Annual program performance report: Africa 2008-09

September 2009

Contents

Abbreviations

AFAP	Australian Foundation for the Peoples of Asia and the Pacific
AIDS	Acquired Immune Deficiency Syndrome
APAC	Australian Partnerships for African Communities
ARSAS	Africa Regional Small Activities Scheme
AusAID	Australian Agency for International Development
GDP	gross domestic product
HIV	human immunodeficiency virus
MDG	Millennium Development Goal
NGO	non-government organisation
OECD	Organisation of Economic Co-operation and Development
UK	United Kingdom
UN	United Nations
UNICEF	United Nations Children's Fund

Summary

Executive Summary

Between 2003 and 2008, Australia's aid to Africa focused on nine target countries in southern and eastern Africa (Lesotho, Kenya, Malawi, Mozambique, South Africa, Swaziland, Tanzania, Uganda and Zambia) and on humanitarian assistance across Africa, with a significant focus on Zimbabwe.

The program's objectives were to:

> promote good governance

> contribute to improved basic service delivery at government and community level, with a focus on health and food security

> respond, in line with Australia's capacity, to humanitarian needs and emerging issues of mutual concern to the governments of Africa and Australia.

Australia's official development assistance to Africa averaged around $75 million per year during that period, increasing in recent years as part of a general scaling up of Australia's aid budget. Aid in 2008–09 was $124 million.

2008 was the start of a major transition for Australia's aid program to Africa. The Australian Government foreshadowed a broad re-engagement with the continent, including through an expansion of the aid program. A whole-of-government process was set up to review our engagement with Africa (including the *Development Cooperation Framework for Africa 2003–2007*) and develop a government-wide strategy for continuing engagement. The principles for this strategy were presented and approved in late 2008. Significant progress was made in developing consensus on a new aid framework for Africa that supports Australian and African government priorities, while being realistic about Australia's role as a modest donor in Africa.

Over coming years, Australian aid to Africa is expected to increase significantly, but Australia will remain a relatively small donor to the region. The major aim will be to assist African countries' efforts to reach the Millennium Development Goals in areas that align with African governments' stated priorities and where Australia has clear strengths and has had significant investments and achievements to date. The Africa Program will also respond to niche development requirements and have a distinctive Australian identity. Areas of focus will be food security and agriculture, maternal and child health, water and sanitation, and human resource development (including in natural resource management and public sector reform). The expanded program will align to the Paris and Accra principles of donor harmonisation by delivering programs in partnerships with others.

While new policy proposals in the abovementioned sectors were in development during 2008, Australian aid to Africa was successfully delivered at the activity level using existing delivery mechanisms under the *Development Cooperation Framework for Africa 2003–2007*. The

three objectives of the framework are promoting good governance, improving basic service delivery and responding to humanitarian needs. These mechanisms included Australian Development Scholarships; a partnership with UNICEF and the UK Department for International Development to address the needs of HIV- and AIDS-affected children across eastern and southern Africa; a partnership with the World Bank Water and Sanitation Program to facilitate regional policy reform in the water and sanitation sector; trade- and democratisation-focused partnerships and demand-driven technical assistance through the Africa Governance Facility; and an Australian NGO program focusing on key development challenges of food security, communicable diseases and water and sanitation.

In 2008, a significant effort was made to monitor and respond to political developments in Zimbabwe. Despite resource constraints on the ground and the complicated operating environment, Australia continued to deliver much-needed and timely humanitarian aid. Australia also took a more proactive role in shaping and supporting the international community's response following elections in the first half of 2008. Support was strong on other humanitarian elements of the program, including in countries such as Kenya, Ethiopia and Sudan, where there are still urgent needs for protracted relief efforts due to significant conflicts and climatic challenges.

Overall, a better program performance framework is required. Through the initiatives being designed and as part of the development of a new strategy for Africa, a comprehensive performance framework will need to be put in place to ensure a stronger basis for collecting data and reporting on the results of Australia's aid to Africa.

Resourcing of the Africa Program was stretched in 2008. AusAID took creative measures to improve resourcing in order to cope with a rapidly growing and diversifying program. However, given the financial and geographic expansion of the program, and the significant and complex initiatives being designed, this will remain an area for continued management attention.

Overview

Africa is the world's poorest inhabited continent and the only region in the developing world where the proportion of the population living below the international poverty line is growing. During the past two decades, the number of Africans living in extreme poverty has doubled from 150 million to more than 300 million (over 40% of the continent's population). The HIV/AIDS epidemic is escalating, and the AIDS death toll is expected to double over the next decade. Violent conflicts continue to affect over 50% of Africans, mainly by devastating economic, social and political stability. Africa is also vulnerable to harsh climatic patterns and natural disasters such as droughts, contributing to Africa's food security crisis.

Growth in sub-Saharan Africa (the focus of Australia's aid efforts to date) has been the slower than in any other region in the world. Low growth in the past, characterised by low investment and productivity, has left a terrible legacy of poverty and hunger in the region. Rather than improving over the past five decades as in all other regions, poverty and hunger have deepened. In 2008, this situation was exacerbated by a severe spike in food prices and energy prices, which had a major impact on Africa's poor.

Recent modest progress has provided some cause for optimism. Since 2003, economic growth rates in Africa averaged 6.5%, more than 4% above the population growth rate. Between 2001 and 2006, agricultural value added grew at 3.6%, also well above the population growth rate. The number of armed conflicts fell to four from 15 in 2003. While there were setbacks, such as

election-related violence in Kenya and Zimbabwe, democracy has advanced. African countries have been increasingly taking ownership of and accountability for their development programs, and there have been measurable improvements in political and institutional governance. The challenge is to build on this momentum and accelerate progress towards the MDGs.

The global recession that began in late 2008 has created significant challenges for African governments and donors. Although the global financial crisis did not hit Africa directly, its effects included scarce trade finance; lower private capital flows; declining remittance flows, commodities prices and foreign direct investment; decreasing tourist arrivals and earnings; and possible contractions in levels of aid. The International Monetary Fund predicts that real GDP growth will drop to below 2%. This has significant implications for Africa's capacity to meet most MDG targets.

Ratings

Table 1: Likelihood that the Africa Program will achieve its objectives

Objective	Rating	Review against previous rating
Promoting good governance	(Amber cell) The objective will be partly achieved within the timeframe	Unchanged
Improving basic service delivery	(Amber cell) The objective will be partly achieved within the timeframe	Unchanged
Responding to humanitarian needs	(Green cell) The objective is on track to be fully achieved within the timeframe	Unchanged

Major results

Significant engagement on Zimbabwe. Following elections in Zimbabwe in March 2008, Australia took an active role in collaboration with the international development community, including in shaping the policy dialogue. As some progress was being achieved on the political front in Zimbabwe, Australia worked closely with other key donors and increasingly took a leadership role within the major donor coordination group. Australia responded with timely and effective humanitarian contributions in areas of need, such as emergency food aid and water and sanitation to combat cholera outbreaks.

Working in a cohesive, whole-of-government approach to policy development on Africa. Aid strategy deliberations were wrapped up in broader government processes to consider engagement with Africa in a holistic way. AusAID worked closely with other government agencies to develop the basis for a new aid strategy for Africa focusing on the new Australian Government priorities. This will support African countries' efforts to reach MDG targets in areas where Australia has clear strengths and has had significant investment and achievements to date.

Solid progress was made against the 2003–07 objectives of promoting good governance, improving basic service delivery and responding to humanitarian needs, in particular at activity level:

> More than 300 000 HIV orphans, vulnerable children and their care givers were provided with support services in Tanzania, Malawi and Mozambique through a partnership with UNICEF.

> Sixteen African countries developed action plans to commit at least 0.5% of GDP to sanitation and hygiene through a partnership with the World Bank.

> Scholarships were provided to 109 students through the Australian Scholarships Program and Australia–Africa Fellowships. Previous students have achieved a success rate of 98% in their studies.

> African communities increased their awareness of HIV/AIDS transmission and treatment and were able to gain greater access to services such as counselling, testing and treatment to prolong life and provide support for the sick and vulnerable.

> Essential food, water, medicines and sanitation supplies were provided to millions of vulnerable Zimbabweans during a period of political upheaval.

> Emergency supplies, as well as food, water, shelter, and psychosocial support, were provided to people displaced in the Democratic Republic of Congo following a surge in violence in late 2008.

The program also successfully engaged with key international humanitarian agencies, such as the World Food Programme, UNICEF, the UN High Commissioner for Refugees and the UN Office for the Coordination of Humanitarian Affairs, and provided timely assistance for emergency aid, disaster risk reduction, and relief during protracted humanitarian crises across eastern and southern Africa.

Established a platform for scaling up the Africa program: At the same time as developing a new framework for development assistance to Africa, scoping missions were successfully carried out for a new water and sanitation program and a significantly expanded scholarships program. A 'lessons learnt' exercise was also undertaken in partnership with Australian NGOs participating in the Australian Partnerships with African Communities program to feed into a future phase of the program. Detailed profiling of successful activities under the existing program commenced in 2008 in order to better communicate the nature and impact of the program.

Major challenges

With the election of a new Australian Government in late 2007, 2008 proved to be a time of considerable change for the Africa Program. The new government's commitment to re-engage with Africa increased not only the amount of funding flowing through the aid program for Africa, but also the degree of political interest. Extensive consultations were required within a limited timeframe to feed into a whole-of-government process for re-engagement with Africa. The quantity and frequency of briefings and other support increased significantly, including as a result of high-level visits and Africa-related meetings. Staff at the Post coordinated the development of new programs, including field missions, while at the same time managing existing programs. This put significant strain on resources.

Communicating the impacts of the aid program and ensuring that programs reflect a distinctive Australian identity are continuing challenges. This is particularly so when the volume of Australian aid is relatively small, it is being delivered through implementing partners who have significant funding of their own, and there is an aid effectiveness agenda that demands that donors harmonise as much as possible. A communications strategy, to be

developed alongside the new Africa aid framework, will provide guidance on how to promote Australia's development assistance to Africa.

In 2008, Zimbabwe became an increasingly complex and challenging environment. The Zimbabwean Government of the time did not permit Australian aid staff to be based in-country, creating significant difficulties. In close collaboration with other donors and implementing partners, the program still managed timely and effective delivery of humanitarian assistance to meet the needs of vulnerable Zimbabweans.

Main management consequences

Changes in the Africa Program present a number of challenges and opportunities for management attention. As the program increases in size and scope, it will be increasingly important to ensure that objectives are identified, measured and reported coherently. Results will also need to be communicated in Australia and in Africa to ensure public accountability and to build support for the work of the aid program.

Appropriate staffing and resourcing will be needed as the program is expanded over coming years. This includes technical and administrative support to ensure that Australian Government staff are able to engage in policy dialogue and focus on program oversight as appropriate. It is crucial that new programs and structures are scalable and manageable.

Country/region performance

Paris Principle for Aid Effectiveness and Accra Agenda for Action

In 2008, international donors including Australia endorsed the Accra Agenda for Action to accelerate and deepen implementation of the 2005 Paris Declaration on Aid Effectiveness. The agenda focuses on five principles to increase the effectiveness of aid: ownership (developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption); alignment (donor countries align behind these objectives and use local systems); harmonisation (donor countries coordinate, simplify procedures and share information to avoid duplication); results (developing countries and donors shift focus to development results and results get measured) and mutual accountability (donors and partners are accountable for development results).

There are many aid donors in sub-Saharan Africa. The OECD reports that many countries have more than 20 international donors active at any one time[1], and an estimated 25 000 NGOs and countless local civil society organisations are active in the region.[2] As a relatively small donor, Australia works closely with and through other development partners to avoid duplication and reduce the burden on partner countries that have to deal with multiple agencies. In 2008, the major partners that delivered Australian assistance included Australian NGOs, other bilateral donors (primarily the UK Department for International Development), and multilateral organisations such as UN agencies and the World Bank.

While programs are implemented in support of the Paris Principles and the Accra Agenda for Action, related harmonisation and alignment mechanisms mostly operate at country level and are resource intensive. Given the relatively small size and resourcing of the Australian aid program it is not always possible to engage to any meaningful extent in these processes, so Australia relies on its implementing partners to do so. For example, UNICEF worked closely with the Malawi Government and other donors to implement social protection programs in line with relevant ministries' plans. The World Bank helped African governments to develop policies for the water and sanitation sector, aligned around each country's own development agenda. AusAID actively supports these processes through its agreements with partner organisations and through participation in reviews. Australian scholarships are also delivered in line with African governments' priorities in each country.

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[1] Organisation for Economic Cooperation and Development (2007) *Towards better division of labour: Concentration and fragmentation of aid*, COM/DCD/DEV(2007)5.

[2] Michael Holman, *Welcome to the aid business!*, Global Policy Forum, http://www.globalpolicy.org/ngos/credib/2005/0627biz.htm.

Millennium Development Goals

Most sub-Saharan African countries are significantly off target to meet most of the MDGs.[3] Indicators of extreme poverty, child mortality, maternal health and education, while showing limited progress, remain well below those of other developing regions. As well as ongoing conflict in some regions, Africa is subject to harsh climatic patterns and natural disasters such as droughts, contributing to sub-Saharan Africa's overall poor performance against all MDGs.

MDG 1 – Eradicate extreme hunger and poverty: Africa has the highest proportion of people suffering from chronic hunger. In sub-Saharan Africa, the proportion of the population that is malnourished has remained around 30% for almost four decades. The global recession only adds to the pressures of rising food and fuel prices, drought, conflict and HIV/AIDS, all of which have all seriously undermined the food security of African people. In 2008, the proportion of working poor – those who are employed but do not earn enough for themselves and their families to rise above the poverty line – was expected to rise back to its 1997 level of 64%.

MDG 2 – Universal primary education: Primary school enrolment in sub-Saharan Africa increased by 15 percentage points between 2000 and 2007, but the region lags behind other developing regions: almost half of the 72 million children out of school worldwide are living in sub-Saharan Africa. The region is performing reasonably well on girls' primary school enrolment (89% of primary school-aged girls were in school in 2006, compared with 84% in South Asia.

MDG 3 – Promote gender equality: Between 2000 and 2009, the proportion of parliamentary seats held by women in sub-Saharan Africa doubled from 9% to 18%. Rwanda made history in September 2008 when its lower chamber elected a majority (56%) of women members. However, gender disparity in the region remains among the largest in the world. Only 23% of women in northern Africa and 55% of women in sub-Saharan Africa are employed, and most work in the agricultural sector. Recent data suggests that, after a shock to male-dominated industries, the global economic crisis is now hitting female-dominated industries and services and may affect women more profoundly over the long term.

MDG 4 – Reduce child mortality: Child mortality levels are highest in sub-Saharan Africa, where in 2007 close to one in seven children died before their fifth birthdays. Together with high levels of fertility, this has resulted in an increase in the absolute number of under-five deaths, from 4.2 million in 1990 to 4.6 million in 2007. Sub-Saharan Africa now accounts for half of all deaths worldwide among children under five. Nonetheless, recent surveys show that key child-survival interventions are significantly reducing under-five mortality. These include vitamin A supplementation, the use of insecticide-treated bed nets to prevent malaria, exclusive breastfeeding, and immunisation (particularly measles immunisation). In addition, there has been wider coverage of critical HIV interventions in most sub-Saharan countries with high HIV prevalence, including antiretroviral treatment for pregnant mothers who are HIV-positive, to prevent transmission of the virus to their babies. In 2008, Australia directly and indirectly supported a number of initiatives in malaria prevention and mother-to-child HIV transmission.

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[3] Statistics in this section are from the UN's *Millennium Development Goals Report 2009*, available at http://www.un.org/millenniumgoals/

MDG 5 – Improve maternal health: African women face the highest risk as mothers among all developing regions: half of the world's maternal deaths occur in this region. More than half of all births occur without the assistance of trained personnel and less than half of all pregnant women receive proper prenatal care. In sub-Saharan Africa, women face a 1-in-22 chance of dying from preventable or treatable complications in pregnancy and childbirth – a risk 330 times greater than in the developed world. Reducing maternal deaths is the goal on which the least progress has been made globally.

MDG 6 – Combat HIV/AIDS, malaria and other diseases: As a result of improvements in prevention programs, the number of people newly infected with HIV declined from 3 million in 2001 to 2.7 million in 2007. With the expansion of antiretroviral treatment services, the number of people who die from AIDS has started to decline, from 2.2 million in 2005 to 2 million in 2007. However, largely because newly infected people survive longer, the number of people living with HIV rose from an estimated 29.5 million in 2001 to 33 million in 2007. Over one-third of new HIV infections and more than one-third of AIDS deaths in 2007 occurred in the south of the continent. Of the 15 million children orphaned by AIDS worldwide, 80% live in sub-Saharan Africa. The plight of children orphaned by AIDS, conflict and other causes is starting to reach governments' attention: national plans of action have now been instituted in 29 African countries. Australia helped to achieve these outcomes in Malawi, Mozambique and Tanzania.

MDG 7 – Ensure environmental sustainability: Despite having the lowest sanitation coverage in 1990, sub-Saharan Africa increased coverage by 80% in the period to 2007. A further 370 million people must gain access to sanitation by 2015 to reach the target. Access to improved drinking water in Africa in 2006 was only 64% and access to improved sanitation was 38%. The MDG targets for 2015 (78% access to improved drinking water and 67% access to improved sanitation) will not be achieved, given the current rates of increase.

MDG 8 – Global partnership for development: Net disbursements of official development assistance in 2008 increased by 10.2% to US$119.8 billion, the highest dollar figure ever recorded. Preliminary data for 2008 shows that, excluding debt relief, bilateral official development assistance to sub-Saharan Africa rose by 10% in real terms from the previous year. African countries are increasingly taking ownership of and accountability for their development programs. Most countries have adopted the MDGs as a focus for development in Africa and integrated them into poverty reduction strategies and other government plans.

Global economic crisis

While countries in sub-Saharan Africa were spared the initial impacts of the global economic crisis, they are being affected by the aftershocks and resulting global recession. Effects have included scarce trade finance; lower private capital flows; declining remittance flows, commodities prices and foreign direct investment; decreasing tourist arrivals and earnings; and possible contractions in levels of aid.

The International Monetary Fund projects real GDP growth to drop to below 2% in 2009, down from an average of over 6% for the past few years. Some emerging markets in sub-

Saharan African countries[4] have been affected through financial links, including by capital flow reversals and pressure on exchange rates. Fragile, aid-dependent states[5] face particular risks, including uncertainty about aid levels as well as the real possibilities of civil unrest, political instability and conflict as economic hardship increases.

Many governments' fiscal positions are tightening because of declining revenues (often earned from trade taxes) and uncertainty about levels of aid. This makes responding to the crisis through fiscal policy, such as policies increasing social expenditures and financing economic stimulus, difficult for many. Some governments, including those of Mauritius, Nigeria, Liberia and South Africa, have taken measures to stimulate the domestic economy.

In the resources sector, considerable decreases in revenue have been experienced in some areas. Some mines have shut down, and there have been 100 000 job losses in the Democratic Republic of Congo. Burkina Faso, Guinea and Tanzania are also facing major delays in mining projects from lack of finance.

Food and fuel prices rose dramatically in 2008, with the poor being most affected. This has resulted in unrest in Cameroon, Niger, Cote d'Ivoire, Senegal and Burkina Faso. Due to falling grain and oil prices, however, this pressure eased towards the end of the year.

Zimbabwe

Zimbabwe's humanitarian situation deteriorated in 2008: soaring inflation, chronic shortages of food and fuel, localised drought and flooding, and persistent poverty. The elections in March and June 2008 further destabilised the precarious social and economic situation. Along with other concerned international donors, Australia contributed much-needed humanitarian assistance to the people of Zimbabwe. We made significant contributions in the second half of the year to help combat the cholera epidemic, including assistance with water, sanitation and medicine. Australia also continued to support civil society organisations working for change in Zimbabwe and promoting human rights, democracy and good governance.

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[4] Including South Africa, Nigeria, Ghana and Kenya.

[5] Including Burundi, Guinea-Bissau and Liberia.

What are the results of our aid program?

Objective 1: Promoting good governance at the national and community levels

Rating

■ The objective will be partly achieved within the timeframe.

Assessment of results and performance

In 2008, Australia continued to support governance in Africa through long-term partnerships and funding under the African Governance Facility, the Australian scholarships program and support for civil society in Zimbabwe. As in 2007, the lack of measurable, time-bound targets makes it difficult to state the impacts of the aid program's interventions on governance more broadly over the year. The need for realistic, measurable targets has been highlighted as an area for attention in Australia's next development framework for Africa. Nonetheless, there have been noteworthy accomplishments at the initiative level and a number of lessons learned that will influence the future directions of Australian aid programming.

African Governance Facility

The African Governance Facility is a five-year, $15 million program. The facility started in 2004–05, and 2008 was its penultimate year. The facility has three components. The democratisation component contributes to improved governance at national and community levels by strengthening parliamentary structures and processes and building the capacity of electoral management bodies and systems. The trade liberalisation component supports increased dialogue, debate and policy development relating to trade liberalisation through research and analysis of relevant national, regional, bilateral and multilateral trade policy issues and challenges. Support in these areas is delivered through partnerships with key African institutions. In addition, the facility supports small-scale technical assistance, research and exchanges under an emerging issues component, focused on sharing Australian experience and expertise in such areas as public sector reform, financial and economic management, and legislative reform.

Key activities during 2008 in the three components included:

> establishing and developing public participation frameworks that increased citizen participation in parliamentary systems in Malawi, Lesotho, Uganda and Tanzania

> supporting a partnership between International IDEA and the African Union's Electoral Assistance Unit to implement a continent-wide program for strengthening the capacity of electoral management bodies using a training package developed in cooperation with the Australian Electoral Commission

> in partnership with the Centre for Customs and Excise Services of the University of Canberra, training officials from Burundi, Rwanda, Tanzania, Kenya, Uganda and Ethiopia in customs and revenue management as part of broader trade liberalisation reforms

> Development of a regional trade database for the South African Development Community including training for key government counterparts in its use;

> supporting trade analysts from a number of African countries to undertake trade-related research in partnership with the University of Pretoria in South Africa; and

> building the technical capacity of officials from the South African Conciliation and Arbitration Commission through an ongoing partnership with the Australian Industrial Relations Commission since 1993.

Over the five years of the African Governance Facility, the emerging issues component has registered an increasing demand for support to engage Australian technical expertise in partner government institutional reform and capacity development. By supporting partnerships and exchanges in emerging areas of joint interest, the facility has helped to build links between Australian and African organisations in areas in which Australia has distinctive expertise and can make positive contributions.

Australian Development Scholarships and Australia–Africa Fellowships

The Australian Government has been running scholarship programs for Africa in various forms since 1960, and has supported more than 3600 African students to study in Australia. Australian scholarships have an excellent reputation across Africa, the profile of and interest in the program continue to grow, and applications have grown consistently over the past few years. Twenty-six African foreign ministers highlighted the scholarships program as an area of interest during bilateral discussions with Minister Smith during his visit to Ethiopia in January 2009.

In the 2008 intake, 98 students from 12 countries in southern and eastern Africa were placed in various Australian tertiary institutions. They students pursued Masters-level courses in priority areas such as public health, international trade, public administration, agriculture, environmental management and education. In addition, more than 300 students from earlier intakes were studying in Australia during the year.

In 2008, the pilot of the Australia–Africa Fellowships program was extended to 10 senior officials from six African countries. The fellowships targeted governance in the extractive industries and infrastructure sectors, which are critical to the economic growth and social development of many African countries.

Improving the capacity of alumni to influence reform in their home countries is a key outcome for Australia's long-term commitment to development in Africa. Of 517 alumni network registrants, 279 (54%) indicated that they were in a more senior position than they had been before the scholarship (20% indicated they were not; no information is available for the remainder). Excluding those for whom no information is available, 80% of alumni have received a promotion since completing their studies.

To further develop the capacity of alumni to influence reform in their home countries, professional development workshops were held in 2008 in South Africa, Mozambique, Malawi, Uganda and Kenya for 109 alumni. The introduction of professional development workshops has built networks between alumni and provided an opportunity for sharing experiences and lessons that enhance the long-term benefits of the scholarships program.

Although students are returning to Africa with improved knowledge and skills, there is potential to better measure the impact of capacity building under the program. The current monitoring and evaluation framework has been focused at the operational level. While a tracer study has been ongoing over the past four years, there is currently no mechanism to track higher-level impact and outcomes, such as the impact of returned students on broader organisational development. This issue will be addressed as part of the scoping and design of the expanded scholarships program.

Zimbabwe

In 2008 Australia continued its support for Zimbabwean civil society groups promoting human rights, democracy and good governance in areas such as media freedom, voter education, human rights defenders and documentation of politically motivated violence.

Estimated expenditure

Approximately 26% of the 2008–09 Africa budget, was spent on Objective 1.

Objective 2: Improving basic service delivery

Rating

■ The objective will be partly achieved within the timeframe.

Under the Africa Regional Strategy 2003–2007, improving basic service delivery focused on two elements: food security and health (including communicable diseases and water supply and sanitation). For food security, the expected outcome is to 'improve food security directly in communities and through natural resource management improvement', while for health it is to 'reduce the impact of communicable disease on poor communities, especially HIV/AIDS and malaria'.

The key delivery mechanisms used to meet this objective in 2007–08 were:

> the Australian Partnerships for African Communities (APAC)

> funding of the Hamlin Addis Ababa Fistula Hospital in Ethiopia

> partnerships with the UNICEF on children and AIDS, and with the World Bank on water and sanitation.

As for Objective 1, the lack of measurable, time-bound targets made it difficult to determine whether the original objective had been achieved. However, there were notable successes at the activity level.

Assessment of results and performance

Australian Partnerships for African Communities

The APAC program aims to contribute to poverty reduction and the achievement of sustainable development in seven target countries in southern and eastern Africa (Kenya, Malawi, Mozambique, South Africa, Uganda, Zambia and Zimbabwe). The program focuses on activities in food security, communicable diseases (including HIV/AIDS), and water and sanitation. Activities are currently delivered by six Australian NGOs: CARE Australia,

ChildFund, Oxfam, AFAP (the Australian Foundation for the Peoples of Asia and the Pacific) and a consortium between Plan and the Burnet Institute.

Key results of the program include contributing to improved lives and livelihoods of people living with AIDS, improved counselling and support services for children and youth (including income-generating activities), and integrated interventions in health, food security and water and sanitation.

The individual NGO programs have made solid progress in contributing to the overall APAC objectives and achieving their own specific objectives.

CARE improved access to gender-equitable government and services in agriculture, water, HIV/AIDS and malaria in Malawi, Mozambique, South Africa and Kenya.

Oxfam and Plan reduced stigma and discrimination against people living with HIV and AIDS in all subprogram locations and strengthened the capacity of governments, NGOs, community-based organisations and communities to provide services for people affected by HIV and AIDS.

Plan and its local partner have achieved a significant reduction in cases of disinheritance of widows and orphans in Uganda.

Child Fund interventions in Kenya, Uganda and Zambia have led to tangible benefits to orphans and vulnerable children and youth, who are now receiving better care and are beginning to show improvements in their lives (for example, higher self-esteem, reduced school dropout rates, and better vocational skills and capacity to earn an income).

AFAP improved the quality of life and livelihoods of target communities through integrated interventions in health, food security, and water and sanitation in Zimbabwe, Zambia, Malawi, Mozambique and Kenya.

In late 2008, the Overseas Development Institute prepared a series of policy briefs for public distribution following 'lessons learnt' workshops with AusAID and the APAC non-government implementing agencies. The policy briefs focused on community participation in government planning processes and systems; the role of NGOs in addressing communities' basic needs for water, food and health care; and the nature of the various partnerships used to deliver the APAC program, from small community-based organisations through to large national and international NGOs. The briefs helped identify and promote the results of the APAC program.

Hamlin Addis Ababa Fistula Hospital

The Hamlin Fistula International Foundation is an Australian-based NGO delivering support for women in Ethiopia suffering from obstetric fistula as a result of unassisted, obstructed and prolonged labour. The objective of the program is to improve the prevention and treatment of obstetric fistulae, and the care of women suffering from them, in Ethiopia and more broadly in eastern and southern Africa.

With the support of Australian Government funding, around 2500 fistula patients were treated in 2008, almost 1000 physiotherapy consultations were held, and more than 200 women received some form of counselling. The numbers of patients being treated through the hospital and its related facilities are increasing, and the midwifery school (currently with 24 students) aims to increase to a total of 60 ongoing students at any one time. Training midwives directly supports the MDG to reduce maternal mortality and is an important part of Australia's assistance to Africa.

Through increased Australian Government support, the activities of the hospital are growing. It commenced operation of a new midwifery school, expand training programs and open one of four planned outreach treatment centres in 2008.

The program has a high Australian profile and is making a significant improvement to the quality of life of thousands of women in Ethiopia.

UNICEF Children and AIDS Regional Initiative

By 2007, an estimated 47.5 million children in sub-Saharan Africa had lost one or both parents to AIDS or other causes.[6] UNICEF's Children and AIDS Regional Initiative aims to increase the proportion of children affected by HIV/AIDS who are receiving family, community and government support in line with the national plans of action for orphaned and vulnerable children. Australia has provided around $16 million for the program since 2005, focusing on Tanzania, Mozambique and Malawi. A 2009 review of the program found that the program is making solid progress in providing basic services for orphaned and vulnerable children across the three target countries.

Progress is particularly encouraging in Malawi, where strong linkages have been forged between formal and informal service delivery structures. Australian funds have supported a social cash transfer scheme in Malawi that reaches 13 045 households, directly benefiting 33 700 children, 160 households headed by children and 7314 headed by elderly people. Cash transfers have facilitated education for food security, and targeted beneficiaries have reported reduced malnutrition rates, attributable to the social cash transfer program. Other noteworthy achievements include the training of child protection officers and establishment of a child-friendly juvenile justice system. However, there have been problems with cash transfer targeting methods and the capacity of district assemblies to deliver. Adult literacy is also an emerging area of importance being considered alongside the social protection agenda in Malawi.

In Mozambique, Australian funding has helped the Ministry of Women and Social Action to define strategic priorities in the area of social protection and improve the cash transfer scheme. Direct beneficiaries of the scheme in Mozambique increased from 90 000 in 2006 to 129 000 in 2008.

In Tanzania, a 'care taking' skills manual for training and providing guidance to care givers and other providers at household and community levels has been reviewed and printed for national dissemination. With Australia's support, the Tanzanian Ministry of Women and Child Development has undertaken a series of interventions to improve financial and programmatic accountability. A national civil society advocacy group was established to lobby and advocate for the enactment of a Children's Act incorporating the standards set out in the UN Convention on the Rights of the Child.

Achievements include a substantial increase in community care through the establishment of community-based child care centres that have been piloted through the program. The program also delivered a distance learning course to 550 community care workers across eight countries in southern Africa. An open-source degree course is currently under development.

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[6] United Nations (2009) *The Millennium Goals Report 2009*, United Nations, New York, http://www.un.org/millenniumgoals/

There are a few key areas where program performance could be improved. There has been a weakness in analysis and reporting of gender-related factors that affect children of different ages. In some cases, the focus on developing an evidence base for scaling up the response could be improved, and the program could take better advantage of learning opportunities at the regional level. These issues are being addressed by UNICEF.

World Bank's Water and Sanitation Program

The Water and Sanitation Program supports leading water sector agencies and policymakers across a range of African countries to adopt strategies, institutional models and implementation approaches that can roll out large-scale, sustainable water supply, sanitation and behaviour change programs. The program aims to make services more sustainable by building partner government and private sector delivery capacity at national and sub-national levels. Overall, the Water and Sanitation Program's role is facilitative and advisory.

Through the program, Australian funds have helped to develop sector plans and 'roadmaps' to reaching the MDG targets on water and sanitation in Benin, Burkina Faso, Ethiopia, Kenya, Mozambique, Rwanda, Tanzania, Uganda and Zambia. The roadmaps have further strengthened coordination, harmonisation and government leadership of programs in the water sector.

With Australian Government support, the Water and Sanitation Program has helped 16 African countries to develop action plans to commit at least 0.5% of GDP to sanitation and hygiene. It has also built the capacity of key regional institutions, particularly the African Ministerial Council on Water, to lead national and regional efforts on water and sanitation.

During 2008, the program piloted large-scale 'total sanitation and sanitation marketing' in Tanzania and Senegal (covering 20 rural districts) and supported the launch of hand washing, hygiene and sanitation marketing campaigns in Benin, Kenya, Uganda and Tanzania. It also piloted innovations in domestic financing for small water systems and large utilities. For example, a Kenyan bank introduced water project financing as a new product line, and the Ministry of Finance in Uganda approved the first ever local currency bond for water and sanitation infrastructure financing in Africa.

Of 47 projects in the 2008–09 financial year, 39 are on track while 8 are delayed. Reasons for delays include procurement and recruitment processes, redefinition of project components to respond to client requests or adapt to institutional changes, and political changes. Overall, there is evidence of tangible progress in many countries, but greater focus is needed in sanitation (as opposed to water), sector monitoring, sustainability, scaling up of interventions and consolidating institutional reforms.

The program has helped a number of countries to develop policies that specifically address gender issues in the sector (for example, Burkina, Ethiopia, Mozambique, Tanzania, Uganda) and supports partner governments to develop monitoring systems that receive, record, analyse and document gender impacts.

Africa Regional Small Activities Scheme

The Africa Regional Small Activities Scheme (ARSAS) supports small, community-based activities that promote the economic and social development of disadvantaged communities. It complements other activities running as part of the wider Australian Government development program in Africa.

In 2008, ARSAS provided $3 million in small grants in 15 African countries. Of the 62 activities funded in 2008, 11 focused on gender equality as a specific outcome. Activities funded by the scheme include the following:

> *Organic vegetable gardening training* and the establishment of survival gardens for destitute families in South Africa. Some participants were able to establish community gardens for income generation, and long-term participants in the project have now established an organic vegetable box business.

> *Provision of hygiene, water, and sanitation to schools in Kenya*, which enhanced gender equity and equality and improved the attendance and retention of students in targeted primary schools.

> *Establishment of 16 shallow wells that provide sustainable access to safe water, better sanitation and better hygiene* for about 7500 residents in 20 villages in the Chiseka district of Malawi. Eco-latrines were also installed, and the resulting compost is being used for soil enrichment and vegetable production.

> *Support for the work of eight Australian volunteers* through grants to their host organisations in South Africa, Swaziland and Malawi. For example, this enabled Australian volunteers to establish a gym and occupational therapy facility at Swaziland's only rehabilitation centre for handicapped people.

> *Support to LandCare organisations* in Kenya, Tanzania and Uganda to complement ongoing funding of the LandCare secretariat in Nairobi. The funding helped newly formed district LandCare associations to mobilise and train members. For example, the Kapchorwa District LandCare Association in Uganda has mobilised and trained 13 village-level organisations, which are actively implementing soil and water management activities in their communities. There is already evidence of reduced soil erosion from farms, resulting in higher productivity and less flooding and silting of rivers and valleys.

> *Grant funding to local partners of the APAC program*. For example, support was provided to the Sisters Maternity Home in Kenya, which supports HIV/AIDS treatment as part of a broader CARE Australia program.

The administrative tasks associated with delivery of a small grants scheme across many countries proved onerous and will be difficult to scale up. Streamlined management arrangements would allow AusAID staff to focus on key tasks, such as setting strategic directions for the program, selecting activities, and monitoring and evaluating activities. There is also potential for greater coordination with other Australian Government small grant programs (such as the Direct Aid Program managed by the Department of Foreign Affairs and Trade). These issues will be explored during 2009–10.

Estimated expenditure

Approximately 50% of the 2008–09 Africa budget, was spent on Objective 2.

Objective 3: Responding to humanitarian needs

Rating

■ The objective is on track to be fully achieved within the timeframe.

The delivery mechanisms used to meet this objective are the humanitarian program and flexible programs to respond to areas of joint interest between the governments of Australia and African nations. As articulated in the *Development Cooperation Framework for Africa 2003–2007*, the objective of the humanitarian program is to 'mitigate the adverse impacts of conflict, natural and other disasters on vulnerable populations'. For emerging issues, the objective is to 'maintain our responsiveness to issues of mutual concern as they emerge'. In 2008, Australian Government funding helped to mitigate the adverse impacts of disasters on vulnerable populations, in line with Australia's capacity, and responded to emerging issues of mutual concern through a range of programs. This resulted in a green rating for achievement of the objective.

Assessment of results and performance

Humanitarian programs

Australia provided humanitarian relief to countries across Africa, with a particular focus on Sudan, Zimbabwe, the Democratic Republic of Congo and the nations of the Horn of Africa. Timely and effective humanitarian assistance has been provided by responding to emergencies and by providing programmed assistance for protracted humanitarian needs and disaster risk reduction. Given the impact of the global financial and food crises, susceptibility to natural disasters, and the ongoing impact of conflicts, humanitarian assistance has become more flexible. It will need to remain so to respond to emergencies as they arise.

More than $41 million was provided to Africa in 2008–09 for emergency aid, disaster risk reduction and protracted humanitarian crises. Major responses in the 2008 calendar year included the following.

> *$10 million in food-related assistance for Ethiopia* in the light of ongoing drought and resulting food shortages. This included emergency food distribution through the World Food Programme, targeted support for mothers and children through UNICEF, and community-focused food security initiatives through Australian NGOs.

> *$5 million for the Democratic Republic of Congo* following violence in late 2008. Support was broad-ranging and included medical aid, protection, shelter and support for displaced persons, food and basic non-food items. Australia's support for established UN operations meant that support could reach people in hard-to-access areas.

> *$2.5 million to assist people in Darfur* affected by drought, food insecurity and ongoing conflict.

> $2 million to build national disaster response capacity in Malawi, Mozambique and Zambia.

The program has mainly been reactive to humanitarian crises, providing funding in response to specific events. Activities included food aid; assistance for mothers, children and pregnant women; health; livelihoods (including agriculture and irrigation); water, sanitation and hygiene; protection and supplementary feeding for children; non-food items; sexual and gender-based violence; disaster risk reduction; support for refugees and internally displaced persons; and technical expertise. As in previous years, a significant proportion of Australia's assistance was provided through UN agencies.

Australian NGOs continued to play an important part in Australia's humanitarian response. For example, the long-term food security initiatives of NGOs in Ethiopia complemented

funding for emergency food aid distribution. The use of periodic funding agreements enabled rapid selection of suitable Australian NGOs and projects. This resulted in the timely and effective distribution of funds for protracted and emergency crises in Ethiopia, the Democratic Republic of Congo and Kenya.

Zimbabwe

In Zimbabwe, AusAID was able to deliver programs in the challenging environment of a fragile state with a high degree of political uncertainty, and in difficult operating conditions. The country experienced a multifaceted humanitarian crisis, encompassing food, agriculture, education, health, water, sanitation and HIV/AIDS. The elections in March and June 2008 destabilised an already precarious social and economic situation. Africa's worst cholera outbreak in 15 years was emerging at the end of 2008; by December 2008, more than 20 000 people had been infected and more than 1000 people had died.

Along with other concerned international donors, Australia contributed much-needed humanitarian assistance to the people of Zimbabwe. We provided an estimated $27 million in humanitarian aid and civil society support in 2008, more than double our contribution in 2007, through international agencies and NGOs. Australia provided funding of $21 million for emergency food aid through the World Food Programme, helping to feed an estimated 4.5 million people and making Australia one of the top donors to the program's relief and recovery operation in Zimbabwe in 2008. To support the international response to the cholera epidemic, Australia provided $1 million through UNICEF and the International Organization for Migration for the provision of safe drinking water, water treatment chemicals, hygiene kits and essential medicines.

Estimated expenditure

Approximately 24% of the 2008–09 Africa budget, was spent on Objective 3.

What is the quality of our aid activities?

Our activities in 2008 were well aligned to the objectives and priorities of the *Development Cooperation Framework for Africa 2003–2007*, which has now expired. The Africa Program entered a phase of transition that is expected to continue at least until the end of 2009, when a whole-of-government strategy is expected to be in place. Design of new initiatives under the new strategy is expected to be largely complete by early to mid-2010.

For existing initiatives, the program relies mainly on monitoring and evaluation by AusAID's implementing partners (UN organisations, international financial institutions and NGOs). This can create a tension between the need to report on Australian Government objectives on one hand, and not wanting to impose additional reporting requirements on delivery partners (who have multiple funding sources) on the other. However, AusAID can work with partners to ensure that objectives are clear, measurable and time-bound, and that appropriate monitoring processes are in place.

The previous Africa strategy did not have an overarching performance framework, making it difficult to accurately measure program-wide outcomes. With AusAID's renewed focus on measuring the impact of development, the required performance information is not always available using existing processes. A priority under the new strategy for Africa will be to better measure impact by making greater use of technical assessment groups to gather monitoring and evaluation data.

Table 2: Quality at implementation (QAI)

Initiative name	Key sector	Implementation progress	Achieving objectives	Monitoring and evaluation	Sustainability
Africa Governance Facility	Governance	(green)	(yellow)	(yellow)	(yellow)
Fistula Hospital – Rural Village Project	Health	(green)	(green)	(yellow)	(green)
Australian Scholarships for Africa Program	Education	(yellow)	(green)	(yellow)	(yellow)
Multilateral and Donor Cooperation Framework	Infrastructure	(green)	(green)	(yellow)	(yellow)
Africa Small Activities Scheme 2008–09	Rural development	(green)	(yellow)	(yellow)	(green)
APAC: Extension & consolidation 2008–09 to 2010–11	Governance	(green)	(green)	(yellow)	(yellow)

Satisfactory (4, 5 and 6)

(Green) 6	Very high quality
(Green) 5	Good quality
(Yellow) 4	Adequate quality; some work to improve needed

Less than satisfactory (1, 2 and 3)

(Amber) 3	Less than adequate quality; needs significant work
(Amber) 2	Poor quality; needs major work to improve
(Amber) 1	Very poor quality; needs major overhaul

What are the management consequences of this assessment?

At the end of 2008, Australia's aid program was poised on the cusp of change. The scaling up of Australian development assistance to the region presents a significant opportunity for Australia to play a niche role in areas of its comparative advantage. The aid program is expanding its geographical coverage from nine to potentially 53 countries, engaging in dialogue directly with African governments for the first time, exploring new partnerships, and designing programs of unprecedented scale (such as the increase of scholarships from 100 per year for 12 countries to 1000 per year across all regions of Africa). Future annual program performance reports will reflect a changed program with new opportunities and challenges.

With the scaling up of the program, its nature will necessarily change. This will require a phased expansion in program coverage as well as innovation in resourcing the program, both in head office and in Africa. Given the amount of planning and preparatory work currently underway – including whole-of-government engagement, communication with the Minister, upfront design work, and consultation with African governments – the pressure for increased resources is most acute in the short term and should be addressed as a matter of priority. Current delivery models and staffing levels will not be sufficient to deliver a larger, wider program in the longer term. New management models must be scalable and must enable AusAID to focus its limited resources on higher level issues, such as setting strategic directions, engaging in policy dialogue with partners, and monitoring and evaluation rather than administrative tasks. Given time differences and the physical distance between Australia and Africa, it is vital that Africa-based staff have reliable access to a variety of communication tools (including video conferencing, remote access to emails and information systems, and shared project management tools) to coordinate their work effectively.

The Australian Government has a strong focus on results. The Africa Program will need to ensure that new programs under development include comprehensive, but realistic, monitoring and evaluation frameworks that provide outcomes-based information for high-quality reporting. It is essential that objectives are pitched at the right level and recognise that Australia's assistance is modest in comparison to Africa's development needs.

The expanded program will need to be responsive to partner governments, but also be able to manage their expectations. While flexibility is important, programs in key sectors will need to be coherent and focused in order to achieve a measurable impact. Regional programs provide an opportunity to scale up Australia's engagement while delivering on aid effectiveness principles as articulated in the Accra Agenda for Action.

Promotion of Australia's role and identity as a development partner in Africa needs to be addressed strategically through continued dialogue with implementing partners, by effective use of recognisably Australian program mechanisms (such as Australian volunteers and Australian technical assistance), and by resourcing communication activities. Access to appropriate technical skills will help AusAID engage effectively on policy issues and improve the recognition of Australia's role as a development partner in Africa. A new communication

strategy will help to report (in Africa and Australia) on the program's achievements. In 2008, work began to lay the foundations for implementing this strategy, but appropriate resourcing will be required to carry the agenda forward.