Australian Government AusAID



# Latin America Annual Program Performance Report 2011

August 2012

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#### Summary

This report summarises AusAID's progress establishing and delivering a regional development cooperation program in Latin America.<sup>1</sup> It is the program's first Annual Program Performance Report (APPR). Noting the brief implementation period and nascent program architecture of the Latin America program, this APPR articulates AusAID's progress establishing the program, major development initiatives delivered to date and key achievements including impact data where this is available. This APPR also highlights the challenges, risks and lessons learned to date.

# Context

Around 57 million people in countries covered by the Latin America program live on less than US\$2 a day (10.5% of the population of 540 million). Many Latin American countries have far higher rates of poverty and extreme poverty than comparable middle incomes countries in other regions. Poverty levels are greater (25% to 32%) in some countries including Nicaragua, Honduras, Bolivia and Guatemala. Ten of the world's 15 most unequal countries are in Latin America.<sup>2</sup> Additionally, the richest one-tenth of the population earns 48% of the total income.<sup>3</sup> High levels of income inequality are a fundamental impediment to poverty reduction that affects women, indigenous and Afro-descendant populations.

The wealthier countries of Latin America have made significant progress meeting their MDGs targets (Annex A refers). In particular, Argentina, Brazil, Chile, Costa Rica, Panama, Uruguay and Venezuela all have relatively low incidence of extreme poverty. However, poorer countries (Bolivia, Guatemala, Honduras, Nicaragua, Paraguay and Peru) all have high proportions of rural poor and urban populations living in slums (MDG7).

Rural populations in the region experience poverty disproportionately, with the incidence of extreme poverty in rural areas three times higher than in urban areas. This reflects the lack of economic and social development opportunities for marginalised populations, as well as long-standing discrimination based on gender and racial-ethnic origins. These people are generally unable to access expanded opportunities when economic growth accelerates.

<sup>&</sup>lt;sup>1</sup> For the purposes of Australia's aid program engagement, Latin America is defined as the following 17 countries, Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Uruguay and Venezuela.

<sup>&</sup>lt;sup>2</sup> United Nations Development Program 2010, "Regional Human Development Report for Latin America and the Caribbean 2010", United Nations Development Program, New York, p.37

<sup>3</sup> The top most unequal countries, as measured by the Gini coefficient, are Colombia, Bolivia, Brazil, Honduras and Panama. Source: World Bank, World Development Indicators 2009



Sustained high economic growth has helped to reduce poverty and inequality in Latin America over the last decade. The extreme poor are particularly vulnerable when economies slow down or experience shocks, and their economies suffer disproportionately from natural disasters and environmental degradation. Economic shocks such as global food, fuel and financial crises in 2009, and natural disasters in Chile, Colombia, Brazil and Central America, placed further pressure on poverty reduction efforts. Latin America has sustained strong economic growth in recent years, averaging over 5% growth between 2003 and 2008. Most countries have exited from the 2009 global financial crises faster than anticipated and faster than other regions. However, the sustained economic growth experienced by a number of countries is not guaranteed, threatening prospects for development.

<sup>4</sup> Over the past ten years, with all program countries in the region classified as middle income countries, ODA to Latin America has been falling.<sup>5</sup> Donors, particularly from Western Europe (United Kingdom, Denmark, and the Netherlands) are exiting or reducing engagement in Latin America to focus on other regions. The total Latin America and Caribbean share of global ODA fell from over 11% in 1998 to 8% in 2008. The total amount of ODA fell from an annual average of US\$7.8 billion during the 1990s to a low of US\$6.9 billion in 2007.<sup>6</sup>

The top three donors in the region are United States (US\$ 2.72 billion); Spain (US\$1.37 billion); and Germany (US\$913 million).<sup>7</sup> The top 3 multilateral donors to Latin America are European Union institutions providing 46% of all multilateral net disbursements; the Inter-American Development Bank (16%) and the World Bank's International Development Association (8%).<sup>8</sup>

In this context Australia is a relatively small, new donor in Latin America but well respected. Although modest, the program has been welcomed and well received by countries in the region.<sup>9</sup> Our approach to development through partnerships is appreciated and our development expertise is highly pertinent.

# **Program strategy and objectives**

In 2010-11 AusAID commenced the development of a program in Latin America following a government commitment to deliver a \$100 million package of development assistance to the region. An initial framework focussing on agriculture, scholarships and microfinance guided AusAID's early programming in the region. Delivery through partnerships including trilateral cooperation underpinned the implementation approach.

Without prior development engagement or representation in the region, AusAID's early objectives were to establish the program including setting up a regional office in the region; deliver early development initiatives in line with the broad framework; and build our

<sup>&</sup>lt;sup>4</sup> In 2009 the top 10 country donors were the United States, Spain, Germany, Canada, France, the Netherlands, Japan, Sweden Norway and Switzerland.

<sup>5</sup> All ODA statistics are from the OECD Development Assistance Committee: Development Aid At A Glance Statistics By Region America 2010 edition.

The upper middle income countries include: Argentina, Brazil, Chile, Colombia, Costa Rica, Ecuador, Mexico, Panama, Peru, Uruguay and Venezuela. The lower middle income countries include: Bolivia, El Salvador, Guatemala, Honduras, Nicaragua and Paraguay.

<sup>&</sup>lt;sup>6</sup> There was an increase to US\$8.7 billion in 2008, particularly in response to the impact of rising food prices.

<sup>&</sup>lt;sup>7</sup> Organisation for Economic Cooperation and Development (OECD) 2012, "Development Aid at a Glance: Statistics by Region – America", OECD, p.4, accessed 7 August 2012, http://www.oecd.org/investment/aidstatistics/42139289.pdf

<sup>&</sup>lt;sup>8</sup> Organisation for Economic Cooperation and Development (OECD) 2012, "Development Aid at a Glance: Statistics by Region – America", OECD, p.6, accessed 7 August 2012, http://www.oecd.org/investment/aidstatistics/42139289.pdf

<sup>&</sup>lt;sup>9</sup> This is supported by anecdotal evidence provided during high level consultation between Brazil's development cooperation agency and AusAID in March 2012.



knowledge and relationships which would enable us to refine our priorities and determine key delivery partners. Work also began to develop a regional engagement strategy.

In mid-2011, the Australian Government undertook a comprehensive review of the aid program and developed a new aid policy for Australia's aid program, *An Effective Aid Program for Australia: Making a real difference—Delivering real results* and *Australia's Comprehensive Aid Policy Framework to 2015-16 (CAPF)*.

The CAPF introduced a new framework of strategic goals for all Australian ODA funded initiatives and projects a modest continuing level of development funding to Latin America and the Caribbean.

In 2011 the Latin America program therefore began to align its existing initiatives under three of the five Strategic Goals: Sustainable economic development; Effective governance; and Humanitarian and disaster response. Specific program objectives will be articulated in the Regional Program Strategy (the Strategy) and Performance Assessment Framework (PAF) to be completed in 2013.

Noting the stage of program development, this APPR sets out the program initiatives against the three CAPF strategic goals. APPR performance ratings are used broadly to provide a general and qualitative indication of the relevance and progress of programs to these goals.

## Establishing the program

#### **Regional operations and representation:**

In 2011 AusAID consolidated its regional office in Santiago de Chile following the deployment of one posted officer in 2010. Three locally engaged staff were recruited to provide greater capacity to manage programs as they came on line and provide representation across the region.

AusAID established productive aid relationships to underpin program delivery, and by working closely with the five Australian diplomatic missions, made a substantial contribution to Australia's profile in the region. Cooperation and partnerships with established and credible development partners has provided useful entry points, expanded the reach of our relatively modest investment and leveraged additional aid benefits by building on existing programs or attracting additional resources.

AusAID contributed to significant high level regional fora most notably the SICA Leaders Summit; FEALAC (Forum on East Asia Latin America Cooperation in Argentina; Task Team (forum): Learning from South-South/Triangular Cooperation; FOROMIC (Inter-American Forum on Microenterprise); Rio+20 Government consultations on Sustainable Development Objectives.

Cooperation with significant multilateral partners is delivering development results with programs currently being delivered through the Inter-American Development Bank (IDB), the World Food Program (WFP) and the Latin America office of the Food and Agriculture Organisation (FAO) International Committee of the Red Cross (ICRC), United Nations International Strategy for Disaster Reduction (UNISDR), World Bank (WB), United Nations Development Program (UNDP), World Food Program. Initiatives are primarily focused on improving incomes and microenterprise development, food security and recovery from natural disasters. Working with women are key focus areas for much of this work.



AusAID has formed development partnerships with Brazil (MOU December 2010) and Chile (MOU September 2012) to provide joint assistance to less developed countries in the region. Australia and Brazil are working in Haiti to improve water and sanitation by constructing 175 cisterns; and with Chile (and Germany) in Paraguay and Honduras. Australia has also been able to strengthen development policy dialogue in global fora such as the G20 through these relationships.

AusAID's early programming in Latin America focussed on opening of its global programs including scholarships, fellowships, Public Sector Linkages Program (PSLP), volunteers and the Human Rights Grants Program. These programs have been well received and substantially contributed to our positive engagement in the region. Australia's commitment to the region was quickly demonstrated particularly through the design and delivery of Australian scholarships, fellowships and leadership awards and introduction of the PSLP.

In 2011, AusAID established several regional and bilateral initiatives focussing on the less developed countries in the region. Details are set out below.

# AusAID Expenditure (TBC)

Table 1: AusAID estimated expenditure on objectives in 2011-12

Objective	A\$ million	% of regional program
Objective 1: More sustainable economic development in the region	\$6.4m	43%
Objective 2: Improved governance in the region	\$4.5m	30%
Objective 3: Enhanced humanitarian and disaster response	\$4.0m	27%



# **Progress against objectives**

Development initiatives are set out against three CAPF strategic goals. APPR performance ratings are used broadly to provide a general and qualitative indication of the relevance and progress of programs to these goals.

Initiatives that are not on track are identified specifically within the text.

Table 2: Ratings of the program's progress towards the objectives

Objective 1 More sustainable economic development in the regionINot applicableObjective 2 Improved governance in the regionINot applicableObjective 3 Enhanced humanitarian and disaster responseINot applicable	Objective	Current rating	Relative to previous rating
	Objective 1 More sustainable economic development in the region		Not applicable
Objective 3 Enhanced humanitarian and disaster response Not applicable	Objective 2 Improved governance in the region		Not applicable
	Objective 3 Enhanced humanitarian and disaster response		Not applicable

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

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

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

## Strategic Goal 1 - More sustainable economic development

Improving food security; Improving Incomes, employment and enterprise opportunities; and reducing the negative impacts of climate change and other environmental factors.

Rating: The objective will be partially achieved within the timeframe of the strategy.

In 2011 the Latin America program implemented initiatives to improve food security; and financial inclusion to improve incomes and enterprise development.<sup>10</sup>

**The AusAID/IDB Partnership Trust Fund for Poverty Reduction in Latin America** was signed and commenced in June 2011 with a commitment of \$10 million over four years, matched dollar for dollar by the IDB. The Trust Fund enables the joint financing of multiple development activities in the region with a single, streamlined management mechanism managed by the IDB through its network of offices across Latin America. To date, five projects have been approved for implementation in: Colombia (2), El Salvador (1), Nicaragua (1) and Paraguay (1). A further five financial inclusion projects and four large-scale proposals in agriculture, youth employment, mining and climate change are being considered.

AusAID funding is matched dollar for dollar by the IDB and projects require local counterpart funding or contributions. Local implementing partners are engaged to ensure good knowledge of the local operating environment, culture and systems and build local capacity. The trust fund focuses on marginalised populations of which women are explicitly identified as a target group.

<sup>&</sup>lt;sup>10</sup> A Quality At Implementation report on the performance of the IDB trust fund showed that the initiative is on track at this early stage of implementation.



Monitoring and evaluation systems are in place for all projects. A Quality at Implementation (QAI) report undertaken in April 2012 showed that the projects sourced by the IDB are appropriate but that the timeframes within which projects are identified, designed and implemented could be improved and could be increased in scale. The operations of the Trust Fund are progressing well and the partnership between AusAID and the IDB/MIF is well established. A Mid-Term Review (MTR) to be undertaken in 2013 will assess this partnership more fully and guide improvements.

**SALTA**: AusAID is also contributing \$2 million toward the IDB's SALTA project that provides financial literacy training and business development skills to poor women in rural and urban areas of Peru.

At the end of 2011, over 46,000 women had received basic training at 226 events, which is 6 per cent above the target. Around 50% of these beneficiaries are located in rural areas, which is a significant increase on the 20% originally envisaged. The project is partnering with 13 microfinance organisations in Peru, which is a significant increase of the target of 5 microfinance institutions originally planned.

This project is demonstrating early results. For example, 80% of the women did not initially separate business expenses from household expenses, but started to do so after the intervention. In addition, 75% of the women did not register their income and expenses, but started doing so after the intervention. AusAID is in consultation with project partners to consider how to scale-up the results of the project in a potential second phase.

**Nicaragua School Feeding Program**: Australia is contributing \$2 million to a school feeding program in Nicaragua, implemented by WFP in partnership with the government. These funds purchased 490 metric tonnes of Corn Soya Blend (CSB) with sugar; 616 metric tonnes of yellow split peas; 250 metric tonnes of sugar; 724 metric tonnes of white maize; 900 mt of rice; and 750 mt of beans to assist 22,645 school children over a 2 year period. The school feeding program has been linked with increased access to education, gender equality, and benefits in terms of health, nutrition and income transfers to families. Through the WFP's "Purchase for Progress" initiative the food used in the school feeding programs is purchased from local smallholders, thereby providing an additional stimulus to the national economy and avoiding any distortions to the market. In Nicaragua, 2200 farmers are participating in the WFP's P4P.

#### Strategic Goal 2 – Improved governance in the region

Improving governance to deliver better services, improve security, and enhance justice and human rights.

Rating: The objective will be partially achieved within the timeframe of the strategy.

AusAID supports improved governance by building professional skills and knowledge in Latin America. This is achieved primarily through AusAID Global Programs: Australia Awards for development (ADS scholarships and Fellowships), Australian Volunteers for International Development (AVID), Australian Non-Government Organisation Cooperation Program (ANCP), the Public Sector Linkages Program (PSLP), and Human Rights Grants Scheme (HRGS). A trilateral project to strengthen the planning and delivery of social services to poor communities in Paraguay also provides a valuable contribution toward meeting this Goal.  $\begin{array}{c} & & & & & \\ & & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & \\ & & & & & & \\ & & & & & & \\ & & & & & & \\ & & & & & & \\ & & & & & & \\ & & & & & & \\ & &$ 

**Australian Development Scholarships**: This initiative is on track to provide 250 scholarships for Latin America over the four years, with 100 of these targeted to Central America. However significant promotional effort will be needed to meet the Central American target.

In 2011, 22 long-term Australian Development Scholarships began postgraduate studies in Australia, and 59 places were offered for the 2012 intake. As the program scales-up, a further 75 candidates have been recommended for ADS in 2013. The Latin America ADS program, now in its third year of operation, is attracting widespread interest. More than 700 applications were received in 2012, from all countries in the region represented by the program, compared to 226 in 2011. While striking a balance amongst all eligible countries in the region, there has been a 20 per cent shift in scholarships being offered to candidates from the six least developed countries in the region. Consistent with Australia's comparative advantage and the needs of developing countries in the region, the program focuses on five priority themes: water, natural resource management, mining, governance, and rural livelihoods.

**Australian Leadership Award Fellowships**: 72 short-term fellowships were granted to Latin American professionals by the end of 2011. They will undertake short-term study and research with 13 education and government providers in Australia. An additional 47 fellows have been nominated by the time of reporting in 2012.

Australia's assistance builds the capacity of local systems, and it promotes gender equality. For example, 46% of development awards have been undertaken by women. In 2011 a range of leadership award fellowships were undertaken in areas such as, climate change resilience, community based research projects (leadership and design), and an evaluation of by-products from bio-fuels production as ruminant feeds on methane emissions etc.

**Australian volunteers for development**: The Latin America program has established its volunteer program in Latin America with a target of 40 Australian volunteers in Latin America by 2013-14. Whilst the program is being implemented in multiple countries progressively (starting with 10 in Peru) there will be challenges in meeting this target within the remaining timeframe. Detailed and sometimes complex negotiations with each host country government are required as well as rigorous attention to security assessments and careful selection of appropriate assignments and volunteers. Language is also a major impediment. Six volunteers are currently on assignment in Peru. Negotiations are underway to expand the program to Paraguay, Colombia, Nicaragua and Ecuador.

**Public Sector Linkages Program**: Implementation of this initiative has been successful and is well aligned with regional need for strengthening of public sector capacity. In the first three rounds of PSLP, the aid program is funding 30 short-term capacity-building activities between Australia and Latin America, worth over \$6.5 million. These activities help to strengthen public organisations in Latin America, while fostering institutional linkages and exchanges of knowledge with Australian Agencies. For example, the University of Adelaide Institute for International Trade has partnered with the Department of Foreign Affairs and Trade (DFAT) and the United Nations Economic Commission for Latin America (ECLAC) to deliver a capacity-building workshop for senior trade negotiators of the 11 member countries of the Arc of the Pacific (Colombia, Costa Rica, Chile, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama and Peru). The Department of Agriculture, Fisheries and Forestry (DAFF) is working with Chile, Peru and Central America to deliver Australian Fumigation Accreditation Scheme (AFAS) fumigation training. The Department of Resources, Energy and Tourism (DRET) will organise two workshops in Peru and Mexico for over 100



participants on Leading Practice Sustainable Development in mining. CSIRO is working with the Chilean Department of Water to share experiences of water management and analyse water rights, industrial usage and social requirements in Copiapo. The Commonwealth Ombudsman is partnering with the Defensoria del Pueblo in Peru to strengthen its capacity to conduct investigations and report on issues of indigenous rights, land use disputes and the resolution of social conflicts. The Department of Immigration and Citizenship (DIAC) is working with the governments in Argentina and Peru to improve their border management controls to combat human trafficking and transboundary crime, which undermines security and development prospects.

**Australian NGO Cooperation Program (ANCP):** AusAID funds Australian NGOs to implement their own development projects on behalf of the Australian government. Initiatives in Latin America funded through ANCP are accounted for under the Program funds.

To date, Australia has provided more than \$4.5 million through ANCP (World Vision Australia, Caritas Australia and Reledev) for 17 civil society projects in Latin America. In 2011 there were 16 activities implemented in Bolivia, Ecuador, El Salvador, Honduras and Peru.

In Peru, Caritas is partnering with the Sisters of Mercy to provide an intensive food program for 70 high risk children (50 per cent of which are malnourished), to conduct health promotion, to provide water and sanitation (including purchasing 150 toilets for first time users) and medical services to 18,000 people located in 3 poor slum areas near Lima.

In Bolivia World Vision supports the legal identification and registration of a large segment of the population. The Project targeted the 20% of the population without identity documents (mostly indigenous people). Around 130,700 identification documents were issued through over five years. During the final year (fully funded by AusAID) 32,517 identification documents were issued to 19,477 people including 6,500 birth certificates and 26,017 identity cards. Additionally, during the final year 7,380 people were trained in the Right to Identify and Citizenship.

**Human Rights Grants Scheme**: Since the program began in 2010, AusAID has provided over \$1 million to 14 local human rights institutions and NGOs to enhance human rights in nine countries in Latin America (Brazil, Bolivia, Colombia, Guatemala, Nicaragua and Paraguay).

**Paraguay for All:** In 2011, Australia partnered with Chile and Germany in a trilateral cooperation initiative to improve the Paraguayan government's capacity to plan and deliver coordinated social services in. With the support of the project, the government of Paraguay has recently launched its first National Housing and Habitat Plan. Paraguay suffers from a housing deficit of approximately 800,000 housing units, and this is projected to grow to over 1.5 million by 2020 based on current projections. This is the second highest rate in Latin America after Haiti. This is an ambitious project and implementation has been slower than expected due to a highly complex operating environment. AusAID is working closely with all partners to review progress and timeframes.



### Strategic Goal 3 - Enhanced humanitarian and disaster response

More effective preparedness and responses to disasters and crises

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

Less developed countries and poor people are particularly vulnerable and suffer disproportionately from natural disasters and environmental crises. Natural disasters in recent years in Chile, Colombia, Brazil and Central America, have placed significant pressure on poverty reduction efforts. Guatemala, El Salvador, Honduras and Nicaragua are the poorest countries in Central America, and they are extremely vulnerable to frequent climatic changes and natural disasters (floods, droughts and storms, earthquakes, and volcanos) which have destroyed infrastructure, reduced food supplies and crop yields for domestic and export.

The Latin America program primarily supports regional responses to humanitarian and disaster responses by contributing to multilateral or regional programs such as the WFP, World Bank Global Fund for Disaster Reduction (GFDRR) and the United Nations International Strategy for Disaster Reduction (UNISDR).

**Food security in Central America (World Food Program PRRO20043):** In 2011, Australia provided \$2.5 million to the WFP to pre-position food donated by Brazil to regional distribution centres in El Salvador, Guatemala, Honduras and Nicaragua. Australia financed the transportation and distribution of over 6200 mt of food (corn, rice and beans) to more than 440,000 beneficiaries which were affected by natural disasters, in particular Tropical Depression 12E which affected 1.5 million people in the region. This was 118 per cent over planned figures. The pre-positioning of food stocks allowed WFP to respond rapidly to the onset of disasters and begin general food distribution, focused particularly on children under 2 and pregnant and lactating mothers. This eliminated the approximate 3 month lead time of purchasing, storing and distributing food stock and therefore avoided a deterioration of the nutritional status of the affected population and allowed an early recovery effort to begin.

The four Central American countries account for approximately 96 per cent of undernourished individuals in Latin America, with 59 percent of them in Guatemala (World Bank 2007, Demographic and Health Survey for Disease Control in El Salvador, Guatemala, Honduras and Nicaragua). It was also the first time Australian funds were 'twinned' with a country from Latin America and is a demonstration of an effective trilateral cooperation partnership in the region resulting in the delivery of \$2 worth of aid for every \$1 contributed by Australia.

**Responding to natural disasters in Guatemala (WFP & FAO):** In 2010, Guatemala suffered a catastrophic year wrought by volcanic eruptions (Pacaya, May 2010), tropical storms (Agatha, May 2010), and torrential rains (Tropical Depression 11-E, September 2010). The Latin America program provided \$500,000 through the WFP to deliver 394 metric tonnes of maize; 98 metric tonnes of corn soya blend; 20 metric tonnes of fortified vegetable oil; and, 39 metric tonnes of black beans to assist 22,261 people over a 6 month period. AusAID also partnered with the FAO to restore food production and the livelihoods of rural women in Guatemala. A \$750,000 grant supported 5000 rural women (35,000 beneficiaries including their families) to increase their food security by developing their backyard gardens and building their resilience to future natural disasters. The project worked in 78 communities, in 8 municipalities across 3 departments in south-west Guatemala.

**Red Cross in Central America**: In November 2011, Australia provided \$1 million through the Red Cross to assist 5300 families (26,500 persons) in El Salvador, Guatemala, Honduras and Nicaragua, who were affected by floods. Activities include the distribution of food parcels



and non-food items (blankets, kitchen sets, hygiene kits and jerry cans), access to safe water (through water filters and water treatment plants), essential shelter items, hygiene and health promotion, as well as psychosocial support.

**Chile earthquake and Fundacion Integra**: In 2010, following the 8.8 magnitude earthquake to hit Chile on 27 February 2010, Australia responded. First, by providing \$2 million of immediate relief emergency supplies including generators, tents, stretcher beds and rain jackets, which were delivered to regional centres and disbursed to affected communities in Concepción, Talca, Rancagua, and the regions of Maule and Bío Bío. Second, following a request by the government, Australia entered into an agreement with Fundacion Integra to rebuild 32 child care centres for lower socio-economic and vulnerable populations that were most affected by the earthquake and tsunami. To date, all 32 child care centres have been rebuilt and are functioning. This has allowed 2728 girls and boys to return to full-time child care, free-of-charge, and receive quality education and nutrition in a safe environment. The project has achieved 100 per cent of its objectives.

# **Program Quality**

**Aid effectiveness principles**: Partnerships with multilateral, bilateral and trilateral donors in Latin America has demonstrated Australia's commitment to donor harmonisation: building on existing programs or leveraging additional resources for programs of mutual interest; working through other donor systems thereby reducing our impact as a new donor on recipient country resources and our own transaction costs. Joint cooperation with other partners such as WFP and UN Agencies also demonstrate this approach.

The Latin America program has been less successful in developing larger, comprehensive programs with specific measurable objectives. This is attributed to a large extent to initial programming through global programs that are oriented to small projects/grants and individual awards; delays in completing the Regional Program Strategy; and the complexity and scale of the regional approach vis a vis bilateral programming which enables very specific targeted programs.

**Quality assurance**: Notwithstanding the absence of specific program objectives and the Regional Strategy, the Latin America program has complied with AusAID quality assurance requirements and introduced modified systems where corporate processes do not apply. In 2011, the program completed a comprehensive design for the scholarships program. A QAI and external review have subsequently been undertaken also to verify effective implementation. Projects under \$3 million (which do not require full designs) have undergone modified design and assessment processes proportional to the scale of proposed projects.

Where initiatives are implemented through partner agencies such as the IDB or GIZ, partner systems have been assessed for compatibility with Australian standards.

**Monitoring and reporting:** All funded projects are monitored and reported against project objectives as part of contractual agreements with delivery partners. Corporate reporting procedures are in place. In 2011 the first QAI's were completed for both the IDB Trust Fund and the scholarships program which will enable performance and trends in program performance to be compared next year.

**Program planning and monitoring**: The Latin America program is still developing a number of initiatives. In 2012-13 a Program Management Plan (PMP) will guide performance planning and the timely follow-up of reports. Post regularly liaises with other donors to



determine the best way forward with joint monitoring and reporting. With respect to key regional organisations, AusAID assesses the adequacy of each organisation's own reporting systems to determine if these are adequate for AusAID accountability and reporting processes.

**Performance of our partners:** Selection of partners is guided primarily by the Australian Multilateral Assessment (AMA 2011) and AusAID experience in other regions. Preference is for established donors with a clear track record of effectiveness and compatible systems with AusAID. Current multilateral partners include the IDB, International Committee of the Red Cross (ICRC), United Nations International Strategy for Disaster Reduction (UNISDR), World Bank (WB), United Nations Development Program (UNDP), World Food Program (WFP), and Food and Agriculture Organisation (FAO). Performance of partners covered by the AMA is monitored annually by AusAID corporately and by the Latin America program in relation to specific project deliverables.

# Management Consequences

AusAID has successfully delivered on the government's commitment to rapidly develop and deliver a four-year development assistance program in Latin America. The policy settings of working through partnerships, and targeting areas of Australia's comparative advantage have proven to be relevant and well received in the region. Strong relationships have been established and Australia has made a measurable contribution to development in the region in a short period of time. The program has greater certainty and clarity particularly through the establishment of clearly articulated Strategic Goals.

As a new program, however, there are on-going challenges:

a) The Latin America region is vast and the program requires greater clarity and definition of it role and priorities in achieving development results. The Regional Strategy needs to be finalised to provide clear articulation of specific, measurable objectives aligned to the Strategic Goals. Whilst all existing activities have been notionally aligned to these goals, specific objectives that can demonstrate development results will significantly improve the quality of the program and future programming.

**Management response:** Complete Regional Strategy; review monitoring and reporting of current activities to identify relevant data to attribute to strategy goals and objectives. Complete programming of program funds against clear objectives.

b) AusAID has been able to establish operations and deliver early activities efficiently in Latin America through its global programs and a few relatively small projects. However, proliferation of small and diverse projects/activities reduces the impact and effectiveness of our investment and needs to be reduced in favour of larger, cohesive programmatic approaches. Similarly, the program needs to consolidate operations with a small number of effective, major partners and avoid small joint activities with minor players that are intensive to manage and limited in scope.

**Management response:** Complete realignment of existing initiatives to the Strategic Goals. Establish clear priorities for future programming. Consolidate and build on existing activities/partnerships.

c) **Monitoring and reporting results**: The program is entering a new phase with monitoring, evaluation and reporting results an increasing priority. As the program matures its alignment with corporate reporting also increases. Improved reporting procedures are being implemented using existing program data and activity reports.



The program's capacity to generate and use effective performance information will be strengthened when a Regional Strategy is finalised. A Performance Assessment Framework (PAF) will identify the qualitative and quantitative data required to demonstrate results against measurable objectives. Once the framework is complete, specialist monitoring and evaluation (M&E) assistance will support AusAID staff to gather relevant data and report results. The PAF will be a critical management response to ensure we can measure effectiveness over time.

d) **Working through partnerships**: With most initiatives delivered through partners a critical management challenge is to ensure that the delivery, quality and accountability for programs meet the rigorous standards of Australian aid.

The Latin America program will consolidate future programming to credible partners known to have compatible systems to AusAID. AusAID will monitor and manage our relationships with these agencies focussing on quality and outcomes.

Trilateral cooperation has been successful in developing Australia's relationship with significant regional development actors. (Brazil and Chile) and opened opportunities for new relationships with smaller actors. However, trilateral cooperation requires significant investment of time and leadership. This is a significant investment for a small program that should be strategically targeted and closely managed.

**Management response:** The Latin America program will focus its trilateral efforts on strategic development partners (Brazil and Chile) and focus cooperation with smaller South-South actors from the region on regional capacity building activities where they align with AusAID's strategic goals.

e) **Resources:** Establishing and managing a new regional program is more demanding than managing a single, established bilateral program of similar value and it requires higher levels of staff engagement and resources. Additionally, the impact of managing a program through multiple phases of development (strategic planning, program planning and implementation, and monitoring and evaluation) concurrently within a four-year period mean that pressures will remain high throughout the entire program.

**Management response:** Given the likelihood that program resources will remain static, the roles and responsibilities of staff in Canberra and at post will be reviewed to ensure existing resources are most effectively deployed and that budgets reflect requirements. A forward phase, multi-year work plan or PMP will be developed to ensure commitments during peak times are appropriately managed.

# Annex A:

# Summary of Progress against Millennium Development Goals in Latin America

	MDG 1	MDG 2	MDG 3	MDG 4	MDG 5	MDG 6	MDG 7	MDG 8
Latin America	Eliminate Extreme Poverty and Hunger	Achieve Universal Primary Education	Promote Gender Equality and Empower Women	Reduce Child Mortality	Improve Maternal Health	Combat HIV/AIDS and Other Diseases	Ensure Environment- al Sustainability	Develop a Global Partnership for Development
Argentina	Mixed	Achieved	Achieved	On track ↑	Mixed	On track ↑	Insufficient Information	Insufficient Information
Bolivia	Off track $\psi$	Mixed	Mixed	Mixed	Off track $\psi$	Mixed	Off track $\downarrow$	Insufficient Information
Brazil	Achieved	Achieved	Achieved	On track ↑	On track ↑	Achieved	On track ↑	On track ↑
Chile	Achieved	On track ↑	On track ↑	On track ↑	On track ↑	On track ↑	On track ↑	Insufficient Information
Colombia	Mixed	Achieved	Mixed	On track ↑	On track ↑	Insufficient Information	Insufficient Information	Insufficient Information
Costa Rica	Mixed	Mixed	Mixed	On track ↑	On track ↑	On track ↑	On track ↑	Insufficient Information
Ecuador	Mixed	Mixed	Mixed	Mixed	On track ↑	Mixed	Insufficient Information	Insufficient Information
El Salvador	Insufficient Information	Mixed	On track ↑	Mixed	Mixed	Insufficient Information	Insufficient Information	Insufficient Information
Guatemala	Mixed	Mixed	Insufficient Information	Mixed	Off track $\downarrow$	Insufficient Information	Insufficient Information	Insufficient Information
Honduras	Insufficient Information	Mixed	Mixed	On track ↑	Insufficient Information	Insufficient Information	Insufficient Information	Insufficient Information
Mexico	On track ↑	Achieved	On track ↑	Achieved	Mixed	On track ↑	On track ↑	Insufficient Information
Nicaragua	Insufficient Information	On track ↑	Achieved	Mixed	Off track $\downarrow$	Insufficient Information	Insufficient Information	Insufficient Information
Panama	Mixed	On track ↑	On track ↑	Mixed	Mixed	Off track ↓	Mixed	Insufficient Information
Paraguay	Off track ↓	Mixed	Mixed	Off track ↓	Off track ↓	Off track ↓	Off track ↓	Insufficient Information
Peru	Mixed	On track ↑	On track ↑	Mixed	Mixed	Off track ↓	Off track $\psi$	Insufficient Information
Uruguay	On track ↑	Achieved	Mixed	On track ↑	On track ↑	On track ↑	Mixed	Mixed
Venezuela	Insufficient Information	On track ↑	On track <b>↑</b>	On track ↑	Mixed	Mixed	On track ↑	Insufficient Information

# Annex B:

# Headline Results Summary: Latin America Regional Program

Headline results are reported against specified corporate indicators in 2011. This does not reflect all results achieved by the Latin America program to date.

Headline Result Indicator	2011 Result	How Australia contributes (type of aid)	Method of calculation	Data source
8. Number of classrooms built or upgraded	32	Projects	Full result attributed to AusAID	Delivery partner monitoring system/reporting (Confidence – High)
16. Number of people awarded tertiary scholarships	22	Scholarships	Full result attributed to AusAID	Delivery partner monitoring system/reporting and AusAID records (Confidence – high)
20. Number of poor women and men who increase their access to financial services	27,500	Projects	Full result attributed to AusAID	Delivery partner monitoring system/reporting (Confidence – High)
27. Number of public servants trained	71	Scholarships	Full result attributed to AusAID	Delivery partner monitoring system/reporting and AusAID records (Confidence – high)
28. Number of civil society organisations supported to track service provision	80	Australian Leadership Award Fellowships, Human Rights Grants Scheme, Australian Volunteers International, & Public Sector Linkages Program	Full result attributed to AusAID	Delivery partner monitoring system/reporting and AusAID records (Confidence – high)
29. Number of vulnerable women, men, girls and boys provided with life-saving assistance in conflict and crisis situations	469,500	Specific-purpose program or fund	Pro-rata based on program specific spending	Delivery partner monitoring system/reporting (Confidence – High)