

# **Review of Australian Partnerships with African Communities**

**Final Report**

**13<sup>th</sup> September 2009**



## **Review Team Members**

Catherine Bennett (Team Leader)

Jessica Kenway (M&E Consultant)

Gilbert Kamanga (ACFID Representative)

John Morley (AusAID, Development Partnerships Branch)

# Table of Contents

<b>Acknowledgements</b>	<b>3</b>
<b>Acronyms</b>	<b>3</b>
<b>Executive Summary</b>	<b>4</b>
<b>1 Introduction</b>	<b>7</b>
1.1 Background	7
1.2 Review objectives and methodology	7
1.3 Policy context when APAC was developed	7
1.4 Program description	8
1.5 Program management	9
1.6 Guidelines, ANGO selection process and timeline	9
<b>2 Key findings-Program outcomes and achievements</b>	<b>9</b>
<b>3 Key findings - Program design and implementation</b>	<b>13</b>
3.1 APAC design and the “program approach”	13
3.2 ANGO selection and ANGO program design	14
3.3 Program management	15
3.4 Technical advisory group	15
3.5 Effectiveness of partnerships	16
3.6 Value-add of ANGOs	17
3.7 Monitoring and evaluation at APAC and ANGO program levels	18
3.8 Encouraging innovation and a learning environment	20
<b>4 The current context – AusAID, ANGOs and Africa</b>	<b>21</b>
4.1 The AusAID Africa Strategy	21
4.2 AusAID commitment to ANGO partnerships	21
<b>5 Possible future program – ideas and options</b>	<b>21</b>
5.1 Geographic scope and program themes	22
5.2 Desired ANGO capacity	23
5.3 Partnership approach	23
5.4 Design process	24
5.5 APAC 2 management and coordination	24
5.6 Branding	26
<b>6 Annexes</b>	<b>27</b>
6.1 Annex A – Review consultations	27
6.2 Annex B – Brief description of ANGO program aims	28
6.3 Annex C – Ideas for the future design-collated from throughout the document	29
	2

## Acknowledgements

The review team acknowledges the time and contributions of the many community members, implementing partners, and representatives from AusAID and Australian NGOs who participated in the review.

## Acronyms

ACFID	Australian Council for International Development
ADRA	Adventist Development and Relief Agency
AFAP	Australian Foundation for the Peoples of Asia and the Pacific
ANCP	AusAID NGO Cooperation Program
ANGO	Australian Non Government Organisations
APAC	Australian Partnerships with African Communities
ART	Anti Retroviral Treatment
CA	Cooperation Agreements
CBO	Community Based Organisation
CCF	Christian Children's Fund
COVCCS	Community Orphans and Vulnerable Children's Committees
CSO	Civil Society Organisation
CTDT	Community Technology Development Trust (Zimbabwe NGO)
DOVCCS	District Orphans and Vulnerable Children's Committees
FIDA	International Federation of Women Lawyers
INGO	International Non Government Organisation
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
NGO	Non Governmental Organisation
PAC	Partnerships African Communities
PLWHA	People Living with HIV and AIDS
PTA	Program Technical Adviser
PM	Program Manager
OVC	Orphans and Vulnerable Children
SADC	Southern African Development Community
VSL	Village Savings and Loans

*Front cover photo: Participants in Plan's APAC Program in Zimbabwe. Photos taken by: J Kenway.*

## Executive Summary

Australian Partnerships with African Communities (APAC) is a A\$60 million program which provided funding for Australian NGOs (ANGOs) to support development in southern and eastern Africa. The program began in 2004 and is due for completion in June 2010. In July 2009, AusAID commissioned a Review to assess the APAC program. The Review Team included two independent consultants (Team Leader and Monitoring and Evaluation consultant), a representative from the Australian Council for International Development (ACFID), and a representative of AusAID's Development Partnerships Branch.

The Team's findings are based on a review of documentation including the ANGOs' final evaluations, discussions with AusAID and ANGOs, and consultations with implementing partners and beneficiaries across six of the seven APAC countries from 5<sup>th</sup>-29<sup>th</sup> August 2009.

The Review did not aim to collate or synthesise the overall impact of APAC. Rather it has identified examples of significant achievements and impacts, and identified improvements and ideas to guide the development of the future program. Given the diversity of sectors, countries, contextual settings, and approaches taken, it would be difficult and time consuming to determine definitive impacts at the program level. The generally weak monitoring and evaluation systems across the program would also hamper the task.

The independent final evaluations commissioned by the ANGOs indicate that, in general, APAC has achieved significant and lasting outcomes. The capacity of partners has been developed including in-country offices of the International NGOs, and local Civil Society Organisations (of various sizes), and district and local government. Partners report that they now have stronger internal systems (such as financial management and governance), stronger relationships with government and communities, and are delivering better quality services to more people.

APAC has increased national partners' and community knowledge of HIV prevention, treatment and care; opportunities and means to enhance livelihoods; and the rights of women, children, and People Living with HIV and AIDS (PLWHA). Community's attitudes have changed with reduced stereotyping of gender roles and more inclusive development. Examples of practice changes included establishing child-friendly environments in homes and schools; increasing realisation of women's inheritance rights; reduced stigma and discrimination against PLWHA; reduced domestic violence and community conflict; and many communities now planning and leading their own development and demanding services from government.

The program has contributed towards improvements in health through provision of water and sanitation, home based care, and adherence to Anti Retroviral Treatment (ART). Increased food security and enhanced nutrition have been achieved through introduction of small scale irrigation, seed banks, food stores, solar dryers, and herbal gardens. Income security has been increased through income generating activities, village savings and loans, and support for increased crop and livestock production and diversification.

The program has empowered women and children, making them less vulnerable to exploitation. Improved psychosocial wellbeing of children has led, amongst other things, to increased school retention.

Many of the ANGO programs demonstrated good approaches in linking and supporting government service delivery (e.g. ChildFund establishing government mandated committees for orphans and vulnerable children in Zambia and Uganda) which will help scale up and sustain the program's outcomes. Several ANGO programs supported communities to engage with government to influence policy. In other programs, implementing partners directly engaged with government to bring about changes in policy development and delivery.

However, the review team also identified a number of areas where the program could have been improved. Many of these relate to the need for more strategic program management by both AusAID and the ANGOs (e.g. providing more support to implementing partners to have a proactive focus on gender equity, to strengthen performance assessment, and to consider broader implications and opportunities for policy dialogue).

APAC was AusAID's first Cooperation Agreement with ANGOs, and one of its early attempts to change the nature of its relationship with ANGOs from one of purchaser and service provider, to more of a "partnership". However, there was limited clarity about the type and nature of that partnership resulting in different expectations of roles, particularly around AusAID's level of monitoring of the ANGO programs. At the same time, the focus of the then Australian Government was on the Asia Pacific region. AusAID was also in the process of devolving program management to Posts, and AusAID's APAC program management personnel was reduced from three program managers to one. All contributed towards a lack of strategic oversight of the program. In addition, not all ANGOs operated in a way that strengthened the partnership, with a general lack of trust, open discussion and exchange characterising much of the engagement between the ANGOs and AusAID. This situation meant that opportunities were missed to capitalise on the achievements and lessons from the program, and to inform AusAID's broader engagement in policy and development assistance in Africa.

The future program will require the nature of the AusAID-ANGO "partnership" to be clarified. If AusAID and the ANGOs can forge a more robust partnership, based on agreed objectives and approaches, APAC can support learning, policy engagement and advocacy at a level beyond a suite of projects. To achieve this requires increased AusAID staffing, resources and intellectual engagement.

Despite being called a "program", APAC has to date operated more as a facility supporting a collection of individual ANGO programs. While this facility approach has appeared to be reasonable and appropriate, problems have arisen as expectations, and monitoring and evaluation arrangements have been based on the notion of APAC operating as a program rather than the reality of how it was actually being implemented. The future program will need to determine the most suitable modality of support, and align AusAID (and ANGO) management arrangements and resources appropriately.

The design of APAC had many good elements that should be continued in the new program. Some of these key strengths include:

- The **five year time frame** and **flexibility** to modify approaches allowed programs to focus on longer-term development needs and led to more sustainable outcomes.
- Encouraging partners to **consider several sectors** and going **beyond basic needs** (e.g. health, water and sanitation and livelihoods, together with rights based approaches) led to better outcomes. However partners often needed support and flexibility (from both AusAID and the ANGOs) to be able to build this integration into their programs over time.
- Providing opportunities and resources to **support learning and exchange** within ANGO programs and between them was highly beneficial. APAC 2 could take a wider view and support learning and exchange with others working in similar sectors (e.g. other donors, Civil Society Organisations (CSOs) etc).

The ANGOs were able to work with their local partners to achieve significant outcomes including:

- Strengthening engagement between civil society and government, particularly at the lower levels.
- Increasing the reach of government and donor services to some of the most vulnerable groups in society.
- Achieving direct progress towards the Millennium Development Goals.

The relationships, contextual understanding, and evidence base developed through a program like APAC can form a valuable compliment to inform AusAID's broader engagement in Africa. This is particularly the case as AusAID seeks to rapidly expand its engagement in Africa from a relatively low base.

The future program should build on the existing strengths and achievements of APAC, and further target these to best position the Australian Government and Australian NGOs to support civil society strengthening and progress towards the Millennium Development Goals. This will require clarity around AusAID's policy position and niche (as a relatively minor donor) for engaging with civil society in southern and eastern Africa.

# 1 Introduction

## 1.1 Background

Australian Partnerships with African Communities (APAC) is a A\$60 million program, which funds Australian NGOs (ANGOs) to respond to emerging development challenges in southern and eastern Africa. The program started in 2004, originally as a five year program, but was extended for a 6<sup>th</sup> year. The program is now due for completion in June 2010. In July 2009 AusAID commissioned a team to conduct a final review of APAC at the program level.

## 1.2 Review objectives and methodology

The purpose of the review was to identify examples of significant achievements against the program objectives, identify the strengths and weaknesses of the program's implementation (including AusAID's role in managing the program), and to help inform the design of the future program.

The Team comprised two independent consultants (Team Leader and M&E consultant), a representative from ACFID, and a representative of AusAID's Development Partnerships Branch. The AusAID APAC Program Manager accompanied the Team on field visits.

The Team's findings are based on a review of documentation, including the ANGOs' final evaluations, discussions with AusAID and ANGOs, implementing partners and some beneficiaries, and field visits from the 5<sup>th</sup> - 29<sup>th</sup> August within six of the seven APAC countries (See Annex A for a list of countries and ANGO programs visited. The countries and programs were selected by the AusAID Program Manager with input from the ANGOs).

The Review did not attempt to assess individual ANGO program effectiveness, as the ANGOs had recently completed their own independent evaluations that fulfilled that purpose. While the review sought to identify examples of significant achievements from the ANGOs final evaluations, and through the field visits, it did not attempt to synthesise the overall impact of the program.

While a meta evaluation to synthesise the overall outcomes and impact of the program could be beneficial, this would be challenged by the diversity of the sub-programs, in terms of country and contextual settings, sectors covered, and different approaches taken. This difficulty will also be compounded as the information management systems within the ANGO programs were generally weak, with poor monitoring of outcomes and impact.

## 1.3 Policy context when APAC was developed

The Australian Government and Australian public have a long history of providing development assistance and humanitarian relief to Africa. While the level of official government aid to Africa has fluctuated as a result of changing governments and policy, the Africa program has traditionally represented a small proportion of Australia's total development assistance. By contrast the level of public support to Africa has traditionally been quite high.

APAC was the first (of many) AusAID Cooperation Agreements (CA) with Australian NGOs. It was intended that the CAs would be the basis of a partnership between AusAID and one or more ANGOs to deliver specific outcomes within the broader AusAID Africa strategy. The CAs aimed to leverage the ANGOs' strengths including their experience, capacity, and linkages with partner organisations and communities in specific countries.

#### **1.4 Program description**

APAC was one of the key mechanisms used to implement AusAID's Strategy 'Australia's Development Co-operation with Africa—Framework for 2003-2007'. APAC's goal was: *'to contribute to poverty reduction and to achieve sustainable development in targeted countries in southern and eastern Africa'*.

The major objectives of the program were:

- to increase the **quality of community based programs** and maximise program impact on **poverty reduction** and **development outcomes** in the targeted countries,
- to achieve sustainable improvements in **health and food security** to **reduce the level of poverty** of the beneficiaries of the community-based programs in the targeted countries.

APAC implementation was intended to be guided by the following unifying themes:

- (a) achieve benefits for the poor in the three sectors, i.e. **food security, communicable diseases (including HIV/AIDS) and water & sanitation;**
- (b) utilise a **program approach** rather than a project approach in ensuring that the total program is greater than the sum of its parts;
- (c) **build the capacity of national partners** at all levels;
- (d) promote **policy engagement** and **governmental collaboration;**
- (e) develop **educational and public information resources;** and
- (f) create a constructive **learning environment** wherein programs are well monitored and lessons are documented.

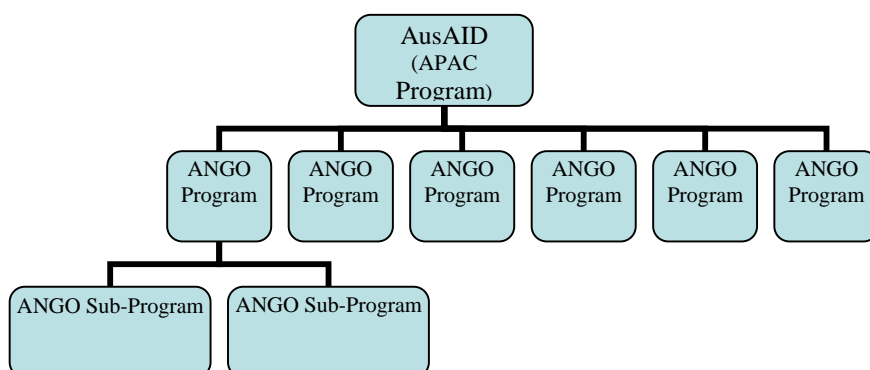
APAC was implemented by seven ANGOs (two in consortium) in seven countries. A brief description of the aims of the ANGO programs and the countries they worked in is included in Annex B. Each of the ANGOs had contractual relationships or agreements with partners in-country who implemented the programs. All except one of the ANGO programs were managed in-country by a member of their 'family' of NGOs. For example CARE Australia's APAC program was implemented by CARE Malawi, CARE Kenya, CARE Mozambique and CARE South Africa, with CARE Australia having overall management and coordination of the program. To varying degrees these International NGOs (INGOs) would then partner with local CSOs and CBOs to deliver aspects of the program. The exception was AFAP who partnered directly with local CSOs and CBOs, and this model was also considered successful.

This diversity of approaches and implementing partners has led to some confusion over the nomenclature for APAC. To help clarify the levels within APAC, this report refers to the:

1. APAC program as the collection of the six ANGO programs
2. ANGO program as the collection of sub-programs managed by each ANGO, and
3. ANGO sub-program which may have been country based, or thematic based collections of activities depending on the ANGO program.

These levels are illustrated in the following diagram:





**Figure 1 APAC levels**

### **1.5 Program management**

APAC was managed directly by AusAID, i.e. without an intermediary secretariat or consortium. AusAID’s management was supported by a separate allocation of AUD \$3 million, and the recruitment of three Program Technical Advisers.

### **1.6 Guidelines, ANGO selection process and timeline**

The APAC guidelines developed by AusAID sought Concept Papers and Capacity Statements from AusAID accredited ANGOs. The selection process for APAC NGOs involved a Technical Assessment Panel (TAP) process. Each of the seven selected ANGOs (including two in consortium) signed a separate Cooperation Agreement with AusAID for APAC. Each agreement had the same terms and conditions. Selected ANGOs then had six months to design their programs, and up to 50% (to an upper limit) of the cost of this design was funded by AusAID.

## **2 Key findings-Program outcomes and achievements**

The review found that progress has been made toward the APAC objectives. Some of the major achievements noted within the ANGOs final evaluations and observed during in-country assessments are described below. The review found strong examples of capacity development of partners, important changes in knowledge, attitude and practice, and examples of significant impacts<sup>1</sup>.

Since APAC’s inception, two major changes in the geopolitical context included the rollout of government decentralisation strategies in target countries, and the availability of affordable anti-retroviral treatment (ART). Malawi, Zambia, Mozambique, Uganda, and South Africa have undertaken major reforms to decentralise to self-governing local government units. **APAC partners responded positively to this change**, and have helped bridge the gap between policy and implementation, supporting communities in planning and demanding access to services, while supporting government to deliver services.

<sup>1</sup> Note this is not a complete assessment of outcomes achieved as this was beyond the scope of this review.

The increased availability of ART has made a significant difference to the health of PLWHA, and the level of stigma and discrimination they face in their communities. ART is most successful where low levels of stress are maintained with general good health, good nutrition, and medication taken in a timely manner. **Many of the APAC ANGO programs have responded to this opportunity and provided a valuable complement to ART.** For example Oxfam's partner in Bela Bela, South Africa, and AFAP's partner in Zambia (Chikuni Mission) increased the effectiveness of ART through the provision of home based care, education, nutrition, increased access to treatment, and supporting a reduction in stigma and discrimination.

### **Building Capacity of National Partners<sup>2</sup>**

APAC has helped develop the capacity of partners including the in-country offices of the INGOs, local CSOs and CBOs, and in some cases district and local government. Capacity of these partners has been enhanced to<sup>3</sup>:

- **operate** - strengthened systems such as governance, financial and project management, and performance assessment.
- **relate** – strengthened linkages, collaboration and influence between government, CSOs and communities.
- **perform**– expansion in partners' outreach, and improvements in quality of services. Many programs also reported that the integrated nature of APAC had, over time, given their partners an enhanced understanding of the need for integrated responses, e.g. incorporating rights-based approaches not just service delivery, including nutrition and food security in supporting HIV+ communities.

Several ANGOs reported that the **flexible and long-term funding** provided through APAC had enabled their partner INGOs to **innovate and develop new practices** that had influenced broader practice within the INGO. E.g. ChildFund International has adopted some of the psychosocial elements successfully trialled through the ChildFund APAC program, CARE International is training partners in the Scorecard tool (CARE Malawi).

One of the ANGOs, AFAP, partnered directly with a CBO in Zambia (Chikuni Mission). The financial stability and technical and mentoring support provided to Chikuni assisted them to develop **sound governance and financial management systems**, implement information management practices that inform their management decisions, leverage funding from other sources, and to deliver a highly effective program. This model of direct support between an ANGO and a CBO was unique in APAC, but provides a useful example for the new program to consider.

---

<sup>2</sup> While it was not a specific objective, building the capacity of national partners at all levels was one of the underlying themes of APAC.

<sup>3</sup> This framework of operate, relate and perform was drawn from the Final Evaluation of Plan Burnet by J Cossar.



**Figure 2** HIV/AIDS peer support group supported by AFAP's partner, Chikuni Mission, Zambia

### Changes in Knowledge, Attitude and Practice

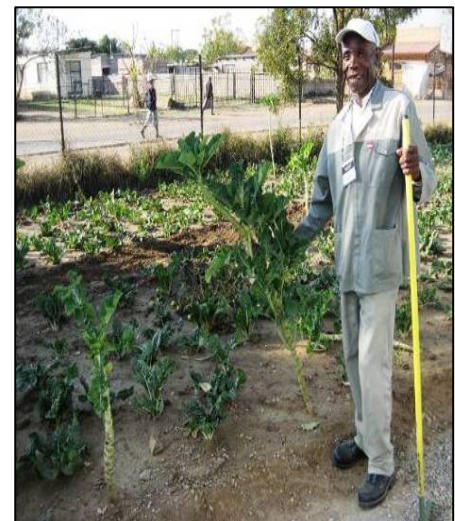
Examples of significant changes in knowledge, attitude and practice included:

- **Increased knowledge** - HIV prevention, treatment, care and support; livelihoods (conservation farming, income generation); rights of women, children, the disabled and PLWHA.
- **Changed attitudes** - reduced stereotyping of gender roles; inclusive development (participation of women and children, the disabled, PLWHA and the elderly).
- **Changed practice** - increased birth registrations; will making; realising women's inheritance rights and demanding services; child-friendly environments in home, schools and communities; reduced stigma and discrimination against PLWHA, reduced domestic violence and community conflict; many communities planning and leading their own development.

### Impact

Examples of impact included:

- **Improved health** through water and sanitation, home based care, nutrition and adherence to ART regime. For example improved access to water and sanitation in Zimbabwe prevented Cholera outbreak in program areas
- **Increased food and nutrition security** through small scale irrigation, seed banks, food stores, solar dryers, herbal gardens. For example, targeted households in Malawi reported the number of months they had food reserves in a year increased from 6 to 10 months.
- **Increased income security** through Village Savings and Loans, increased production and diversification in crops and livestock.
- **Empowerment of women and children**; which led to them being less vulnerable to exploitation; improved psychosocial wellbeing of **children** led to, amongst other things; increased school retention and increased child participation in childcare activities.



**Figure 3** Community member and counsellor in Oxfam's APAC program in South Africa

## **Gender equity**

Gender was not included specifically in the objectives or themes of APAC, but was reported as a cross cutting issues as required by AusAID policy. However, it appeared that gender was given a lower priority through program design, implementation, and monitoring and evaluation than is desired. Despite this, observations and anecdotes through the final evaluation reports and the team's field visits indicated that there have **been important gender equity outcomes** in some ANGO programs such as increased awareness and enactment of women's rights, access to opportunities and resources, and reduced domestic violence (e.g. as demonstrated by Plan's achievements with FIDA in Uganda). However, in general the magnitude and significance of these outcomes within ANGO programs, and across APAC were not well recorded. The future program would benefit from **a more explicit and upfront focus** on gender to ensure these issues are considered in design, implementation and assessment.

## **Linkages with Government**

Many of the sub-programs have empowered vulnerable groups to challenge community norms and behaviour, and demand better governance and access to services. There is evidence that demand for better governance has resulted in improved service delivery in some areas. This is particularly evident where sub-programs have good linkages into existing government systems, and has complemented and supported those systems.

For example, AFAP's partners in Malawi (Concern Universal), and in Zimbabwe (Community Technology Development Trust, CTDT), have worked with the relevant District Authorities to **support and extend government agricultural extension services**. CTDT has established significant national and regional links and acknowledgment of their work in training communities in conservation farming technologies, forest gardening and herbal medicine gardens. CTDT is currently negotiating a memorandum of understanding with the Ministry of Agriculture to provide training across Zimbabwe, and is negotiating an agreement with the Southern African Development Community, Plant Genetic Resources Centre based in Lusaka.

ChildFund in Zambia and Uganda has helped establish committees for orphans and vulnerable children at the district and community level which have influenced development of policy and improved policy implementation for orphans and vulnerable children. These committees were already mandated in the National Aids Strategies but had not been established, or were inactive. Some of these committees are now operating independently without support. Other districts have since used lessons from the APAC supported committees to develop similar structures.

## **Advocacy**

**Examples of advocacy were seen at all levels of government**, particularly at the lower levels, and included changing policies and providing support for existing policies to be implemented. ChildFund Zambia has empowered children and youth to speak out on issues that affect them. Young people attending a ChildFund youth centre have had some success in lobbying government at the national level on issues such as abolishing of medical user fees, early marriages, child abuse and adherence of alcohol licensing laws (e.g. closing bars on time).

### *Ideas for the future design*

- Assess ANGO demonstrated capacity in engagement with government at selection, and require an outline of how programs integrate with government strategies and structures within designs.
- Capacity statements should include capacity to build demand for better governance.
- AusAID to provide opportunities (through meetings and/or reporting) for ANGOs' field-based evidence to inform policy and bilateral engagement.

## **3 Key findings - Program design and implementation**

### **3.1 APAC design and the “program approach”**

#### **APAC Program design**

APAC suffered from not having a clear design or agreed modality. While it was described as a program, its operations were more like a facility, with each ANGO delivering distinct, flexible and uncoordinated programs. APAC's goal and objectives were very broad and pitched at a high level of outcome (e.g. poverty reduction). The program themes were also a confusing mix of approaches (e.g. program approach, policy engagement), outputs (e.g. educational and public information resources), and outcomes (e.g. capacity development of partners, and benefits for the poor).

However, the **five year time-frame of APAC**, and the **flexibility of approaches** supported through the program were key design strengths.

#### **The program approach (at APAC and ANGO levels)**

Despite the 'program approach' being a central theme of APAC, there was lack of clarity within AusAID and ANGOs on what constituted a program approach, and at what level it applied (i.e. whether for the overall APAC program, within ANGO programs, or within ANGO sub-programs). While the concept was often debated, the confusion continued for the life of the program and was never satisfactorily resolved.

Some ANGOs had sub-programs that could not easily be linked to their program objective so there was less synergy across sub-programs. Where ANGOs had closer alignment between sub-programs, this enabled common mechanisms or approaches, allowed an overarching M&E framework, easier synthesis of outcomes, and transfer of ideas and innovation between sub-programs (ChildFund demonstrated this approach well).

Increasing complexity (e.g. multi sectors plus multi-countries) does not equate to a program (i.e. a program might involve addressing one sector in one country). While some ANGO programs were able to share lessons and approaches across quite diverse sub-programs, the simple proposition that a program is 'more than the sum of its parts' is not considered useful in defining what is meant by a program approach.

### *Ideas for the future design*

- The five year time period should be maintained in any future program.
- Flexibility to respond to learning and experience should be maintained (between AusAID and the ANGOs, and the ANGOs and their implementing partners).

- Explore means by which the program approach can be clarified and strengthened and/or explore other aid modalities (e.g. facility). When a modality is selected, the definition and expectations for the logic of that modality needs to be defined up front.
- The future design could consider a facility model at the APAC level, but could encourage a program approach within each ANGO (but not necessarily across ANGOs, unless there are common themes or sectors). Most importantly, regardless of the modality, the future program should continue to encourage coordination and sharing within and between ANGO programs, and also more widely with other development partners including government.

### **3.2 ANGO selection and ANGO program design**

#### **Process for selection of ANGOs and the ANGO design process**

Despite AusAID funding 50% of the design process, not all designs involved consultation in-country. In some cases external consultants were engaged to draft designs with very limited partner input. This appeared to lead to weaker programs and outcomes due to lack of ownership and understanding of the local context. However, the majority of ANGOs had **highly valued the support for design costs**, and ensured good participatory processes through the design (even at Concept stage).

Some ANGOs appeared to try and second guess what AusAID was seeking to achieve under the ‘program approach’ to gain a tactical advantage in the selection process. This issue was in part the result of AusAID not being clear in what it wanted, and that ANGOs were in direct competition based on their designs. The result appeared to be added and unnecessary complexity to their designs and a reduction in potential for coordination and collaboration. Adding countries, sectors, consortium partners and complexity should not be seen as equating to a program approach, or adding value to a design.

Where AusAID review processes had raised issues of concern at the design stage, these issues seemed to flow through to implementation and lead to weaker outcomes. For example, concerns with some aspects of the ADRA design from the start were only partially addressed after an extended redesign exercise. The extended process was difficult and absorbed the resources of all partners, including no doubt the intended beneficiaries. A clear process to deal with design issues needs to be agreed with AusAID and participating NGOs.

#### ***Ideas for the future design***

- Selection should be based on the capacity and relevant strengths of both the ANGO and major implementing partners to come together and deliver a particular approach. The implementing partners are seen as playing a critical role in successful programs. It is also noted that some local partners may start with low systems capacity but strengthen over time.
- The selection process should include discussion (not just written submission) between AusAID and the shortlisted ANGOs and their key partners.
- Design costs should be shared. AusAID should provide at minimum 50% of design costs, and consider increasing AusAID contribution recognising that smaller ANGOs struggle to match this cost (the partnership approach suggests that there should be some sharing of costs and risks). NGO contribution of funds, in-kind support and other resources should be documented within agreements.

- AusAID should ensure a rigorous design process, identifying minimum requirements, such as in country consultations. If there are concerns with a design, implementation should not proceed until these are satisfactorily resolved, that is, the final selection process should include clear and agreed stop/go mechanisms.

### **3.3 Program management**

#### **AusAID Resources for APAC Management**

APAC has suffered from a high turnover in AusAID staff as well as changes in management structures. Initially APAC management included three program managers and an AUD \$3m budget. However staffing was progressively reduced (as a result of previous government policy) to one program manager with significant other responsibilities. Oversight was initially by a Counsellor and later by a First Secretary, who also had significant other responsibilities. The reduction in program managers necessarily limited AusAID's capacity for strategic management of a complex program.

While program management was devolved to Post, many ANGOs expected to continue liaising with Canberra. As AusAID had no contact person for APAC in Canberra this led to some frustration and communication difficulties.

If AusAID can forge a more robust partnership with ANGOs, based on agreed strategic objectives and approaches, APAC could support dialogue, policy engagement and advocacy at a level beyond a suite of projects. To achieve this requires adequate AusAID staffing and resources which may be able to be re-aligned over time as the partnerships develop.

#### ***Ideas for the future design***

- Increase AusAID staffing resources to ensure strategic guidance, quality assurance, risk management, and value adding (e.g. policy engagement, advocacy) but avoiding a compliance approach. Ensure there is sufficient AusAID staff (based on past experience it appears a minimum of three full time program management staff are required), and not an over reliance on part time contracted technical advisory support (e.g. PTAs).<sup>4</sup>
- AusAID to consider having a contact person in Canberra for liaison purposes but not management.

### **3.4 Technical advisory group**

Throughout the life of APAC, AusAID contracted three Program Technical Advisers (PTAs) to provide monitoring and technical advice to AusAID. The PTAs were consultants based in the region, and provided periodic technical advice based on Tasking Notes under a head contract arrangement.

The PTAs were employed for their technical skills in APAC's sectoral areas (water and sanitation, communicable diseases including HIV and AIDS, and livelihoods and food security), however they were often required to monitor and report on a much broader range of

---

<sup>4</sup> Note: The design for the PNG CPP program, which is \$50 million over 7 years in just one country, provides for a coordination office with 3 staff in-country, one in Australia, and a Good Practice and Compliance Sub Committee of 5 members.

program management issues (e.g. gender, M&E etc). The PTAs were normally accompanied by an AusAID Program Manager on monitoring visits, and their monitoring reports were reviewed by AusAID before being sent to partners. PTAs also supported learning and exchange even though their primary function was to assist AusAID's monitoring.

The value of the PTAs appear to have been mixed, with PTAs generally valued by implementing partners closer to the ground who appreciated the opportunity to discuss technical and program management issues with an external set of qualified eyes.

*'The PTAs were high quality with international experience. They brought fresh eyes, and their recommendations have improved our program. The PTAs helped the ANGOs come together to share ideas and good practices' (CARE Malawi).*

However, several ANGOs seemed to resent and resist input or discussion with 'non AusAID' technical advisers. Some partners suggested more relevant technical advice could be procured locally.

Amongst the various levels and stakeholders there was also some confusion about PTAs roles and responsibilities, (e.g. monitoring for AusAID vs advisors for the programs; technical focus vs program management). Some ANGOs sought specific input from the PTAs, but this was not agreed to by AusAID. There were also concerns that PTA reports did not always reflect discussions in the field and that there was no right of reply before reports were sent to AusAID. Therefore a number of factors did not encourage a partnership approach.

#### ***Ideas for the future design***

- Both technical and management support for AusAID is needed – particularly in areas of M&E and gender, but possibly other sectoral areas.
- ANGO weak technical areas such as M&E, gender and environment should be addressed through the design and budget allocation, and monitored during implementation.
- Consider providing PTA style support to partners on a demand driven, cost share basis.
- Program management, coordination and monitoring structures and processes need to encourage partnerships to be developed and maintained over the life of the program.

### **3.5 Effectiveness of partnerships**

#### **Effectiveness of the partnerships established under APAC at all levels**

APAC had many layers of partnerships (not just between AusAID and ANGOs). However, in general the nature of these partnerships were not defined and agreed on, and expectations differed on what constituted AusAID's (and the ANGOs') role<sup>5</sup>. For example, what AusAID considered an appropriate level of monitoring to add value to the program was considered excessive by some ANGOs. In general (though not in all cases) there appeared to be a lack of trust, open discussion and exchange. While some ANGOs welcomed the open engagement on both strengths and weaknesses (eg CARE), where this did not occur, opportunities to capitalise on the achievements and lessons from the program were often lost.

---

<sup>5</sup> 'Partnerships move up and down a continuum...and show progression based on the degree of commitment, change required, risk involved, levels of interdependence, power, trust and a willingness to share turf.'(VicHealth, Partnership Resource for Community Arts).



Unfortunately, many of the ideas and ‘principles’ discussed at the start of APAC were not fully developed, or documented in any detail. This provided the opportunity for reverting to previous practice as staff and priorities changed. The dynamics between AusAID and the ANGOs appeared to slide back to a purchaser/provider model rather than a ‘partnership’. But the review team notes that at all levels the partnerships were sometimes viewed as purchaser/provider (including between ANGOs and in-country NGOs, and between in-country NGOs and the local CSOs).

### ***Ideas for the future design***

- Clarify and agree on the nature of the partnership roles and responsibilities, and levels of engagement between AusAID and the ANGOs and between ANGOs and their implementing partners.
- If AusAID wants to forge a partnership that meets the objectives of strengthening the program and supports dialogue, policy engagement and advocacy, this requires adequate staffing and resources.
- Clarify what are considered to be reasonable and appropriate communication channels (e.g. at what times it is appropriate and beneficial for AusAID to have direct contact with local partners).
- Consider mechanisms for constructive dialogue on program issues.

### **3.6 Value-add of ANGOs**

The range of activities, approach and management styles of ANGOs varied across the program, as did the extent to which they added value to the programs and their implementing partners. To varying degrees ANGOs built capacity, provided knowledge of AusAID requirements, managed the relationship with AusAID, provided technical assistance (through ANGO staff, or consultants), and built new links between implementing partners and NGOs. There was value observed where ANGOs were proactive in ensuring issues such as gender and M&E were addressed.

ANGOs added value through:

- Strengthening engagement between civil society and all levels of government.
- Increasing the reach of government and donor services to some of the most vulnerable groups in society.
- Achieving direct progress towards the Millennium Development Goals.
- Existing relationships with partners and communities (although AFAP demonstrated that a program with relatively new partners can also bring significant two way benefits).
- Knowledge of issues and context.
- Linking APAC activities with funding through other programs (e.g. ANCP, child sponsorship and private non-sponsorship) to leverage further outcomes.
- Providing effective links between Australia and Africa. In effect the program provided a channel or “voice” for Africa in Australia.
- Promoting Australian identity through program interventions so that governments and communities appreciated the contribution of Australia (Government and public) to poverty alleviation in Africa.
- Providing a relatively efficient mechanism for AusAID to engage with civil society in southern and eastern Africa. ANGOs managed partner selection, risk, quality assurance etc.

While most ANGOs found APAC a flexible funding mechanism, some ANGOs established contractual arrangements with partners in-country that removed some of this flexibility (as multi-year agreements had been signed, it was more difficult to move funding between partners). However the trade-off with this loss of flexibility was the security it gave to partners to plan for the future.

### **Integration of gender and other cross cutting issues**

While it appears that the ANGOs did raise the profile and the need for better integration of cross cutting issues including gender, gender integration and outcomes were generally weak. Most programs did not undertake a gender analysis at the design stage. While there were some improvements in gender mainstreaming towards the end of the program, there was generally a limited understanding of gender mainstreaming (e.g. equating this to counting the number of women participating in the different program interventions).

The review team did not sight any environmental impact statements for some of the food security/livelihoods programs that involved activities like fish farming, irrigation and reforestation. While this may have occurred (as it was an AusAID requirement through the program), it appears that the reporting on the assessment of environmental risk and response could have been stronger.

Many of the programs have increased the knowledge of the rights of the disabled, PLWHA and the elderly, and promoted their active participation in program activities and as beneficiaries.

It appears that ANGOs have dealt with anti corruption and resolved issues effectively as they arose.

### ***Ideas for the future design***

- Capacity statements to indicate ANGO/INGO approach to add value and build capacity of local CSOs (e.g. through strategic guidance and partnership, not micro management).
- AusAID proposal guidelines to be clear where it is expected ANGOs will add value (e.g. M&E, gender, environment, sustainability etc).
- Assess ANGO gender mainstreaming capacity at selection, and require gender analysis within designs (including examples in capacity statements that show the NGO understands the local context), and gendered assessment through proposed M&E.
- ANGOs to **proactively** ensure gender mainstreaming.
- AusAID to provide **gender advisory support** for ANGO design process where needed.
- ANGOs to ensure environmental assessment undertaken and documented where appropriate.

## **3.7 Monitoring and evaluation at APAC and ANGO program levels**

AusAID's monitoring and evaluation was well resourced (with the assistance of the PTAs, and a flexible budget of \$3m), but not well designed. A logical framework was retrofitted to the program in the 3<sup>rd</sup> year. This inappropriately applied a project-based logic (with cause and effect relationships between the ANGO programs) to what was inherently a facility design

with each ANGO leading separate largely unrelated projects. As a result of ANGO representations, the logical framework was not used by AusAID for evaluation purposes.

AusAID's Mid Term Review process was problematic and contributed to a lack of trust between AusAID and the ANGOs. The ANGOs were instructed to carry out Mid Term Reviews (MTRs) using their own methodologies. These reports were then later used as primary evidence to inform a Cluster Evaluation MTR by AusAID that (controversially) assigned levels of satisfaction to each of the ANGO programs. Similarly, AusAID's methodology and focus for this final APAC review / evaluation had not been determined by the time ANGOs completed their individual final evaluations.

M&E within each of the ANGO programs was generally weak, with poor monitoring of outcomes and impact, and an inadequate focus on gender. Some local partners suggested the AusAID reporting formats were restrictive and encouraged a focus on 'project style' outputs, rather than outcomes. Improvements in ANGO program M&E occurred in final years, but some only as a result of the final evaluations. Some ANGOs were not proactive in ensuring M&E was carried out despite knowing their partners' weaknesses in this area. The ANGO MTRs were generally considered a valuable process in raising strategic issues and design and implementation problems, and in many cases led to substantial improvements.

*'The M&E processes (including the MTR and Final Evaluation) have helped challenge our organisation and community members, and helped us to improve. The evaluations raised issues with the communities that gave us a leverage point to address these issues with the community' (Chikuni AFAP partner in Zambia).*

Some good practices in M&E were noted. Oxfam employed a locally engaged consultant who helped their implementing partners make considerable improvements to their M&E for the APAC program, and their broader operations. CARE Malawi refined a participatory assessment process, the ScoreCard which helped strengthen local governance and accountability. ChildFund had a comprehensive M&E system throughout the life of the program. This system included monitoring progress against their desired outcomes (through a quantitative baseline), as well as shorter term changes in knowledge, attitudes and practices of key stakeholders (through periodic qualitative assessments). Importantly, this information was also used regularly by the program to guide their management decisions.

### ***Ideas for the future design***

- Define AusAID's M&E processes at the design stage and ensure consistency through the program<sup>6</sup>.
- Assess ANGO M&E capacity at selection, and M&E within designs.
- AusAID to provide M&E Advisory support for ANGO design process where needed.
- ANGOs to be proactive in ensuring M&E is carried out throughout the program.
- Consider the merits of more flexible reporting formats.
- Encourage joint MTRs and final evaluations, or at a minimum robust discussion on the findings.

---

<sup>6</sup> This reflects recent guidance prepared for AusAID on appropriate M&E practices for civil society programs which emphasises the need to minimise changes to M&E systems through the life of a program (Kelly, L., R. David, et al. (2008). Monitoring and Evaluating AusAID Community Development Programs. AusAID. Canberra).

### **3.8 Encouraging innovation and a learning environment**

In general the program was successful in creating a learning environment **within each ANGO sub-program**, and many examples were provided of uptake of ideas and approaches between an ANGO's implementing partners. However, there was much less exchange and learning between ANGOs, and between ANGOs and AusAID.

Regional meetings (involving all of the ANGOs and their implementing partners) were less valued than theme-based workshops, exchanges and field visits within each ANGO program, and in-country meetings across NGOs. The concept of regional meetings still appears positive, but to justify the cost there is a need to carefully consider the purpose, the approach to achieve cross learning or collaboration, and increasing the level of ANGO and partner involvement in setting the agenda.

Cross NGO learning was more successful where there were similar sectoral programs, similar issues such as decentralisation, or shared interest in models or tools. For example the development of the Score Card tool (CARE Malawi) has been shared across a number of APAC and non APAC NGOs.

The process of engaging Lessons Learning Consultants (in the 5<sup>th</sup> year of the program) had mixed results. While many implementing partners considered the process (with 'write-shops' discussing the lessons learnt) was valuable, there was considerable contention over the final documents<sup>7</sup>. Management of the consultants and clarification of their and PTA roles in the process also appears to have been an issue.

Several ANGOs and their implementing partners valued the flexibility provided through APAC to innovate. In particular ChildFund and CARE made significant changes to the approaches they had used prior to APAC, or during the life of APAC. For both, the approaches had a widespread influence within their broader International NGO family. This was a significant and unintended positive outcome from APAC. However, several ANGOs reported a sense that they were locked into original designs (but with little evidence given of how they had made efforts to address this). There appears to have been some attempt to second guess AusAID, rather than having a constructive and frank dialogue. While this issue was raised in AusAID's MTR it was not addressed by the ANGOs and AusAID. This was a lost opportunity.

#### ***Ideas for the future design***

- Consider mechanisms by which learning can be enhanced cost effectively.
- Encourage frank and open dialogue on lessons learnt, and flexible responses throughout implementation.

---

<sup>7</sup> The experience of decentralisation in Malawi and Beyond Basic Needs have been written up as "Lessons Learnt" documents, while another report on Partnership is still to be finalised.

## **4 The current context – AusAID, ANGOs and Africa**

### **4.1 The AusAID Africa Strategy**

The change of Australian Government in 2007 led to a review of Australia's engagement in Africa. The new "*Framework for Development Assistance to Africa 2009-2016*" is currently being developed. The future program of support for Australian NGOs will need to be consistent with this new Framework.

The Review found evidence that APAC has supported learning, policy engagement and advocacy which is consistent with the Framework being developed. The design of the new APAC program could promote and enhance these areas of strength if AusAID is seeking such outcomes from engagement with civil society.

Major opportunities exist to scale-up the aid program through NGO programs such as APAC. Many/most ANGOs observed worked well with partner government systems, assisting district level communities and government service providers deliver on national level strategies. When asked about replication, many NGO partners considered they could take their approaches to other districts to provide practical examples to other communities on how to work cooperatively, mobilise and coordinate resources and provide services that their communities were increasingly demanding.

Any examination of expansion (through scale-up) would need to be based on the existing capacity of ANGOs and partners in adjoining areas, and cognisant of the capacity of overarching support mechanisms and program management (of both ANGOs and AusAID) to cover the additional geography and complexity.

### **4.2 AusAID commitment to ANGO partnerships**

The Australian Government has committed to pursuing a more cooperative relationship with civil society both domestically and as part of Australia's aid program. In recognising civil society actors in development efforts, AusAID is seeking to move away from the more traditional contract as service providers. There is recognition of the need for flexible design and contracting models that are appropriate to NGO approaches and that will maximise impact and value added of ANGOs. However more flexible, partner based approaches also require AusAID resourcing and engagement rather than the more 'hands off' approach that AusAID accepts for the AusAID NGO Cooperation Program (ANCP).

## **5 Possible future program – ideas and options**

While this review was forward-looking and was to identify issues for the future APAC program, it does not substitute for a consultative design process. The design process for APAC 2 will need to explore issues such as:

- AusAID's desired outcomes and value-add of their engagement with civil society in southern and eastern Africa.
- AusAID's purpose and approach in working with ANGOs as a mechanism for aid delivery, and in particular in Africa.

To date AusAID's draft Africa Strategy does not provide this level of guidance. Addressing these issues will require broader exploration of AusAID's policy position with regard to Africa, identifying niches for AusAID's engagement with civil society in southern and eastern Africa in the context of AusAID being a relatively small donor, and review of AusAID's and ANGOs' experience with different approaches used in more recent Cooperation Agreements.

With these caveats in mind, this review proposes a number of ideas for consideration in the design of APAC 2. For ease of reference, the ideas proposed throughout the document for the future design have been collated in Annex C.

## **5.1 Geographic scope and program themes**

### **Geographic scope**

The new Framework for Development Assistance to Africa is likely to propose that Australia has a broad geographic spread, which may be considered appropriate for some interventions such as scholarships. However, APAC has focused on eastern and southern Africa. **The Review Team recommends the ANGO program builds on the success of previous investment, and remains in eastern and southern Africa.** While the program has had significant success, it is a relatively modest program given the significant challenges facing development in Africa. Wider geographic delivery would risk being **spread too thinly to have any discernible impact, capacity to develop program and partner linkages or Australian profile.** The program needs to maintain geographic focus and ensure the gains are sustained.

### **Program themes**

The Review team noted that more successful outcomes were achieved where programs **incorporated sectoral integration and went beyond meeting basic needs.** Some programs did this from the start, others progressively integrated other sectors as capacity and understanding of local partners grew. Deliberate efforts to support implementing partners' consideration of the broader complexity of issues and development needs should be encouraged in the new program.

It is anticipated that the desired impact of APAC 2 would be targeted towards the three broad sectors defined within the Africa Framework, these being, food security and agriculture; maternal and child health; and water and sanitation. However a clear benefit of the program to date has been its ability to include communities in decision making, and to be responsive to community needs. These needs will and do go beyond the initial target sectors in the strategy (e.g. women's empowerment, human rights, prevention, care, treatment, and mitigation of HIV and AIDS etc). In particular it has been suggested that HIV and AIDS be considered a cross cutting issue in the new program. It is of concern that attempts to mainstream gender and environment as cross cutting issues was identified as one of the weaknesses in APAC. HIV and AIDS is a critical issue across African communities, and it is essential that HIV and AIDS be fully incorporated in any intervention strategy, if not the actual focus of the intervention. Similar arguments could be made regarding women's empowerment and human rights.

This raises important implications for how the future program and the strategy inform each other. The future program should consider supporting flexible entry points to achieve impact in the designated sectors. The future program should also allow NGOs to pursue more

complex and diverse development outcomes where that makes sense in the context of the broader strategy. Regardless of the approach taken, integrated approaches, and consideration of gender should be prioritised.

The following themes or principles could help guide APAC 2:

- Achieve benefits for the poor and most vulnerable including women.
- Targeted impact in the key sectors of food security, health (including HIV and AIDS and other communicable diseases), and water and sanitation.
- Mechanisms to achieve these impacts could be through civil society strengthening, women's empowerment, supporting the prevention, care, treatment, and mitigation of HIV/AIDS, supporting the realisation of human rights and rights in national law etc.
- An integrated community development approach (i.e. multi sector).
- Ensure gender equity is forefront in program design, implementation and assessment.
- Development opportunities for the poor should go beyond provision of basic needs.
- Build the capacity of national partners at all levels.
- Work within existing structures, and promote linkages and collaboration with government wherever possible.
- Promote policy engagement and advocacy.
- Create a constructive learning environment.

## **5.2 Desired ANGO capacity**

Characteristics that would help identify ANGOs with which to partner could include:

- AusAID accreditation (base or full).
- Shared strategic objectives.
- Demonstrated reach to African communities.
- Understanding of the context.
- An existing network of partners (including "home-grown" CSOs and CBOs - not just INGOs) with a track record of meaningful contribution to community development.

Demonstrated capacity to:

- Link with partner governments or other donors in service delivery and to influence policy.
- Build demand for better governance.
- Develop capacity of implementing partners.
- Gender analysis, mainstreaming and assessment.
- Support for learning and continuous improvement, and assessment of outcomes and impact.
- Manage the level of complexity in the designs (more complexity is not necessarily a good thing).
- Deliver HIV/AIDS and livelihoods mainstreaming.

Capacity of local CSO and CBO partners should also be considered.

## **5.3 Partnership approach**

APAC 2 cooperation agreements should identify shared development interests; agree on principles for working together; and identify each partner's role and contribution (for both the ANGOs, and for AusAID's program management) over a five year period.

The relationship between the ANGO partner and AusAID should value the contribution each agency can make to common goals and recognise that each partner has different skills, attributes and strengths. AusAID funding should complement the ANGOs' (and their implementing partners') own resources and investment in an objective or area of ANGO comparative advantage. To avoid slipping back to a 'purchaser-provider' mode of operation, ANGOs contribution of funds, in-kind support and other resources should be documented within agreements and reported/acquitted alongside AusAID invested funds. This contribution does not need to be of a certain ratio or size. A meaningful partnership would also involve AusAID increasingly drawing on the expertise and work of ANGOs through APAC and APAC 2 to inform its broader engagement in Africa, providing NGOs a seat at government-donor consultations and identifying opportunities for broader sharing of experiences.

ANGOs would be encouraged to work with locally based CSOs and CBOs, not just INGOs. ANGO proposals should be clear on expectations for the type of engagement between ANGOs and their implementing partners, and the extent to which these are partnerships, or other approaches.

#### **5.4 Design process**

The ANGO proposal design process could include the following:

- At least 50% of design costs covered by AusAID (with at least some co-sharing by the ANGO).
- AusAID to specify minimum requirements for the design process – e.g. to have some development in country.
- Include written submissions, **and** presentations and discussions between short listed ANGOs (and possibly partners) and AusAID.
- Include stop/go mechanisms (i.e. selection to participate in design is not a guarantee of future funding).
- Ensure approaches allow for flexibility and ongoing improvement. While clear outcome statements, intended mechanisms of delivery and monitoring and evaluation, and approaches to capacity development would be required, a detailed logframe would not.
- In line with the proposed partnership approach, AusAID should provide optional gender and M&E advisory support for ANGOs design process where needed.

#### **5.5 APAC 2 management and coordination**

##### **Program management**

Adequate program management resources are required for AusAID to add value to the program, and to utilise the outcomes and evidence generated through APAC 2 to inform broader engagement in Africa. For example, under APAC, CARE Malawi developed a vulnerability targeting model that is well regarded by partners, yet they have struggled to have it taken up at a policy level. At the same time, AusAID funded a component of the UNICEF Children and HIV and AIDS Initiative which provides cash transfers to the most vulnerable. A challenge for the latter has been in developing an effective vulnerability targeting model. CARE was unaware of AusAID funding UNICEF, AusAID was unaware of the work CARE was doing in this area – an opportunity missed.



Consideration could be given to establishing a secretariat or coordination office for APAC 2. The office could include a number of full time program coordinators with technical skills, but also program management background, negotiation and interpersonal skills. Subject to satisfactory performance assessments they could be contracted for a five year tenure, i.e. in effect be non-ongoing AusAID program staff which would allow consistency in staff for the duration of the program.

The program would benefit from a senior coordinator, an M&E officer and possibly a gender integration coordinator. The M&E officer would provide support for M&E across the program, collate significant information on achievements and lessons, and help to build the learning environment across the program (and with other stakeholders beyond APAC 2).

The program coordinators could be supported by contracted technical advisers with sectoral expertise (on a part time basis, tasked under a head contract arrangement, and possibly on a cost sharing basis with the ANGOs).

Regardless of the final structure and staffing, the coordination unit needs to have the capacity to stay informed of program issues, identify emerging issues relevant to AusAID's policy agenda, and provide information in a useful format (e.g. input for briefing of senior AusAID or government officials or ANGO representatives). The Unit needs to be able to provide strategic direction to program partners including AusAID.

The purpose and staffing structure for the coordination unit discussed above is primarily focused on AusAID's needs. However, the secretariat or coordination office could be a **joint AusAID/ANGO management structure**, or an ANGO management structure. In these cases, different purposes and staffing arrangements would need to be considered.

### **Monitoring and Evaluation Framework for 'APAC 2'**

An M&E Framework for APAC 2 (including focus areas for the MTR and final evaluations) must be negotiated with participating ANGOs early in the life of the new program to allow for both learning and accountability, with some flexibility to allow for adaptation to opportunities and improvements over time.

### **Learning Opportunities**

The program should continue to provide for shared learning opportunities and collaboration to enhance effectiveness, reputation and influence of Australian aid (government and non-government funded) but this process should be jointly managed by the ANGOs and AusAID through the program coordination unit, be largely demand driven and have the opportunity to include good practices from other international donor and NGO practice.



**Figure 4** Community members involved in Plan's APAC program, Zimbabwe

## **5.6 Branding**

Even with the recent policy of increased Australian engagement, Australia remains a very modest player in Africa. The APAC program has been able to develop a reasonable profile, albeit small and reasonably localised. Unless there is very strong rationale to change the name, the review team recommends retaining the acronym and simply referring to the next program as APAC Phase 2. While there could be some modifications in the future program, the review is not recommending a radical departure from APAC. APAC has made substantial progress and was viewed very positively by all stakeholders interviewed. Building on a modest, but very positive profile is recommended.

## **6 Annexes**

### **6.1 Annex A – Review consultations**

#### **Consultations with ANGO implementing partners**

- South Africa – CARE & Oxfam
- Mozambique – Plan/ Burnet & Oxfam
- Zambia – ChildFund & AFAP
- Zimbabwe – AFAP & Plan
- Malawi – AFAP & CARE & ADRA
- Uganda – ChildFund & Plan

#### **Additional Consultations in-country**

- AusAID Program Managers and Program Technical Advisors
- AusAID 1<sup>st</sup> Secretary and Counsellor
- Lessons Learning Consultants
- Local government authorities

#### **Consultations with ANGOs**

- Initial workshop with representatives from all seven ANGOs
- Brief one-on-one sessions (one hour) with representatives from all seven ANGOs.

## 6.2 Annex B – Brief description of ANGO program aims

	Adventist Development & Relief Agency (ADRA) Australia	Australian Foundation for the Peoples of Asia and the Pacific (AFAP)	CARE Australia	ChildFund Australia	Oxfam Australia	Plan-Burnett
Kenya						
Malawi						
Mozambique						
Sth Africa						
Uganda						
Zambia						
Zimbabwe						

### **ADRA, ‘Southern Africa Food Security and AIDS Response Initiative’**

Integrated program involving food security, health and water and sanitation in vulnerable communities. (Note: the ADRA program was discontinued in 2007.)

### **AFAP, ‘Southern & Eastern Africa Poverty Reduction Program’**

Aims to reduce vulnerability of local communities, increase equitable access to, and use of services, particular emphasis on PLWHAs, and poor households affected by chronic sickness. Sectors include food security, health, water and sanitation.

### **CARE Australia, ‘Poverty Alleviation through Civil Society Strengthening’**

Sectors include water management, health, agriculture, and savings and loan models. A major theme is development of models that can be replicated.

### **ChildFund Australia, ‘Enhancing Community Support Systems for Children Living with HIV/AIDS’**

Aims to improve the situation of HIV affected and other vulnerable children and youth, through psychosocial counseling, improving their care and environment, and giving children and youth a voice.

### **Oxfam Australia, ‘Enhancing Effective Responses to HIV/AIDS and Increasing Sustainable Food Security’**

Aims to create an enabling environment for HIV/AIDS programs, build capacity CBOs, and promote food security.

### **Plan/Burnet International, ‘Reducing Community Vulnerability to HIV/AIDS’**

Aims to reduce community vulnerability to HIV/ AIDS through strengthening CBOs, civil society networks and service providers.

## **6.3 Annex C – Ideas for the future design-collated from throughout the document**

### **APAC design and the “program approach”**

- The five year time period should be maintained in any future program.
- Flexibility to respond to learning and experience should be maintained (between AusAID and the ANGOs, and between the ANGOs and their implementing partners).
- Explore means by which the program approach can be clarified and strengthened and/or explore other aid modalities (e.g. facility). When a modality is selected, the definition and expectations for the logic of that modality needs to be defined up front.
- The future design could consider a facility model at the APAC level, but could encourage a program approach within each ANGO (but not necessarily across ANGOs, unless there are common themes or sectors). Most importantly, regardless of the modality, the future program should continue to encourage coordination and sharing within and between ANGO programs, and also more widely with other development partners including government.

### **ANGO selection and ANGO program design**

- Selection should be based on the capacity and relevant strengths of both the ANGO and major implementing partners to come together and deliver a particular approach. The implementing partners are seen as playing a critical role in successful programs. It is also noted that some local partners may start with low systems capacity but strengthen over time.
- The selection process should include discussion (not just written submission) between AusAID and the shortlisted ANGOs and their key partners.
- Design costs should be shared. AusAID should provide at minimum 50% of design costs, and consider increasing AusAID contribution recognising that smaller ANGOs struggle to match this cost (the partnership approach suggests that there should be some sharing of costs and risks). NGO contribution of funds, in-kind support and other resources should be documented within agreements.
- AusAID should ensure a rigorous design process, identifying minimum requirements, such as in country consultations. If there are concerns with a design, implementation should not proceed until these are satisfactorily resolved, that is, the final selection process should include clear and agreed stop/go mechanisms.

### **Program management**

- Increase AusAID staffing resources to ensure strategic guidance, quality assurance, risk management, and value adding (e.g. policy engagement, advocacy) but avoiding a compliance approach. Ensure there is sufficient AusAID staff (based on past experience it appears a minimum of three full time program management staff are

required), and not an over reliance on part time contracted technical advisory support (e.g. PTAs).<sup>8</sup>

- AusAID to consider having a contact person in Canberra for liaison purposes but not management.

### **Technical advisory group**

- Both technical and management support for AusAID is needed – particularly in areas of M&E and gender, but possibly other sectoral areas.
- ANGO weak technical areas such as M&E, gender and environment should be addressed through the design and budget allocation, and monitored during implementation.
- Consider providing PTA style support to partners on a demand driven, cost share basis.
- Program management, coordination and monitoring structures and processes need to encourage partnerships to be developed and maintained over the life of the program.

### **Effectiveness of partnerships**

- Clarify and agree on the nature of the partnership roles and responsibilities, and levels of engagement between AusAID and the ANGOs and between ANGOs and their implementing partners.
- If AusAID wants to forge a partnership that meets the objectives of strengthening the program and supports dialogue, policy engagement and advocacy, this requires adequate staffing and resources.
- Clarify what are considered to be reasonable and appropriate communication channels (e.g. at what times it is appropriate and beneficial for AusAID to have direct contact with local partners).
- Consider mechanisms for constructive dialogue on program issues.
- AusAID to provide opportunities (through meetings and/or reporting) for ANGOs' field-based evidence to inform policy and bilateral engagement.

### **Value-add of ANGOs**

- Capacity statements to indicate ANGO/INGO approach to add value and build capacity of local CSOs (e.g. through strategic guidance and partnership, not micro management).
- AusAID proposal guidelines to be clear where it is expected ANGOs will add value (e.g. M&E, gender, environment, sustainability etc).
- Assess ANGO gender mainstreaming capacity at selection, and require gender analysis within designs (including examples in capacity statements that show the NGO understands the local context), and gendered assessment through proposed M&E.
- ANGOs to proactively ensure gender mainstreaming.
- AusAID to provide gender advisory support for ANGO design process where needed.

---

<sup>8</sup> Note: The design for the PNG CPP program, which is \$50 million over 7 years in just one country, provides for a coordination office with 3 staff in-country, one in Australia, and a Good Practice and Compliance Sub Committee of 5 members.

- ANGOs to ensure environmental assessment undertaken and documented where appropriate.

### **Monitoring and evaluation at APAC and ANGO program levels**

- Define AusAID's M&E processes at the design stage and ensure consistency through the program<sup>9</sup>.
- Assess ANGO M&E capacity at selection, and M&E within designs.
- AusAID to provide M&E Advisory support for ANGO design process where needed.
- ANGOs to be proactive in ensuring M&E is carried out throughout the program.
- Consider the merits of more flexible reporting formats.
- Encourage joint MTRs and final evaluations, or at a minimum robust discussion on the findings.

### **Encouraging innovation and a learning environment**

- Consider mechanisms by which learning can be enhanced cost effectively.
- Encourage frank and open dialogue on lessons learnt, and flexible responses throughout implementation.

---

<sup>9</sup> This reflects recent guidance prepared for AusAID on appropriate M&E practices for civil society programs which emphasises the need to minimise changes to M&E systems through the life of a program (Kelly, L., R. David, et al. (2008). *Monitoring and Evaluating AusAID Community Development Programs*. AusAID. Canberra).