Sub-Saharan Africa Development Cooperation Report 2010

August 2011

Contents

This report summarises Australia's contribution to development in Sub-Saharan Africa during the 2010 calendar year through the Australian Agency for International Development (AusAID) Africa Program.[1] AusAID's program in Sub-Saharan Africa doubled from $106.2 million in 2009 to more than $215 million in 2010 in line with the Australian Government's commitment to expand development partnerships in Africa. In 2010 Australian development assistance to Sub-Saharan Africa focused on promoting food security, providing access to water and sanitation and supporting maternal and child health. Objectives in these priority areas are discussed in AusAID's strategy for Africa, 'Looking West: Australia's Strategic Approach to Aid in Africa'. The strategy and reports on the performance of the Africa Program for previous years are available on the AusAID website.

Context

Sub-Saharan Africa comprises 47 diverse countries (see map at Annex A), each with a unique experience of colonialism and development and varied endowments of human and natural resources. Australia's engagement with Africa expanded further in 2010, informed by Australia's interests in the stability, security and economic potential of the region.

Africa is showing promising signs of stability. The last decade has seen long-standing conflicts conclude, constitutional democracies take root and, in spite of the global financial crisis, economic growth accelerate — 6 of the 10 fastest growing economies over the last decade were African.[2] Australian trade with Africa expanded at an annual average of 6.1 per cent per year over the last decade to $5.8 billion in 2009–10, including more than 240 Australian mining and resource companies investing more than $20 billion in 42 countries. Australia's experience and expertise in the mining sector is recognised in Africa with a significant increase in the number of African governments requesting Australia's assistance in 2010 to help them develop sustainable extractive sectors.

Political engagement also expanded in 2010. Australia signed a memorandum of understanding with the African Union Commission covering trade, investment, peace and security, agriculture, food security and climate change. Australian and African officials increased the number of high-level visits to Africa and Australia respectively and Australia strengthened its diplomatic presence in Africa, increasing the number of Australian-based staff across Posts in Africa and opening a new diplomatic mission in Addis Ababa.

Development cooperation is a critical part of Australia's increased engagement with Africa. Despite macroeconomic progress over the last decade, parts of Africa remain extremely poor— 33 of the world's 48 least developed countries are in Africa. Inequality within strong economic performers and middle income African countries also remains an intractable challenge. In response, and as part of its commitment to increasing total overseas development assistance[3] (ODA), Australia doubled its aid to Africa from $106.2 million in 2009 to an estimated $215.3 million in 2010. Importantly, this expansion comes at a time when many traditional donor programs are failing to meet agreed targets for aid to Africa due to domestic financial and political pressure.

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[1] This report covers Australia's contribution to Sub-Saharan Africa. Australia's contribution to North Africa is covered under the Middle East and North Africa Development Cooperation Report.

[2] These countries are Angola, Chad, Ethiopia, Mozambique, Nigeria and Rwanda.

[3] The Australian Government is committed to increasing ODA to 0.5 per cent of gross national income by 2015–16 and to increasing the gross national income share going to least developed countries to 0.15 per cent.

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While Australia's aid program to Africa is expanding, Australian ODA flows to Africa remain relatively small. In 2010 Australia provided four per cent of its total ODA (which is primarily focused on Asia-Pacific) to Africa, which is less than one-third of one per cent of ODA flows to Africa. Australia is also only one of a range of donors increasing aid to Africa. China's aid program is expanding rapidly with an estimated $2.5 billion in 2009 and Brazil contributed US$30 million in direct aid in 2010 and nearly $4 billion in concessional loans.

To maximise impact from its relatively small contribution, Australia's aid program to Africa is focused on areas where progress towards achieving the Millennium Development Goals (MDGs) is most off-track, where Australia has strengths and experience and where opportunities exist for Australia to make a real difference and achieve real results. AusAID's focus in 2010 remained on improving food security, access to water and sanitation and maternal and child health. Australia complemented these programs through delivery of technical training and scholarships across Africa. These human resource development programs focused on Australia's three priority sectors as well as on mining governance and public policy issues including trade policy, public sector reform and public financial management—areas of significant demand for Australian assistance. Finally, AusAID remained responsive to major disasters and provided significant humanitarian support.

In addition to these priorities, Australia has a stated commitment to improving gender equality and ensuring people with disability are included and supported through Australian aid activities. The most vulnerable people in Africa face substantial barriers to participation in the economic and social benefits of development. While these barriers are generally not addressed adequately by governments and donors[4], AusAID's Africa Program requires the integration of gender equality and the rights of people with disability into all of its programs.

In 2010 there continued to be great need in Australia's priority sectors and continued vulnerability to acute crisis and political instability in some African countries. Critical challenges during the year included:

> **Food insecurity**. Africa as a whole remains the world's most food-insecure region with 40 out of 43 Sub-Saharan African countries having hunger levels ranging from serious to extremely alarming.[5] Low up-take of agricultural research, poor soil and water management, lack of agricultural inputs, such as seeds and poor infrastructure, contribute to inadequate access to food. These problems were exacerbated by substantially increased food prices in 2010. Poor Africans, who already spend 60 to 80 per cent of their income on food, have little social protection. Insecurity is a particular issue for women, who assume the burden of family-care and who are responsible for 60 to 70 per cent of Africa's food production. The African Union is taking the lead on food security issues through the Comprehensive Africa Agriculture Development Programme which encourages African countries to spend at least 10 per cent of their national budgets on agriculture to address these problems. In all eight countries where spending is at the 10 per cent target, hunger levels have fallen. With climate change threatening long-term food security for a growing

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[4] Data reliability on people living with disability is poor. The most recent evidence suggests, however, that health was the only sector in which African people with disability had more than 50 per cent of their reported needs met, with large gaps in provision of welfare, education, vocational training and counselling (World Health Organization and World Bank, World Report on Disability, 2011, pp. 41).

[5] These figures are from the International Food Policy Research Institute 2010 Global Hunger Index scores : <http://www.ifpri.org/publication/2010-global-hunger-index>. Of the 47 countries in Sub-Saharan Africa, four countries had no data and were therefore not counted. Of the 40 counted, four have 'extremely alarming', 18 have 'alarming' and 18 have 'serious' hunger levels.

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population, further spending is vital. Australia is supporting the African Union's efforts through programs which are fully integrated into the Comprehensive Africa Agriculture Development Programme framework.

> **Poor access to water and sanitation**. Southern Africa faces water stress, with 75 million to 250 million people likely to be exposed to water shortages by 2020. The region also faces service delivery challenges, with almost one third of southern Africa's residents without access to an improved drinking water source[6] and more than one fifth defecating in the open. This situation is acute for southern Africa's small towns, with those in Malawi and Mozambique—the focus for AusAID's water and sanitation program—particularly under-serviced. On an individual level, lack of access to basic services is a major barrier to keeping girls in school and to easing the burden of care for women with families. In meeting these challenges Australian water and sanitation funding is focused on delivering services to secondary towns, creating structures for trans-boundary water management and delivering 30 per cent of funding to under-funded sanitation service delivery.

> **Poor maternal and child health**. Australia's focus countries—Ethiopia, Sudan and Tanzania[7]—have some of the worst maternal and child health indicators in the world. Despite this there are promising opportunities to achieve results and address this need. Southern Sudan has among the world's worst maternal mortality indicators[8] and donors have a unique opportunity in this new state to support the development of a strong health sector. Tanzania has among the highest maternal mortality rates in east Africa[9], but has well-established and effective potential partners. And while Ethiopia remains off-track to achieve the MDG targets, it has made great strides in reducing maternal mortality through strong government leadership. There remains an urgent need to focus attention on maternal care and child health in Africa, specifically on critically neglected subsectors such as maternal mortality and family planning.

> **Vulnerability to acute humanitarian crises.** In 2010 Africa faced a multitude of complex disasters, some induced by natural conditions, but all exacerbated by conflict, poverty and limited state capacity to respond. Political violence in Côte d'Ivoire, social trauma and mass rapes in the Democratic Republic of the Congo, drought in Niger and violence in Darfur resulted in mass displacement and hunger. But there were also positive trends during 2010, with ongoing peace in Liberia, Sierra Leone and northern Uganda, the first signs of economic recovery in Zimbabwe and persistent African voices calling for political accountability. Australia's contributions responded to these crises and supported fragile advances in improving bonds between African citizens and their governments.

The Australian aid program expanded rapidly in 2010, including into new countries where AusAID has had no previous engagement. Therefore, while the development problems facing the Australian aid program are substantial, so too are the challenges involved in establishing new relationships with governments and other partners across 47 Sub-Saharan countries with very diverse experiences of development. Delivering real development results demands more

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[6] 'Improved water sources' include household connections, public standpipes, boreholes, protected dug wells, protected springs, and rainwater collections.

[7] This report covers the 2010 calendar year. While Australia recognises that South Sudan achieved independence in July 2011, it continues to refer to Sudan as a country and southern Sudan as a region for the period covered in this report.

[8] 2054 maternal deaths per 100 000 live births, compared to 640 for Sub-Saharan Africa and 8.4 for Australia.

[9] 790 maternal deaths per 100 000 live births

than increased funding. It requires AusAID to develop strong bonds with African institutions with which Australia has had limited previous contact and which themselves often have limited ability to influence development. As a relatively new donor, AusAID has worked hard to deliver results in this very difficult environment.

Program objectives

The Australian aid program to Africa has three objectives, outlined in Table 1.

Under Objective 1, Australia contributed to achieving the following MDGs in the following regions:

> MDG 1—eradicating extreme poverty and hunger in west, central, east and southern Africa

> MDG 7—increasing sustainable access to safe water and basic sanitation in southern Africa

> MDG 4 and 5—improving maternal health and reducing child mortality in east Africa.

Through this regional and sectoral focus Australia will achieve more sustainable development impacts and develop stronger relationships with key Africa partners.

Under Objective 2, Australia supported human resource development within African governments, civil society organisations and private sector partners through the Australia Africa Partnerships Facility (AAPF) and the Australia Awards for Africa Program. These programs provided scholarships and other training to African individuals and equipped them with the skills required to contribute to development.

Under Objective 3, Australia provided regular and rapid commitments to humanitarian responses in Africa as well as strengthening longer-term resilience against disasters. Australia also contributed to long-term growth and stability by helping to restore rural markets in Zimbabwe and increasing funding for improved mining governance and resource management across Africa.

In addition to the programs and results described in this report, AusAID provided core contributions to several United Nations (UN) and multilateral organisations with large development programs in Africa. In 2010 these included the Extractive Industries Transparency Initiative, the Global Alliance for Vaccination and Immunisation and the Education for All Fast-Track Initiative. Results from this funding are not described in this report. From 2011 AusAID will report separately on multilateral core contributions based on a comprehensive assessment of multilateral partner effectiveness.

Expenditure

The Australian aid program expanded from $106.2 million in more than 30 countries in 2009 to $215.3 million in more than 40 countries in 2010. Table 1 shows a breakdown of expenditure against the Africa Program's objectives.

Table 1: Breakdown of 2010 expenditure against Africa Program objectives

Africa Program objective	$ million	% of bilateral program
Objective 1: to help selected African countries progress MDGs in areas where Australia has particular strengths, where progress is seriously off-track and where strong frameworks exist for achieving effective results.	124.1	58

Africa Program objective	$ million	% of bilateral program
Objective 2: to help build the human resources capacity of African countries, particularly in areas and ways where Australia has recognised strengths and expertise.	45.5	21
Objective 3: to help African countries manage and respond to major threats to development and to take advantage of broader economic opportunities.	42.9	20

Note: Food security programs (including humanitarian food relief) are included under Objective 1. Objective 2 includes Australia Awards and partnerships programs. Objective 3 includes non-food humanitarian relief and economic recovery and management programs.

Source: AusAID program financial data.

Progress against objectives

Through focused and responsive programs Australia delivered results and deepened Australia's relationships in Africa in 2010. Most programs delivered planned results during the year. These results were the product of strong relationships and delivery of funding through community organisations, Australian non-government organisations (NGOs), multilateral and regional organisations and African governments. Results achieved are discussed below under each of the objectives defined in AusAID's Africa Program Strategy.

Given Australia is a new donor in many parts of Africa, 2010 focused on achieving early results and establishing the foundations for an effective program in future years. These foundations included expanding Australia's presence across Africa, developing new programs and building the relationships required to deliver real and sustainable results.

Ratings against each of the Africa Program's objectives are in Table 2. These ratings were determined based on assessment of specific program achievements in 2010 and the likelihood that all objectives will be fully achieved over the life of the current strategy, which runs to 2015. Discussion of results against each objective is found under each objective heading below.

Table 2: Ratings of the progress towards Africa Program objectives

Objective	Rating in 2010	Relative to previous rating
Objective 1: to help selected African countries progress MDGs in areas where Australia has particular strengths, where progress is seriously off-track and where strong frameworks exist for achieving effective results.	🟧	Unchanged
Objective 2: to help build the human resources capacity of African countries, particularly in areas and ways where Australia has recognised strengths and expertise.	🟩	Unchanged
Objective 3: to help African countries manage and respond to major threats to development and to take advantage of broader economic opportunities.	🟧	Declined

Note:

🟩 The objective will be fully achieved within the timeframe of the strategy.

🟧 The objective will be partly achieved within the timeframe of the strategy.

🟥 The objective is unlikely to be achieved within the timeframe of the strategy.

Objective 1: to help selected African countries achieve the MDGs in areas where Australia has particular strengths, where progress is seriously off-track and where strong frameworks exist for achieving effective results

Rating

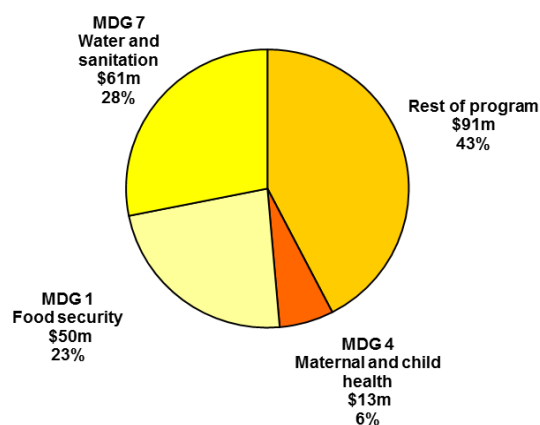🟧 The objective will be partly achieved within the timeframe of the strategy.

Figure 1: Sector programs as % of Africa program funding

AusAID's performance against Objective 1 in 2010 will be partly achieved within the timeframe of the strategy (unchanged since 2009). This orange rating is awarded based on the complexities and uncertainties in assessing the program against this broad objective and the magnitude of the development challenges facing Australia's African partners. Based on these challenges and progress by the AusAID program towards addressing them, it is uncertain the objective will be fully achieved during the timeframe of the Africa strategy. The discussion under objective 1 is divided into the three major sectors funded by AusAID—food security, water and sanitation and maternal and child health. Figure 1 provides a breakdown of spending in 2010 against each sector as a proportion of total Africa Program spending.

Food security: In 2010 Australia's response to improving food security was multi-dimensional. Australia provided immediate food relief in response to humanitarian crises, helped improve the long-term resilience of communities, facilitated market recovery in Zimbabwe and supported research and development for long-term improvements in agricultural productivity. Delivery of this holistic approach relied on a wide range of partnerships, including with the World Food Programme (WFP), Australian and African research institutes, the United Kingdom's Department for International Development (DfID), Australian NGOs and their local partners. The broad direction of funding for food security programs is in Figure 2.
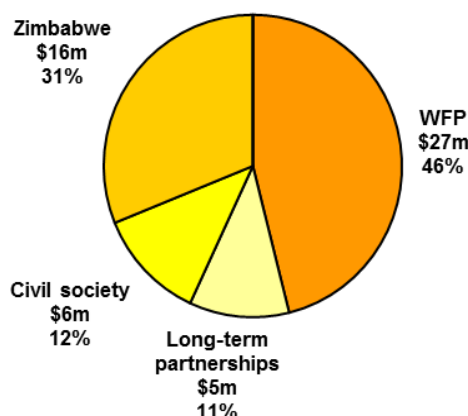
Figure 2: Food security funding by partner

The program is in its early stages, with much still to be developed, but initial results are encouraging.

AusAID supported WFP activities which ranged from immediate food relief to longer-term livelihood activities in vulnerable communities across Africa.

Table 3 lists Australian assistance to the WFP in 2010.

Australia's support for WFP contributed to a number of notable results in 2010, including:

> Reducing the number of food insecure Ethiopians from 5.2 to 3.2 million. AusAID contributed $5 million to support chronically food-insecure communities to participate in land rehabilitation and income-generating activities.

> Feeding 670 500 pre-primary and primary school children in arid areas of Kenya and in Nairobi slums. AusAID also contributed $5.5 million to help WFP move from relief aid to food-for-assets and seasonal-cash-for-assets programs in Kenya.

> Providing more than 6 million Nigeriens with food assistance and 2 million children with nutritional supplements during the 2010 drought. Despite receiving little international attention, AusAID contributed $1.5 million to Niger's 'hidden crisis'.

Table 3: Australian 2010 contribution to the World Food Programme

Country	Contribution	Amount ($ million)
Benin	Food aid following September 2010 flood	0.5
Chad	Essential food aid to civilians displaced by conflict in the region	1
Congo, Dem. Rep.	Food aid, mother and child nutrition programs, rehabilitation of rural infrastructure and capacity building for women	1.5
Ethiopia	Support for chronically food insecure	5
Kenya	School feeding program and food aid to semi-arid areas and Nairobi slums	5.5
Niger	Food aid following drought and child nutrition programs	10.5
Sudan	Emergency and food for recovery programs in southern Sudan and Darfur	5
Uganda	Productive assets program to address underlying causes of food insecurity	1
Zimbabwe	Food aid supporting economic recovery	6
	Total	36

AusAID's Zimbabwe Program contributed to Zimbabwe moving from humanitarian relief to medium-term recovery, and an overall reduction in the number of food insecure Zimbabweans from 7 million to 2 million between 2009 and 2010. AusAID's approach in Zimbabwe maintains a delicate balance between providing food relief for large numbers of vulnerable people when it is required, and supporting tentative efforts to expand commercial production and restore rural markets. This support is, by necessity, strategic and reliant on delivery by strong partners. Given the fragility of Zimbabwe's recovery, the results are contingent on

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durable political stability and further economic stabilisation. In 2010 Australia supported partners that achieved the following results:

> Early revival in rural markets, stronger links between the private sector and smallholders and better services for poor farmers: the Africa Enterprise Challenge Fund (Zimbabwe Window) enabled 10 Zimbabwean companies to develop profitable projects that benefited poor Zimbabwean farmers through improved market access, transport of agricultural goods to market and availability of agricultural inputs (such as seeds and fertiliser).

> Improved food security and livelihood opportunities for vulnerable Zimbabweans: in 2010 DfID provided assistance to at least two million Zimbabweans, including the chronically ill and socially vulnerable, to tackle poverty and protect themselves from further crises through the Protracted Relief Programme. This assistance included providing agricultural inputs to 244 000 farmers (a quarter of all communal farmers) and conservation training to more than 113 658 farmers to maintain soil and water resources.

> Revitalised rural markets and local economies: research commissioned by AusAID contributed to all major donors changing their approach from direct supply of agricultural inputs to farmers to a market-based voucher system. An in-depth study found this change resulted in a significant revitalisation of the local economy.

AusAID's long-running partnerships with Australian NGOs have delivered significant results over the years. End-of-program evaluations showed that AusAID support for Australian NGOs from 2006 to 2010 resulted in more than 15 500 households in Kenya, Malawi, Zambia and Zimbabwe enjoying improved food security through increased crop and livestock diversity and established links with agricultural markets. Household food reserves increased from 6 to 10 months in target communities in Malawi, 3 to 6 months in Kenya and 6 to 11 months in Zimbabwe. In drought-affected Niger, support to two Australian NGOs improved the health and nutrition of children under five and improved the capacity of the most vulnerable communities to address their essential food needs.

NGO activities also expanded the income sources available to poor households. In Malawi, for example, women improved their asset base through seed banks and village savings and lending schemes. In Kenya people living with HIV/AIDS received training on savings, loans and income generating opportunities—62 per cent of trainees reported improvements in social and economic status as well as their ability to meet priority needs such as school-related costs, food and clothing. In Zimbabwe the promotion of small livestock increased household incomes and enabled vulnerable groups to own saleable assets.

A range of research partnerships were also established during 2010 that will provide a solid base for improved agricultural productivity. Australia's Commonwealth Scientific and Industrial Research Organisation established formal relationships with two major African research bodies: the West and Central African Council for Agricultural Research and the Development and Biosciences Eastern and Central Africa. These relationships combine local knowledge with Australia's scientific experience and leadership in dry-land agriculture and aim to improve African food productivity in the long-term. Much of AusAID's attention in 2010 was devoted to research partnership development, priority setting and research project selection. Through a number of stakeholder workshops across west and east Africa, 11 research projects were identified with a focus on mixed crop-livestock systems and animal health in west Africa and livestock diseases and improved food and nutrition in east Africa.

Water and sanitation: In 2010 AusAID focused its water and sanitation assistance on programs in southern Africa. AusAID channelled funding through NGOs and multilateral

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organisations to deliver results at community, country and regional levels. Funding for water and sanitation programming in 2010 by partner type is in Figure 3.
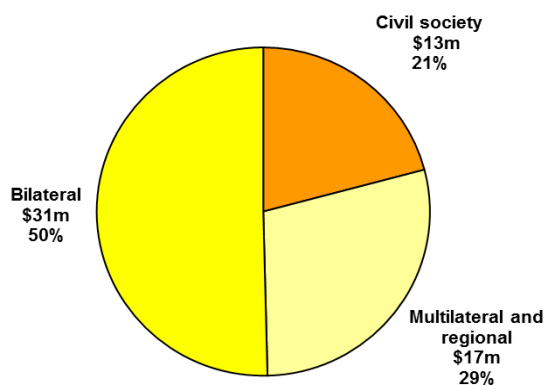

Figure 3: Water, sanitation and hygiene (WASH) funding by partner type

The clearest development results for 2010 were apparent in Zimbabwe. Funding in Zimbabwe focused on urgent measures to prevent a recurrence of the acute cholera epidemic which afflicted the country in 2008 and 2009. Since 2009 Australia has contributed $19 million (of a total of $28 million in donor support) to the United Nations Children's Fund-led effort to reduce the number of cases of waterborne disease in Zimbabwe through the supply of essential water treatment chemicals and emergency rehabilitation of water and sanitation systems. The program was highly effective. The incidence of cholera fell from 98 000 cases and 4200 deaths in 2008–09 to 1000 cases and 20 deaths in 2010.

AusAID programs in Malawi and Mozambique are still in the early stages of implementation. In line with aid effectiveness principles[10], AusAID's programs in these countries work through government systems. As such, AusAID-funded programs have been structured to focus initially on building relationships, improving understanding of partner government management teams and developing reforms to strengthen the institutions responsible for delivering services.

In 2010 contracts were finalised with World Bank and African Development Bank (AfDB) as key partners in Mozambique and Malawi respectively. In Malawi training was provided to staff in the Ministry of Irrigation and Water Development on procurement and financial management, and AusAID encouraged the Government of Malawi and AfDB to fast-track procurement of infrastructure—consultants were hired for this in2010. In Mozambique, AusAID provided direct technical support to the tendering process for infrastructure contracts. One key success of AusAID's support to Mozambique was initiating the decentralisation of asset management and regulation to secondary cities and towns. Decentralised management of water management is essential to the long-term sustainability of services by allowing communities to manage their own municipal services.

AusAID's relationships with NGOs give the Agency access to local partners delivering community-level WASH programs. In 2010 AusAID funded Australian NGOs to work with local churches and community-based organisations to improve access to safe WASH in vulnerable communities in Kenya, Malawi, Mozambique, South Africa, Zambia and Zimbabwe. More than 13 000 households achieved national standards for access to safe water and more than 11 000 households now have access to improved toilet and hand-washing facilities.

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10 As articulated in the Paris Declaration on Aid Effectiveness and Accra Agenda for Action which are founded on five core principles of ownership, alignment, harmonisation, results and mutual accountability. For more information: <http://www.oecd.org/document/18/0,3746,en_2649_3236398_35401554_1_1_1_1,00.html>.

AusAID's contribution to multilateral and regional programs enabled Australia to extend its support for access to safe water and basic sanitation across southern Africa. Australia contributed to the World Bank's Water and Sanitation Program, the African Water Facility, the German technical assistance agency's Southern Africa Trans-boundary Water Management Facility (TWMF), UNICEF's WASH programs and the UN's Water Supply and Sanitation Collaborative Council. Key partner results included the following:

> Through the World Bank's Water and Sanitation Program, 4 million fewer people defecated in the open between 2008 and 2010 in Ethiopia's Amhara State; more than 160 000 additional people now have access to water services through public – private partnerships in Rwanda; and 94 000 Tanzanian women and children and 2.7 million Senegalese were educated on improved hygiene practices.

> Through the African Water Facility, 22 million euros was mobilised for investments in the Central African Republic; 14 000 urban poor accessed water and sanitation in Kampala, Uganda; and targeted communities in rural Uganda now have improved rainwater harvesting systems.

> Through TWMF, AusAID contributed to improved capacity and management of scarce trans-boundary water resources in southern Africa. A 2010 evaluation of TWMF concluded their work resulted in a regional peace dividend, with river-basin organisations actively collaborating across national boundaries and through regional institutions.[11]

> Through UNICEF, AusAID contributed to WASH policy research across Africa, including delivery of a regional evaluation of community-led total sanitation programming in west and central Africa; an assessment of shock chlorination for cholera control in Sierra Leone; and a capacity review of the Zambian WASH sector.

Maternal and child health: In 2010 AusAID's maternal and child health assistance focused on Ethiopia, southern Sudan and Tanzania with a particular focus on maternal mortality. The program was a mix of established initiatives and small activities designed to achieve early results before the more substantial $140 million Australia – Africa Maternal and Child Health Initiative—announced by Australia's Foreign Minister at the United Nations in September 2010—is put in place. Australia channelled most of its support in 2010 through partners with strong in-country relationships, including the Hamlin Fistula Foundation, DfID, United Nations Populations Fund (UNFPA) and the World Bank. Figure 4 provides a breakdown of funding against each of these partners.

Small activities included $2 million to UNFPA to provide a 'surge capacity' of 18 midwives in southern Sudan, as part of a larger program to provide 150 midwives, and a further $2 million to a World Bank and Swiss Development Cooperation Agency project to provide emergency obstetric care equipment in Tanzania. AusAID's support covered the purchase of critical lifesaving equipment for 100 hospitals (out of 219) and 200 health centres (out of 481). The results from these activities will not be seen until 2011, as the procurement of emergency obstetric and neonatal equipment was delayed in Tanzania, and UNFPA could not mobilise any midwives in South Sudan until February 2011[12] mainly due to the security risks associated with the lead-up to the independence referendum.

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[11] The TWMF commenced in 2005 and runs to 2015. Australia only started contributing in 2010 however the relationship appears to be very promising at this stage based on the German technical assistance agency's valuable partnerships with local and regional organisations, understanding of trans-boundary approaches and responsiveness to Australia's strategic objectives.

[12] Eight midwives were identified in 2010, however they were not mobilised until February 2011.

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World Bank
$2m
15%

Hamlin
$1m
8%

UNFPA
$2m
15%

Civil society
$2m
17%

Children and AIDS Regional Initiative
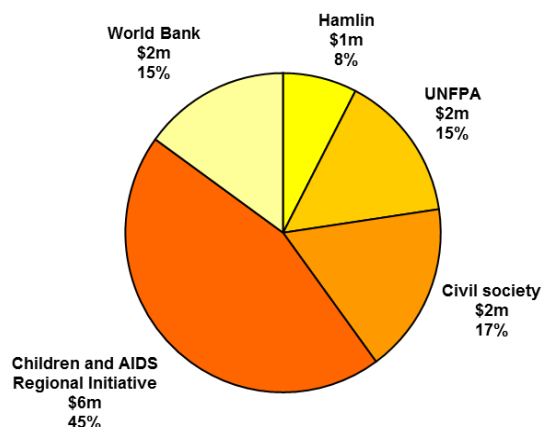$6m
45%

Figure 4: Maternal and child health funding by partner

Australia's ongoing support to the established Hamlin Fistula Foundation and Hospital continued to provide tangible results. Australia provided $1 million in 2010 as part of a three-year program (2009–11) to support Hamlin's efforts to prevent obstetric fistula by training more midwives and expanding services across rural Ethiopia. Australia's contribution helped Hamlin expand its Midwifery College, fund an Australian volunteer midwife educator, complete a fifth rural clinic, deploy the first 11 midwife graduates to rural clinics and provide free fistula surgery to 2546 women.

AusAID continued to contribute to the successful UNICEF Children and AIDS Regional Initiative (CARI), which finished in 2010. CARI achieved strong results. The number of vulnerable children able to access health, education and social-protection services rose substantially in Malawi, Mozambique and Tanzania and national policy, planning, monitoring and coordination of social-welfare services was significantly strengthened. Key results from the program included:

> Establishing free birth registration legislation and systems in Malawi and Mozambique, resulting in registration of an estimated 6.7 million children in Mozambique and establishing their legal existence for the first time—an important step in protecting children's rights and increasing their access to basic services such as education.

> Successfully piloting innovative models for government child protection services. Cash transfer schemes in Malawi, Mozambique and Tanzania increased access to government services resulting in increased enrolments at school.

> Stronger social welfare sectors. By 2010 all program countries had developed national plans for vulnerable children. There was a measurable and significant increase in the allocation of government funds to CARI-supported activities.

> Stronger family and community-based responses to vulnerable children and increased referrals to public service systems. This resulted in an increased number of vulnerable children accessing cash transfers, health care, schooling and counselling.

AusAID maintained strong support to Australian NGOs and their networks of local partners to assist people and communities affected by HIV/AIDS. In target communities in Kenya, Uganda and Zambia the program delivered strong results with a 62 per cent increase in the number of children who reported improved psychological wellbeing and feelings of confidence and security, a 28 per cent increase in the number of children who reported having basic supplies of mattress, blanket, shoes and spare clothes as well as an increase in school attendance and corresponding decrease in school drop-out rates. The level of illiteracy among children halved to 9.2 per cent.

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Objective 2: to help build the human resources capacity of African countries, particularly in areas and ways where Australia has recognised strengths and expertise.

Rating

The objective will be fully achieved within the timeframe of the strategy.

AusAID's performance against Objective 2 during 2010 will be fully achieved within the timeframe of the strategy (the same rating as awarded in 2009). Through the Awards, Partnerships and Volunteer programs Australia is undoubtedly building human resource capacity within African partner countries. Australia will achieve this within the timeframe of the strategy.

While Australia provides development assistance in the specific sectors described under Objective 1, the aid program also focuses on providing broader, demand-led assistance that is responsive to the needs of partners across Africa. There has been strong demand from partner governments for support in areas where Australia has demonstrated expertise, in particular in dry-land agriculture and mining governance.

Two key mechanisms provide African partners with human resource development opportunities. The first, the Australia Awards for Africa Program, is part of Australia's long-running scholarships program and provides funding for Masters level study as well as short professional development awards in areas of need defined by African partners. The second, the AAPF, provides technical assistance and training mainly in mining regulation and governance, food security and public policy. As with the awards program, the AAPF responds to needs stated by African partners. Many traditional donors in Africa are cutting back on small-scale capacity development and scholarship programs and, while 'new' donors such as China are filling the gap, Australia awards retain a reputation for quality. There is considerable demand for a limited pool of quality scholarships and Australia continues to attract high-quality candidates.

Critically, in a context in which the Australian Government is committed to expanding relationships on the continent, the AAPF and Australia awards provide a versatile vehicle through which to demonstrate commitment to a large number of African partners. Both programs launched new three-year phases in 2010 with the explicit objective of contributing to African development as well as establishing effective working relationships with African partners. As part of this the Australian Government committed to increasing the number of scholarships to Africa to 1000 a year by 2013.

This rapid expansion, often in regions where AusAID has few established relationships and in which English is not the official language or language of study, is an intensive and demanding process. Despite these challenges, AusAID managed to deliver 210 Awards in 2010, including 166 long-term awards to 17 countries, five for the first time. These new recipients, all in West Africa, included The Gambia, Ghana, Liberia, Nigeria and Sierra Leone. Short courses were delivered to participants in 25 African countries. Technical training activities through the AAPF covered 41 African countries and the African Union over the same period.

Over the short period during which Australia awards and the AAPF have been operating, they have proven useful development tools which have established new or stronger relationships with African partners. African partner governments and institutions consistently request training and scholarships from Australia and praise the contribution these programs make to expanding human resource and leadership capacity in Africa.

There is also evidence that Australia awards benefit individuals and their respective countries. Through the establishment of sound relationships with African partners, the awards program selects recipients with the greatest potential for effecting development impacts upon their return. The pass-rate for African students completing their studies in 2010 was 100 per cent and short-course and long-term students reported using the skills they acquired in Australia upon return to employers in Africa. Students also reported the establishment of strong relationships in Australia which have resulted in productive working relationships and positive feelings towards Australia.

The AAPF also provided a range of discrete development results. Being demand-driven, AAPF activities are consistent with the broader development priorities of African partners. During 2010 the facility made small but significant contributions to alleviating some specific development challenges identified by African partners:

> AusAID delivered regional and multi-country training activities. AusAID funded agricultural study tours and training for more than 100 officials in dry-land farming, post harvest management, water harvesting and livestock. AusAID also funded participation by African officials in the Department of Foreign Affairs and Trade Policy Course. The training programs established key contacts for Australia in countries where we are establishing new relationships. It also provided lessons for follow-up activities.

> In response to a request from the International Monetary Fund (IMF) and a commitment by the then Foreign Minister, AusAID provided support for IMF's network of African Regional Technical Assistance Centres (AFRITACs). Australian funding for East AFRITAC supported strengthened mineral taxation policies in Ethiopia, improved fiscal reporting in Kenya, strengthened inflation targeting in Uganda and improved government banking arrangements in Malawi.

> AusAID funded the deployment of an Australian Treasury officer to the Seychelles Government to improve financial and revenue management. This was a successful placement. In 2009–10 the advisor established an economic forecasting unit that now produces accurate data for the Seychelles' Ministry of Finance. The IMF uses the data generated by the unit, making the Seychelles the only country in the region for which this is the case. The advisor's term was extended following a direct request from the Seychelles Minister for Finance to the then Australian Foreign Minister. The unit should be self-sufficient and able to function without further support by the end of the current extension.

> AusAID supported collaboration between the New South Wales Rural Fire Service and the Government of Botswana on bushfire management. From a low base, Botswana now has a functioning fire service and community fire wardens have been trained in fire-fighting techniques. In 2010 the newly equipped fire-fighting division played a role in containing large bushfires and saving lives.

In addition to the established Awards and Partnerships programs, AusAID also established a new set of relationships on the Continent through the volunteer program. In 2010, the program expanded from 4 to 8 countries, and now includes volunteers in Namibia, Ethiopia, Kenya and Ghana for the first time. More than 2010, 69 volunteers were working in Africa, including the deployment of the first cohort of 18 Australian Youth Ambassadors to Kenya and Ghana. While the program has made a small start, it aims to deliver people-to-people links and capacity building outcomes, such as those already being delivered in the Asia-Pacific. Through transfer of skills from Australian volunteers to African institutions and staff, both African partners and Australian volunteers will gain useful professional and personal insights.

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The results achieved through these human resource development programs are significant. Nevertheless, there are some practical limitations to the extent to which these activities effect change beyond the individuals involved. In order for these programs to result in large-scale development results, they rely on the governments and organisations involved to link them to broader development plans to ensure that these skills are used to support good development.

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

Rating

The objective will be partly achieved within the timeframe of the strategy.

AusAID's performance against Objective 3 during 2010 will be partly achieved within the timeframe of the strategy (lower than the rating awarded in 2009). This orange rating is awarded based on the uncertainty of assessing progress at this early stage against an ambitious objective and in a very challenging development environment. While Australia's humanitarian program in Africa provided timely and effective responses to serious threats in 2010, programs aimed at helping African countries take advantage of economic opportunities are still in their early stages and it is still too early to claim that AusAID has provided significant assistance. However, with the expansion of support for governance of natural resources, particularly mining governance, it is believed progress against this objective will improve within the timeframe of the strategy.

Humanitarian assistance is an important part of Australia's support to African countries. Australia's definition of humanitarian assistance is broad, covering prevention, preparedness and response. This definition includes emergency response, protection of vulnerable groups, support for early recovery efforts, mine action and disaster risk reduction. This approach allows Australia to apply an integrated approach across the spectrum of relief, including early-recovery and long-term development approaches in response to protracted crises. The Africa humanitarian program provided assistance to large-scale protracted crises in 2010 including those in Chad, the Democratic Republic of Congo, Ethiopia, Kenya, Somalia and Sudan. Funding was provided at country-level to UN agencies, the International Committee of the Red Cross (ICRC) and international NGOs. Table 4 lists AusAID's humanitarian assistance in 2010 excluding humanitarian assistance related to food security, which is discussed in detail earlier in this report.

Table 4: Australian 2010 humanitarian assistance to Africa

Country	Partner	Australia's contribution	Amount ($ million)
Cape Verde	United Nations Development Programme	Dengue fever control	0.2
Chad	United Nations High Commissioner for Refugees (UNHCR)	Relief to internally displaced people (IDPs) and refugees from Sudan, Central African Republic	2
Congo, Dem. Rub.	ICRC, UNHCR, UNICEF	Basic services support, protection of children and women	8.5
Somalia	ICRC, UNHCR	Emergency shelter, protection, basic services	5.5
Sudan	Australian NGOs, ICRC, UNICEF, United Nations Mine Action Service	Emergency shelter, supplies, basic services, protection, mine clearance and education, electoral support	9.5
Uganda	UNICEF	Emergency shelter, supplies, basic services following landslide	1.2
West Africa	Economic Community of West African States, UNHCR, UNFPA	Durable solutions for internally displaced people (IDPs) in region, reproductive health and gender-based violence, disaster risk reduction	6.5
West Africa and Somalia	Office for the Coordination of Humanitarian Affairs	Coordination and effectiveness of humanitarian assistance	1.9
Pan-Africa	African Union, Australian Department of Defence, International Planned Parenthood Federation	Protection and reproductive health	0.8
		Total	**36.1**

Australia is one of many donors contributing to humanitarian relief as one donor among many. The results from this funding are broad and varied and range from protection from sexual assault for women in war zones to food relief and demining operations. Some examples of the results realised in emergencies to which Australia has responded include:

> Support for the ICRC, in collaboration with the UN and national Red Cross societies, to deliver emergency food rations to 91 500 IDPs in the Democratic Republic of Congo, support 354 000 farmers to grow crops in Sudan and support 16 Somali hospitals treating more than 7000 patients wounded by weapons.

> Assisting the UNHCR to support refugees and IDP in Chad, the Democratic Republic of Congo, Somalia and west Africa. UNHCR provided immediate care; assisted with registration, documentation and return for refugees; and advised African governments on refugee policy. Australian funding contributed to assistance for 515 000 refugees and IDPs in Chad, protection and services for displaced women and children in the Democratic Republic of Congo and immediate aid for 18 000 refugees and 19 000 IDPs displaced by political violence in Côte d'Ivoire.

> Assisting the international effort to support southern Sudan, AusAID humanitarian funding, through Australian NGOs and the UN system, helped to deliver basic services, community recovery, protection and humanitarian activities.

> Providing education for 100 000 Sudanese IDPs and returnees about safe behaviour in mine zones and assistance to de-mine and clear land in Uganda as part of Australia's commitment to international de-mining efforts.

In addition to funding immediate responses to crises, Australia also supported a number of peacebuilding activities to help post-conflict countries develop and prosper. Countries affected

by violence and conflict have higher rates of poverty, with people twice as likely to be under-nourished and children three times more likely to be out of school.[13] In 2010 Australia contributed to enhancing peacebuilding in the following areas:

> Australia supported the United Nations Development Programme to ensure a free and fair independence referendum in southern Sudan. The program established voter registration centres, distributed voter education materials and trained election monitors and security staff. The referendum ultimately passed without major incident and produced an undisputed result in favour of independence.

> As a non-permanent member of the UN Peacebuilding Commission's Organisational Committee, AusAID supported free and fair elections in Burundi ($500 000) and smallholder agriculture commercialisation ($1.5 million) to encourage employment opportunities for youth in Sierra Leone.

> AusAID provided practical support to children and youth in conflict-affected countries including $1 million to UNICEF to enhance protection of children's rights in Central African Republic and $1.5 million to the Uganda Fund to work with local NGOs to empower war-affected children and youth in northern Uganda.

Development is also adversely affected by uncertain political environments where governments are not fully accountable to their constituents and where space for civil society and public voice is limited. Through support for Australian NGOs in southern and east Africa, government personnel and community groups were trained in dispute resolution, protection of rights and legal services. This allowed community-based actors, such as traditional leaders, to handle succession and inheritance matters, prevent property grabbing, resolve disputes and promote equity, reconciliation and protection of the rights of women and children. The program enabled communities to participate in local government decentralisation and hold their public officials to account. From small beginnings government accountability and public voice can grow.

Through the expanded opportunities offered by economic growth and mineral wealth, African governments are able to expand their capacity to support development and respond to crises. But this will only occur where growth and wealth are well managed. In response to increased demand for support from African governments, Australia developed a Framework on Mining-Related Development Assistance to Africa in 2010 which focuses on four broad themes:

> **improving resource governance** by strengthening the capacity of governments to manage and regulate mining

> **building resource sustainability** through promoting best practice in environmental management and social responsibility in mining

> **enabling resource development** by building the capacity of the public and private sectors to facilitate sustainable mining development and the benefits flowing from this development

> **utilising public-private partnerships** to work with the mining industry, academia and civil society in addressing mining-related governance and capacity issues.

As a first step to increased funding under this framework, AusAID provided assistance through the AAPF and delivered 26 short-term mining fellowships to 16 countries (five in west Africa).

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[13] World Development Report 2011: Conflict, Security and Development, World Bank, 2011.

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In addition, AusAID provided $3 million to the IMF's network of AFRITACs to support capacity building work in African countries, with a focus on macroeconomic and financial management, a major issue for resource rich countries. Finally, AusAID supported the Australian Mineral Industries Research Association International, an Australian-led mining industry body, to build the capacity of four universities in west Africa to undertake research and teaching in geosciences. This funding is a small start to what will become a significant focus for Australia in Africa. Sound management of mineral resources is in the national interests of both African governments and Australia.

In 2010 Australia also supported better management of economic opportunities in Africa. In addition to introducing market-based solutions in Zimbabwe (as described earlier under food security), Australia contributed to improved infrastructure development through the Zimbabwe Multi-donor Trust Fund, managed by the AfDB. Australia's funding was a critical first step for the AfDB to re-engage with the Government of Zimbabwe after an absence of several years. Such multilateral financial support will be essential if pro-democracy elements within the Zimbabwean Government are to maintain credibility and deliver much-needed infrastructure.

Program quality

Major quality successes, issues and challenges

The Africa Program expanded rapidly in 2010, in size and scope. Major new initiatives in the three priority sectors began delivering funding to a large number of partners, including multilateral organisations, NGOs and partner governments. The Awards and Partnerships programs delivered aid across Africa and provided a vehicle through which the Australian Government established and strengthened relationships with a range of African partners.

Despite the logistical and staffing challenges of simultaneously expanding coverage and meeting partner demands, the Africa Program has delivered on Australian Government commitments in Africa. The program's quality remains good with efficient delivery and application of the principles of development effectiveness.

AusAID funding is aligned to partner objectives and is untied. In 2010 AusAID worked closely with partners at all levels, including multilateral organisations (such as the World Bank), regional institutions (such as the AfDB), other bilateral donors, Australian NGOs and partner governments. While Australian aid is comparatively small as a proportion of total funding received by our African development partners, Australia is taken seriously as a responsive and capable partner in Africa.

The Africa Program has used these partnerships to contribute to key development results. This contribution was evident in Zimbabwe in 2010. Zimbabwe is emerging as a strategic, coherent program that is delivering results. Through sectoral focus and objectives, in-depth knowledge of the Zimbabwean context and careful cultivation of strong relationships, the Zimbabwe program is recognised by AusAID's partners as an example of successful engagement and delivery in a difficult, dynamic and complex environment. Donor and Zimbabwe Government partners recognise that Australian aid was directed to underfunded sectors and that Australian aid typically achieved sound results. AusAID was also active in donor cooperation mechanisms in 2010 and worked hard to harmonise Australian aid.

AusAID was also effective in 2010 in influencing partners to strengthen their response on issues of concern to the Agency, including gender equality, the rights of people with disability and delivering services to people in small and regional towns through the water and sanitation

program. AusAID also engages continuously with partners to improve assessment of the performance of programs funded by Australia. With many different partners and programs this will continue to be a challenging task.

The Africa program has doubled over the last three years and is expected to continue to expand rapidly over the next three years. While the quality of the Africa Program has generally been good in this context of rapid expansion, there are challenges involved in maintaining strategic focus as the program expands and responds to needs that are broad and expansive. In response to this strategic challenge the Africa Program put in place an interim strategy at the end of 2010—'Looking West: Australia's strategic approach to aid in Africa 2011–15'—to guide expansion and avoid a proliferation of new activities.

Managing a large range of partnerships—from individual scholarship recipients to large multilateral organisations—is similarly challenging, requiring dedicated in-country staff resources and consistent communication of expectations and results achieved through Australian funding. Ensuring public funds are managed correctly and used effectively to address poverty is a critically important. Delivering aid, often in fragile states and challenging environments, is complicated and requires stringent controls and effective monitoring of all funding.

Next steps

At the Agency level, AusAID is re-positioning itself to deliver the Australian Government's response to the Independent Review of Effectiveness. The Africa Program is part of this and is developing clear strategic directions and results-based performance frameworks. This work will align AusAID's current focus on priority sectors in Africa—water and sanitation, maternal and child health and food security, as well as the emerging focus on mining-related development assistance—with the Agency's new strategic goals.

In line with AusAID's focus on real results, the Africa Program has dedicated additional resources to performance assessment, which in 2011 will strengthen internal systems for monitoring, measuring and reporting program performance. This will enhance risk management and enable the program to act swiftly when results are not delivered as expected. It will also enable the program to demonstrate the significance of Australia's contribution to development in Africa.

Resources will also be committed to developing an approach to crosscutting issues for the Africa Program. More work is needed to improve reporting on gender equality and the rights of people with disability and to integrating the most vulnerable groups into all aspects of programming in Africa. Promoting gender equality and the rights of people with disability will continue to be a focus for the Africa Program and a focus for Africa Program reporting.

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Annex A Map of Sub-Saharan Africa 2010[14]

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[14] This map reflects Sub-Saharan Africa in 2010. While Australia recognises South Sudan Achieved independence in July 2011, the map refers to Sudan as a country and southern Sudan as a region in line with the period covered by this report.