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AusAID

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Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
APAC	Australian Partnerships for African Communities
AusAID	Australian Agency for International Development
HIV	Human Immunodeficiency Virus
NEPAD	New Partnership for Africa's Development
PFA	Periodic Funding Agreement
UN	United Nations
UNICEF	United Nations Children's Fund

Summary




Africa is home to more than 900 million people, with an estimated 300 million or nearly 30 per cent of the total population living in absolute poverty. The number of poor has doubled in the past two decades, but there are indications that it has peaked and there is some cause for cautious optimism with overall economic growth rates improving. However, the challenges to development are significant and Africa is not expected to meet the Millennium Development Goals.

Australia's total Official Development Assistance to Africa was an estimated \$120 million in 2007–08. This contribution to Africa's development needs remains small (less than 1 per cent) compared with the contributions of other donors, which totalled more than \$43 billion in 2006. Despite this, Australian assistance has not gone unrecognised. Australian Development Scholarships continue to be well received, the ongoing work of Australian non-government organisations is well regarded and Australia was the fourth largest bilateral donor to the World Food Programme's Emergency Operation in Sudan in 2006 and 2007.

In 2007–08 the Africa Regional Program Strategy 2003–2007 was in its final year. The process of reviewing the program's achievements and challenges of the past year provided a unique opportunity to consider the strengths and weaknesses of Australia's approach in Africa and to draw out lessons for the next strategy. Though there are a number of noteworthy achievements at the activity level, the strategy's lack of clear, realistic and time-bound objectives made it difficult to rate the overall program's success. This led to an amber rating against two of the three objectives (Table 1). Developing a well-defined performance framework is a high priority for the next strategy.

The Africa program focuses mainly on countries in the southern and eastern parts of sub-Saharan Africa. The current target countries are South Africa, Mozambique, Swaziland, Lesotho, Zambia, Malawi, Tanzania, Kenya and Uganda. The program has also sustained significant humanitarian efforts in Sudan, Zimbabwe and the Horn of Africa.

TABLE 1 RATINGS OF THE AFRICA REGIONAL PROGRAM IN ACHIEVING THE OBJECTIVES OF THE 2003–07 STRATEGY

Objective	Rating
Promoting good governance at both national and community levels	 (amber)
Improving basic service delivery, particularly in food security and health	 (amber)
Responding, in line with Australia's capacity, to humanitarian needs and emerging issues of mutual concern to the governments of Australia and Africa	 (green)

Note:  denotes the objective is on track to be fully achieved within the timeframe.  denotes the objective will be partly achieved within the timeframe.

MAJOR RESULTS

Major program achievements included:

- > promoting good governance in target countries by supporting reforms in the areas of finance and fiscal management, trade policy development and electoral systems
- > successfully mobilising 166 students through the Australian Scholarships Program in the 2007 and 2008 intakes with 99 per cent success rates in their studies
- > increasing the capacity of the Hamlin Addis Ababa Fistula Hospital, enabling it to treat more than 2500 women a year in Ethiopia for the debilitating condition of obstetric fistula
- > working with the United Nations Children's Fund through the Mozambique Government to provide basic material support to 14 000 children (including half of all child-headed households in the country)
- > leveraging US\$20 million from the Global Fund for AIDS, Tuberculosis and Malaria for work in Malawi
- > developing and implementing a successful village model for savings and loans, which has been adopted by the Government of Malawi
- > providing a network of safe water points that are within, or close to, national standards for access and halting outbreaks of cholera
- > increasing awareness of modes of HIV transmission and means of protection across a number of communities
- > successfully partnering with the World Bank's Water and Sanitation Program to encourage sector reform in Kenya, Mozambique, Rwanda, Ethiopia, Uganda and Tanzania and thus improving service delivery
- > effectively partnering with the World Food Programme to deliver emergency food assistance to about 2.5 million people in Zimbabwe.

Australia has engaged successfully with partner governments, as well as key multilateral implementing partners such as the World Food Programme, the United Nations Children's Fund, the World Bank and key Australian and international non-government organisations to deliver an effective aid program. Australia has also been complimented for its willingness to harmonise and to work in close consultation with key stakeholders. However, in the light of the crowded and fragmented donor landscape on the African continent, greater integration with other donor programs is recommended and will be pursued under the new Africa strategy, which is being developed.

Australia's humanitarian assistance in Sudan was its largest contribution to a single African country in 2007–08 and included support for Australian organisations and people working on the ground in Sudan. It earned Australia a high and positive profile and demonstrated a willingness to respond in a timely manner to a serious humanitarian crisis.

Australia's engagement on Zimbabwe was also important. The humanitarian situation in Zimbabwe deteriorated during 2007–08 with 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. Australia also continued to support civil society organisations working for change in Zimbabwe and promoting human rights, democracy and good governance.

In addition to the protracted situation in Sudan, Australia responded to other humanitarian emergencies in 2007–08, including serious flooding across Africa, post-election violence in Kenya and food shortages in conflict-ridden Somalia. Australia again responded to the specific humanitarian needs arising from these emergencies by identifying appropriate delivery partners, using the various skills of Australian non-government organisations, UN agencies, African governments, and international organisations.

MAJOR CHALLENGES

One challenge facing the Africa regional program was the absence of an appropriate performance assessment framework with baseline data and attainable and measurable targets. This resulted in some lack of clarity and consistency in direction. The new Africa strategy should establish a performance framework with realistic, attainable targets that link results at the initiative level with Australia's broader objectives in Africa and guides the development of new programs.

Another key challenge was the constraints around the predictability and availability of humanitarian funding. The need for AusAID to retain flexibility (and therefore funds) to respond to disasters in other parts of the world restricted Australia's capacity to respond to emergencies in Africa and required greater flexibility in the regional development program. In the future the program will aim to set aside or program funds to enable Australia to better respond to predictable and protracted humanitarian issues, such as those in Sudan and Zimbabwe.

The Africa program offers significant opportunities for scaling up assistance, should the Australian Government wish to do so. Over the years, Australia has developed a number of effective partnerships with other donors, multilateral agencies and non-government organisations. By continuing selected partnerships with multilateral agencies and developing new partnerships with key bilateral donors that have extensive commitments in Africa AusAID would be able to scale up aid efforts, particularly in target countries. While not requiring the significant resources of bilateral aid delivery, partnerships do require the investment of time and resources to establish and maintain strong, productive and mutually beneficial relationships. It will be important to ensure that the Africa program is properly resourced to establish, monitor and evaluate an expanded partner-based program.

Regional performance

MILLENNIUM DEVELOPMENT GOALS

Africa is the world's poorest inhabited continent and is significantly off target to meet most of the Millennium Development Goals. Indicators of child mortality, maternal health, environmental degradation and access to safe drinking water remain well below those of other developing countries. Sub-Saharan Africa is 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, about 30 per cent of the region's population.

The maternal mortality rate in sub-Saharan Africa (920 deaths per 100 000) is almost twice that of the second-worst region, South Asia (500 deaths per 100 000), and sub-Saharan countries make up 38 of the 40 worst-performing countries in terms of under-five child mortality. The HIV/AIDS epidemic is escalating, with the AIDS death toll expected to double during the next decade. As many as 22 000 people die from AIDS every week in the southern African region alone. Of all the world's HIV-positive children, nearly 90 per cent live in sub-Saharan Africa. Violent conflicts continue to affect more than 50 per cent of Africans, predominantly through the devastating impact on economic, social and political stability. Africa is also vulnerable to harsh climatic patterns and natural disasters such as droughts, which contribute to Africa's food security crisis.

Recent economic progress, albeit modest, provides some cause for optimism. After steep declines between the mid-1970s and the late 1980s, the average annual growth in gross domestic product in sub-Saharan Africa has increased to 3.8 per cent since the mid-1990s and was 5.8 per cent in 2007, more than doubling the 1.8 per cent average growth rate recorded over the preceding 10 years.

African countries are increasingly taking ownership of and accountability for their development programs, and there have been measurable improvements in both political and institutional governance. Millennium Development Goals have been largely adopted as the targets for development in Africa and integrated into most countries' poverty reduction strategies and other government plans. The challenge is to build on this momentum by accelerating the pace of reform.

GOVERNANCE, A MAJOR CHALLENGE

The World Bank has identified corruption as one of Africa's most significant development challenges. Recent events in Kenya and Chad have highlighted the enormity of the governance challenges facing Africa and that considerable improvements

are still required. Nonetheless, recent indicators show that institutional governance is steadily improving in Africa. For the past seven years the average scores from the World Bank's Country Policy and Institutional Assessment have been rising in Africa, and the number of African countries with scores at or above the 'good performance' threshold of 3.5 has increased from 5 to 15.

Democracy is gradually taking root as many African countries undertake significant political reform. In 1989 only five African countries could be described as democracies. A decade later, more than 20 African countries had democratically elected governments and around a dozen were in transition to democracy. In the past five years, more than two-thirds of sub-Saharan African countries have had democratic elections. While this is notable progress, as events in Kenya early in 2008 showed, democracy can still be very fragile in Africa.

AUSTRALIA AND OTHER DONORS

Australia has been a comparatively small donor to Africa. In 2007–08 Australia's Official Development Assistance to Africa was estimated at \$120 million. Most of this was delivered through AusAID's Africa regional program (\$43 million), humanitarian assistance (\$45 million) and programs of non-government organisations (\$9.5 million). In addition to this direct assistance, Australia provided aid to Africa indirectly through its contributions to the World Bank, various UN agencies and global funds. Australia's aid efforts have aimed to improve governance, health and food security with a focus on southern and eastern Africa.

In 2006, total aid from the international donor community to Africa amounted to more than US\$43 billion. The donor scene is crowded and still relatively fragmented. For example, there are more than 25 international donor agencies active in each of Ethiopia, Mozambique, Tanzania and South Africa. Yet, half of these are 'micro-donors', with their combined aid accounting for less than 10 per cent of overall aid flows. The Paris Declaration and Accra Agenda for Action are helping to consolidate donor efforts. However, a recent review of donor behaviour in South Africa found there was still a long way to go.

Increasing South–South cooperation, particularly the growing presence of China and South Africa as aid providers on the continent is changing the donor landscape, as are emerging practices of reduced conditionality on aid recipients. The New Partnership for Africa's Development (NEPAD), initiated by the African Union, has also been another important coordinating framework across the region. To date, Australia has had limited engagement with NEPAD or its host, the African Union.

What are the results of the Africa aid program?

The Africa program focuses mainly on countries in the southern and eastern part of sub-Saharan Africa. The current target countries are South Africa, Mozambique, Swaziland, Lesotho, Zambia, Malawi, Tanzania, Kenya and Uganda. The program has also sustained significant humanitarian efforts in Sudan, Zimbabwe and the Horn of Africa.

In 2007–08 the Africa Regional Program Strategy 2003–2007 was in its final year. The process of reviewing the program identified a number of noteworthy results at the activity level that contributed to achieving the objectives of the strategy.

OBJECTIVE 1:

PROMOTING GOOD GOVERNANCE AT BOTH NATIONAL AND COMMUNITY LEVELS

RATING

■ The objective will be partly achieved within the timeframe.

ASSESSMENT OF PERFORMANCE AND RESULTS

Broad improvements in governance in recent years have been an important (but not the sole) underlying factor in the achievement of higher economic growth and development successes in a number of African countries. As evidenced in Kenya though, this progress is fragile and depends to a large extent on the political will within the highest levels of government. Progress requires a multifaceted approach—not only targeting technical interventions but also building leadership at all levels of government.

The Africa program has sought to implement such an approach and has promoted good governance at the national and community levels principally by:

- > providing technical and expert assistance under the African Governance Facility
- > supporting postgraduate education and fellowships for potential drivers of reform and aspiring leaders through the Australian Scholarships Program
- > supporting civil society through the Australian Fund for Zimbabwe.

Good progress towards achieving this objective was made during 2007–08, especially under the African Governance Facility. Nonetheless, without measurable, time-bound targets in the strategy it is difficult to state whether the original objectives were achieved within the timeframe. As a result an amber rating was assigned.

African Governance Facility

This is a five-year \$15 million facility that started in 2004–05. It has focused on democratisation, trade liberalisation, public sector reform, financial and economic management, and legislative reform. Australia is recognised for its expertise in these areas. A mid-term review of the African Governance Facility found that the program had been effective and efficient, and activities were sustainable, relevant and meaningful. The review found that excellent results had been achieved in the three components of the program—democratisation, trade liberalisation and emerging issues.

Although progress in implementation had been slow at times, partners used to deliver the African Governance Facility were found to have strong capacity in governance issues and a complementary and sustainable set of programs.

Some key results in 2007–08 included:

- > strengthening trade policy development at country and regional levels by establishing a regional trade database and building the capacity of policy makers and trade negotiators, which benefited 14 member states of the Southern African Development Community as well as target countries of East Africa
- > increasing citizen participation in parliamentary systems in Malawi, Lesotho, Uganda and Tanzania by establishing and developing public participation frameworks (Standing Orders of the Parliament of Lesotho that were revised during 2006–07 to incorporate new transparency standards were passed by the Lesotho Parliament during 2007–08.)
- > building capacity to support electoral preparations in Kenya and Lesotho and, through a partnership with International IDEA (the International Institute for Democracy and Electoral Assistance), trained more than 100 election managers from more than 20 partner countries in Africa during 2006–07 and 2007–08
- > strengthening public sector governance systems by supporting partner government projects funded under the emerging issues component, including:
 - assistance from the University of Curtin to the Financial and Fiscal Commission of South Africa to develop a model for effective financing of different levels of government (local, provincial and national) in order to better deliver constitutionally mandated basic services (Officials from South Africa, Botswana, Malawi and Swaziland were trained in the use of the model.)
 - support to the Association of Parliamentary Accounts Committees to build capacity among African legislatures
 - a joint research project involving the Australian and South African treasuries focusing on the impact of resource endowments and commodity price shocks on trade, fiscal and monetary policy, the economics of climate change and environmental regulation, and retirement fund reform.

Australian Development Scholarships in Africa

The Australian Development Scholarships program in Africa is another initiative that contributes to the objective of promoting governance. The scholarships program provides postgraduate scholarships and short-term fellowships to nationals of targeted countries to build their skills in areas that are both development priorities for partner governments and consistent with Australia's Africa program strategy. Governance is a key target area.

Between 2001 and 2007, 538 African students were supported by this program and significant numbers of the alumni now hold positions of influence in African partner governments (for example, one is developing the biofuels policy for South Africa, another is the speechwriter for the South African President, and another from Lesotho is now working on African trade issues within the World Trade Organization in Geneva).

Over the past two years 99 per cent of program recipients successfully completed their studies. Like other parts of the Australian aid program, Australian scholarships have a good reputation across Africa. There is strong competition for the scholarships and they are highly valued by partner countries, including by students and government counterparts.

Australian Fund for Zimbabwe

The current objectives of the Australian Fund for Zimbabwe are to reduce the suffering of Zimbabwe's most vulnerable people, to support the retention of skilled Zimbabweans and to support civil society organisations mobilising for change and promoting human rights, democracy and good governance. It has proved to be a flexible and effective funding mechanism. It gave Australia the opportunity to more than double its assistance to an estimated \$13.6 million in 2007–08 to respond to the worsening crisis in Zimbabwe. Support was channelled mainly through the World Food Programme for emergency food aid and through Australian non-government organisations for food security and activities related to HIV/AIDS.

In 2007–08 Australia also increased support through the Australian Fund for Zimbabwe 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.

OBJECTIVE 2: IMPROVING BASIC SERVICE DELIVERY

RATING

- The objective will be partly achieved within the timeframe.

ASSESSMENT OF PERFORMANCE AND RESULTS

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 United Nations Children’s Fund (UNICEF) on children and AIDS, and with the World Bank on water and sanitation.

As with the previous objective, the lack of measurable, time-bound targets made it difficult to determine whether the original objective had been achieved. There were, however, notable successes at the activity level.

Australian Partnerships for African Communities

APAC is a \$53 million, five-year partnership between AusAID and seven Australian non-government organisations operating in seven countries—Kenya, Malawi, Mozambique, South Africa, Uganda, Zambia and Zimbabwe. Its goal is to contribute to poverty reduction and the achievement of sustainable development in targeted countries in southern and eastern Africa. The program focuses on three sectors—food security, communicable diseases (including HIV/AIDS), and water and sanitation.

APAC was the first multi-country cooperation agreement with Australian non-government organisations. Beyond the obvious difficulties of working across vast distances, APAC has faced many challenges, including several natural disasters (both drought and flooding) and the continuing devastation wrought by HIV/AIDS in sub-Saharan Africa. In this demanding environment, strong partnerships have been forged between AusAID, the Australian non-government organisations and their local implementing partners, providing a unique opportunity for implementing and learning together.

An original feature of APAC was the inclusion of several broad themes, against which all programs were required to monitor and report, including:

- > providing benefits to the poor in the three program sectors
- > using a ‘program approach’—working across countries with similar activities
- > building the capacity of national partners
- > promoting policy engagement and government collaboration
- > developing educational and public information material
- > documenting lessons learned.

A mid-term review in 2007 found that program’s progress was satisfactory, with initiatives grounded in prior experience and on track to achieve end-of-program targets. Two of the six activities were assessed as highly satisfactory and only one was deemed unsatisfactory and was discontinued.

Regular monitoring and evaluation exercises conducted since the start of the APAC program provide evidence that the work of APAC agencies and their partners significantly benefited the poor. Highlights include:

- > increased awareness of modes of HIV transmission and means of protection, and reduced stigma and discrimination
- > increased community awareness and debate of gender and legal rights issues, including the needs and rights of children
- > increased capacity within civil society to respond to the needs of AIDS-affected communities
- > increased access to and quality of services such as counselling, testing and treatment to prolong life and provide support for the sick and vulnerable (particularly children)
- > reduced incidence of malaria and cholera
- > increased access to legal services to address rights abuses from domestic violence and conflict
- > increased individual and household incomes
- > improved food security at household and community levels
- > improved access to and delivery of safe water and sanitation services
- > increased community capacity to engage with local structures and to advocate for improved access to essential services
- > greater district-level government capacity to implement national policies.

AusAID is currently working with the APAC program to draw out lessons learned across countries and identify good practices, from which policy briefs will be prepared for wider distribution, focusing on the following models:

- > people in planning—non-government organisations' support of national decentralisation processes in promoting the voice of people into planning processes and systems
- > beyond basic needs—the role of non-government organisations in addressing communities' basic needs for water, food and health care by strengthening community networks and wellbeing
- > partnerships in implementation—the nature of the various partnerships used to deliver the APAC program, from small community-based organisations through to large national and international non-government organisations.

Over four years, APAC non-government organisations succeeded in implementing many innovative activities, which included:

- > working closely with the governments of Malawi and Mozambique to roll out various models of decentralised planning to ensure improved community-level services
- > pioneering work in Zambia, Kenya and Uganda on an integrated model of psychosocial support to children generally, but specifically those infected and affected by HIV/AIDS
- > developing new economic models to strengthen the livelihood resilience of poor pastoral communities in Kenya
- > developing and implementing a model of village savings and loans, which has proved that poverty can be overcome with a community's own resources and which has been adopted by the Government of Malawi
- > significantly contributing to effective monitoring tools for measuring the impact of development programs in the seven APAC countries, including a community scorecard to ensure accountability to communities
- > developing integrated community work with the formal health sector in the context of rolling out antiretroviral treatment in Kenya, Malawi, Mozambique, Zambia and South Africa
- > redressing more than 4000 cases of legal violations, which were handled by trained community volunteers, partner organisations and local non-government organisations in Uganda, Kenya, Zambia and Zimbabwe
- > providing a network of safe water points in Kenya, Malawi and Zimbabwe that are within, or close to, national standards for access (and there have been no cholera outbreaks since).

Hamlin Addis Ababa Fistula Hospital

Since its establishment in 1974, the Hamlin Addis Ababa Fistula Hospital has treated more than 24 000 women of fistula, a debilitating condition caused by obstructed labour. The hospital has played a pivotal role in identifying and treating this condition, which was, for many decades, a neglected condition with no available cure. The health implications of fistula are extensive. In Ethiopia alone, three in every 1000 pregnant

women will suffer from fistula and 90 per cent of babies of fistula mothers die. More than two million women suffer from the condition worldwide.

Australia has provided more than \$5.7 million for the work of the hospital since 1993 and provided a further \$2 million in 2007–08. This funding has helped the hospital to achieve impressive results, which included:

- > establishing regional centres, expanding the hospital's reach to rural areas where it is needed most
- > doubling the hospital's capacity to treat more than 2500 patients each year, an increase from 1200 patients only a few years ago
- > enabling the hospital to become one of the world's leading training centres for fistula surgery—training medical staff who can then carry out the surgery in other developing countries
- > supporting the hospital's Desta Mender village, which provides accommodation within self-contained cottages for patients who cannot be cured, provides a supportive environment for patients who require ongoing medical care, and empowers patients through teaching skills in agriculture, farming and craft work
- > establishing a midwifery training college that will focus on assisted childbirth, thus preventing fistula occurring in the first place and significantly reducing child mortality.

Other donors are increasingly supportive of the hospital and there is potential to replicate and scale up the hospital's work in the future. Australia's funding has supported the hospital in a sustainable way, by providing an income stream through the hospital's foundation rather than direct grant funding. However, income generated through the foundation is not enough to cover the hospital's running costs and the shortfall will need to be targeted under any scaled-up model. Working with other donors to support the hospital's work will be one way this issue can be addressed.

United Nations Children's Fund

Australia's support through UNICEF's Children and AIDS Regional Initiative also achieved some good results in the health sector. This initiative supports AIDS orphans and other vulnerable children in a multifaceted way. Some notable achievements in 2007–08 included:

- > reducing the spread of malaria by providing insecticidal nets to almost 30 000 children
- > working through the Mozambique Government to provide basic material support to 14 000 children (including half of all child-headed households in the country)
- > leveraging US\$20 million from the Global Fund for AIDS, Tuberculosis and Malaria for work in Malawi
- > supporting the Malawi Government to scale up a social protection (cash transfer) program initially piloted through Australia's partnership with UNICEF

- > substantially increasing community care through the establishment of child care centres and child protection officers
- > building government capacity in, for example, training, data collection, institutional linkages, and scaling up government-led initiatives.

This initiative is clearly having an impact in the provision of basic services for vulnerable children across the three target countries, although work in Tanzania has been progressing more slowly than expected. This will be addressed when UNICEF adjusts its program to work more closely and strategically with the Tanzanian Government.

Sustainability of the initiative is being built by leveraging funds from the partner governments and other donors and embedding processes in the relevant country institutions. A joint review of the program with the United Kingdom's Department for International Development is being planned for late 2009.

World Bank's Water and Sanitation Program

The World Bank's Water and Sanitation Program is a broad-reaching, multi-country initiative. Of all of Australia's activities in Africa, this one focuses most on working through and building capacity within partner government systems. Australian assistance aims to improve strategies for sector financing and to scale up sustainable rural water supply programs in southern and eastern Africa. As a result of this initiative:

- > the Kenyan Government increased its sector budget allocation for 2007–08 by more than 20 per cent in 2005–06 and recently launched a national Environmental Sanitation and Hygiene Policy
- > memorandums of understanding are in place between national and sub-national governments in Mozambique, governing the decentralisation of sector funding
- > the Ethiopian Government agreed to allocate US\$24 million to the Ministry of Health for hygiene and sanitation improvements
- > in Rwanda, more than 20 per cent of rural piped systems are now under local private sector management as part of a new approach to private sector participation
- > US\$1 billion in funding was leveraged for the sector in Tanzania as a result of developing sector planning and financing structures
- > public finance is being used to leverage market-based finance for the water sector in Uganda and Kenya, including the use of commercial banks and issuing the very first water bond in Africa
- > accountability and anti-corruption reforms have been supported in Kenya and Mozambique.

While noteworthy in themselves, the impact of these outcomes on the water and sanitation Millennium Development Goal—the Water and Sanitation Program's ultimate goal—remains unquantified. AusAID has requested that the World Bank develop a better link between reporting and planned outcomes (for example, the number of people

with increased access to water and sanitation, and the amount of funding available in the sector) in order to provide clarity on this issue.

The Water and Sanitation Program is in the process of developing a new medium-term strategy for its global program, with information systems for sanitation and sector management likely to be a focus. An evaluation of the global Water and Sanitation Program is planned for 2008–09 (the last evaluation took place in 2004–05).

The Water and Sanitation Program in Africa is a successful long-term (30-years-old) program that is well respected by partner governments. Its partnerships with the Africa Union (through the African Ministers' Council on Water) and with the African Development Bank give it influence much wider than its current 12 country focus. This, together with the high level of demand for Water and Sanitation Program services and the current under-funding, provides a good opportunity for Australia to scale up its support for water and sanitation in Africa in an effective and efficient way.

Africa Regional Small Activities Scheme

The Africa Regional Small Activities Scheme is a competitive small grants program to support community-based activities that promote sustainable economic and social development. The scheme operates in all countries covered by Australia's Africa regional development program as well as Ghana and Nigeria, where Australia has diplomatic missions, and Southern Sudan. Activities under the scheme are implemented by non-government organisations. Examples of the activities funded during 2007–08 include:

- > a sustainable agriculture program by Caritas to improve the incomes of farming women in Uganda by providing them with basic marketing skills and helping them to process and add value to their produce
- > a sustainable energy development program by Sustainability Africa to alleviate rural poverty in Kenya through the design, development and installation of energy-efficient eco-stoves in six primary schools and in female-headed households
- > a Newcastle Disease inoculation program delivered through the Golden Valley Agricultural Trust to safeguard the livestock of small rural chicken farmers in Zambia, and continued support for a Newcastle Disease program in Malawi through the Keeyma Foundation.

The Africa Regional Small Activities Scheme continues to play a valuable part in the Africa regional program by providing a flexible, community-level mechanism able to make a large tangible difference to the lives of ordinary people for a relatively small outlay.

OBJECTIVE 3:

RESPONDING, IN LINE WITH AUSTRALIA'S CAPACITY, TO HUMANITARIAN NEEDS AND TO EMERGING ISSUES OF MUTUAL CONCERN TO THE GOVERNMENTS OF AUSTRALIA AND AFRICA

RATING



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

ASSESSMENT OF PERFORMANCE AND RESULTS

The delivery mechanisms used to meet this objective are the humanitarian program as well as flexible programs to respond to areas of joint interest between the governments of Australia and Africa. The objective of the humanitarian program as articulated in the Africa Regional Program Strategy 2003–2007 is to 'mitigate the adverse impacts of conflict, natural and other disasters on vulnerable populations'. For the emerging issues, the objective is to 'maintain our responsiveness to issues of mutual concern as they emerge'.

In 2007–08 Australia's humanitarian program mitigated 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 against the objective.

Humanitarian program

Around \$44 million or about 39 per cent of total estimated Australian Official Development Assistance to Africa was focused on developing initiatives and directing resources to meet humanitarian needs in 2007–08. This included some \$25 million for Sudan, reflecting the depth of Australia's concern for the protracted humanitarian crisis in that country. In addition, more than \$13 million, approximately 11 per cent of the Africa program's budget, was provided for humanitarian relief and civil society assistance in Zimbabwe.

Australia's humanitarian aid to Africa reflects its role as a good international citizen and its desire to contribute to the immediate needs of people affected by humanitarian crises. Australia's expenditure on humanitarian assistance to Africa has increased over the past few years, with Australia pursuing opportunities for both strategic and niche engagement—for example, by funding protection officers attached to UN agencies—in response to humanitarian crises in Africa.

Australia's record in responding to humanitarian needs in Africa is strong. As in previous years, a significant proportion of emergency assistance was provided as food aid through the World Food Programme. Australia also contributed in a timely and effective way to crises through the international appeals of UN agencies, other international aid organisations and Australian non-government organisations. In addition, the humanitarian program supported activities that dealt with water and sanitation, disaster

preparedness, non-food items, pre-positioning of stores, conflict resolution, reuniting families, and deploying Australian technical experts to work in protection, health, logistics and food security activities.

Australia has made significant, targeted contributions to international responses to crises across Africa. However, the nature of emergency humanitarian assistance means that the program did not have pre-determined or measurable milestones. However, during 2007–08 Australia was able to:

- > enhance its capacity to respond to emergencies through expanded engagement with multilateral and international organisations (such as the UN and Red Cross organisations) and Australian non-government organisations in accordance with AusAID policy
- > provide emergency humanitarian assistance to 10 African countries through five UN agencies, three international organisations and six Australian non-government organisations
- > respond in a timely and effective manner to humanitarian needs in Africa, such as flooding in eastern and southern Africa and post-election violence in Kenya, by judiciously targeting the established capacities of Australian non-government organisations and by engaging with multilateral organisations
- > partner with the United Kingdom's Department for International Development and the United Nations Development Programme to build the capacity of partner governments in southern Africa to assess vulnerability, develop appropriate response policies and implement disaster preparedness measures.

The experience of Australian non-government organisations working in Africa provided efficiencies for Australia's aid program. Contributions were made to already established and successful operations. This ensured that the aid provided by Australia was used to directly assist those people affected by the crisis, rather than to meet establishment costs for new projects. It enabled Australia to maximise the effectiveness and impact of its contributions. Partnerships with multilaterals (such as UN agencies and the International Committee of the Red Cross) ensured that the impact of the country's assistance increased significantly by contributing to and leveraging a larger pool of resources. Australia was also able to support partner government's own responses (for example, by providing funding for the transport of food provided by the Zambian Government to assist flooding victims in their country).

Sudan

Australia's largest contribution to an African country in 2007–08 was the \$25 million provided to address the ongoing humanitarian crisis in the Darfur region of Sudan. Australia's support was concentrated on a number of immediate basic needs such as food, health, water and sanitation. Assistance was also offered for protection activities that were primarily aimed at safeguarding vulnerable women and children in camps for internally displaced people.

In 2007 Australia was the fourth largest bilateral donor to the World Food Programme's emergency operation for Sudan. This operation was judged by the international community and Australian government partners as extremely successful and politically astute. It significantly raised the profile of Australia in the region. It also reaffirmed Australia's commitment to a country that it has supported over a number of years and where contributions have provided effective assistance to large numbers of displaced people.

Zimbabwe

Australia's ongoing concern for the humanitarian needs of the people of Zimbabwe is a reflection of the country's longstanding relationship with Zimbabweans. Despite the difficulties of operating in Zimbabwe, Australia has remained responsive to a situation that is fluid and unpredictable by developing appropriate contingency plans and targeting assistance. Australia has effectively delivered an expanded program of humanitarian and civil society assistance to Zimbabwe which, in 2007–08, increased to more than \$13 million, more than twice the expenditure in the previous financial year.

Periodic Funding Agreements

The distribution of humanitarian assistance under Periodic Funding Agreements enabled the rapid selection of suitable Australian non-government organisations and projects for support, ensuring the timely and effective distribution of funds. The success of this arrangement is further highlighted by the positive feedback received from both participant non-government organisations and AusAID's Humanitarian and Emergency Section.

Responding to emerging issues

In 2007–08 the Africa program delivered impressive results in responding to emerging issues through a range of mechanisms including the African Governance Facility, Australia Africa Fellowships, the Africa Regional Small Activities Scheme and the Australian Sports Outreach Program.

The African Governance Facility includes a 'flexible component' to allow grant funding up to \$100 000 for emerging issues. AusAID collaborates with other whole-of-government partners to support activities under this component that fit within the broad definition of governance. A mid-term review found that:

- > the program was well managed
- > a balanced portfolio of projects had been identified and implemented, and these were strategic as well as of interest and of mutual benefit to partners
- > activities such as the Landcare Project, the Kenyan Revenue Authority Project, the Centre for Corporate Governance Project, support to the Financial and Fiscal Commission in South Africa and the Local Government Project in Lesotho had fully met their objectives and had achieved good results and were sustainable
- > some of the activities were regarded as best practice examples of short-term technical assistance projects.

In 2007–08 AusAID piloted the Australia Africa Fellowships. These are short-term study, research or professional attachments in Australia. They focus particularly on the management of revenue flows from natural resources and project management in infrastructure development, and complement longer term scholarships in areas such as public finance and administration. The fellowships represent a means of leveraging Australia's comparative advantage in these fields and underlining its support for the Extractive Industry Transparency Initiative. For African countries, it is an opportunity to harness the potential growth and development benefits from the revenue generated by extractive industries, worth billions of dollars each year. This is an excellent example of how the program has responded to areas of emerging interest for mutual benefit.

PARTNERSHIPS

The bulk of the Africa aid program's initiatives are implemented through strong partnership arrangements with multilateral agencies such as the World Food Programme, the United Nations Children's Fund and the World Bank as well as non-government organisations that have proven track records, including World Vision, Oxfam, Caritas, Austcare and CARE Australia. This has increased the effectiveness of Australian interventions by:

- > delegating responsibility to agencies with experience and expertise in relevant sectors
- > supporting initiatives aligned with partner governments' priorities and systems
- > reducing potential for duplication of initiatives
- > reducing transactions costs for all concerned
- > providing opportunities for Australia to leverage much larger amounts of funding from other donors and partner governments
- > enabling effective management of a significant aid program with a relatively small number of staff
- > providing scope for rapidly scaling up implementation and funding, if and when required.

What is the quality of AusAID activities in Africa?

In 2007–08 AusAID’s Africa program achieved impressive results for its small size and scale. Initiatives were effectively targeted at achieving strategic objectives. There was good overall progress in implementing a range of initiatives, with activities meeting key milestones and operating within budget. Sustainability seems to have been well addressed in most projects.

Monitoring and evaluation arrangements seem to be working effectively for most initiatives. However, a more comprehensive and formal performance framework will need to be developed for the new Africa strategy, which is being prepared. In 2007–08, in the absence of a formal performance framework, the assessment of an initiative’s quality was based on quality-at-implementation reporting, mid-term reviews, independent completion reports and anecdotal information.

Of the 11 activities subjected to internal quality assessment, 10 activities were rated as satisfactory in all four areas of assessment. Nevertheless, all were assessed as requiring some improvement in progressing implementation, achieving objectives, monitoring and evaluating initiatives, and ensuring sustainable outcomes.

For the one activity that was rated as unsatisfactory in all areas, a 2007 mid-term review recommended a redesign of this activity. Despite obvious efforts by the implementing organisation to address the review’s concerns, the program was deemed unlikely to meet its objectives and was wound down by June 2008.