



Development
Cooperation
Ireland

DEPARTMENT OF FOREIGN AFFAIRS

Development Cooperation Ireland

annual report 2002

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Note

In June 2003 the Government's development assistance programme changed its name from Ireland Aid to Development Cooperation Ireland. In the case of any confusion, both names refer to the same organisation.

The views expressed in the 'Insight' pieces; 1 and 3 are those of the individual authors and not necessarily those of Development Cooperation Ireland.

Front cover:
Harriet Nakiganda, 2nd year
student at Masaka School for
Comprehensive Nursing,
Uganda © Carol Lee

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Boys in the shell of Hatudu primary school, East Timor © Carol Lee

FOREWORD

The Government's programme of assistance to developing countries will celebrate its thirtieth anniversary next year.

I am proud to be the Minister with responsibility for this exciting and dynamic programme, which is having a profound impact on the lives of the poorest people on earth. Our programme enjoys an international reputation for effectiveness, quality and value for money. It operates according to the highest standards of accountability. It is considered to be one of the finest development cooperation programmes in the world today.

To express more clearly the concepts of partnership and cooperation which are central to it, I decided recently that the title of the programme should be changed to Development Cooperation Ireland.

2002 was a busy and momentous year. A fundamental review of the programme was completed and presented to Government in March 2002. Building on the Government decision of September 2000 in relation to achievement of the UN target for Overseas Development Assistance, this put in place a key policy framework to guide the expansion of our development cooperation programme as resources increase.

On assuming office in July 2002, I identified a range of areas as immediate priorities. These included the drought and famine crises raging in Southern Africa and the Horn of Africa; the HIV/AIDS pandemic, which has been laying waste to our partner countries and to many other extremely poor countries; and the challenge and opportunity presented by the World Summit on Sustainable Development in Johannesburg (August-September 2002).

In my first months in office I visited a number of our partner countries and witnessed at first hand the acute problems created by food shortages and drought as well as long-term poverty, disease and disadvantage. The scale of the crises faced by these countries is overwhelming. I worked hard with my Ministerial colleagues at EU level and in other international fora to highlight the plight of millions of our fellow human beings and the urgency of a concerted international response.

The work which I and my staff at Development Cooperation Ireland are doing in developing countries is

being carried out on behalf of the Irish people. Through our activities, the Irish people are expressing their solidarity in a practical way with the less fortunate of this world and making a very real contribution to the alleviation of suffering and the reduction of poverty and inequality. There are still 1.2 billion people on this planet who face a daily struggle merely to survive. There is a moral and humanitarian onus on the more prosperous countries to help to eliminate this fundamental injustice.



I consider public ownership of our development cooperation programme to be of critical importance. I would like to see the Irish public involved as partners in the hugely challenging work of improving the conditions in which the poorest people of the world live. A significant increase in the flow of information about our activities will help the public to appreciate what is being done on their behalf. With this in mind, I launched earlier this year a dedicated website for the Development Cooperation Ireland programme.

This Report makes a further valuable contribution to public awareness of our programme. It provides a comprehensive account of the work undertaken during 2002. It should help to foster public identification with the Government's activities in the development cooperation field. The contribution which we are making as a State to the reduction of poverty in developing countries represents a very substantial investment by the Irish taxpayer. It is helping to save the lives of millions on the African continent and elsewhere and to transform those of countless others. It is an investment which is yielding real dividends and in which we as a people can take enormous pride.

A handwritten signature in black ink that reads "Tom Kitt".

Tom Kitt, T.D.
Minister of State

INSIGHT 1

REPORTING INTERNATIONAL CRISES

Aoife Kavanagh
News Reporter, RTE

The passenger ferry was the MV Bukoba. Seven years ago it sank and as many as one thousand Tanzanians perished, trapped beneath the vessel as it overturned. As passengers spilled out of the creaking ship, hungry crocodiles and hippos awaited them, skulking in the darkness of Lake Victoria.

The Bukoba was due to be de-commissioned, health and safety rules didn't apply as hundreds more than the acceptable number of passengers piled on. As the ship disappeared with its doomed human cargo, so too, almost instantly, did the memory of this awful event. Poor, struggling Africans on a floating death trap, slipping silently to their deaths, barely raised a murmur. "God that's awful.....those poor people."

Contrast this with something like the bush fires in Australia. They were covered extensively by most media outlets as they raged, apparently out of control on the outskirts of Sydney last November. For days spectacular images of monstrous, advancing flames featured on our screens and in print. Fatalities? None.

Reporting and securing air time for international emergencies, for the most vulnerable and least defended of people is controlled by a myriad of factors, many beyond the control of the individual reporter and often outside the influence of the media organisation itself. Cost, logistics, access and the most determining factor of all perhaps, indifference. Disaster fatigue.

Money matters automatically come into play when weighing up whether or not to send a reporter to cover the next disaster, wherever that disaster may be. Indisputably the costs involved for a broadcasting organisation like RTE are far higher than those facing newspapers. To put it into context, if a reporter is covering an emergency or humanitarian disaster for four or five days, costs will run to at least €10,000. That covers satellite feeds and crew hire, if applicable, but probably not airfares and other expenses.

Licence fee increase or not, its no pittance. In January I travelled to Ethiopia with DCI to report on the looming food crisis in that country. My best bet is that had our airfares not been picked up by DCI there would have been no trip. Even then to cut down on satellite transmission costs, we had to bring our tape material back to Ireland in our luggage for later broadcast.

Finances however are a matter for the money men and do not necessarily rate top of the list of factors deciding coverage. As a reporter it is the other factors, the logistics, the access and the struggle to awaken and sustain interest in an emergency or a humanitarian disaster which really count. Having spent all that cash, then it is the reporter's job to aim for the heart of the story, the why, the when and the who, we are obliged to unearth and interpret.

In unfamiliar territory Non-Governmental-Organisations are regularly a reporter's first stop. Invaluable in terms of local knowledge, access and information gathering. A huge asset in terms of cutting to the core of the story.

There is a distinct drawback to this system though and one that must be acknowledged. News stories should not be read exclusively through the eyes of these organisations. It's too tempting to be led by the nose, however willingly, from point to point by the local representative of any one of the hundreds of NGO's which operate in the darkest corners world-wide. If, for example, a reporter feels compelled to criticise how an agency is operating or indeed spending money received from donations then that compulsion could be compromised by the fact that 'Save the World United' is paying the fare home. Journalists also have to be aware that NGO's can exaggerate the scale of a crisis in order to prompt increased donations, as, of course can those directly involved in and affected by an emergency.

The RTE newsroom's approach to this is that it prefers not to accept airfares from NGO's, though reporters often avail of the organisation's facilities on the ground. Even this though can lead to a reporter feeling under some pressure to mention that particular NGO in a report, or focus on its work during an emergency. Not of course to begrudge the mention, but rather to leave it out if it sits clumsily beside details of human tragedy or violence.

As a brief aside, I do believe that careful scrutiny of how NGOs spend their money and the difficulties they face in doing so needs more attention. It is an angle that is for the most part neglected, which is why the recent debate over the Development Cooperation Ireland programme in Uganda was so intriguing. I'm sure the organisations themselves would also welcome this.

Security issues, how safe it is to send a reporter abroad to cover an emergency can be a deciding factor. While individual journalists make that decision for themselves, news organisations whether print or broadcasting, must weigh up the risks more carefully. A gung-ho approach to covering war zones has gotten journalists killed in the past and its not just for insurance purposes that more and more journalists are taking part in hostile environment courses. Aside from the safety concerns it is pointless to send a reporter to an area where they are restricted to doing laps of their hotel room simply because it is too dangerous to venture outside. What can the reporter add to the story there, other than to remind the audience how dangerous the situation is.

One of the most insidious barriers to the reporting of emergencies though is the incompetence of the journalist himself or herself. The 'these are the lucky ones' style of disaster coverage. We've all done it. I've certainly done it and sometimes feel that at the end of two minutes I have done little more than state the obvious and plumped for the safe option. The time constraints of the two minute package can result in nothing more than a cursory glance at a story. Nuance and the news report do not keep happy company. That is why it is important, from the point of view of a broadcast journalist to complement the main report with question and answers style pieces and radio reports. Print journalists have an advantage here.

Parachute journalism, where the reporter is dispatched to cover a disaster or emergency in a country foreign in every way to that person, is how emergencies are often covered. It's not ideal, but when the alternative is not to cover the story at all then there is no choice. And while efforts can be made to develop specialities within a newsroom, there will always be new situations. Dedicating time, money and facilities to the coverage of emergencies and disaster has to be weighed up against the value of more in-depth analysis. One is not a substitute for the other, of course, but often money can be best spent examining background issues and underlying

causes in an effort to bring some understanding of why a particular country has a ten per cent HIV infection rate for example, or why child prostitution is so prevalent. If we consistently focus on Disaster TV without explanation, then developing countries will be forever written off as hopeless basket cases. Recently RTE broadcast a feature on fair trade from Senegal and the US during the World Trade Talks in Cancun, which offered an insight into the reality behind the blinding facts and figures being discussed in the Caribbean.

The next not insignificant hurdle is getting these issues onto the news agenda. Persuading the Irish public that the developing world is more than famine, AIDS, terrorism and tribal violence. There was a past and it does have a future. It is crucial that news organisations select stories thoughtfully. Every bulletin every night could be filled with more tales of human suffering from Central America or Asia. But to what end.....realistically would anybody absorb the misery overload? Already we have becoming too accepting of the image of the under nourished baby screaming for food. Engaging the audience and holding its interest is probably the biggest challenge facing journalists today.

Two children on the
Kyenda to Bugondi road,
Kiboga district, Uganda
© Carol Lee

Bilateral Programme



Cattle Herder in the Sidama region, Ethiopia © Carol Lee

ETHIOPIA



BILATERAL AID TO ETHIOPIA IN 2002: €20,930,517
POPULATION: 64.5 million
2002 HDI: 168

Programme Summary

Ranked 168 out of 173 countries on the UNDP Human Development Index, Ethiopia is one of the poorest nations in the world. 89% of its 67 million people live on less than US\$2 per day. Ethiopia is heavily dependent on agriculture, which has made it extremely vulnerable to external shocks such as drought or commodity price fluctuations.

2002 was another difficult year for Ethiopia. After two consecutive years of drought the country was threatened with another serious food crisis, and responding to it was the Government's overwhelming preoccupation. Recovering from the two-year war with Eritrea, the peace process remained fragile but secure and allowed the Ethiopian Government to concentrate resources on the process of revival and development.

In July 2002 the Government finalised the Sustainable Development and Poverty Reduction Programme. This programme for the first time brought together all the arms of government, civil society, the private sector and other stakeholders to address the development needs of Ethiopia. With other donors we supported the national planning process through engagement in policy dialogue as well as financial support for the process.

The Government began in earnest to implement the decentralization of power from the federal to regional and woreda (district) levels. This initiative has been greeted as a welcome step towards further devolution of power and improved democratic accountability, but has had implementation challenges.

In June/July the Government's Disaster Preparedness and Prevention Commission (DPPC), following assessment of

the early harvest, alerted the international community to an emerging crisis. The DPPC's appeal for 2003 estimated that 11.3 million people would be in immediate need of food support to ensure their survival. We responded by reallocating €1.9m from development activities to emergency interventions.

In 2002, we completed our 2002-2004 Ethiopia Country Strategy Paper, with the overall objective of 'Supporting a process of poverty-reducing, self-reliant, sustainable and equitable growth and development in Ethiopia'. Four major sectors were selected: good governance; agriculture, food security and rural development (including economic development); health and HIV/AIDS; and education.

Under support for Good Governance, the programme supported budgetary and financial management training in one of the regions. The accounting package introduced will be adopted by all regions. Support was given to the Parliament's IT and internal communication systems. We also supported the Ethiopian Economic Association, concentrating on economic research and advocacy, and began a three-year partnership with the Association of Ethiopian Micro-Finance Institutions.

With local government partners we supported agriculture and food security initiatives in five area-based programmes. Working with Tigray Region, we agreed a comprehensive support package with the local Food Security Department to promote longer-term solutions (such as soil conservation and water harvesting) to problems of food insecurity.

In Health, we finalised a 3-year support package for the country's Health Sector Development Programme. Key areas of focus included immunization, pharmaceuticals,

malaria control, human resource development and health management and information systems. In HIV/AIDS, we focused on Voluntary Counselling and Testing.

In Education, we focused our attention on improving the quality of education, primarily through support for teacher education and the supply of school textbooks. With other donors we commissioned a comprehensive teacher-training study that will form the basis for our future support to the education sector.

Country Focus: Integrated Watershed Management

Introduction

The land and water resource base of Ethiopia, in both the densely populated highland and lowland areas, is threatened by over-cropping and overgrazing (which are causing significant soil losses) and over-reliance on fuel-wood. A decline in these resources means that the subsistence farmers in these areas are unable to meet their minimum subsistence needs and become increasingly dependent on food aid. In response, Development Cooperation Ireland has used an innovative approach for dealing with this large-scale environmental degradation and resultant poverty – the Integrated Watershed Management approach.

Integrated Watershed Management refers to a compilation of measures undertaken to conserve water and prevent erosion in a particular catchment area. The measures include terracing the higher ground of a valley, planting trees and shrubs to bind the soil, and 'half-damming' the rivers. These activities, together with concerted efforts to prevent felling of trees for firewood and the introduction of new farming technologies (such as use of fertilizer and improved bee-hives), contribute to an overall increase in vegetation cover in the targeted watershed catchment area.

Gergera Integrated Watershed Management Project

The integrated watershed management project was first piloted in Gergera valley, in Ethiopia's northern Tigray Region, working in partnership with the Region's Bureau of Agriculture and Natural Resources Development. Before the project was inaugurated in 1998, Gergera had been totally environmentally degraded by water run-off

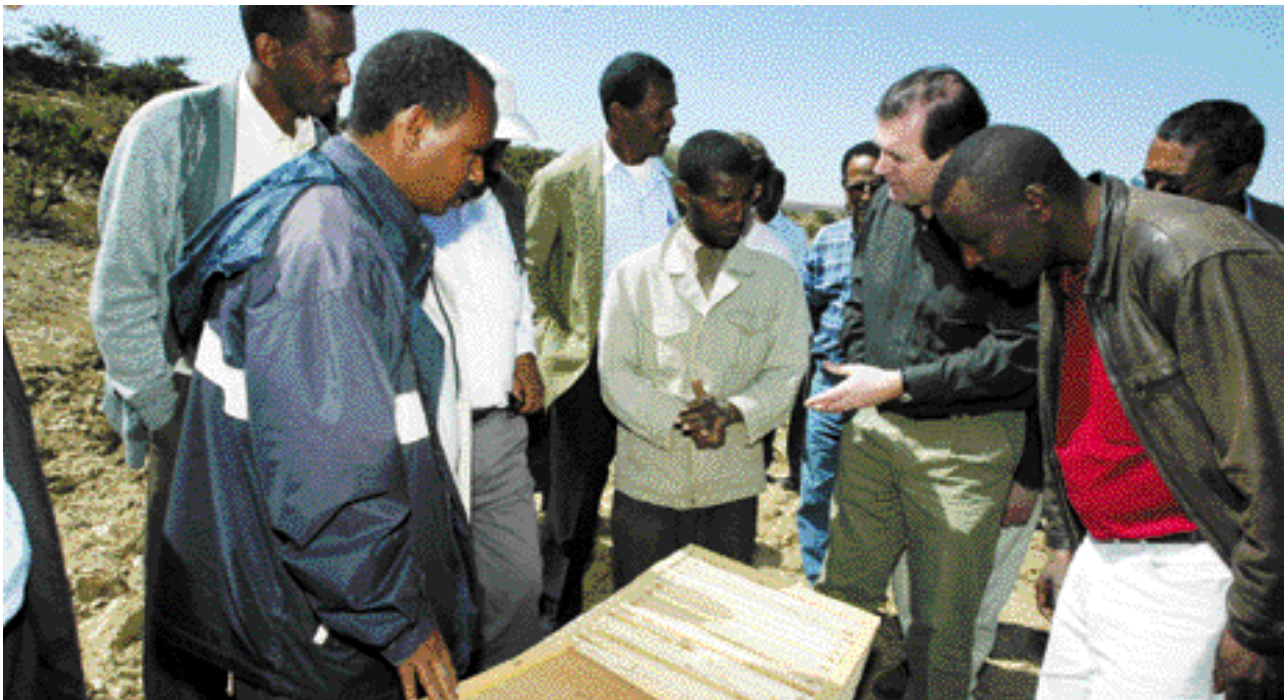
and soil erosion. A substantial proportion of the population depended on food aid in any given year and had sought resettlement elsewhere in Ethiopia. Since then, because of the concerted measures taken to conserve water in the area, the project has resulted in improved economic, social and environmental conditions for the local community. The beneficiary community consists of over 500 households (approximately 2,500 people) who were fully involved in identifying the project from the outset. They also contributed local construction materials and unskilled labour during the implementation.

Increased access to better technology, such as the use of fertilizer, increased production of manure and better animal husbandry management practices, has led to a 40 percent increase in agricultural production in the area. This has transformed the lives of the local community. Due to the availability of increased income, farmers are roofing their houses with corrugated iron sheets instead of soil. Household utensils, which were previously made of local wood, have been replaced by industrial products. All this positively contributes to a reduction in pressure on the natural vegetation for meeting household needs.

The farmers, whose average holding is just one hectare per household, now have fodder available locally for their cattle instead of having to walk 14 km to get it. As a result, farmers indicate that the physical condition of their animals has improved and the animals produce better quality products. Reduction in the travelling time required for water and fodder collection has meant that children, who previously had to look after the animals or walk long distances to collect water, are now free to attend school.

Bee-keeping in Gergera has been revolutionised through the introduction of modern beehives which produce 15 times as much honey as traditional hives. The fact that the micro-climate in the valley has changed and there is now more vegetation in the valley also means that the bees can collect more pollen.

Community participation and capacity building have been at the heart of the project. The community has been trained in income generating activities such as modern beekeeping methods, poultry production, marketing and home economics. Training in soil and water conservation, tree nursery programmes, crop production and animal husbandry management have also been provided. The



Minister of State, Tom Kitt T.D. talking with a beekeeper in the Tigray Region, Northern Ethiopia © Maxwells

primary objective of the capacity building component of the project was to give both theoretical and practical knowledge to the local community, so that all development efforts would be sustained over time.

The project cost €204,545 over a three-year period and covered a total area of 550 hectares of land. The investment costs included soil and water conservation, gully treatment, plantation of a variety of tree species, enrichment of grazing lands, the introduction and promotion of modern beekeeping and construction of hand-dug wells for the development of small-scale irrigation. The investment costs were reasonable and an independent external evaluation of the programme in 2001 estimated that if the current practices of mixed farming systems in the project area were maintained, the investments made in the project would be recovered within a period of six years.

Gegera was the first project of its kind for the Ethiopia programme. Following the success of project, its lessons are being applied elsewhere. There are now 11 other sites in the Tigray Region with similar success stories, with 44 more areas in the Region to follow. One of the most exciting aspects of the project is that communities in neighbouring areas, having seen the positive results, are

greatly interested to learn about, plan and implement similar projects with minimal external assistance. This suggests that new technologies are spreading, without external incentives, to neighbouring villages and contributing to improvement of arable and grazing lands. In addition, other organisations involved in rural development initiatives have shown a great interest in replicating the watershed management programme in their respective operational areas all over Ethiopia.

Conclusion

There are many opportunities to promote improved livelihoods and land management in Ethiopia. The prospects for breaking out of the downward spiral of land degradation, low productivity and poverty are good. Prior to 1998, farmers in the Gegera valley in Northern Ethiopia faced destitution as a result of soil erosion and sand accumulation. The integrated watershed management project has paved the way in showing how an area, which its residents wanted to abandon, can be transformed to be productive and full of life again. Since such kinds of well-planned rural development interventions bring concrete changes to the local beneficiary community, Development Cooperation Ireland is committed to promoting and researching this approach in other areas.



Road Construction, Mekhtlong district, Lesotho © Carol Lee

LESOTHO



SOUTH AFRICA

BILATERAL AID TO LESOTHO IN 2002:	€10,221,996
POPULATION:	2.1 million
2002 HDI:	132

Programme Summary

Ireland became a development partner of Lesotho nearly thirty years ago. For much of the period since then, Lesotho's progress has been hampered by the ill-effects of the apartheid system in neighbouring South Africa. It is only in recent years with the political transformation of South Africa that the Basotho people have managed to focus attention on their own developmental needs free from the distorting influence of an interfering and hostile neighbour.

2002 was a major landmark year in Lesotho's history. In May, the country went to the polls and elected a new Parliament made up of ten political parties. Thus while the outgoing Government party, the Lesotho Congress for Democracy, was comfortably re-elected, there is for the first time in Lesotho's history a substantial opposition in Parliament. This results from the mixed-member proportional electoral system introduced following lengthy negotiations by the political parties in the aftermath of serious civil unrest in 1998.

The real significance of the 2002 election outcome, however, was that politics and politicians were fully legitimised for the first time since independence. Hitherto, a question mark hung over government and governance in Lesotho, in particular during the years of military rule. The first-past-the-post electoral system produced outright winners and outright losers only, resulting in opposition-free parliaments and occasionally the trappings of one-party or one-man rule. The 2002 result changed that scenario completely. Lesotho now has a golden opportunity to put its troubled past behind it and begin the difficult process of nation-building on the basis of a national consensus and progressive partnership with its donor friends.

Ireland is seen by the Basotho as their most steadfast friend and partner. The Irish commitment to Lesotho's development has remained firm over the past thirty years to the point where Ireland is now the country's leading bilateral donor. In 2002, the major part of Irish funding was utilised in support of the Government's health and education programmes. Substantial support was also provided towards improving travel and transport conditions in mountainous rural areas where most of the population still live. Additional monies were made available to help the fight against AIDS which threatens to cause grave damage to the country's prospects. Ireland also contributed substantially towards the costs of the 2002 election process. This may well be seen in years to come as one of our most successful investments in Lesotho's future.

The overall thrust of Ireland's involvement in Lesotho, one of Africa's poorest nations, is to strengthen the national effort aimed at eliminating the worst aspects of poverty. This has been the hallmark of the Irish contribution over the past thirty years.

Country Focus: Rural Infrastructure

Lesotho is a Least Developed Country set in the heart of southern Africa which suffers from serious food shortages. A quarter of the country's 30,000 sq.km is lowland with the remainder consisting of rugged mountainous terrain with some peaks rising to 3500 metres along the Drakensberg escarpment. Due to the difficult terrain and the poor roads network, travel and transport for many Basotho means relying on oneself or, alternatively, on ponies and donkeys. About two thirds of the 2.2 million population live in rural areas where access to all normal facilities such as schools, shops, clinics etc. is often very problematic. In addition, weather conditions

can be both harsh and dangerous. In the dry winter months – May to September – temperatures in mountain areas are usually well below freezing except for a few hours during the day. In the summer months and especially from October to March, travel conditions in the mountains are often impossible due to heavy rains. Entire valleys may be cut off for days by flooded rivers or raging torrents.

The accompanying photograph illustrates a scene typical of much of rural Lesotho. Travellers approach a river bank in a small timber rowing boat. Such crossings are possible with safety only when the river is not in flood. On the bank, onward transport consisting of ponies and donkeys await the travellers who may have many miles to go before reaching their destinations.

Travel and Transport Network

Lesotho has a total roads network of 6300km, comprising 1176km sealed roads, 2660 km of gravelled surfaces and 2469km of earth roads. The Ministry of Public Works and Transport is responsible for the maintenance, upgrading and construction of the network. Within the Ministry, the Roads Branch manages all trunk roads while the Department of Rural Roads (DRR) is responsible for the rural network, including structures such as footbridges. To date, 60% of the total rural roads network has been upgraded to maintainable gravel standards. Of the remainder, 23% is constructed to earth standard while 17% consists of tracks only.

Rural Roads – a Government Priority

The Lesotho Government's overall policy for the sector is to develop a National Roads Network capable of supporting the future economic and social needs of the Basotho. Since independence in 1966, the country's development problems, particularly those of isolated rural communities, have been linked to the absence of an effective roads network. The Government has identified labour-intensive public works as an important vehicle for employment creation and poverty alleviation and for improving service delivery throughout Lesotho. It is clear that service delivery to the farming communities is severely hampered by poor infrastructure. Improving the rural roads network is, therefore, seen as a priority for both social and economic reasons.

Ireland's Support to the Sector

The Irish Government has been supporting the Ministry of Public Works and Transport since 1992 when a footbridges

programme was initiated. A rural roads construction and upgrading programme followed and, more recently, a structures programme commenced. The overall aim of Development Cooperation Ireland support is to facilitate improved access to social and economic facilities for those living in rural areas. Specific objectives include:

- creating employment opportunities for men and women
- improving access to schools, health centres and markets in remote areas
- promoting development of the private sector in the implementation of the rural access programme
- enhancing the capacity of the Department of Rural Roads to plan and monitor activities by transferring construction activities to small contractors

Rural Footbridges

The Irish footbridges programme in Lesotho provides safe river crossing facilities in many mountain areas lacking proper roads or bridges. To date 54 footbridges have been built. These are considered to be excellent value for money as they can accommodate animals as well as humans, thereby enabling transfer of livestock to fresh pastures when required. A glance at the accompanying photograph underlines the transformational significance of the Irish footbridges. In this particular case, there is no conventional river crossing within 50 miles of the location in the photograph. Boat crossings may be possible at certain times of the year but these cannot accommodate livestock, which many Basotho depend for a livelihood. During heavy rains, the river rises a few metres (nearly half way up the supporting pillar) making any effort at crossing by boat, for example, extremely dangerous. Now, thanks to this footbridge, approximately 30,000 people have year-round access to schools, shops and health clinics, where before they often found themselves cut off by floods for weeks at a time which severely affected children and sick persons in particular.

Rural Roads

The Irish funded rural roads programme involves the upgrading of earth roads and tracks to a gravel surface standard. The main focus is on opening up inaccessible rural areas through labour-based methods of construction, thus providing temporary employment opportunities to local communities along the roads corridors.



Rural Foot Bridge over Seqonoka river, Lesotho highlands © Carol Lee

Structures Programme

This programme results from a backlog of earth roads without river crossings. It was originally funded under the food-for-work scheme of the World Food Programme. About 830km of earth roads lack river crossing structures, which made it very difficult to cross or use the entire road length during heavy rains. Now, this Irish-funded programme addresses the problem by helping to construct mini-bridges, vented fords and culverts, which are designed to allow over-topping of structures during heavy floods, while also providing safe and easy access during low floods.

Programme outputs in 2002

- Six footbridges were completed in 2002 using DRR directly employed teams
- Three footbridges were completed by local contractors
- Nine further footbridges were under construction by year's end
- A feasibility study on the design of a suspension bridge over the Senqu river was undertaken
- Construction of the Matlali-Melikane road was started using force account units and 6.5km completed to formation level
- Two roads, Quthing-Lekete (12.5km) and Makotane-Thabana (11.7km), were upgraded by small local contracts who had received Ministry training in private contracting using labour based methods
- Construction of four vented fords and two mini bridges was completed and construction of one vented ford and four mini bridges commenced.
- A study tour to South Africa by Ministry engineers examined alternative road surfacing techniques using labour based methods and also helped to promote cross-border technology sharing.
- Short courses on labour based methods were provided to the DRR's engineers and technicians
- A new three year programme of support to the rural access sector was developed and approved by Project Assessment and Evaluation group (PAEG)



A game of football at the primary school in Nanshenje, Mozambique © Carol Lee

MOZAMBIQUE



BILATERAL AID TO MOZAMBIQUE IN 2002: €26,460,355
POPULATION: 19.3 million
2002 HDI: 170

Programme Summary

Mozambique has maintained a stable macro economy and produced consistently strong economic performances over the last ten years. However, despite its impressive economic record, Mozambique remains one of the poorest countries in the world, crime has risen; income disparity would appear to be growing; and the judicial system is under severe stress.

Ireland's development assistance to Mozambique began in 1996 with a €5 million programme. The level of support for Mozambique has grown rapidly in the intervening years and in 2002 it stood at €28 million.

The overall objective of the current phase of the Mozambican country programme is to contribute to the reduction in poverty in accordance with the Government of Mozambique's National Development Strategy.

Development Cooperation Ireland assists the Mozambican government in two ways. It supports a number of central Ministries in the implementation of national programmes and it provides help to local administrations in the Provinces of Niassa and Inhambane. The focus of support at national level is on six sectors: Agriculture, Education, Health, HIV/AIDS, Public Sector Reform/Governance and Budget Support.

Agriculture

Support for agriculture is provided within the Ministry of Agriculture's five year plan for agricultural development in Mozambique. Known as PROAGRI, the programme covers the institutional development of the Ministry itself, support to linkages between farmers and markets and the development of a decentralised system of planning and budgeting.

Health

In 2002 our programme concentrated on improving the quality of health service delivery by supporting the Ministry of Health's strategic plan for the health sector. By pooling our funds with those of other donors, we enabled the Government to procure essential drugs and to meet recurring health sector costs.

Education

In 2002 we continued to play a key role in the development of the education sector. Support to the sector included the successful schoolbooks fund known as Caixa Escolar. Funding has also been provided to the Ministry of Education to develop a three year strategic plan for education. Curriculum development, gender, HIV/AIDS issues, institutional development and capacity-building have also been supported.

HIV/AIDS

The National Aids Council (NAC) is the coordinating body for HIV/AIDS activities within the country. With support from us and other donors, a national pool fund has been created to support the Government of Mozambique's efforts to develop a coherent and sustained response to the crisis. Institutional support and capacity building of the NAC have been provided.

Public Sector Reform

In 2002, a Memorandum of Understanding between donors and the Government was developed for the public sector reform programme. This outlined a programme of activities designed to improve the effectiveness of government and make it more responsive to the needs of its citizens. During 2002 Ireland supported the National Public Sector Training Programme, which began the process of rolling out courses in public sector training. In

addition, support continued to be provided for the decentralisation process.

Budgetary Support

As an active member of a group of ten European donors, Ireland has contributed to the general budget which allows the Mozambican Government to carry out its programmes of poverty reduction and development in a more strategic and structured manner and also helps to build the capacity of its own institutions. In return the Government has to enter into substantial dialogue with the donors on how funds are allocated and other critical macro-economic issues.

Area Based Programmes

Ireland has provided support at all levels to the Provincial Governments of Niassa and Inhambane. The main areas of focus are: health, education, agriculture, water and roads, HIV/AIDS, capacity building, demining and district development. The central objective of the area programmes is to build the human and institutional capacity of the provincial administrations to enable them to take responsibility for their own development. We ensure that support to the provinces is coherent with national policies and that a constant flow of information between national and provincial levels is maintained.

Country Focus: Health

Background

Mozambique's health problems continue to have an epidemiological pattern, with a predominance of infectious diseases, high maternal mortality, high levels of malnutrition, regular outbreaks of epidemics (cholera, dysentery, bubonic plague, meningitis). Superimposed upon, and an integral part of this, is the growing prevalence of HIV/AIDS.

The incidence of malaria and TB continue to increase and is compounded by the ever-increasing prevalence of HIV/AIDS. Drug resistance is a growing problem despite some improvements, TB case detection is only about 25% of estimated cases. HIV/AIDS is the biggest infectious public health threat, affecting approximately 1.3 million people. It remains surrounded by stigma and denial so that only a fraction of people have been diagnosed. However, counselling and testing have grown considerably, from 2,000 people tested in 2001 to over 40,000 people in 2002.

Childhood malnutrition and maternal health continue to be major problems, while the incidence of childhood diarrhoeas, previously a major killer, and the incidence of leprosy has been reduced substantially.

Support to the Health Sector during 2002

Mozambique has been a priority country for Development Cooperation Ireland since 1996. The programme has grown from €4.95 million in 1997 to nearly €30 million in 2002. Health accounted for €4.3 million of this. The programme in Mozambique was provided with its first full time health adviser in January 2002.

Support at Central Level

The general trend is towards pooling arrangements that harmonise and simplify assistance. Because of their success, the number of new significant contributors to the pools is steadily growing. Much of the workload over the last year for many of the partners in health in Mozambique has consisted of preparing for the launch of a new "Fundo Comum Geral", an overall fund for health, based in the Ministry of Finance. The original goal, set by both donors and GoM, was to have this fund (FCG) in place by July 2003. Development Cooperation Ireland supports three pools at central level:

- (i) *Pool for pharmaceuticals:* Development Cooperation Ireland contributes to this pool together with the UK, Norway, the Dutch and the Swiss Agency for Development and Cooperation (SDC). It is used to fund drugs, vaccines and basic medical equipment. A formal agreement between DCI and SDC for the management of this pool was signed in the beginning of 2002. DCI's contribution to this pool for 2002 was approximately €2 million (€30 million total pool). A further €10 million is committed by the state and €1.5 million by the World Bank, giving a total of €41.5 million, out of an estimated need of €60 million.)
- (ii) *Pool for recurrent costs to the provinces:* A formal agreement with SDC on the management of this pool was also signed in 2002. We used to earmark funding for Niassa and Inhambane only, but do not do so any more. This pool serves as a tool for improving planning capacity in the provinces, through integrated planning undertaken by the provincial health directorates together with SDC.



Future Fisherman being carried by his mother, Maputo, Mozambique © Carol Lee

(iii) *Pool for SWAp Development (PESS)*: Ireland, the UK and Norway contributed to this pool in 2002, (with Development Cooperation Ireland as the biggest donor at €350,000). The pool funded the sector strategic plan (PESS) and now funds the various processes relating to its implementation. Political commitment and interdepartmental sector coordination greatly improved in 2002.

Support at Provincial Level

Development Cooperation Ireland support to the provinces of Niassa and Inhambane is slowly increasing, with €730,000 and €600,000 disbursed respectively in 2002. Support focussed on human resource development, health facility construction and communications in the provinces. In addition, in view of the serious cholera epidemics that raged in the north and south of Niassa, emergency kits for cholera were procured. The provincial strategic plan for health in Inhambane was also finalized during the year.

Other Developments

Activities relating to the Global Fund for AIDS, TB and Malaria (GFATM) and the World Bank's Multi-Country

AIDS Programme (MAP) absorbed considerable time and energy in 2003 and delayed the development of the sector-wide pool. A positive outcome of the GFATM process was that for the first time international/local NGOs, bilaterals, multilaterals, and Government worked together, which has led to better cooperation as a whole, while strengthening Ministry of Health leadership.

Issues for the future

A number of issues in health are particularly important for the medium term in Mozambique:

- A HIV/AIDS treatment programme will be launched, with Ireland as a firm supporter and significant financier of this comprehensive effort working closely with the Ministry of Health and among others with the Clinton Foundation.
- Mozambique should be declared polio free by 2005, of major significance in the Global Polio Eradication Campaign.
- TB and malaria remain key priorities.
- The successful implementation of a successful sector wide approach to system development, is key to progress in the above.



Housing for teachers at Italagawe primary school, Kilosa district, Tanzania © Carol Lee

TANZANIA



BILATERAL AID TO TANZANIA IN 2002: €21,086,868
POPULATION: 32.8 million
2002 HDI: 151

Programme Summary

In recent years, Tanzania has implemented an economic reform programme that has shown a number of positive results, including significant progress on macroeconomic stabilisation and structural reform of the economy. Inflation has stabilised below 5% and much of the enabling environment required for a private sector led growth is in place.

Agriculture

DCI continued to provide support to the Agriculture Sector Development Programme. Support was also given to the Eastern Zone Client Oriented Research Programme (EZCORE). Its main purpose is to support farmers and farmers' groups through the district councils. A review of the project, carried out by University College Dublin, recommended a further phase of support.

Health

We participated in a harmonised support approach by donors to assist the Ministry of Health successfully implement health sector reforms and decentralisation. All districts receiving basket funds participated in HIV/AIDS awareness campaigns. A programme for care and drug access for People Living with HIV and AIDS (PLWHA) has been developed. We also supported the National TB and Leprosy Programme. There was progress in malaria control, notably implementation of the Medium Term Strategic Control Programme and up scaling of Insecticide Treated Bed Nets (ITNs), a component for which we subsequently provided funding.

HIV/AIDS:

The development of mechanisms for addressing the HIV/AIDS pandemic progressed significantly both in

terms of government interventions and donor coordination. At government level, an important development was the formulation through a sustained consultative process of the National Multi-Sectoral Strategic Framework on HIV/AIDS, 2003-2007 to which we also gave support.

Our programme contributed towards the rapid funding envelope (RFE), a landmark facility in terms of large-scale coordinated support to NGOs. It will provide important lessons for similar programmes to be launched in the future. DCI also supported an initiative known as Mema Kwa Vijana (Good Things for Young People) which has health and education components with a focus on youth, especially those in primary schools.

Gender:

In preparation for a major country study, we commissioned a consultancy to assess the extent to which gender is mainstreamed in our programmes. Our main activity in promoting gender equity was support for capacity building in the Ministry of Community Development, Gender and Children.

Governance:

A governance matrix was developed by Ireland and other donors and shared with the Government. It will be used as a tool to enhance integration and coordination across the core public sector reform programmes, we provide support to the Local Government Reform Programme.

It is only in recent years that civil society groups have begun to interact at a strategic level with government and donors in Tanzania. This partnership is now being consolidated, an example is the formation of the Foundation for Civil Society Groups in Tanzania, to which we have provided key technical support. Tanzania

completed its Poverty Reduction Strategy (PRS) Paper in 2000 and has issued two annual Progress Reports. Ireland is one of twelve donor countries who support the poverty reduction strategies of the Government of Tanzania by providing ring-fenced, coordinated and flexible support through the PRBS Facility. This ensures adequate resources for the priority sectors in the Government budget.

Country Focus: Education

Education has formed one of the central elements of our support to Tanzania since our programme there began in 1975. In 1999, under the new Tanzania Country Strategy (2000-2002), we committed ourselves to provide continued support and assistance to implement the education sector reforms and move from project support to sector wide support (SWAp). This commitment has been reinforced in the 2003-2005 Country Strategy Paper. We have also committed ourselves to continue supporting the education sector through the District Development Programme (DDP).

Over the past 25 years, the enrolment and achievement rates, particularly in primary education, have been declining while non-attendance and drop-out rates have been increasing. Between 1989 and 1998, gross enrolment declined from 98% to 73% and net enrolment from 70% to 54%. Many factors contributed to this, in particular the inadequate quality of teaching and learning processes in the classrooms, the severe economic pressures particularly at the micro/household level and the adverse impact of HIV/AIDS. Official statistics show that as of July 2001 there were 4,842,875 children in primary schools nationally, leaving an estimated three million 7-13 year olds outside the formal education system.

The World Forum on Education for All in Dakar in April 2000 concluded that, in order to reach the 'Education For All' (EFA) goals by 2015, a concerted international effort would be needed to mobilize the necessary global political will, national leadership, financial resources and strategies. Since Dakar, many countries have undertaken education reforms, supported by bilateral and multilateral donors. However, despite these efforts, much remains to be done to meet the 2015 targets.

The condition of basic education in Tanzania has improved considerably since 2001, as a result of the Primary

Education Development Plan (PEDP). Net enrolment has increased from 59% in 2000 to 91% in 2003, and gross enrolment has increased from 78% to 108% during the same period. Actual enrolment grew by 50%, up from 4.4 million in 2000 to 6.6 million in 2003. Marginalized children, including orphans, are likely to have benefited from this expansion though clear evidence is yet to be presented.

The PEDP is supported by nine bilateral and multilateral donors and is a good example of joint cooperation and coordination in supporting government priorities. The PEDP started in January 2002, and initially aimed at absorbing the increase in primary enrolment resulting from the abolition of primary school fees. Enrolment in standard 1 increased from 800,000 to 1,500,000 pupils. This required an estimated 14,000 new classrooms and 7,000 new teachers during 2002, as well as textbooks and other educational materials. At the same time, PEDP includes strategies to improve the quality of education (mainly through better teacher training) in order to reduce drop-out rates, and strategies to improve regional, social and gender equity in the education system.

While the PEDP has achieved a lot over the last two years, the focus must now change from the qualitative aspects (school/classroom construction, teacher recruitment) to the quality issues of education delivery. Teachers need better training, there needs to be better access to learning materials and more attention paid to sensitizing school committees as to their role in the reform process. This is the big challenge to the government over the next few years.

The impact of HIV/AIDS on teachers' wellbeing and their need to support pupils and families has yet to be taken into account in PEDP. There has recently been a renewed emphasis on this issue, particularly given that available data suggests that teacher attrition rates are outstripping those of recruitment. Ireland and other donors, with Government taking the lead, are developing strategies to try and mitigate the impact.

As part of its overall support to Tanzania, Development Cooperation Ireland provides assistance directly to three districts with the aim of building their capacity to enhance service delivery, such as better access to health, education and water services, at local level. This partnership allows us to keep track of the ongoing reform processes at local level, this in turn informs and enhances our dialogue with central government and other partners.



Minister of State, Tom Kitt T.D. addressing the Gombero school in Muhesa district, Tanzania, photo Frank Sheridan

Throughout the education reform process, there has been a broad range of public consultation, in particular with civil society organisations. DCI supports Haki Elimu, an innovative NGO whose particular focus is upon issues relating to governance at primary school level and, more specifically, strengthening the participation of women, men and children in the running of their education system. The project is particularly relevant in the context of the on-going education sector and local government reforms within which decision making authority will be devolved to school committees and communities. Traditionally, decisions on the delivery of education services have been a function of the central authorities.

An analysis undertaken in 2002 by the Government noted the very positive response of parents to its call to enroll their children in primary school. It identified several key issues and challenges facing the sector as a result of the increased enrolment. These include the need to ensure adequate infrastructure to cope with increased numbers, the need for systematic and regular monitoring, and the need to find ways of attracting teachers to remote areas. Greater emphasis needs to be placed on improving the skills of teachers and the management capacity of school heads and school committees. The challenges to both government and its partners, however daunting, are achievable.



Bush clearing to make way for road construction, Kiboga District, Uganda © Carol Lee

UGANDA



BILATERAL AID TO UGANDA IN 2002: €33,064,627
POPULATION: 21.1 million
2002 HDI: 150

Programme Summary

Ireland's programme in Uganda is linked to the Government's Poverty Eradication Action Plan (PEAP) and in 2002 was delivered by way of sector linked budget support and programme support - largely to a ring fenced Poverty Action Fund - in the Health, Education and Justice sectors. In addition support was provided through a number of multi-sectoral as well as education based district programmes. The programme also included a number of interventions in the Governance area and a growing HIV/AIDS component.

Donor support to the PEAP has facilitated dramatic progress by Uganda in meeting its own PEAP targets and the UN Millennium Development Goals (MDGs). Poverty levels have been reduced from 55% of the population to less than 35% in 2000 - updated figures due to become available in 2003 are expected to show further progress. The Government target is to reduce poverty to 10% by 2017.

Health:

In 2002 Ireland allocated 15% of its budget to the health sector, of which 75% was continued support to the Government of Uganda's health sector strategic plan and 25% was allocated to the African Research and Medical Foundation (AMREF) for the ongoing implementation of a primary health care training programme.

There have been significant improvements in the health sector, reflecting effective implementation of the health sector strategic plan over the last two years. Most notably, outpatient department attendance has increased dramatically, from 9 million in 2000 to 15.6 million in 2002. Immunisation (DPT3) rates have also improved significantly, from 48% to 68%. This indicates both

increased access and quality of services. However Uganda's health status remains poor and infant and maternal mortality rates have stagnated in recent years.

HIV/AIDS:

Since HIV/AIDS was first detected in the country in 1981 Uganda has been at the forefront in the fight against the epidemic. Uganda succeeded in bringing down the prevalence rate of 30.2% in 1992 to 6.1 percent in 2000. However despite the achievements to date, the problem is still at crisis level and the latest prevalence rate of 6.5% in 2002 demonstrates that there is no room for complacency.

During 2002 Ireland supported HIV/AIDS activities in the three district programmes and mainstreamed HIV/AIDS into the education programme. A new HIV/AIDS programme was approved, with a total budget of €6.71m over three years. This programme will commence in 2003 and will support Uganda's efforts in the prevention and control of HIV/AIDS and in the mitigation of its impact on development.

Education:

Education is an important component of the Uganda programme, accounting for 26% of the budget in 2002. Ireland provides programme support to the Ministry of Education and Sports for the implementation of the strategic plan. This is earmarked to primary education, specifically to the construction of classrooms and other essential inputs. Support is also provided for the Primary Education Reform Programme.

Significant progress has been made in the education sector since the introduction of Universal Primary Education. Notably, enrolment increased from 2.9 million in 1997 to 7 million in 2002. During 2002, an additional 120,000 teachers accessed the payroll, considerably

improving the pupil:teacher ratio. The construction of additional classrooms also improved the pupil:classroom ratio. However despite the achievements, considerable challenges remain, particularly in the area of quality of education and future support will focus on this area.

Area Based Programmes and Rural Development:

In 2002 Ireland continued to support the three district development programmes of Kibaale, Kumi and Kiboga, with the aim of contributing towards economic and social development and of enabling the local government structures to undertake their responsibilities efficiently and effectively. At the same time, Ireland was at the forefront in supporting the decentralisation process in Uganda, chairing the Donor Decentralisation Sub Group and participating in, with other donors and the Ministry of Local Government, the development of the Second Local Government Development Project (LGDP II) which was due to commence in 2003.

Ireland also supported the Plan for Modernisation of Agriculture (PMA) through its participation in the development of the pilot National Agricultural Advisory Services (NAADS). In NAADS spread to 16 districts in Uganda, with the aim of becoming a decentralised, farmer-owned and private sector serviced extension delivery system contributing to the realisation of the agricultural sector development objectives.

Good Governance:

Support for the development of good governance was a key component in the Uganda Programme in 2002, underpinning as it does the entire development partnership. Support was provided for the protection of human rights, anti-corruption, democratisation, conflict resolution, and the development of the Justice Law and Order Sector (JLOS), the first of its kind in Africa.

Country Focus: Good Governance

Support for the development of good governance is a key component in the Uganda programme. Issues relating to democratisation, human rights, military spending and good governance form a key part of the partnership between Uganda and its development partners.

2002 saw the implementation of a Good Governance Strategy, resulting in a number of coordinated interventions across a range of governance areas.

Human Rights

A three year programme of support to the Uganda Human Rights Commission (UHRC) was launched during the year. Ireland's support has a particular focus on the activities of the UHRC in Karamoja area, where a culture of cattle-rustling among the heavily armed pastoralist tribes has been responsible for considerable bloodshed and displacement of population in the neighbouring areas. Government efforts to disarm the Karamojon have led to increased tensions and friction between the Army and the local population. The programme also supports the activities of a local human rights and reconciliation NGO which was associated with Fr Declan O'Toole, an Irish priest who was himself a tragic victim of the conflict in Karamoja.

The Fight Against Corruption

As with other poor developing countries, corruption is a major challenge. In addressing this serious problem, Uganda has good institutional structures and considerable transparency in Government. The battle against corruption is also helped by the vibrant and critical press and radio. In a new initiative to support the Ugandan Government "Plan to Fight Corruption and Promote Ethics and Integrity", Ireland funded the second National Integrity Survey which was carried out by the Office of the Inspector General of Government (IGG), the key anti-corruption institution. While highlighting some positive findings such a reduction in the incidence of bribery, the Survey, also pointed to continuing perceptions of corruption in the police, the Revenue Authority and in public tendering processes. Concerns in these areas are being addressed by recent legislation providing for a National Tender Board and for a strengthening of the powers and role of the Office of the IGG. A progressive Leadership Code providing for full declarations of assets by political and public sector leaders and their families was also passed into law in 2002. Other reform legislation in the pipeline includes a "Whistleblowers Act" and a "Freedom of Information Act". Ugandan officials from the Ministry of Ethics and Integrity have visited relevant Irish institutions, such as the Office of the Ombudsman and the Criminal Assets Bureau, in the course of their preparation of the new legislation.

Democratisation

Together with other development partners, Ireland provided support for NGO monitoring of the Presidential and Parliamentary elections in 2001 and of the local elections in 2002. We have also supported civic education programmes in preparation for these elections.



Minister of State, Tom Kitt T.D. visiting the Ntoroko refugee camp, northern Uganda, photo Frank Sheridan

The present Movement democratic system has served Uganda well in providing stability and development as the country emerged from the violence and horrors of its recent past. The system is, however, transitional in nature and the debate on opening up the political space to allow for a more pluralist political system and multi-party democratic process is now underway. The Constitutional Review Commission is charged with bringing forward recommendations in this regard and as part of this process the Chairman and several members of the Commission visited Ireland in 2002. Also in 2002 a three year programme of support for the modernisation of the Ugandan Parliament was initiated.

Conflict Resolution

No stranger to violent conflict at home, Uganda also finds itself at the centre of one of the most conflict prone regions of the world, with Southern Sudan and a volatile Democratic Republic of Congo bordering the country. In coordination with other donors, Ireland provided support through the Uganda Amnesty Commission for the processing and reintegration of 2,500 former rebels of the UNRF II (Uganda National Rescue Front), underpinning what was a very successful peace and reconciliation process. The heavily armed UNRF II largely Muslim rebels had been in the bush in Southern Sudan for five years and their successful reintegration by the Amnesty Commission represents a model for potential use in relation to Joseph

Kony's Lords Resistance Army (LRA). The LRA has been responsible for a major humanitarian crisis in Northern Uganda where more than a million persons are currently displaced in camps. Support was also provided under the programme for the mediation efforts of the religious and traditional leaders in their efforts to bring the LRA to the negotiating table. Ireland was also an active member of the Donor Technical Group on the North.

Justice, Law and Order

Uganda is very much a pioneer in the development of sector wide approaches which facilitate a coordinated and productive intervention by donors in a sector. Uganda is the first country to undertake a sector wide approach (SWAp) in the justice area. The Justice, Law and Order Sector (JLOS), which brings together 11 key institutions, continues to implement programmes as outlined in its strategic investment plan. In 2002, arising from the synergies of enhanced coordination, the sector registered significant achievements in the areas of criminal and commercial justice reform, especially with regard to legal services and law reform, improved administration of justice and improved civic education. In addition progress has been made in commercial court reform and reform of key commercial laws. This has led to increased confidence of foreign investors and increase inflow of direct foreign investment. Ireland is also funding a juvenile justice programme in three districts.



Grace Mwale, mid-wife checking Alice Chulu's blood pressure, at Mtendere Maternity clinic, Lusaka © Carol Lee

ZAMBIA

BILATERAL AID TO ZAMBIA IN 2002:	€18,392,964
POPULATION:	10.9 million
2002 HDI:	153



Programme Summary

The year 2002 was a particularly difficult one for Zambia's people, being characterised by political turmoil, economic uncertainty and serious food insecurity.

On the political front, President Levy Mwanawasa, who was elected in controversial circumstances on 27 December 2001, surprised many by embarking on an anti-corruption crusade, largely targeted on his erstwhile mentor, former President Frederick Chiluba. Despite the emergence of some counter-allegations reflecting on the reputation of the new President, the overall impetus was towards political openness, reform and accountability which offered a more conducive climate for donor engagement. In addition, Parliament was more finely balanced than at any time in Zambia's history and, in July, demonstrated cross-party support for the President's anti-corruption campaign by its overwhelming backing for the lifting of Chiluba's immunity from prosecution.

The year was unfortunately marked by significant economic deterioration. The importance of the mining sector was illustrated by the consternation which greeted the decision by the Anglo-American Corporation to withdraw from copper mining in Zambia. The signalled pullout of Anglo-American lent urgency to the long perceived need for economic diversification, with a particular emphasis on the agricultural sector. Unfortunately, the year also saw Zambia experience its worst food shortages in many years resulting from a combination of a second year of poor rains, an already weak agricultural policy framework and the chronic erosion of labour and well-being due to HIV/AIDS. Against this backdrop, Zambia elaborated and adopted a Poverty Reduction Strategy Paper (PRSP) covering the period 2002–04. This, together with the Government's

Transitional National Development Plan (TNDP) 2002–05, offered a framework of action for donor programmes, such as that of Development Cooperation Ireland, to address.

In 2002, we invested €18,392,954 in Zambia to support development in the areas of education, health, water and sanitation, HIV/AIDS, governance and urban development. This represented a substantial growth in the country programme, from approximately €11 million in 2001 and €7.5 million in 2000. While the supports provided continued to be mainly with and through Zambian Government ministries such as Education and Health, there was also a significant increase in the extent to which civil society was assisted through the Programme. This was particularly shown by the strong civil society focus of the expanding HIV/AIDS and governance programme components in 2002.

The year also saw a period of reflection on and systematic planning for, a new Country Strategy Plan (CSP) for the Zambia programme. An initial workshop took place in February and this led to the formulation of sectoral planning papers, taking account of the activities of other donors, the PRSP and the TNDP, the outcome of the World Bank Consultative Group Meeting (held in July in Livingstone) and developments in the crucial sectors of HIV/AIDS and governance.

Country Focus: HIV/AIDS

Zambia is a country with a population of 10.9 million people whose size is nearly ten times that of Ireland. Over 80% of the population are classified as poor, living on less than US\$1 per day. Enrolment rates in school are dropping while illiteracy rates are rising.

Many who have visited Zambia have commented on the warmth and openness of the Zambian people. However, in recent years the country's HIV prevalence rate of 16% in the adult population has brought misery and an uncertain future. Zambia faces an epidemic of alarming proportions, which has been exacerbated by high poverty levels, poor management of sexually transmitted diseases (STDs), high unemployment rates, deep rooted traditional and cultural practices which reinforce gender disparities, and an increasing number of orphans and vulnerable children.

About one million Zambians are living with the virus and an estimated one million children are orphans. Of these, 800,000 are estimated to be of school going age. In homes and families, death is becoming normal. Some children will have moved from one home to another following the death of the parents and the subsequent death of their guardian. At places of work, costs due to medical care, funeral grants and early gratuity have increased company expenditures. Absenteeism due to illness is becoming an ever greater problem, especially among teachers and health-care workers.

Development efforts are being frustrated by the impact of HIV/AIDS. As the Zambian President recently put it, "No meaningful development can take place in Zambia without addressing HIV/AIDS". This is the challenge that faces Development Cooperation Ireland (DCI) and other donors whose main focus in Zambia is reducing poverty and promoting sustainable development. In attempting to achieve this, we work with the Government and civil society in the key social sectors of education, water and sanitation, health, governance and HIV/AIDS. In all these sectors, our support focuses on the provision of quality and accessible services for all, particularly the less privileged. However, HIV/AIDS is negatively impacting on the planning, implementation and resourcing of the programmes.

Development Cooperation Ireland's response to the HIV/AIDS Challenge in Zambia

In our country programme we have addressed the multifaceted and complex nature of the threat posed by HIV/AIDS. This is illustrated by the orphan crisis which characterises Zambian homes today. We have an Orphans and Vulnerable Children's (OVC) programme in the Copperbelt province specifically supports less-privileged households with orphans where a welfare-type scheme is funded through a committee comprising

Development Cooperation Ireland and representatives of local and international organisations active in HIV/AIDS in Zambia. The OVC programme provides funds to meet the educational, health, nutritional and psychosocial needs of children.

In education, we fund schools that have been set up by communities in response to large numbers of children failing to enter mainstream schools. In Copperbelt province, five such schools have been built, catering for more than 300 children. These schools also provide basic food to the children during the school hours. Some of the children from these schools are able to enter conventional secondary schools. We also supports thousands of children in conventional schools with school fees, uniforms and other educational requirements. Although 90% of the children supported are in primary education, some are in colleges and universities.

Our support to the OVC includes provision of basic food, mainly proteins, to reduce malnutrition and ensure access to at least one meal every day for the households. Food is one of the most urgent needs of orphans. Under this support, about 40,000 children are reached monthly through households. There are also feeding centres catering for malnourished children, including babies as young as a week old, who are given infant milk powder and soya for porridge. The feeding centres work closely with government health centres who monitor the children's health status. CINDI Kitwe, one of our partners, has twenty such centres with about twenty children per centre. The children whose health improves are graduated and their guardians taught about good nutrition.

From 2002 and into 2003, new dimensions are being added to the Development Cooperation Ireland programme in order to respond to household food security and prevention of further HIV infections. We are developing a strategy which will help households grow their own food and aim to halve the number of households receiving monthly food packages by 2005. DCI proactively encourages partners to integrate HIV/AIDS education into their support programmes. For example, one initiative involved using sports as a medium through which orphans and vulnerable children can be sensitized and equipped with life skills to prevent HIV infection.

But this is only one strand of the Development Cooperation Ireland support in the fight against HIV/AIDS



Income generating activity, dress making, Kamanga, Zambia © Carol Lee

in Zambia. At the national level, we have proactively engaged with government and civil society to advocate on various HIV/AIDS related issues. Our work with the National AIDS Council, for example, will help strengthen the Council to enable it to effectively carry out its duties of coordination and integration of efforts to combat HIV/AIDS. This support extends to the provinces and districts where institutional capacity-building and direct support to communities form the core of the programme. Through our advocacy fund, we support a local NGO which promotes the rights of people living with HIV/AIDS. An example of this partnership is the broadcasting, over thirteen weeks, of radio programmes addressing issues of stigma and discrimination. The programmes gave an opportunity for discussion which allowed the listeners to phone in and talk about their personal experiences or ask questions. This programme has contributed to breaking the silence on HIV/AIDS and follow-up series are underway.

In another sub-programme referred to as mainstreaming, Development Cooperation Ireland programme staff are encouraged to ensure that each of their sectors are sensitive to the causes and impacts of HIV/AIDS. For

example, in education we will be financing the production and distribution of 250,000 HIV/AIDS readers for primary grades for purposes of making information on HIV/AIDS known to children of varying ages. Education is one of the sectors severely affected by HIV/AIDS, with teachers falling sick and unable to teach on a consistent basis and children caring for their sick parents or unable to pay school fees because parents have died. In water and sanitation, plans are underway to train administrators of water utilities at provincial and district levels in issues of HIV/AIDS so that communities have access to up-to-date information on HIV/AIDS.

These and many other activities funded by Development Cooperation Ireland are positively contributing to the control of HIV/AIDS in Zambia. Over the past two years, we have gained the recognition of government, donors and general public for our role in the crusade against HIV/AIDS in Zambia.



Hatudu primary school, East Timor © Carol Lee

EAST TIMOR



BILATERAL AID TO EAST TIMOR IN 2002: €2,047,993
POPULATION: 825,000

Programme Summary

East Timor finally became independent as Timor-Leste in 2002, following 25 years of struggle and two years of UN administration. It was a year of many milestones: the Constituent Assembly's approval of the Constitution, the election of President Xanana Gusmao, the swearing-in of a new Government and Parliament, and the handover from the UN in May. Other noteworthy events included the finalisation of the National Development Plan defining the Timorese people's vision for their own future and the admission of Timor-Leste as the 191st Member of the UN.

However, the challenges facing the new republic and the realities of life there became all too clear in December when a protest march escalated into a riot, resulting in two deaths and the destruction of property in the capital Dili. The experience highlighted the fragility of the new state and the frustrations of the population, as well as the unpreparedness of the national police force (PNTL) to handle civil demonstrations.

Development Cooperation Ireland in Timor-Leste

Following on the recommendations of the Ireland Aid Review Committee, the Irish Government consolidated its commitment to supporting Timor-Leste through an increased budget and the development of a three-year Country Strategy Paper. The budget increase was elaborated in an €2.32 million Independence Day package presented during the Independence Day celebrations, where Ireland was represented by Mr David Andrews.

The Independence Day package included grants of €150,000 made to the Commission for Reception, Truth and Reconciliation and €100,000 for the Office for the Promotion of Equality (OPE). The Commission is

mandated to facilitate national reconciliation by allowing victims to recount their sufferings and compiling their testimonies and other materials into a national report. It also addresses thousands of minor crimes committed in 1999 in a faster, less expensive and less formal way than the legal system, using a community-based mechanism. The OPE is located within the Prime Minister's Office and is responsible for ensuring that gender equality is addressed in all government programmes, as enshrined in the constitution and elaborated in the NDP, and with promoting the participation of women in the development process.


We have also provided a contribution of €800,000 towards the UNDP programme which provides technical assistance to Government Departments and Ministries. This was used to support, inter alia, the justice, communications and IT sectors. We also continued in 2002 to provide grants to support community rebuilding initiatives through the East Timor Direct Action Programme. The programme is concentrated in four districts – Covalima, Ainaro, Viqueque and Oecussi – and provides support for activities which include the rehabilitation of education and health infrastructure, water supplies and sanitation facilities, agriculture projects, and income generating activities. In 2002 just over US\$270,000 was allocated for 41 projects.

A number of exploratory missions were undertaken in 2002 towards the development of a Country Strategy Paper. The completed CSP elaborates Development Cooperation Ireland's strategy for Timor-Leste over the period 2003-2005 and has a total budget of €11.1 million. Timor-Leste's National Development Plan (NDP), which resulted from an extensive consultation process funded by Ireland, presents a five-year plan with a clear focus on growth and poverty reduction. The NDP was adopted by the new Parliament and a popular version –

"Our Nation, Our Future" – was distributed to every household in Timor-Leste.

In order to focus on the top priorities of the NDP, the Government of Timor-Leste elaborated a Transition Support Programme (TSP) to strengthen the institutions; legislative framework and management systems needed for core Government functions. The TSP focuses on poverty reduction planning and on quick wins in education and health; governance and private sector development; public expenditure policy and management and the power sector. The programme is supported by a number of bi-lateral and multilateral grants providing bridge financing of the government's budget until oil revenues come on stream. We contributed US\$1 million in 2002 to the TSP, which replaces the Consolidated Fund for East Timor (CFET) set up under the UNTAET administration.

On the 15th October 2002 the Government decided to establish formal diplomatic relations with Timor-Leste.

A woman with dark hair, wearing a black traditional Timorese dress with white trim on the sleeves, is shown from the chest up. She is looking down and smiling slightly as she works with green plants in a field. The background is a blurred green field with other people visible in the distance.

Ilda Ramon, chairwoman
of the organisation of
Timorese women in
Hatudu, East Timor
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