to saving the lives of poor women and children through greater access to quality maternal and child health services during 2011 is rated orange. While achieving some significant results and making progress in shifting AusAID's support towards longer-term, sustainable investments, the rating is orange because the program is still making the transition from smaller disaggregated foundation activities established in 2009 and 2010 to a more strategic and coherent program.

In Africa, close to one in seven children dies before the age of 5 and one in 22 women die in childbirth.²⁵ Contributing factors include high fertility rates due to a lack of access to family planning services, lack of access to newborn care, common diseases (diarrhoea and malaria), and high rates of malnutrition and anaemia in women and children. Access to health services is constrained by mobile populations and lack of

²⁵ Compared to one in 12 500 in Australia, www.tradingeconomics.com/australia/maternal-mortality-ratio-modeled-estimate-per-100-000-live-births-wb-data.html



trained health personnel. Strong health systems are needed to save lives and keep women and children well.

AusAID shifted its support in 2011 to focus on strengthened health systems for maternal and child health outcomes. Under the five-year (2011–2015) \$140 million Australia-Africa Maternal and Child Health Initiative in Africa, AusAID directs its support to higher-value, longer-term investments with a particular focus on strengthening health systems for improved maternal, neonatal and child health outcomes, supporting midwifery training, improving basic and emergency obstetric and newborn care, and expanding access to family planning services. In 2011, AusAID undertook processes to assess the relevance and quality of programs to support in Ethiopia and South Sudan.

While Ethiopia is off-track to achieve MDG 5²⁶ – with 676 maternal deaths per 100 000 live births²⁷ – effective government leadership, a sound sector strategy and encouraging results provide the opportunity for AusAID to contribute to long-term sustainable maternal and child health outcomes. In 2011, [AusAID developed a \\$45 million program of support \(2012–2015\) for Ethiopia’s Health Sector Development Program](#). The program is recognised for its success in delivering expanded access to health services over the past 10 years. For example, under-5 mortality dropped from 123 to 88 per 1000 live births between 2005 and 2010, and the contraceptive prevalence rate increased dramatically from 6 to 29 per cent from 2000 to 2010.²⁸ AusAID funding will support the program to increase access to quality health services, particularly for women and children.

Although AusAID’s support for the program was not mobilised until February 2012, design and appraisal work in 2011 resulted in notable achievements including strengthened relationships with Ethiopia and key donors, ensuring value for money and protecting against risk and fraud. For example, during a rigorous multi-donor fiduciary risk assessment, AusAID procurement expertise identified a number of governance issues. Not only did Ethiopia’s government address the issues quickly and effectively – allowing mobilisation as scheduled – it also used the findings to strengthen its procurement agency, contributing to stronger systems beyond the health program.

In South Sudan, where one in seven women die in childbirth²⁹ – the highest maternal mortality rate in the world – the government’s new health policy prioritises primary health care with a focus on maternal and child health. Coupled with strong donor commitment, this will assist in South Sudan’s transition from purely short-term humanitarian assistance to a long-term development approach. In 2011, AusAID appraised the United Kingdom-led South Sudan Health Pooled Fund and invested \$35 million. Support was finalised by June 2012.

²⁶ MDG 5: Improve Maternal Health. MDG 5 targets: Reduce by three quarters the maternal mortality ratio and achieve universal access to reproductive health.

²⁷ Maternal mortality ratio for 2004–2011. Source: Ethiopia Demographic and Health Survey, 2011, p. 267, Central Statistical Agency, Addis Ababa, Ethiopia, and ICF International, Maryland, USA, March 2012.

²⁸ Source: the preliminary 2010–11 Ethiopian Demographic and Health Survey.

²⁹ www.savethechildren.org.au/what-we-do/emergencies/south-sudan



An Ethiopian woman recovers from fistula surgery at the Hamlin Fistula Hospital. Obstetric fistula is a debilitating childbirth-related injury, but is treatable and preventable.

Photo: Lucy Perry/Hamlin Fistula Relief and Aid Fund
Australia/AusAID

AusAID also established new agreements to increase sustainability and harmonisation.

AusAID continued to support the work of Hamlin Fistula Ethiopia, with the aim of increasing sustainability of their development outcomes by expanding the focus of our support to address prevention as well as treatment of fistula and to forge closer links between its work and the Ethiopian Ministry of Health. In 2011, Hamlin assisted 784 safe deliveries, treated 1857 fistula cases and 12 midwives graduated from the Hamlin College of Midwives.

Under a delegated cooperation agreement signed in 2011, AusAID and USAID agreed to jointly support the African Union Commission to support the implementation of the Campaign on Accelerated Reduction of Maternal Mortality in Africa. The commission has applauded this agreement as it reduces its transaction costs and allows it to offer multi-year staff contracts, thereby retaining better quality in-house specialists to advocate for a reduction in maternal mortality and track performance through improved monitoring systems.

AusAID's support for smaller activities delivered early results. As a new donor to the sector in Africa, AusAID established a number of smaller activities from 2009–10 across a range of countries to build relationships, deliver early results and inform future programming. In 2011 AusAID's contribution to saving lives is reflected by the following program results:

- over 2.2 million children were vaccinated against measles, 2.6 million were vaccinated against polio, 2 million were dewormed and 2.3 million received Vitamin A supplements in Tanzania through a partnership with USAID
- over 25 000 children received their final dose of diphtheria, pertussis (whooping cough) and tetanus vaccinations in targeted districts of east Africa through partnerships with non-government organisations³⁰
- nearly 500 additional births were attended by a skilled birth attendant in targeted districts of Uganda, Kenya and Ethiopia
- an estimated 7000 babies were delivered safely, 10 000 women were provided with ante-natal care and 150 students were mentored through the United Nations Population Fund in South Sudan
- approximately 624 660 women have access to effective contraception for an entire year through a partnership with Tanzania and USAID

³⁰ African Medical and Research Foundation; Australian Foundation for the Peoples of Asia and the Pacific; World Vision Australia.

- student capacity has increased from 40 to 80 students at a public midwifery school in Tanzania through a partnership with the Western Australian government
- an estimated 13 000 women living in remote areas received cervical cancer and sexual health screening services from newly-established mobile outreach teams in Kenya and Tanzania through a partnership with Marie Stopes International Australia
- additional teachers and caregivers were employed at the Pader Girls Academy in Uganda which provides education to war-affected pregnant young women. The academy's advocacy has resulted in the Ugandan Education Ministry issuing an order to all schools to stop the expulsion of pregnant girls.

While good results were seen in most activities, procurement of emergency obstetric equipment in Tanzania through the World Bank was delayed for the second year running. While poorly developed procurement lists and weak supervision by Tanzania's government contributed to delays, there was also insufficient oversight and responsiveness by the World Bank when these problems became apparent in 2010. All equipment has now been procured (AusAID's contribution), however, in-country distribution is still underway and plans for training on using and maintaining the equipment need to be implemented. AusAID will continue to engage with the World Bank on these issues.

Strategic goal 2: Providing opportunities for all

Objective 2.1	Rating in 2011	Rating in 2010
Tertiary training to deliver skills for development	■	■
Key Australian result for 2011:		
Australia Awards for 465 people from 36 African countries, 38 per cent awarded to women		

AusAID's [Australia Awards in Africa](#) delivered tertiary scholarships to public servants, scientists and civil society, providing the skills required to manage economic growth and improve public policy. The program also delivered stronger relationships between governments and institutions in Australia and Sub-Saharan Africa.

Many African states face capacity challenges in managing services and resources. The limited skills base in Sub-Saharan Africa affects delivery of services, governance and resource management. Sub-Saharan Africa has the lowest technical skills base in the world – the proportion of people in university is now at the same level as that in Asia 40 years ago.³¹ With limited capacity to deliver skills through tertiary institutions in Sub-Saharan Africa, there is great demand for foreign tertiary opportunities.

The scholarship program continued to expand rapidly during 2011. This provided Australia Awards for short-term study in areas of demand, including mining,

³¹ World Bank, *Africa's future and the World Bank's support to it*, 2011.



agriculture and public policy, and for long-term master and doctoral programs. The AusAID program delivered Australia Awards to 465 people from 36 African countries (including 238 long-term Australia Awards) in 2011 (see [Annex E](#) for a country and sector breakdown of recipients).³² During the same period 620 students were studying in Australia (including 390 long-term awardees) and 315 completed their studies and returned home (including 85 with long-term qualifications).

Australia Awards improved individual and institutional capacity. On an individual level, Australia Awards provide recipients with a network of contacts in Australia, develop the knowledge needed to improve work performance, and improve individual professional prospects through promotion or increased influence. Of 63 alumni surveyed during 2011, 62 reported improved work performance as a result of a scholarship and 38 reported receiving a promotion.

At the institutional level there is growing evidence to suggest that returning scholars make a valuable contribution to their employers and to national development. A targeted evaluation of the Australia Awards program in Kenya and Mozambique during 2012 reported significant contributions to the agriculture and health sectors in the respective countries.³³ The evaluation noted that Australia Awards cannot be *expected* to deliver significant development results beyond the individual scholarship recipient and their immediate institutional environment, but emphasised that these individuals will make a contribution to development as a small part of a complex system. Examples of the small, incremental changes that Australia Awards recipients have made over previous years include:

- delivering training to more than 1000 students in the Faculty of Medicine at Universidade Eduardo Mondlane, by an Australian-trained nutritionist
- establishing an environmental health department within the Mozambique Health Ministry by an Australian alumnus following her studies in environmental health
- releasing four new sorghum varieties which are now being cultivated by Kenyan farmers, as well as publishing five papers in foreign journals by an Australian alumnus. This graduate is now working on a public-private partnership researching the use of sorghum for the production of ethanol.

The Australia Awards program improved the capacity of African governments and institutions to manage mining resources and revenues. These Australia Awards are discussed below under ‘Sustainable Economic Development’.

Stronger relationships developed between institutions and governments in Australia and Sub-Saharan Africa. Australia Awards link individuals and government officials in partner countries with Australian tertiary institutions and Australia more generally. The Australia Awards remain the most frequently requested form of development assistance and they are instrumental in establishing links between Australia and African governments and professionals. The long-term maintenance of these links is both critical and challenging, with many hundreds of relationships established across the continent, and many thousands more to be established over coming years.

³² Note that Australia Awards in Africa includes North Africa.

³³ Outcomes evaluation, *In-Africa Australian Development Scholarships Management Program*, Draft Final Report May, 2012. The evaluation was limited to case studies in agriculture in Kenya and health in Mozambique.

AusAID is aware of the scale of effort required to maintain these relationships through investment in functional alumni associations and improved information management. Over the next two years AusAID will maintain closer contact with alumni through reintegration plans which will allow us to follow-up on results delivered by alumni.

Australia Awards are granted on an individual basis. AusAID tries to ensure that every individual – including women and people with disability – is able to compete fairly to study in Australia. With women constituting only 39 per cent of recipients in 2011, the Australia Awards program did not achieve its gender equality target, although the proportion of female scholarship recipients is generally higher than the female participation rate in the sectors from which women are drawn. The situation will be monitored in 2012 and AusAID and its managing contractor will undertake a gender study to identify areas where gender equity and equality may be strengthened (this is identified as a key review for AusAID in Management consequences below). Through active efforts to attract people with disability to study in Australia the program met disability targets, with just over 2 per cent of scholars having disability.

AusAID supported delivery of vital services to vulnerable people. In addition to providing Australia Awards to expand opportunities for individuals, the Africa Program also provided small grants to grass-roots organisations to deliver basic services to vulnerable people. These community-based organisations help the vulnerable escape cycles of violence and the constraints imposed by disability. Activities funded during 2011 did not present a systemic response to underlying issues, but they nonetheless delivered vital assistance for vulnerable individuals. Almost 300 people with disability received mobility and other assistance to allow them to access social and economic opportunities. In addition, almost 3000 women survivors of violence received services including counselling and livelihoods support to overcome the trauma caused by domestic violence.

Strategic goal 3: Sustainable economic development

Objective 3.1:	Rating In 2011	Rating In 2010
Improving food security	Orange	Orange
Key Australian results for 2011:		
Over 48 000 additional people, including 31 000 women, have gained access to and are using agricultural technologies to improve their livelihoods		
US\$2.2 million increased value in agricultural production in Zimbabwe		
4500 additional people, including 3300 women, have access to financial services		
7200 additional people, including 3300 women, have increased incomes		
7600 vulnerable people, including 3950 women, were provided with social protection support		

AusAID's contribution to improving food security in Africa during 2011 is rated orange. The program is in early stages of development and while preliminary evidence suggests the small number of existing activities is on track to deliver objectives, AusAID is yet to clarify and measure program-level outcomes or its contribution to improving food security in Africa. Given this, the rating remains at orange until sector objectives and indicators are finalised and AusAID's contribution to the sector can be measured.



Africa's performance in agriculture has improved but still faces serious challenges.

While some countries produced record crops and experienced moderate domestic food prices in 2011, long-term underinvestment in agricultural research and extension has resulted in low farm productivity and sluggish average growth in the sector. Market failures have further exacerbated food insecurity and inhibited the spread of improved technologies. African governments and regional economic communities are responding to this through the Comprehensive Africa Agriculture Development Programme – the Africa Union's blue-print to restore agricultural growth, develop rural economies and enhance food security. The recent food crisis in the Horn of Africa has also strengthened the resolve of African governments and development partners to address cyclical drought-induced food crises by building the resilience of vulnerable communities.

AusAID's investment in food security supports Africa's vision for strengthened community resilience and agriculture-led development under the Comprehensive Africa Agriculture Development Programme. Building on its own agricultural expertise, AusAID is working with African governments, regional bodies, the private sector, research institutions, farmers' groups, civil society and other donors to boost agricultural productivity to increase long-term supply of food while also building community resilience to increase people's ability to cope with shocks and stresses such as climate variability and inflation.

AusAID aims to increase agricultural productivity through investing in research.

Through the CSIRO, AusAID is supporting African regional and national research institutions to undertake demand-driven agricultural research and ensure this reaches farmers. While there is strong evidence research can produce significant returns,³⁴ to increase the likelihood that the research is adopted, the partnerships aim to engage with, and build capacity of, key stakeholders, including farmers, government, private sector and non-government organisations at all stages of research development, extension and use.

CSIRO is working with institutions endorsed under the Comprehensive Africa Agriculture Development Programme—the West and Central African Council for Agricultural Research and Development (known by its French acronym CORAF) and [Biosciences Eastern and Central Africa](#) on 13 multi-year research projects to improve agricultural farming systems, human nutrition, and animal health (see [Annex B](#) for a list of projects and focus countries). Complementing these activities, AusAID signed an agreement with France in July 2011 to support joint agriculture and climate risk research in collaboration with CORAF.

³⁴ See David A. Raitzer, *Benefit-cost meta-analysis of investment in the international agricultural research centres of the CGIAR*. Report prepared on behalf of the CGIAR Standing Panel on Impact Assessment, Science Council Secretariat, Food and Agriculture Organization of the United Nations (FAO), September 2003 which shows an estimated a US\$9 return for every US\$1 invested.



A Malawian woman husks maize, a staple crop across large parts of Africa. Australia is using its expertise to help improve maize yields through drought resistant varieties

Photo: Stephen Morrison/Africa Practice/AusAID

into national breeding and post-harvest monitoring programs to reduce the incidence and severity of aflatoxin outbreaks in East Africa,³⁶ and thermo-stable vaccine projects addressing major livestock diseases have attracted interest from the private sector. Biosciences Eastern and Central Africa also recently awarded [CSIRO the 2011 partner of the year](#). While the CORAF partnership is yet to undergo a review, six projects have been established across 10 countries in West Africa to address food security challenges by improving the productivity of dry-land farming systems and by building technical and scientific capacity in local agricultural agencies.

The CSIRO partnerships have also contributed to increased capacity. At the organisational level, research capacity, communications, project leadership and networks between research organisations have been strengthened. At the individual level, 17 African scientists (six women) were able to access an international network of leading scientists and new skills through the [Africa Biosciences Challenge Fund](#). Women are encouraged to participate in the fund including by providing hostel accommodation and child care facilities.

While early evidence suggests Australian-funded research is relevant and capacity has been built, more can be done to ensure AusAID and its partners are targeting change and adoption of research at scale, including engaging with and building capacity of the key stakeholders (government, private sector and non-government organisations). This action is required to assist in the extension and use of the research findings. Moreover, given the global challenge in translating research into development outcomes, we must better analyse, monitor and learn how to continue to improve the relevance and adoption of research in different developing contexts.

At the 2011 Commonwealth Heads of Government (CHOGM) meeting in Perth, the Prime Minister Julia Gillard announced that Australia will establish an Australian International Centre for Food Security in 2012. With an early focus on Africa, the

At the end of 2011, the CSIRO partnerships had been in place for just over one year. Despite this early stage of implementation, initial evidence³⁵ suggests that projects being run by Biosciences Eastern and Central Africa are on-track and that key stakeholders had been appropriately engaged, resulting in the potential for

considerable development impacts. For example, improved aflatoxin detection methods and resistant maize varieties will be incorporated

³⁵ Technical Advisory Group review of the Biosciences Eastern and Central Africa Partnership, November 2011.

³⁶ Aflatoxin is a toxin in maize that affects human health and commodity trade in Sub-Saharan Africa.



centre will not only provide global access to Australia's agricultural expertise, but provide opportunities to further explore how research is adopted by farmers, starting with an international conference in 2012 on *Food security in Africa: bridging research and practice*. To further strengthen the links between research and development, Australia also confirmed at CHOGM that it will support the 'Research into Business' window of the [African Enterprise Challenge Fund](#) in 2012. The is a competitive funding mechanism, hosted by the Alliance for a Green Revolution in Africa, to stimulate private sector innovation and commercialisation of agricultural technologies to benefit small holder farmers.

In addition to supporting long-term agricultural productivity, ***AusAID is also building community resilience for the most vulnerable and chronically food insecure***. Social safety nets are an important tool in building resilience. They protect the poor from hunger, malnutrition and destitution, contribute to human capital development and long-term economic growth, reduce inequality and empower women and girls.³⁷ For example, [safety net programs are thought to have helped prevent a famine in Ethiopia](#) during the 2011 Horn of Africa food crisis by providing cash to people before their condition became life-threatening. This is a relatively new area of support for AusAID in Africa with one community resilience activity in Zimbabwe and one in Kenya to start in early 2012. Both activities are in partnership with the United Kingdom, which has recently committed to play a leadership role on resilience. As a small donor, AusAID can benefit and build on the United Kingdom's increased investments in this area.

Working from the bottom up, the the United Kingdom-led [Protracted Relief Programme](#) in Zimbabwe has helped over 2 million poor farmers increase their production from 2007 to 2011 through improved access to markets and inputs, such as seeds, fertilisers and training. More recently, AusAID played a central role in moving the program from direct food aid to more sustainable voucher-based assistance. Through this approach, farmers purchase inputs using bank cards pre-loaded with cash. As incomes increase, farmers contribute more to the cost of purchasing their inputs (currently 10 per cent). But these are longer-term aspirations.

In 2011 the Protracted Relief Programme:

- provided 44 000 poor farmers with inputs to cultivate half an acre each and expanded options for farmers to pay for these inputs. This reduced the average distance farmers travel to purchase inputs from 20 to 3 kilometres
- delivered [conservation agriculture](#) training, which resulted in increased yields of 10 per cent per hectare in high rainfall areas and better land care
- provided 7600 vulnerable people (including 3950 women) with social protection through monthly unconditional cash transfers and food supplements
- provided opportunities for, and reduced the burden on women. Women walk less distance to access water, are using cash transfers to buy food and pay school fees, and are making profits as a result of the savings and loan scheme.

³⁷ See Arnold, C., with T. Conway and M. Greenslade, 2011, 'Cash transfers: evidence paper', Department for International Development, London, for a comprehensive review of the evidence.

Working from the top down, AusAID's support as the lead donor for the [African Enterprise Challenge Fund](#) Zimbabwe window provided the private sector with incentives to expand markets and services to poor people in rural Zimbabwe. This not only provided more opportunities for the poor, but also demonstrated that there are business opportunities in providing services to rural Zimbabweans. Through the fund, AusAID provided 19 companies with seed funding to increase rural incomes by linking farmers with their suppliers and buyers. While only in the initial stages of implementation, some companies have had early results. The company Paperhole established Agri-Hubs—a wholesale market for rural traders as well as a purchasing point for a wide range of commodities. During 2011, about 114 agro-dealers were contracted to stock inputs in 10 Zimbabwean districts providing 160 000 rural households with access to inputs and a point of sale, and creating 14 full-time and 456 part-time jobs. Another company, Northern Farming, provided over 7000 farmers with inputs, training and a guaranteed market for their produce, while Makera Cattle Company helped farmers improve and sell their livestock for a fair price and avoid distress sales.

AusAID's support to Australian non-government organisations through the Australia Africa Community Engagement Scheme improved resilience for some of the most marginalised communities in Africa, with a particular focus on empowering women and other marginalised groups, including people with disability. In the six months of implementation to the end of 2011, results included:

- nearly 5570 smallholder farmers became members of farming associations, improving information-sharing on productive farming techniques and contributing to empowerment³⁸
- seeds, livestock and tools were provided to 3455 households and 1044 vulnerable people (746 women), including widows and people with disability³⁹
- soil and water conservation techniques were adopted by 831 farmers, including 511 women.⁴⁰

Objective 3.2	Rating in 2011	Rating in 2010
Improving income, employment and enterprise opportunities through mining	■	■

AusAID's mining program is still in its formative stages. It has delivered a range of study tours, training programs and other small activities, but has not yet had time to deliver results on a significant scale. Program performance is rated orange for 2011. AusAID will use the lessons learned and relationships formed to date to inform future investments in Sub-Saharan Africa's mining sector.

³⁸ Caritas: 2000 (1040 women) farmers in Malawi; ActionAid: 3568 (2426 women and 150 girls) farmers in Uganda and Kenya.

³⁹ ActionAid: 1044 people in Uganda; Caritas: 1022 households in Malawi; CARE: 1233 households in Tanzania; and Australian Foundation for the Peoples of Asia and the Pacific: 198 households in Malawi.

⁴⁰ Under a Caritas project in Malawi.



Mining study tour participants from Mozambique, Ghana and Liberia. Mining study tours provide African government officials with exposure to Australian mining practices and policies
Photo: Will Wright/Cardno

AusAID is delivering assistance to help governments in Sub-Saharan Africa manage their mineral resource endowments. While effective management of resources could make a significant contribution to addressing poverty through sustainable economic development, there is a notable absence of the

specialist technical skills needed to fulfil this potential. Many countries in Sub-Saharan Africa have limited capacity to regulate mining,

negotiate with companies, manage revenues or deal with misuse of revenues.⁴¹ Assistance in this area is regularly raised by governments in Sub-Saharan Africa as a development priority.

As part of AusAID's global [Mining for Development \(M4D\) initiative](#) (launched by the Prime Minister in 2011) the Africa Program helps governments manage their mineral endowments. As a new program, Africa-specific M4D work during 2011 had a dual focus, providing practical skills and knowledge, while also initiating linkages with African governments and institutions to inform the future priorities of AusAID's M4D program in Africa.

During 2011 AusAID delivered 106 mining-related Australia Awards for study at Australian universities, 18 of which were for long-term study. AusAID also trained 119 officials from 19 countries on [mining governance, safety, infrastructure, environmental impacts, and community relations](#) by arranging and hosting [mining study tours](#) in Australia. The tours are small, discrete activities that are not expected to deliver large-scale results, but they have resulted in significant initial steps towards improving government mining policy and established a foundation on which a future mining program in Sub-Saharan Africa will be built.

Results during 2011 from the study tours include:

- producing policy documents, including a memorandum with mining policy recommendations for Namibia's government, a draft mining strategy in Ghana to inform donor assistance to Ghana's government and revised mining legislation in Mozambique
- establishing relationships between nine African mining ministries, the Minerals Council of Australia, Australian community and Indigenous groups and academic institutions. These links provide African governments with valuable precedents as they revise and formulate mining policy

⁴¹ The latter is a particular issue as over 10 per cent of wealth derived from natural resources is currently lost to corruption. Estimate from: Economic Commission for Africa/OECD, *The mutual review of development effectiveness in Africa: promise and performance*, 2010.

- developing follow-up activities including a partnership with the World Bank to provide technical assistance to help negotiate contracts and further public-private partnership activities in Mozambique and a program to establish a natural resource tax unit with the government of Liberia.

In addition to the learning, relationships and follow-on activities delivered through study tours, AusAID also funded research and policy materials to help governments formulate mining governance policy. During 2011 this resulted in the production of a handbook on [Social Responsibility for the Mining and Metals Sector in Developing Countries](#), which was launched during the Commonwealth Heads of Government meeting in 2011.

AusAID also supported multilateral initiatives aimed at improving mining revenue management and transparency. AusAID was a lead donor to the Extractive Industries Transparency Initiative, which aims to improve the governance and transparency of mineral resources in developing countries. During 2011 the Central African Republic, Niger, Nigeria, Mali and Mauritania became compliant with the initiative, meaning that the governments of these countries have the policies and practices in place to improve disclosure and transparency of payments. This will lead to improved mineral resource governance over the longer-term.⁴²

Strategic goal 4: Effective governance

Objective 4	Rating in 2011	Rating in 2010
Improving governance to deliver better services, improve security and enhance justice and human rights	■	■
Key Australian results for 2011:		
36 African countries supported to improve public financial management		
962 African public servants trained		
39 civil society organisations supported to track service provision		

AusAID's aid program in Sub-Saharan Africa is focused on service delivery, resource management and capacity development and does not engage on a significant scale with governance issues. The program does, nonetheless, provide limited funding for communities to improve their ability to hold local governments to account, for governments to improve financial policy, and for public servants to improve public policy. These comparatively small activities must be set against the scale of institution-building needs in Sub-Saharan Africa, the challenges of working in fragile states and the gradual nature of capacity building and institutional change. While the challenges were substantial and the activities of limited scope, results during 2011 were in line with expectations.

Assistance helped build the capacity of communities to hold governments to account. A key part of improving service delivery at the local level is increasing community demand for services and transparency of service providers. AusAID funding allowed non-government organisations to assist vulnerable communities to

⁴² Note that funding to Extractive Industries Transparency Initiative was provided as part of a multilateral core contribution, not out of the regional Africa Program. These results are included in the 2011 APPR as they are an integral component of a growing mining program.



engage with their governments by providing training to over 7000 people on good governance and local resource management and by organising almost 40 community groups to start monitoring service delivery and seeking redress for inadequate services. Across target communities in Southern Africa, non-government organisation programs also brought marginalised people, government, donors, local leaders and other stakeholders together to improve the use of resources and ensure local ownership.

AusAID helped enhance state capacity to manage public revenues. Through relationships with specific African governments and funding for multilateral partners, AusAID is providing the technical support and training required to improve revenue management and policy. During 2011 results from this assistance included:

- increasing the Zimbabwe Revenue Authority's revenue collection capacity and improving its revenue management. While Zimbabwe's recovery remains fragile, sound management of public finances increased the revenues available to Zimbabwe's public institutions. From 2009 to 2011 the ratio of tax revenue to GDP increased from 18 per cent to over 30 per cent. AusAID contributed to this result through training and technical assistance, by brokering information sharing from the South African Revenue Authority and the Australian Taxation Office and by providing 15 scholarships to authority staff for tertiary study in Southern Africa
- decentralising revenue management in Kenya. AusAID contributed to a World Bank program which is helping the Kenyan government devolve revenue management. During 2011 the program supported development of legislation enacting fiscal decentralisation and formulas to share revenues between central and local government. AusAID's support also allowed the government to access examples of successful decentralisation practices from Papua New Guinea, Indonesia and Australia, as well as secure technical and policy advice from Australia's Commonwealth Grants Commissioner
- providing 36 African governments with access to capacity building support on macroeconomic and financial management through the International Monetary Fund's Regional Technical Assistance Centres. The centres provide advice on demand on macroeconomic policy and public financial management.

Through training for public servants AusAID helped to improve policy and deliver better services. AusAID trained almost 1000 African public servants during 2011 on topics ranging from water management to mining regulation. AusAID's primary means of delivering training is through the Australia-Africa Partnerships Facility, which delivers small activities such as short-course training in response to requests from governments and other partners for support in mining, agriculture and public policy.

During 2011 AusAID used the facility to respond to requests from 51 African countries and the African Union. Like the Australia Awards program, Australia-Africa Partnerships Facility courses are a small contribution in a complex development environment. During 2011, training was delivered to:

- 155 election officials from 40 countries on election management through a partnership between the International Institute for Democracy and Electoral Assistance (International IDEA) and the African Union Commission

- 78 trade officials and diplomats from 30 countries on trade and foreign policy through Australia's Department of Foreign Affairs and Trade
- 123 scientists and other officials from 10 countries on dry-land farming, post-harvest management, water harvesting and small-scale irrigation.

Targeted training provides public servants and scientists with a range of technical, management and administrative skills which they can apply to their roles and use to reform national policies and practices. Because of the diversity and relatively small size of the activities funded under the facility, development results are relatively discrete. But an important benefit lies in providing assistance that has the potential to deliver incremental improvement in governance and policy in mining, agriculture and the public sector and more expansive links between organisations and institutions in Australia and Sub-Saharan Africa.

AusAID also used its growing volunteer program in Sub-Saharan Africa to develop capacity at the local level. During 2011 AusAID brought all volunteer programs together to form the Australian Volunteers for International Development program. Over 2011–12 it is expected that 165 volunteers will work in 11 African countries (see [Annex E](#)). Through placements of six months to three years, volunteers and African partners share their skills and experiences. The program also allows volunteers to raise public awareness of development issues and the aid program in their placement country and within Australia. AusAID's [website](#) contains more information about results delivered by individual volunteers.

Strategic goal 5: Humanitarian and disaster preparedness and response

Objective 5	Rating in 2011	Rating in 2010
More effective preparedness and responses to disasters and crises	■	■
Key Australian results for 2011:		
7.78 million instances of life-saving assistance provided in conflict and crisis situations		
Over 31 000 conflict-affected children and youth, including 10 500 girls, able to catch-up on formal and non-formal education		

AusAID's contribution to humanitarian and disaster preparedness and response in Sub-Saharan Africa during 2011 is rated green. The rating is based on the program's performance in delivering on AusAID's commitment to international standards of good humanitarian donorship,⁴³ including ensuring support is timely and well-coordinated, with a particular focus on predictable and flexible needs-based funding. Evidence below suggests that AusAID has on the whole fulfilled its commitment, although, there is further work required in 2012–13 on how AusAID provides predictable funding in protracted crises.

43 In line with the Principles and Good Practice of Humanitarian Donorship endorsed by Australia in Stockholm, 17 June 2003.

AusAID's humanitarian program in 2011 was focused on responding to the food and nutrition crisis in the Horn of Africa, conflict and food insecurity in Sudan and South Sudan, political violence in Cote d'Ivoire, and ongoing protracted crisis in the Democratic Republic of Congo. AusAID also provided funding to remove landmines in Chad, Ethiopia and Uganda. AusAID's assistance aligned with its *Framework for working in fragile and conflict-affected states* and *Humanitarian*

Action Policy, which recognises the importance of supporting early recovery and longer-term development where possible.

AusAID supported livelihood restoration activities in Somalia, early recovery activities in South Sudan, and disaster risk reduction activities in West Africa.

The Horn of Africa faced its worst drought in 60 years, forcing millions in need of life-saving assistance.⁴⁴ Successive failed rains, significantly reduced harvests, and record-high food prices⁴⁵ drove many moderately poor households in the region to seek critical food aid and other humanitarian assistance. By August 2011, an estimated 13 million people were in need of immediate assistance⁴⁶ with five regions in Somalia declared famine zones. These conditions were exacerbated by conflict and large-scale displacement of people.

Australia was one of the largest⁴⁷ donor countries to the Horn of Africa crisis, providing more than \$112 million in 2011 (of which \$85.2 million was from the Africa Program – see Table 3).⁴⁸ Through long-standing relationships with trusted humanitarian partners including United Nations agencies, the International Committee of the Red Cross and Australian non-government organisations, AusAID was able to provide flexible assistance to partners who had the right capabilities and access to meet the rapidly evolving humanitarian need on the ground. AusAID also provided support to re-build livelihoods and build longer-term community resilience. For a list of AusAID's support, see Table 3.



Children enjoy their daily meal supplement in the Ifo refugee camp in Dadaab, Kenya. Australia provides assistance to the World Food Programme to deliver school feeding programs

⁴⁴ The Horn of Africa comprises Djibouti, Ethiopia, Kenya, and Somalia.

⁴⁵ For example, cereal prices in Somalia were 200 per cent higher than the same period in 2010 (Director General's brief), 45 and maize prices increased 117 per cent and 76 per cent in Kenya and Ethiopia respectively, World Bank Food Price Watch, <http://siteresources.worldbank.org/EXTPOVERTY/Resources/336991-1311966520397/FoodPriceWatchJanuary2012.htm>

⁴⁶ <http://reliefweb.int/node/502736>

⁴⁷ According to the United Nations Financial Tracking Service at 1 July 2012, Australia was amongst the top five country donors to the crisis in 2011 after the United States, United Kingdom, Canada and Germany.

⁴⁸ Australia's total response to the Horn of Africa crisis was \$142.2 million, comprising \$30 million committed for long-term food security and \$112.2 million for humanitarian assistance (\$85.2 million provided through Africa program funds and \$27 million provided through Australia's global humanitarian partnership agreements – the latter of which are not included in this report).



AusAID's support helped reduce the number of people needing life-saving assistance from 13 million in August 2011 to 10 million in January 2012. Several areas have shown considerable improvement and in February 2012 the United Nations declared an end to famine conditions in Somalia. While this is in part the result of favourable rains throughout October and December, most of the improvements are the result of the humanitarian response. AusAID's support contributed to the following results⁴⁹ in 2011:

- **food assistance** was provided to 7.9 million people through the World Food Programme
- crop production was restored through the United Nations Food and Agriculture Organization by providing access to agricultural inputs for 4500 households (27 000 beneficiaries) in time for planting
- 686 000 refugees (66 per cent children) were registered and provided assistance in camps in Kenya and Ethiopia through the United Nations High Commissioner for Refugees
- 370 000 malnourished children were treated, 1 million children immunised against measles and 420 000 children (42 per cent girls) able to continue primary education through the United Nations Children's Fund⁵⁰
- over 1 million people were provided with food rations, 600 000 were provided with livelihood support including tools and seeds, and 225 000 patients were treated at health clinics through support for International Committee of the Red Cross and the Somali Red Crescent Society.

Under the dollar for dollar initiative, the Australian public provided \$13.5 million to Australian non-government organisations to respond to the Horn of Africa crisis. The Australian Government matched these funds resulting in a total of \$27.1 million for food, nutrition, health, water sanitation, and livelihood support. As funding was not provided until late 2011, results will not be reported until 2012.

⁴⁹ The results are based on total assistance provided by humanitarian agencies as part of the international humanitarian response to the Horn of Africa crisis. Australia's funding contribution to these agencies is provided at Table 3.

⁵⁰ In south and central Somalia.

Table 3: 2011 Humanitarian assistance to the Horn of Africa crisis

Partner	Purpose	Amount (AUD million)
WFP	Emergency food support for the most vulnerable people and refugees in Ethiopia, Kenya and Somalia	30
UNHCR	Emergency shelter, protection, medical aid, food, and basic services for refugees in Djibouti, Ethiopia and Kenya	15
ANGOs	Dollar for Dollar initiative matching Australian public donations. Assistance included food, nutrition, health, water sanitation, and livelihoods support	13.5
UNICEF	Health and nutrition services for women and children in Somalia, including immunisations for children and maternal health for women	10
ICRC	Emergency food rations, health care and seed distribution in Somalia	5
ANGOs	Food and nutrition, livelihood support, water and sanitation services	6.2
UNDP/OCHA	Flexible funding through the Common Humanitarian Fund to support gaps in assistance in Somalia	3
FAO	Restore crop-production, safeguard livelihood assets, provide cash-for-work activities, and rehabilitate productive infrastructure in Somalia	2
UNDSS	Security services in Mogadishu to enable delivery of assistance	0.5
Total		85.2

AusAID provided humanitarian assistance in a way which improved coordination and effectiveness in a high-risk operating environment. Risk is a reality in any humanitarian crisis, but responding to a disaster in a conflict situation such as Somalia multiplies the risks. Somalia remains one of the most difficult operating environments in the world. In addition to the physical risks posed to donor staff, there is a high risk of aid being stolen or diverted. Relationships with local and national authorities can also be challenging—during 2011, Al-Shabaab banned a total of 21 humanitarian agencies from operating in Al-Shabaab-controlled areas of Somalia. With varying levels of humanitarian access and limited scope for monitoring, coordination and information sharing during the crisis was critically important.

AusAID responded to the Horn of Africa crisis by:

- supporting flexible funding mechanisms such as Common Humanitarian Fund—a pooled funding mechanism which can be used to fill critical gaps or respond to new opportunities for access as they arise and which enables funds to be distributed to agencies that have access to those most in need
- playing a leadership role internationally, including through political support for a humanitarian response which balances risk and humanitarian imperative

- supporting effective coordination – AusAID supported and worked closely with the United Nations Emergency Response Coordinators in impacted countries to ensure effective coordination through the ‘cluster system’⁵¹
- building coalitions with other donors in Nairobi – AusAID worked closely with other large donors such as the UK, European Union and the Netherlands to monitor risks of the operations and collectively gather intelligence and advocate for change when required.

While non-government organisations voiced concerns in early 2012 that the international response to the Horn of Africa crisis was too slow, AusAID provided humanitarian assistance to support food security and high priority humanitarian needs in Somalia and Kenya from 2010⁵² and provided further support in July 2011 when it announced \$76 million specifically for the Horn of Africa response. The severity of the humanitarian situation in the Horn of Africa did not gain significant international profile and attention until famine was declared in parts of Somalia in July 2011.

AusAID took a flexible and integrated approach to an increasingly challenging environment in South Sudan and Sudan. Displacement and food insecurity continue to threaten South Sudan. Having gained independence in July 2011, an already stretched humanitarian operation faced additional challenges, including over 500 000 internally displaced people fleeing conflict and a further 350 000 South Sudanese returning from Sudan. In Sudan itself, 3.75 million people continue to require assistance in Darfur, 1.7 million of who remain in camps. Providing over \$19 million in 2011 (see Table 4), AusAID’s funding comprised emergency assistance through the International Committee of the Red Cross and the United Nations Common Humanitarian Fund, as well as community-led recovery through Australian non-government organisations. This integrated approach ensures AusAID’s support was not only timely and well coordinated, but also flexible and far-reaching. Australian non-government organisations, many of which have been operating in Sudan for over 20 years, proved important partners in this fluid and fragile context, both in their ability to reach remote locations, but also in their ability to shift between community-led recovery and emergency assistance as the changing situation dictated. The non-government organisation program also laid a foundation for the AusAID’s longer-term programming in South Sudan. AusAID’s support contributed to the following results⁵³ in Sudan and South Sudan in 2011:

- in Sudan, the International Committee of the Red Cross provided food assistance to 815 000 people, ensured 434 000 people had access to safe water, provided seed and tools to 134 000 people and vaccinated over

⁵¹ A cluster is a group of United Nations agencies, non-government organisations, government and other stakeholders with a designated lead, working in an area or sector of humanitarian response. Clusters are organised at both the field and global level. The cluster approach aims to strengthen overall response capacity as well as the effectiveness of the response across sectors in five key ways: sufficient global capacity, predictable leadership, partnerships, accountability, and strategic field-level coordination. Each of the 11 clusters (protection, camp coordination and management, water sanitation and hygiene, health, emergency shelter, nutrition, emergency telecommunications, logistics, education, food security and early recovery) is led by a designated agency.

⁵² Australian humanitarian assistance for the Horn of Africa in 2010–11 included \$3 million through the United Nations Common Humanitarian Fund for Somalia; \$4 million through the World Food Programme to help improve food security in semi-arid areas of Kenya; and \$3 million to the World Food Programme’s School Feeding Program in Kenya.

⁵³ The results are based on total assistance provided by humanitarian agencies as part of the international humanitarian response to Sudan and South Sudan. Australia’s funding contribution to these agencies is provided at Table 4.



1 million livestock to support pastoralists who depend on livestock for their livelihoods

- in South Sudan, the United Nations Children's Fund provided 15 000 people in guinea worm⁵⁴ endemic communities with access to safe water, and trained 152 people in water point management, community-led sanitation techniques and data collection

Australian non-government organisations have achieved the following early results in South Sudan (based on new funding provided in 2011):

- a total of 308 vulnerable returnee households – including 154 female-headed households and 12 households with a person with disability – were provided with cash grants, business training and start-up capital to meet basic needs and restart livelihood enterprises. Twenty-eight small businesses have been established including grocery shops, kiosks, restaurants, a grinding mill and butchery
- over 31 000 conflict-affected children and young people (20 500 boys and 10 500 girls) have been able to catch up on formal and non-formal education
- a total of 1200 beneficiaries, including 960 women, have been trained in improved agricultural practices.

AusAID continued to respond to other emergency, recurrent and protracted humanitarian situations in Africa, including through disaster risk reduction and mine action programs. Violence following Côte d'Ivoire's contested presidential elections in November 2010, led to the displacement of 750 000 people within the country, with an additional 130 000 fleeing to neighbouring countries, most notably Liberia. Over the same period the Democratic Republic of Congo remained one of the worst protracted crises in the world during 2011, with large-scale human rights violations, mass population displacement and persistent food insecurity. For a list of AusAID's humanitarian assistance beyond the Horn of Africa, see Table 4. Examples of the assistance AusAID provided include:

- in Côte d'Ivoire, the International Committee of the Red Cross provided over 110 000 people with food, 125 000 with household necessities, and 7.4 million with water sanitation and housing
- in Liberia, the United Nations High Commissioner for Refugees provided emergency protection and assistance to more than 180 000 refugees from Côte d'Ivoire who crossed the border to escape renewed conflict in their country
- in the Democratic Republic of Congo, the International Committee of the Red Cross helped nearly 500 000 people through livelihood-support initiatives, improved access to water and sanitation for 335 000 people, provided emergency food rations to 18 000 displaced people and provided nearly 115 000 people with essential household items

⁵⁴ South Sudan has the highest cases of guinea worm in the world, accounting for 98 per cent of total transmission. This painful and crippling disease is contracted when people consume contaminated water.

- in Uganda, the Danish Demining Group, in partnership with the Uganda Mine Action Centre, removed 21 antipersonnel mines, six anti-tank mines, 877 unexploded ordnance and 647 small arms ammunition in 399 villages.

Table 4: AusAID's humanitarian assistance to Africa

Country	Partner	Contribution	Amount (AUD, million)
Central African Republic	FAO	Food security and livelihoods support	1
Chad	UNMAS	Mine action	1
Congo, Dem. Rep	ICRC, CHF	Food aid, basic services, livelihood restoration, psychological support, human rights	6
Cote d'Ivoire	ICRC, IOM, UNICEF	Emergency camp management and supplies, basic services, civilian protection, schools rehabilitation	3.5
Ethiopia	UNDP	Mine action	1
Liberia	UNHCR	Ivoirian refugee support in Liberia	2
Somalia	UNICEF	Maternal and child health support	2
South Sudan / Sudan	ICRC, CHF, UNICEF ANGOs	Refugee and IDP support, basic services and livelihood restoration	19
Uganda	Danish Demining Group	Mine clearance	1.9
Regional	UNHCR	Responding to needs of over 670 000 refugees and internally displaced persons in West Africa	2
	GFDRR	Disaster risk reduction in Burkina Faso, Ghana, Senegal and Togo	1.5
	Handicap International	Assistance to mine victims in Uganda and DRC	2.3
	ECOWAS	Disaster risk reduction	2
Total			45.2
Total humanitarian assistance to Africa (including Horn of Africa)			130.4

Program quality

This section identifies key challenges facing the delivery of Australian aid in Africa. It is not a summary of every issue nor does it focus on specific challenges facing each of the activities funded by AusAID in Africa. Instead, the focus is on the higher-level strategic and management issues that affect delivery of significant parts of the program or the program as a whole. Each of the challenges in this section corresponds to management actions to improve the program in the [Management consequences](#) section on page 34.

Australia's aid to Sub-Saharan Africa is relevant and effective. Australian aid is delivered through activities that support the priorities of partner governments and regional organisations in Sub-Saharan Africa. This includes working with Comprehensive Africa Agriculture Development Programme-endorsed institutions in agriculture, supporting government-led sector approaches in maternal and child health in Ethiopia and in water sanitation and hygiene in Mozambique, Malawi and Zambia,



and aligning with lead donors in Zimbabwe as part of that country's transition from a short-term response to longer-term recovery. AusAID's humanitarian assistance in 2011 was on the whole timely, well-coordinated and focused on saving lives with some support for early recovery and building community resilience.

Almost all AusAID activities in Africa performed effectively during 2011.⁵⁵ While many activities were in the early stages of implementation, they are on-track to deliver expected results. Over 93 per cent of the Africa Program (with a value of \$759 million⁵⁶) was rated as acceptable to high quality.⁵⁷ However, not all activities performed as expected, and four initiatives (worth \$51 million) require improvement. The key issues during 2011 for many Africa Program initiatives were the lack of clear program objectives, uneven measurement of results and inadequate focus on the ways in which initiatives improve the lives of women and girls. These issues are discussed below in more detail and recommendations to address each issue are in the [Management consequences](#) section.

The program is more strategic but further work is required to define and measure results. While the revised strategy – recommended in the 2010 APPR – was postponed during 2011 pending the results of the [Independent Review of Aid Effectiveness](#), the program continued to develop strategic frameworks at the sector level. Two pilot delivery strategies that articulate how a number of AusAID activities will contribute to common objectives are being finalised, with one at the sector level (water sanitation and hygiene) and one at country level (Zimbabwe). The Africa Program also started planning for strategies in maternal and child health, food security and mining. AusAID will use these strategies to guide decisions on activities and partners for future funding. This will ensure stronger and better quality engagement on a smaller number of activities, thereby maximising impact. This is discussed further in [Management consequences](#).

While the Africa Program has done work to identify some high-level results and targets in line with the [Comprehensive Aid Policy Framework](#), it has not yet developed a comprehensive set of program results to measure performance. Further work is required when developing strategies to refine and formalise results at the Africa regional, country and sector level and develop robust performance assessment frameworks with milestones and indicators to assess progress annually against strategic objectives. To do this, a strong and detailed understanding of context will be critical if AusAID is to add value and effectively mitigate risks.

Linkages need to be strengthened across Australia's aid program. There is scope to strengthen communication and linkages between Australian aid activities in Africa. Sharing lessons and coordinating activities will allow Australia's aid program to maximise impact in focus sectors. This can be achieved in a number of ways, including increasing coordination across government of food security activities to ensure delivery of an integrated and recognisably Australian program in Africa,

⁵⁵ AusAID uses an internal assessment system to assess the relevance, effectiveness, efficiency and sustainability of all non-humanitarian programs worth \$3 million or more. This assessment of effectiveness refers to this internal rating system.

⁵⁶ This figure reflects total value of the respective programs over multiple years.

⁵⁷ Please see Annex C for ratings for individual Africa Program initiatives. AusAID annually assesses the performance of all non-humanitarian initiatives with a total value over the life of the initiative of \$3 million. This assessment is based on ratings (scored out of six, with six the maximum score) against six criteria – relevance, effectiveness, efficiency, monitoring and evaluation, sustainability and gender equality. In this APPR an initiative is judged to be of acceptable or high quality if it has received only one rating of 3 against any criterion and no rating of 2 or 1. The total value of the program is the total value over the entire lifetime of all current initiatives.



developing stronger relationships with Australian state governments to draw on their expertise in mining regulation and governance, and integrating AusAID's non-government organisation and Australia Awards programs into larger sector programs in water sanitation and hygiene, maternal and child health and food security. The Africa Program would also benefit from enhancing the way it shares lessons between its programs and with AusAID more broadly, including drawing on Zimbabwe's experience in addressing state fragility and using AusAID's thematic areas such food security and health, to integrate lessons learned from other AusAID programs. Finally, the Africa Program should take advantage of agency participation on multilateral partner boards and steering committees to influence policy in focus sectors in Africa.

Additional resources have improved program management and relationships. The 2010 APPR noted the Africa Program had inadequate human resources to manage the growing requirements. In 2011 AusAID increased resourcing for the program. While challenges remain in managing the broad geographic spread of the program from only five posts, increased resources have provided some space to undertake strategic planning – also a key management response of the 2010 APPR – which in turn will yield dividends as the program transitions to fewer, more strategic partnerships. Resources also enabled increased engagement with key partners on the ground, giving us the capacity to make more informed programming decisions and manage outcomes. AusAID is also focused on finding the right resources and not just more resources. For example, having a technical health specialist position in Ethiopia improved the quality of programs and capacity to engage with the Ethiopian Ministry of Health.

AusAID is using its own resources and donor harmonisation to expand its influence in Africa. While AusAID delivers most of its aid through partners, there are points at which AusAID is able to participate in driving policy and ensuring partners make the most effective use of Australian funds. Where AusAID has strategic focus, on the ground presence and strong partner relationships, it has been able to leverage limited resources to influence policy and deliver outcomes. In the Horn of Africa, AusAID influenced donor policy by advocating strongly for better donor coordination. In Zimbabwe, AusAID has used its in-country team to engage consistently with implementing donor partners and influence donor policy. Australia's aid program to Zimbabwe is a clear example of where knowledge, capacity, a specific country focus and larger funding envelope have allowed AusAID to play a lead role in a difficult environment and deliver results. When delivering programs in countries where Australia has no representation, opportunities to engage at this level are more limited, but through creation of clear engagement strategies and carefully chosen partnerships, AusAID will still be able to influence donor policy and deliver results.

Delivery through partnerships is challenging. More than most AusAID programs, in Africa almost all funding is delivered through existing partner activities. In Africa, we rely on our ability to influence partners to deliver on AusAID priorities. In an environment where Australia has not previously delivered large amounts of aid, we are also reliant on partner knowledge and expertise. While on the whole AusAID works well with these partners in Africa, there are a number of challenges, particularly where we are engaging in new partnerships. Negotiating for our priorities to be incorporated into a (sometimes pre-existing) program is time-consuming and it is always difficult to judge when and how hard to push partner alignment with



Australian aid objectives. There is also a heavy burden on staff to monitor delivery of programs and negotiate actions to improve off-track activities. Working through other donors, multilateral and non-government organisation partners means we rely on their monitoring systems to deliver the information we require to assess value for money and focus funding to achieve results.

Resources are constrained and tough choices will need to be made. While the program continues to grow, the human resource base is expected to stay the same in 2012–13. This will mean tough choices on where to focus limited resources. While working through partners can improve the efficiency of aid delivery, AusAID's limited geographic presence in Africa means staff need to juggle a number of partner relationships in different countries as well as meet other competing program management demands. As the program refines its strategic approach, decisions will need to be taken that scale back programs which no longer deliver on the government's aid effectiveness agenda and avoid under-resourcing critical roles, such as partner engagement in core sectors, analysis to inform evidence-based programming and mitigate risks, or monitoring to enable quality results reporting.

AusAID has made some progress on gender equality and ensuring that people with disability are included in the aid program, but these issues are still not given sufficient priority. There are some positive examples, described in the results section above, where programs are successfully integrating gender equality and disability. However, the Africa program as a whole lacks strategies on how to address gender equality or disability in particular contexts and many programs do not measure their impact on the lives of women or people with disability. There is also more scope to explore how gender equality is linked to higher level policy decision making, agricultural research, natural resource management and national government budget planning. Similarly, there is scope for disability issues to be considered in service delivery programs through the creation of social baselines and by addressing barriers to access, which are sometimes relatively straightforward to resolve. A key constraint affecting progress will be the limited number of specialists within the agency to meet program demands for support and the lack of time available to program managers to advocate with partners to integrate these issues into designs and monitoring and evaluation frameworks.

Multilateral performance assessment

AusAID delivers a significant proportion of its aid program to Africa through multilateral partners based on the expectation that these partners are more experienced and have the resources on the ground to deliver effective programs and reduce the management burden of programming across several different countries. The ability of partners to deliver on these expectations varies.

Experiences of partnerships with the World Bank vary. AusAID supports the World Bank's regional water and sanitation program as well as bilateral programs in Mozambique (WASIS), Tanzania (procurement of emergency obstetric equipment) and Kenya (supporting fiscal decentralisation). While the regional and Kenyan decentralisation programs have proven effective, some of the bilateral programs have been more challenging.



In Mozambique, the WASIS program faced significant delays, in part due to the inevitably complex institutional reforms that had to take place first, but also due to the program design. The program is managed and implemented by Mozambique, with oversight by the World Bank. While the bank could have provided better supervision by having stronger resourcing in-country to address slow progress, the bank is not the implementing agency and is limited in its ability to move the program faster than the government can implement it.

In Tanzania, implementation was seriously delayed due to poor organisation by the Tanzania Ministry of Health and insufficient oversight and control by the World Bank. The quality and timeliness of reporting on this activity was also poor. On the whole, while small achievements were gained in 2011 on bilateral programs (see page 8 and 12 above), managing the World Bank partnerships was resource-intensive. More generally, the ability of the World Bank to deliver reports that effectively integrate gender and disability is variable although more could be done to agree on AusAID's requirements up-front.

AusAID's partnership with the African Development Bank is developing.

Engagement with the African Development Bank in Malawi has been resource intensive. While the Malawi program has experienced some delays as a result of bank processes, they are predominantly attributed to the poor performance of the government-staffed Program Management Unit, which has responsibility for program implementation. More active engagement by the bank could have prevented some program delays. However, slow implementation is also likely due to the significant economic and political issues Malawi has been experiencing recently. The Malawian government's commitment to the program as a priority sector development activity has not been adequate to drive implementation in agreed timeframes.

The United Nations Children's Fund performed well as the lead water sanitation and hygiene partner in Zimbabwe. Using Australian funding to deliver a very effective response to the cholera crisis in 2008 and 2009, the United Nations Children's Fund continues to be a responsive partner as the program in Zimbabwe moves to longer-term support.

Humanitarian partners were effective under difficult circumstances. AusAID worked with a number of trusted multilateral partners in east, central and west Africa during 2011 (see [Annex D](#) for a list of AusAID's humanitarian multilateral partners and funding in 2011). On the whole, these partners maintained a high level of operational readiness, delivered assistance rapidly and acted flexibly in response to changing circumstances. However, AusAID continues to encourage all partners to improve quality and transparency of information, including strengthening situation assessments, providing regular updates and maintaining open communication with donors.

Management consequences

The purpose of the APPR is to assess the performance of the Africa Program over 2011 and make broad recommendations to improve the operation of the program. The recommendations are specific actions for improvement over 2012–13 and are ordered to correspond with, and to, challenges identified in the Program quality section.



1. ***The Africa Program will focus its strategic approach.*** In 2012–13, the Africa Program will lead the development of a revised regional strategy for Australian aid in Africa. The strategy will be completed by mid-2013 and will:
 - be underpinned by analysis identifying development priorities in Africa
 - articulate the Australian Government's investment in key development priorities
 - define expected outcomes and risks and ensure a strategic, selective and coherent program which informs where to focus limited resources over the longer term.
2. ***The Africa Program will have sector delivery strategies.*** These strategies will be developed for the mining, food security and maternal and child health sector programs and will:
 - define how Australia will provide aid in Africa in particular sectors over a period of four to five years
 - communicate Australia's intent in these sectors to partners in Africa
 - provide engagement strategies for each partner
 - establish performance measures for each program.
3. ***The Africa Program will improve monitoring and evaluation.*** The Africa Program will deliver on the Australian Government's commitment to improve measurement of aid results and the way these results are used to improve program management. To make the transition to results-based management, the Africa Program will:
 - undertake a stocktake of its monitoring and evaluation systems to assess the program's alignment with Comprehensive Aid Policy Framework objectives, the appropriateness of AusAID and partner indicators, use of performance information, resourcing and staff monitoring and evaluation capacity. The stocktake will inform priorities for strengthening monitoring and evaluation in 2013
 - develop performance assessment frameworks for each major sector program. Each framework will include a limited set of simple and measurable indicators to determine if the program is delivering expected results while avoiding excessive reporting requirements for implementing partners
 - undertake focused reviews of the following activities:
 - Australia Africa Community Engagement Scheme: review of the partner non-government organisation's monitoring and evaluation systems to identify areas that require strengthening and to support reporting and information sharing
 - Australia Awards: evaluation of outcomes from Australia Awards granted in the past 10 years (recently completed), a mid-term review of operational effectiveness and a gender review
 - AusAID-CSIRO partnerships: evaluation to assess progress against objectives and inform future directions for the program



- Australia-Africa Partnerships Facility: undertake separate reviews of the effectiveness of mining study tours, gender initiatives, operational performance and program relevance
- Hamlin Fistula Ethiopia: undertake a mid-term review of program performance
- South Sudan non-government organisation program: independent completion review
- Zimbabwe Food and Water Initiative: review non-government organisation performance and achievement of activity objectives
- develop a system to track actions identified in annual initiative and program level reports and plans⁵⁸ which will help hold the program accountable for improving performance. The Africa Program will also develop a plan to build staff capacity in monitoring and evaluation and results-based management.

4. *The Africa Program will strengthen linkages between programs and partners.*

The program will use the development of strategies at program and sector levels to:

- clarify the links between different regional and bilateral programs for each sector program to ensure relevant activities contribute to particular sector objectives in a coordinated way
- form strategy reference groups to bring key stakeholders together to develop and refine sector objectives and outcomes in Africa
- create implementation reference groups for each sector strategy to coordinate delivery by all relevant activities against sector objectives. The reference groups will include representatives from regional, bilateral, and cross-sectoral programs as well as agency water sanitation and hygiene specialists and other country programs
- communicate strategic priorities to key stakeholders, which will help inform and influence implementation and management, including through the Africa Program's regular non-government organisation consultations.

5. *The Africa Program will prioritise resources to manage expanding funding and sustain and strengthen relationships with partners.* The current level of resources is the minimum required to manage the program effectively and sustain benefits from deeper relationships with partners. As the program expands, the Africa Program will:

- develop resource plans based on sector delivery strategies that maximise benefits from key partnerships and mitigate risks
- assess the ability and improve the capability of program staff to manage and deliver effective aid in line with AusAID's workforce plan

⁵⁸ The Africa Program will use AusAID's annual Quality at Implementation and Annual Program Performance Reports, as well as branch plans to define and track implementation of recommended actions.



- conduct a mini health-check to assess resource allocation as well as other indicators of operational effectiveness.

6. *The Africa Program will prioritise gender as a cross-cutting issue and will:*

- integrate gender equality into the Africa regional strategy and sector delivery strategies
- ensure performance assessment frameworks include gendered targets and indicators and program staff report against these
- analyse how programs assess their contribution to improved gender equality and access through the monitoring and evaluation stocktake
- undertake gender analysis and use gender specialists to inform strategy, design and monitoring and evaluation work. During 2012 the Australia Awards program will use a gender advisor to improve the recruitment, management and reintegration of women scholars, the food security program will start a dialogue with AusAID's gender thematic group to identify actions to improve the program's response to gender inequality, and the Australia-Africa Partnerships Facility will develop a gender strategy
- review program performance in promoting gender equality. During 2012–13 the Australia Awards program and Australia-Africa Partnerships Facility will assess the way gender equality is addressed through each program.

7. *The Africa Program will strengthen understanding of how people with disability are included in and benefit from the aid program.* While the Africa Program is still at an early stage in delivering expanded opportunities to people with disability, it will:

- use the monitoring and evaluation stocktake to assess the strength of AusAID's system in measuring how programs benefit people with disability
- include measures of disability inclusive development in the sector performance assessment framework where relevant. This is particularly important for programs, such as water sanitation and hygiene, where people with disability are likely to enjoy notable benefits from inclusive development
- work with AusAID's Disability Policy Section to build the capacity of Africa Program staff to understand how to integrate disability inclusive development into programming.

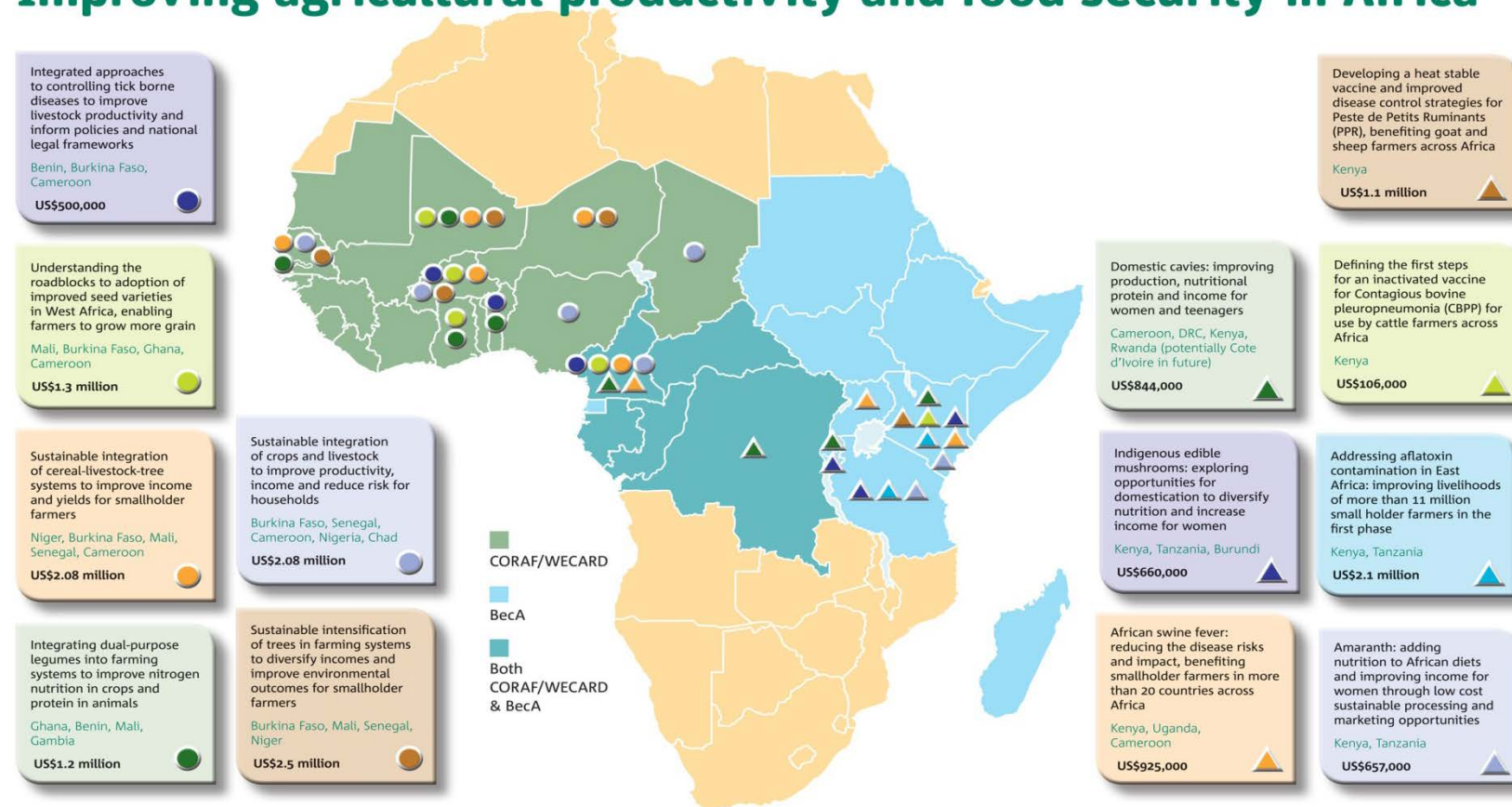


Annex A: Sub-Saharan Africa



Annex B: AusAID funded research projects through CSIRO partnerships with Africa research institutes

Improving agricultural productivity and food security in Africa



CSIRO are partnering with more than 30 research institutes and farming organisations across 15 countries in Africa.

Annex C: Quality at Implementation ratings for monitored activities, 2011

Name of initiative or activity	Total initiative value \$	Relevance	Effectiveness	Efficiency	Monitoring and evaluation	Sustainability	Gender equality
Australia Africa Community Engagement Scheme	\$83,471,225.15	5	5	4	5	5	6
Australia-Africa Community Grants Scheme	\$15,000,000.00	5	5	4	↓2	4	↓4
Zimbabwe – Civil Society Support	\$11,000,000.00	5	5	6	4	6	5
Australian Awards in Africa Program	\$316,138,816.76	5	↓4	4	4	4	↓3
Australia-Africa Partnerships Facility	\$125,000,000.00	↑5	↑5	↑5	↑4	↑4	↑4
Zimbabwe – Capacity Building	\$6,613,560.00	↑6	5	5	↓4	↑5	4
Zimbabwe Food Security – AECF Zimbabwe Window	\$35,362,527.17	6	4	↑5	4	↓5	4
Zimbabwe Food Security – Agricultural Recovery	\$21,410,776.00	↓5	5	5	↑6	5	↑5
Improving Agricultural Productivity in Africa (P1)	\$53,300,574.00	5	5	5	4	4	4
Prevention and Treatment of Fistula in Ethiopia	\$10,429,146.70	5	↓4	5	4	4	5
Africa Maternal and Child Health	\$4,200,000.00	↓4	3	↑3	↓2	3	4
Tanzania Maternal and Child Health	\$8,170,001.00	5	5	5	5	4	5
Africa-Australia Civil Society Wash Fund	\$10,000,000.00	↓5	5	3	↑6	4	4
Zimbabwe Water & Sanitation Rehabilitation	\$29,021,319.00	5	5	5	↑4	↑5	↑4
SWaSSA: Regional Water and Sanitation – AWF and WSP	\$18,150,000.00	5	↓4	4	3	4	↓3
Mozambique WASIS Project	\$17,250,000.00	↑6	↑4	↑4	↑4	↑4	↓3
SWaSSA Malawi	\$14,100,000.00	6	↑4	↑4	↓3	↓3	↓3
Regional Water and Sanitation – UNICEF & WSSCC	\$5,500,000.00	↑6	5	↓4	↑5	↑5	↓4
SWaSSA Zambia (GIZ Water Sector Reform)	\$4,000,000.00	6	5	5	5	4	4
Sudan Humanitarian Assistance	\$22,365,006.00	4	4	4	4	3	4

Definitions of rating scale:

Satisfactory (4, 5 and 6)

■ = 6 = Very high quality

■ = 5 = Good quality

■ = 4 = Adequate quality, needs some work

Less than satisfactory (1, 2 and 3)

■ = 3 = Less than adequate quality; needs significant work

■ = 2 = Poor quality; needs major work to improve

■ = 1 = Very poor quality; needs major overhaul

Note: The above ratings are provided for only aid activities with total funding approval of more than \$3 million. Arrows are used to represent an improvement or decline in ratings since 2010.

Source: Quality at Entry and Quality at Implementation Reports, 2011.

Annex D: 2011 humanitarian multilateral partners

Partner	Program contribution (AUD, million)	Countries of operation	Purpose
FAO	3	Somalia, Central Africa Republic	Community resilience to climate change and drought; improve food security, household incomes and monitoring systems
GFDRR	1.5	Burkina Faso, Ghana, Senegal and Togo	Disaster Risk Reduction
ICRC	13.25	Somalia, Sudan, Cote d'Ivoire, Democratic Republic of Congo (DRC)	Cote d'Ivoire: medical supplies, WASH facilities and civilian protection DRC: food assistance, livelihood support, medical care, psychological support for victims of sexual violence Somalia and Sudan: 2011 emergency appeals
IOM	0.5	Cote d'Ivoire	Emergency camp management, provision of food, water, medicine, non-food relief items, protection to IDPs
UNDP	1	Ethiopia	Ethiopia: mine action activities
Common Humanitarian Fund managed through UNDP/OCHA	11	DRC, Somalia, Sudan	High-priority humanitarian activities – DRC \$4 million, Somalia \$3 million and Sudan \$4 million
UNICEF	16.75	Cote d'Ivoire, Somalia, Sudan	Cote d'Ivoire: School Rehabilitation Program; nutritional, health and WASH assistance Somalia: life-saving maternal and child health and nutrition services Sudan: reduce child morbidity and mortality from WASH related diseases
UNHCR	19	Djibouti, Ethiopia, Kenya, Liberia, West Africa	Djibouti, Ethiopia and Kenya: respond to Somali refugees West Africa: 2011 West Africa Global Appeal Liberia: to support Ivoirian refugees in Liberia
UNMAS	1	Chad	Mine Action
World Food Programme	30.5 (program)	Benin, Ethiopia, Kenya, Somalia	Emergency food assistance to save lives, enhance food and nutrition security and build resilience to shocks
	51.7 (core ⁵⁹)	Cote d'Ivoire, Lesotho, Kenya, Mozambique, Niger, Somalia, Senegal, Swaziland, Zimbabwe	Multilateral Regular Contribution through the AusAID-WFP Strategic Partnership Agreement

⁵⁹ We have only included agency core contribution to the World Food Programme as it is the only agency at this stage that provides disaggregated data on where our core contribution is spent in Africa.

Annex E: Volunteers by country (2011–12), scholarships by country and sector (2011)

COUNTRY	TOTAL VOLUNTEERS	TOTAL AUSTRALIA AWARDS	TOTAL AUSTRALIA AWARDS BY SECTOR							
Country			Agriculture	Mining	Health	Education	Environment	Governance	Water & sanitation	Other
Algeria		6		4				2		
Angola		2	1	1						
Botswana	9	25	3	5	9		2	6		
Burkina Faso		3		1				2		
Burundi		7					1	6		
Cameroon		5	1	3	1					
Cape Verde		4						4		
Comoros		2				1		1		
Djibouti		1						1		
Ethiopia	6	18	3	4		3		8		
Gabon		3		3						
Gambia		7	1	1	3		2			
Ghana	29	20	5	5	2	2	3	2		1
Kenya	50	41	12	3	2	4	14	5	1	
Lesotho	6	10	2			2		6		
Liberia		17		8	3	1		3	2	
Malawi	12	21	1	7	3	2		4		4
Mali		11		11						
Mauritius		15			1	2		11		1
Morocco		3		3						

COUNTRY	TOTAL VOLUNTEERS	TOTAL AUSTRALIA AWARDS	TOTAL AUSTRALIA AWARDS BY SECTOR							
			Humanitarian	Environment	Peace & Governance	Health	Education	Gender	Other	Unallocated
Mozambique		27	5	9	3		2	4	2	2
Namibia	8	10		5	1		1	3		
Niger		3		3						
Nigeria		30	4	5	3	1	1	14	1	1
Republic of Congo		1		1						
Rwanda		21	2	1	2	1	1	12	2	
Sao Tome & Principe		1						1		
Seychelles		11			1	1		8		1
Senegal		4	1	3						
Sierra Leone		11	1	1	4			5		
South Africa	17	20	3	4	5	4		4		
Swaziland	15	11			1	6		4		
Tanzania	5	32	4	5	9	2	4	4	4	
Togo		6		3		3				
Uganda	8	28	4	6	12		2	4		
Zambia		28	3	1	10	2	2	8	1	1
Total	165	465	56	106	75	37	35	132	13	11

Annex F: Humanitarian partner acronyms

Acronym	Organisation
FAO	Food and Agriculture Organization of the United Nations
UNMAS	United Nations Mine Action Service
ICRC	International Committee of the Red Cross
CHF	United Nations Common Humanitarian Fund
IOM	International Organization for Migration
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
ANGOs	Australian non-government organisations
GFDRR	Global Facility for Disaster Reduction and Recovery
ECOWAS	Economic Community Of West African States