



Development
Cooperation
Ireland

DEPARTMENT OF FOREIGN AFFAIRS

Development Cooperation Ireland

annual report 2003



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ABBREVIATIONS

ABPs	Area-based Programmes	NGOs	Non-Governmental Organisations
ACBF	African Capacity Building Foundation		
ADEA	Association for the Development of Education in Africa	ODA	Overseas Development Assistance
AfDB	African Development Bank	OECD	Organisation for Economic Cooperation and Development
AMSCO	African Management Services Company	OSCE	Organisation for Security and Cooperation in Europe
APSO	Agency for Personal Services Overseas		
CGIAR	Consultative Group on Agricultural Research	PFA	Plan for Africa
CHAL	Christian Health Association of Lesotho	PRS	Poverty Reduction Strategy
CIS	Commonwealth of Independent States	PRSPs	Poverty Reduction Strategy Plans/Papers
DAC	Development Assistance Committee	RC/RC	Red Cross/Red Crescent
EU	European Union	SPA	Special Programme for Africa
FAO	Food and Agriculture Organisation	SWAPs	Sector-wide approaches
HIPC	Heavily Indebted Poor Countries	UN	United Nations
IAVI	International AIDS Vaccine Initiative	UNAIDS	United Nations AIDS Agency
ICOS	Irish Council for Overseas Students	UNDP/HDI	United Nations Development Programme/Human Development Index
ICRC	International Committee of the Red Cross	UNEP	United Nations Environment Programme
ICTs	Information and Communications Technologies	UNESCO	United Nations Economic and Social Council
IFAD	International Fund for Agricultural Development	UNHCHR	United Nations High Commission for Human Rights
IIEP	International Institute for Education Planning	UNHCR	United Nations High Commission for Refugees
ILO	International Labour Organisation	UNICEF	United Nations Children's Fund
IMU	Irish Missionary Union	UNRWA	United Nations Relief and Works Agency
IMRS	Irish Missionary Resource Service	WB	World Bank
MAPS	Multi-annual Programme Schemes	WFP	World Food Programme
MDGs	Millennium Development Goals	WHO	World Health Organisation
		WTO	World Trade Organisation



Mkata Road between Kilosa and Melele in Tanzania.
© Development Cooperation Ireland/
Pieternella Pieterse

FOREWORD

The year 2003 saw a number of important milestones for the Government's programme of assistance to developing countries, Development Cooperation Ireland.

First, in November 2003 our programme was strongly commended by the OECD's Development Assistance Committee for its quality and effectiveness and its sharp focus on poverty reduction. This very positive judgement passed by our peers confirmed Ireland's place at the forefront of international aid donors. As the Minister with responsibility for the Development Cooperation Ireland programme, I was delighted with the warm endorsement of our work from the internationally recognised arbiter of quality and standards in development assistance. The DAC Peer Review was a tribute to the Government for the commitment we have shown in responding to the major development challenges of our time and for the quality and impact of our efforts on behalf of the poorest people on earth.

Second, I took a number of steps to enhance public awareness of our programme, beginning with a change of name and the creation of a dedicated website.

Third, I charted new directions for the programme, taking it into a number of areas which will extend our skills and expertise and enhance the impact we have on the reduction of poverty in the developing world.

Building on my previous experience as Minister of State for Trade, I saw opportunities for our programme to take advantage of the major changes in the Irish economy over the past decade or so and to learn lessons from this process which would help us to make more rapid progress towards our development objectives.

In Ireland we have benefited greatly in recent years from the evolution of Information and Communications Technologies (ICTs). Both foreign and domestic ICT companies are major employers. The technologies are helping to increase our national productivity and to strengthen our competitiveness. They are also at the centre of a major effort to bring the delivery of Government services into the modern age.

In my many meetings with Ministers from our programme countries in sub-Saharan Africa, Ireland's success in harnessing ICT to promote its own development is constantly mentioned. While these Ministers appreciate

the generous aid Ireland gives to their countries, what their Governments want above all is to have thriving economies with vibrant private sectors which can generate the resources to fight poverty.

In discussion of these issues with representatives of the Irish private sector, I have been struck by the willingness of many people in the private sector, including in the ICT field, to offer their services voluntarily and to use their expertise for the benefit of developing countries.

During 2003 I launched three interlinked initiatives which opened up new perspectives for Development Cooperation Ireland in these various areas.

I established a Task Force on ICT and Development to advise me on a strategy for our programme in this area. The Task Force, under the effective chairmanship of Mr Aidan Eames, included representatives of the private and public sectors, NGOs, development experts and academics. Its report and the ICT and Development strategy were published in December 2003. The ICT and Development strategy focuses on four key areas: broad and equitable access to ICTs, ICT policy, strategy and regulation, good governance and effective and efficient use of ICTs in public service provision. It also takes into account the possible use of volunteers from the Irish private sector in the delivery of assistance.

A second and related initiative involved the promotion of voluntarism. In taking this initiative forward (which is entitled "Volunteer 21"), I was particularly inspired by the selfless commitment of thousands of volunteers which made the Special Olympics such a success, and by the many enthusiastic offers of support from potential volunteers in the private sector.

I announced the "Volunteer 21" initiative on 5 December 2003, International Volunteer Day. Its purpose was to modernise and update our response to the continuing interest of many Irish people in providing their time and



skills on a voluntary basis to help to reduce poverty and suffering in the developing world. It takes forward and develops the remarkable work done over three decades by APSO, which was integrated with Development Cooperation Ireland at the end of 2003.

My third initiative was designed to bring Development Cooperation Ireland and the Irish private sector closer together. I see great value in strengthening our links with the increasingly globalised Irish private sector and exploring how we can work together in order to combat global poverty and inequality. I have therefore established a Private Sector Forum, under the chairmanship of Mr Liam Fitzgerald, which brings together Development Cooperation Ireland, interested private sector companies and Enterprise Ireland. I see the Forum as a vehicle for dialogue and partnership with the Irish private sector which, inter alia, will help to build the capacity of the indigenous private sector in our programme countries and will contribute, therefore, to the latter's development. The Forum will focus in the first instance on the ICT sector and on agriculture and food production.

Taken together, I believe that these three initiatives, ICTs and Development, "Volunteer 21" and the Private Sector Forum have launched the Development Cooperation Ireland programme in exciting new directions. They aim to modernise our programme, to respond to the demands we are receiving from our developing country partners and to use the deep pool of expertise we now have in Ireland in high technology. They provide a basis for strengthening the links between Development Cooperation Ireland and the globalised modern Irish economy. And they ensure that Ireland makes an even more effective contribution to the hugely challenging work of improving the conditions in which the poorest people of the world live.



Tom Kitt T.D.
Minister of State for Development Cooperation and Human Rights

THE DAC PEER REVIEW OF IRELAND 2003

For the second time in four years Ireland last year earned the plaudits of its fellow donor countries for the quality and professionalism of its official development programme.

In a review in 1999 the Development Assistance Committee of the OECD (the DAC) found that the Irish programme was consistent with best practice, that poverty reduction was at its centre, that there was a strong emphasis on health and education, that gender was being mainstreamed throughout the programme and that the promotion of good governance was integrated across all country programmes.

Four years later in 2003 the DAC commented on the long tradition in Ireland of solidarity with the poor and dispossessed which has influenced the shape of the Irish programme. For the second time the DAC said that the programme distinguishes itself by a sharp focus on poverty reduction and a focus across the programme on the Millennium Development Goals.

It noted that Ireland channels half of its whole programme allocation to least developed countries, the highest proportion of all DAC members. It went on to say that the priority focus of the Irish programme on health and education was now complemented by a strong commitment to addressing the HIV/AIDS pandemic. It added that assisting 'forgotten emergencies' remains a priority and that in Tanzania the DAC had found that Ireland was appreciated as a collaborative partner.

The DAC referred to the Irish commitment to development and said that it was important to build public awareness and ownership of the programme's vision, achievements and challenges.

Turning to the allocations issue and the UN target, the Review noted the huge growth in funding in recent years, acknowledged the challenge implicit in meeting the UN target by 2007 and suggested that the programme begin planning for how it would manage the €1 billion allocation which the UN target would bring. It

The Peer Review Process

The OECD's Development Assistance Committee (the DAC) represents twenty-two donor countries and undertakes periodic reviews of the development programmes of individual member states, with each member reviewed every four years.

The Review is carried out by representatives of two DAC members assisted by officials from the DAC secretariat.

There are a number of stages to the review. The country involved provides a comprehensive memorandum outlining the programme. The Review team visits a programme in the field. Later a visit takes place to the capital where all stakeholders are interviewed.

The Review team prepares a draft report and this leads to a meeting of the full DAC at which DAC members question senior representatives of the programme under review. The final report is issued shortly thereafter.

In Ireland's case the reviewers were Belgium and Switzerland and an innovation in the field visit (to Tanzania) was the joint assessment of the programmes of four donor countries, Denmark, Finland, Japan and Ireland.

The Review Report was published in December 2003.

recommended that there be a sizeable funding increase in 2005 as crucial to restoring some momentum towards the UN target. The DAC also noted with regret the lapsing of a three-year commitment on allocations for the Irish Programme which was in operation at the time of the last Peer review and recommended its re-instatement.

On where the programme should focus, the DAC recommended that Ireland should broaden and deepen its engagement with its current seven 'Programme Countries' and continue its cautious approach to extending its geographic reach.



Dugda School is one of more than a dozen primaries to have been built by Self Help Development International with the support of Development Cooperation Ireland in Ethiopia in the past decade. Courtesy: G. Jacob, SHDI

Similarly, in relation to its partnership with UN agencies, the DAC suggested the continuation of a strategic and programmatic engagement with a select number of agencies. On HIV/AIDS, the Review advocated a scaling up of the current engagement and an evaluation of the impact of efforts to date.

The DAC noted that, in comparison with other donor countries, Ireland devotes a relatively large share of its Official Development Assistance (ODA) to NGOs. It suggested that the current strategic approach to partnership with NGOs should continue with a greater focus on mainstreaming cross-cutting issues (gender, governance, HIV/AIDS and the environment), and more systematic auditing, monitoring and evaluation by NGO partners.

The DAC noted the more strategic approach of the Irish programme to managing its engagement with emergencies and post-emergency recovery. It recommended continuation of this and suggested in addition, the development of clearer guidelines, including an exit strategy for humanitarian engagements or, where appropriate, continued support integrated into longer-term post-conflict development strategies.

An area of concern for the DAC was coherence between development policy and other aspects of foreign policy (agriculture was a particular focus of their enquiries) and welcomed the establishment of a coherence unit within the programme to coordinate efforts to address the issue.

Lastly, the DAC noted that there had been some improvement between the Peer Reviews in 1999 and 2003 in the management capacity of the Irish programme. It said, however, that Ireland must further increase staff, specialist expertise and development management skills to cope with a growing programme.

NEW CHALLENGES 1

THE MILLENNIUM DEVELOPMENT GOALS – HOW FAR HAVE WE COME?

Professor Jeffrey D. Sachs
Director, The Millennium Project
Special Advisor to U.N. Secretary-General on
the Millennium Development Goals

At the Millennium Assembly in September 2000, the world's leaders signed onto a global compact to reduce extreme poverty in the Millennium Declaration. The Millennium Development Goals (MDGs), which are drawn from the Millennium Declaration, call for a decisive reduction of extreme poverty in its key dimensions – income, hunger, disease, environmental degradation, and lack of access to basic services and infrastructure. Importantly, the MDGs specify a clear timetable for progress, with 2015 as the main deadline for halving poverty. They also specify that rich and poor countries are committed to working together to achieve those goals.

We are now entering the final decade of that commitment, with just ten short years left until 2015. Despite the stakes involved – international goals solemnly reached in a world desperate for progress against ancient and modern scourges – we are far off track from accomplishing the Millennium Development Goals in many parts of the world. In almost all of sub-Saharan Africa, countries will miss some or most of the goals if current trajectories continue. Other regions – notably in Central Asia, the Andes, parts of the Caribbean Basin, and parts of South and East Asia – are home to vast numbers of very poor people whose lives are still essentially untouched by the promise of poverty reduction.

This is not to say that little has been accomplished in the world. Many regions have experienced dramatic economic and social progress, notably parts of East Asia and South Asia, previously gripped by widespread and extreme poverty. This progress, indeed, gives hope that the goals can be achieved in all parts of the world. The MDGs are not, however, a challenge to achieve progress in some regions or some areas. The argument that the development glass is "half full" because of rapid progress in China is little

consolation to the AIDS orphans of Africa. The world has committed to help nations in all regions to root out extreme poverty. Yet hundreds of millions of people, in the world's poorest places, are still being left behind.

The Millennium Project, which I have the honor of directing on behalf of the Secretary-General, makes one basic diagnosis of the situation, and offers one overarching recommendation. Our basic diagnosis is that the global processes in which the world's rich and poor countries interact to tackle poverty are not yet up to the task of achieving the MDGs. The MDGs have not yet become operational targets for poverty reduction. Public investments, policy reform, data collection and monitoring are not sufficiently bold to achieve the MDGs. At the international level, the practices of donor agencies, multilateral institutions, development assistance programs, trade policies, and private sector engagement, are not yet focused on achieving the MDGs. In all of these inter-related processes and activities, the MDGs are referred to as a normative goal, but not yet as a basis for practical policy making.

Our recommendation is to put the MDGs at the center of national and international poverty reduction strategies. We must move from words to action. If this is done, the MDGs can still be achieved in every country. Ten years is still enough time, but only just enough, for the key stakeholders in this process – governments in the low-income countries, their development partners, international institutions, the private sector, civil society, and the world's scientific and technological associations – join forces in an operational manner to achieve the goals. There are several steps donors can take to help catalyze progress towards the MDGs.

First, donor countries need to take the MDGs seriously as minimum targets over a 10 year horizon. The MDGs should be at the center of national and international poverty reduction strategies and at the centre of bilateral assistance strategies. Second, donor countries must

support needs-based approaches to the MDGs. Until now, developing countries' Poverty Reduction Strategies (PRSs) have not been goal-oriented or needs-based; they have started with a given level of external finance from the donors, and done the best possible with that level of resources. Instead, in order to achieve the MDGs, every country in the world that still suffers from extreme poverty should adopt a PRS that works backwards from the 2015 targets to identify the sequence of investments and policy changes needed to achieve the goals. This will typically yield much bolder PRSs than those being produced today, and will require much larger levels of donor support.

The Millennium Project is working with a series of developing countries (including Cambodia, Dominican Republic, Ethiopia, Ghana, Senegal, Tajikistan, Tanzania, Uganda, and Yemen) to support them in designing MDG-based PRSs. These countries have all committed to the MDGs, they have empowered their government ministries, civil societies, and other stakeholders to work together transparently and vigorously towards writing serious needs-based plans. Donor countries need to support this need-based approach in every developing country, even if the end result exposes a financing gap between what developing countries require in order to achieve the MDGs and what they can afford domestically. Third, donors will need to begin honoring their commitment to give adequate (i.e. significantly increased) levels of finance. Many low-income countries not on track to meet the MDGs are stuck in a poverty trap, whereby they lack the prerequisite health, education, and physical infrastructure to achieve economic growth. Although poor governance is an issue in many countries, there are many well-governed countries whose economic growth and progress towards the MDGs has been too slow. The reality is that many of these countries are too poor to pay for the investments needed to achieve sustained economic growth and meet the MDGs, which is why donor financing plays such a critical role.

Donor countries have repeatedly signed international commitments to increase official development assistance (ODA). In the 2002 Monterrey Consensus, they specifically pledged to make "make concrete efforts towards the target of 0.7 percent of gross national product [in official development assistance]" – while in return the developing countries committed themselves to sound governance and use of resources. A few months later, at the World Summit for Sustainable Development in

Johannesburg, the member countries of the United Nations reaffirmed their commitment to reducing poverty and protecting the environment, again placing the MDGs at the center of international development policy. However, levels of funding are not at a level bold enough to allow a breakthrough. Only five countries so far have reached the 0.7% commitment. Ireland will send a clear and decisive message to the world as it moves towards that target from its current level of 0.4%, reaching 0.7% in 2007 as it has promised.

Finally, donors will greatly improve the efficiency of their aid efforts by relying on mechanisms of aid delivery proven to work well. The International Development Association (IDA) of the World Bank should be a major focal point for expanding the aid flows. Specifically, the next round of IDA flows (the so-called IDA-14 replenishment), should triple IDA outlays from around \$8 billion per year today, mainly in loans, to around \$25 billion per year, mainly in grants, during fiscal years 2006-8.

IDA already provides an enormously successful form of development assistance and it can be made even better. It does five important things. First, it provides the world's single largest flow of low-cost development assistance to poor countries, though not enough of it and not at low enough cost. IDA currently makes commitments of around \$8 billion per year, of which 80% is low-interest long-term loans and the remainder outright grants. Second, it directs its outlays towards the priorities identified by the recipient countries. Third, IDA harmonises donor resources. Typically, the 22 rich-country donors torment recipient governments by insisting on separate aid projects that allow each donor to "show the flag". In the case of IDA, however, the donor governments agree, wisely, to pool their resources into a single basket that can back the specific strategy of the recipient country. Fourth, IDA commits its resources over a three-year time horizon rather than a one-year donor budget cycle typical of bilateral aid. Fifth, it aims to base its allocations on good performance, using indicators for governance and economic management.

Time for a Breakthrough

During the last year, the international agenda has been overwhelmingly dominated by issues of security, terrorism, and war. The U.S., for example, is spending around 30 times more on the military than it is on development assistance, roughly \$450 billion per year compared with \$15 billion. This is despite the clear truth that global stability critically depends on lifting the poorest of the poor out of subhuman conditions by providing safe drinking water, access to sanitation, adequate nutrition, education, and health care. These steps would do far more towards tackling instability around the world than any military approach, and would cost far less. In fact, preliminary estimates of the Millennium Project indicate that the MDGs could be reached in the well-governed countries of the world for around \$50-75 billion of additional ODA each year (which would still leave donor countries below their commitment of 0.7% of GNP).

The Millennium Summit was a landmark occasion of global consensus on a new development agenda. Now what is needed is a global breakthrough on action. The year ahead provides the opportunity for that breakthrough, particularly the high-level summit on progress since the Millennium Declaration that will take place at the United Nations in the fall of 2005. At this event, the world needs to sign off on a "business plan" to achieve the MDGs in the decade that remains. We must move from words to action. If this is done, the MDGs can still be achieved in every country. Ten years is enough time, but only just enough, for success assuming that the key stakeholders in this process – governments in the low-income countries, their development partners, international institutions, the private sector, civil society, and the world's scientific and technological associations – join forces in an operational manner to achieve the goals. Donors can hold their side of the bargain by significantly scaling up their efforts and stop talking of "donor fatigue" before expanded efforts toward the MDGs have even begun!

Ireland can play a tremendous role in galvanizing the donor community towards supporting needs-based approaches and increased ODA. Ireland's moral leadership on these issues has been outstanding – including the vigorous voices of Mary Robinson and Bono heard round the world, as well as the thousands of Irish aid volunteers that toil among the poorest of the poor.

For much less than 1% of GNP of the rich world, we can create a breakthrough towards the MDGs and, sooner rather than later, to the end of extreme poverty itself. This is the key to a safer world. The first step is to take the Millennium Development Goals seriously and to act on them decisively in the coming years.

A woman with dark hair pulled back, wearing a blue patterned dress and a gold necklace, stands at a public standpipe. She is filling a pink bucket with water. The standpipe is a vertical metal pipe with a brass tap. The background shows a brown wall and lush green foliage. The scene is outdoors, likely in a rural or semi-urban area.

Bilateral Programme

Cecilia Alphonso uses water from shared standpipe of Kilosa Town Water Supply Company in Tanzania © Development Cooperation Ireland/ Pieterella Pieterse



Wosena Girma and her family are small-holding farmers who have been working with Self Help Development International in Ethiopia for the past three years. Courtesy: H. McDonagh, SHDI

ETHIOPIA



BILATERAL AID TO ETHIOPIA IN 2003:	€25.77 million
POPULATION (2003):	70 million
2003 HDI:	169 (out of 175)

Programme Summary

Ethiopia is one of the poorest countries in the world, ranked 169th out of 175 countries on the UNDP Human Development Index. It is heavily dependent on rain-fed agriculture, which has made it very vulnerable to external shocks such as drought or commodity price fluctuations (both problems having hit hard in 2003). Malnutrition is widespread and the calorie intake for half the population is below the recommended minimum. Resource needs are immense at every level and development assistance plays an important part in the Ethiopian economy. However, the volume of assistance received is small in relation to the country's population and its level of poverty. Moreover, a sizeable proportion of this assistance is set aside for humanitarian purposes, which means that there is less left over for the promotion of long-term, sustainable development.

2003 was a difficult year for Ethiopia. The country was affected by the worst drought since 1984/85, with almost 14 million people (out of a total population of 70 million) requiring food assistance. However, effective functioning of the early warning and crop forecast systems and timely and appropriate donors' response averted humanitarian catastrophe. Resolution of Ethiopia's border dispute with Eritrea did not make much progress and intense international diplomatic effort was put into preserving the fragile peace process.

Despite these challenges however, the Government of Ethiopia managed to maintain its focus on attempting to meet the country's immense development needs. The government's policies for poverty reduction, economic growth, reform of the public administration and political and administrative decentralisation were further

elaborated and implemented. A real partnership began to emerge between government and donors around the Ethiopian Poverty Reduction Strategy Paper (PRSP) – called the Sustainable Development and Poverty Reduction Programme.

A number of **key changes** in Ethiopia, in particular the Ethiopian government's ongoing decentralisation programme, demanded a review of Development Cooperation Ireland's approaches to delivering assistance. The decentralisation programme, which effectively removed the zonal level of administration, rendered unworkable the Area-Based Programmes which had been delivered through the zones. As a result, Development Cooperation Ireland closed down its programmes in the Sidama, Gurage and Siltie Zones and the Eastern and Northern Zones of Tigray and developed a new programme to be delivered through the Tigray Region. This new regional programme aims to accommodate the best features of ABP programming, while at the same time respond to new realities. Development Cooperation Ireland invested €5.185m in support of the Tigray Region in 2003 and €6.843m in the course of its phasing out of direct engagement in Siltie, Sidama and Gurage of programmes in SNNPR (Southern Nations, Nationalities and People's Regions). Despite the withdrawal from the traditional ABPs in the South, Development Cooperation Ireland maintains a significant level of investment in the region through support for sectoral investments in Health, Education and HIV/AIDS. Furthermore, we plan to honour our commitments to the zones by supporting the completion of a number of infrastructure projects in 2004.

In 2003, Development Cooperation Ireland responded to the **humanitarian crisis** by providing €6.25 million for emergency interventions in the areas of health, nutrition, water and sanitation. However, vulnerable populations in

Ethiopia continue to face emergency levels of malnutrition, critical threats to their livelihoods though the erosion of assets and vulnerability to morbidity and mortality. Accordingly, food insecurity was a major issue for policy debate and action in Ethiopia in 2003. Development Cooperation Ireland actively participated in the high-level Technical Working Group for the New Coalition for Food Security in Ethiopia together with government, other donors and civil society representatives. (See country focus below.) The group compiled a package of food security actions aimed at tackling the root causes of food security within a three to five year period. Development Cooperation Ireland allocated €870,541 in direct support to food security programmes in 2003, in particular to the Tigray Region's Integrated Food Security Programme.

Development Cooperation Ireland continued with its second year of its support to the three-year Government of Ethiopia **Health** Sector Development Programme, allocating €4.1m to it, while spending €1.2m on Health through the Area Based Programmes. Areas supported included the supply of pharmaceuticals, immunization, malaria control, human resource development and health management and information systems.

Development Cooperation Ireland continued to address problems related to the poor quality of **Education** in Ethiopia, problems which have been caused in part by the increase in enrolments and attendance. Development Cooperation Ireland allocated €2,845m to the Education sector supporting the purchase of textbooks, as well as investment in a multi-donor funded teacher development programme.

Ethiopia's **HIV/AIDS** prevalence rate is estimated to be 6.6%. Development Cooperation Ireland allocated €1.255m to this sector, providing funding and advice to the National HIV/AIDS Prevention and Control Office towards the implementation of the Government's national strategic plan. Development Cooperation Ireland also took a lead in strengthening the role of Civil Society actors in the response to the HIV/AIDS epidemic, within the context of the national strategic framework.

Development Cooperation Ireland supported a number of activities in the area of **political and economic governance**, spending €1.52m. These activities included the Parliament Capacity Building Project (enhancing the capacity of Parliament in law-making and

oversight), the Public Sector Capacity Building Programme (supporting civil service reform, capacity-building and decentralization) and support to the electoral process (through support for civic education activities). We also assisted the participation of indigenous civil society organisations in major public issues and funded projects proposed by them.

Other areas supported by Development Cooperation Ireland included Roads, Water, Jimma University and Micro-Finance.

Country Focus: Dealing with the hard facts: Recognising the need to move from Emergency Response to Longer Term Development

For more than two decades, Ethiopia has experienced chronic and acute malnutrition, a growing population, an increasing frequency in droughts, and repeated cycles of humanitarian crises. Even in times of good rains and so called 'normal' years, up to six million people require humanitarian assistance. In response, Ethiopia has received assistance in the form of increasingly massive quantities of food aid. However, experience shows that food aid does not provide a sustainable solution for tackling chronic poverty. The 2003 humanitarian crisis prompted recognition for a need for a paradigm shift, moving away from an annual emergency appeal system and food aid bias and towards a system of social protection as an approach that both protects against destitution and lays a foundation for development. It was within this context that the Ethiopian government took the initiative to establish the "New Coalition on Food Security in Ethiopia" in 2003.

2003 Emergency Response

The 2003 humanitarian crisis can be characterized as one of the most widespread and severe emergencies ever to strike Ethiopia. While a major drought occurred in 2002/2003 period, the source of the humanitarian crisis was as much related to social, economic, political and environmental processes. Although predominantly considered a food crisis, the vulnerable populations in Ethiopia also faced critical threats to their livelihoods, while vulnerability to morbidity and mortality was directly linked to a crisis in the health care system.

The combined response to the emergency from the Government of Ethiopia, international donors, UN



Dugda Primary School, which was built by Self Help Development International in Ethiopia with the support of Development Cooperation Ireland, has seen its classroom population grow in the past five years from just 40 to a current level of 1,600 pupils. Courtesy: H. McDonagh, SHDI

agencies, NGOs and Ethiopian communities (valued at approximately US\$554 million in 2003), helped vulnerable populations to avert the worst of the humanitarian crisis. The main activities supported by Development Cooperation Ireland (in its €6.25 million package of humanitarian interventions) included the provision of emergency food rations through WFP, support for emergency therapeutic and supplementary foodstuffs and emergency water interventions through UNICEF, support to Irish NGOs for food and health emergency interventions, support for government partners for emergency seed distributions, malaria preparedness, and training for health workers on therapeutic feeding. In spite of the formidable challenges, the humanitarian interventions saved many lives, kept families together, and maintained the faith of the population in the will of the Ethiopian Government and international community to assist people in their time of need. Most importantly, assistance was delivered to people's homes, thus preventing vulnerable populations from gathering together in large camps and feeding centres, where the risks of disease and death are greatest.

The emergency response however also marked a turning point in how the government and donors now perceive the nature of the almost annual crises affecting Ethiopia. There has been a growing realisation amongst donors and government that we can no longer afford to be surprised by emergencies which hit Ethiopia every other year. Also,

there has been a recognition that we have a caseload of between 6-7 million people who need food aid on an annual basis. The challenge is to respond in a more predictable way to these ongoing chronic needs as well as provide support that will build the assets of vulnerable households for the future

Learning from the past, responding to the present and preparing for the future

Together with government partners, other international donors and NGO representatives, Development Cooperation Ireland actively participated in the **Coalition for Food Security's** high-level technical working group in compiling a package of urgent food security actions aimed at tackling the root causes of food security within a three to five year period. An important output of the Coalition's work is the formulation of a National Safety Net Programme to transit five million people out of the emergency food aid system and into a multi-annual safety net programme that will deliver timely, adequate and guaranteed resources to households (both cash and food). It is expected that the Safety Net programme will become operational in 2004 and that Development Cooperation Ireland, together with Government and other donors, will support the implementation and financing of this programme. Support for productive safety nets will be a major element of a new programme approach to be initiated by Development Cooperation Ireland in 2004.



Schoolboys in the highlands of Lesotho. Courtesy Tara Shine

LESOTHO



SOUTH AFRICA

BILATERAL AID TO LESOTHO IN 2003: €10.68 million
POPULATION: 1.8 million
2003 HDI: 137 (out of 175)

Programme Summary

In the decade since the ending of apartheid, Lesotho has made significant progress. Although still among the poorest 50 countries in the world, a series of reform measures introduced in recent years has helped to alter the political and economic outlook for the better. A stable climate now prevails, following a successful general election in 2002 which produced a multiparty National Assembly with a functioning all-party committee system. Many commentators regard the 2002 election as a major turning point in Lesotho's history. In addition to stabilising the political situation, it offered Lesotho the opportunity of significantly advancing a range of reform and modernisation measures which, if successfully carried out, should go a long way towards countering the debilitating legacy of a difficult post-Independence period.

Established in 1975, Lesotho is Development Cooperation Ireland's longest running bilateral country programme. Ireland is now the lead bilateral donor in the country, having provided financial support in excess of €10 million in each of the past three years. Appropriately in a country which is still in the least developed category, the Irish contribution is targeted mainly on poverty reduction measures in health, education and improving rural infrastructures. Development Cooperation Ireland continues to respond to the HIV/AIDS crisis by way of increased support to community-based organisations and to the mainstreaming efforts of several Ministries.

Our development partnership with the Government of Lesotho has undergone strategic re-orientation in the past five years. The bulk of our resources are now channelled through relevant sector Ministries and a number of non-governmental partners, in particular CHAL, the Christian

Health Association of Lesotho. Development Cooperation Ireland staff now spend much time interacting with counterparts in various Ministries and other agencies, supporting planning efforts and programme implementation, including reporting and evaluation.

The main components of our support in Lesotho are health, education, rural access, HIV/AIDS and public sector reform and governance.

Health Sector

In 2003 financial resources were provided to support Health Ministry and CHAL programmes in the areas of primary health care and infrastructural improvements. Examples are: the National Measles Immunisation Campaign; training and re-training of community health workers; the Integrated Disease Surveillance and Response programme; the HIV Sentinel Surveillance programme, which disclosed a national average of 30% prevalence rate among attendees at anti-natal clinics. In addition, substantial support was offered to the Ministry's overall Health Sector Reform Programme, alongside support from a range of donors including the World Bank and the UN agencies. In the matter of capacity-building, Development Cooperation Ireland continued its support for (and advocacy of) a much closer arrangement between the Ministry and CHAL which is designed to bring a more integrated and uniform health service to the people of Lesotho in all parts of the country.

Education

While Development Cooperation Ireland continued to help fund the Government's Free Primary Education scheme introduced in 2000, the emphasis has been turning more and more towards issues of quality standards and institutional capacity. We ensured that the more remote areas of the country received attention in the

matter of new school buildings and the provision of teaching and learning materials. At the institutional level, we advocated greater emphasis on policy issues and related administrative matters. With support from Development Cooperation Ireland, work commenced on the setting up of a National Qualifications Authority and the strengthening of the Education Ministry's Planning Unit. This approach will be maintained in the coming years as we try to ensure that all donors work more closely together in order to achieve not only quantitative targets but also quality and service delivery targets.

Rural Infrastructural Improvements

Lesotho's infrastructural deficits are enormous; it will take many decades before the basics are spread reasonably well throughout the country. During 2003 we continued our substantial support for improvements in rural access and water supplies in more remote areas. Forty nine village water schemes were completed, bringing safe water supplies within easy distance to a total population of over 26,000. We maintained our support for the Ministry of Works rural roads improvement programme, while a total of nine new footbridges were constructed with Development Cooperation Ireland funds in 2003. However, it is the capacity-building side which is now being emphasised. We are leading the effort to better co-ordinate more effective donor inputs in both the water and rural roads/bridges departments of the Ministry.

HIV/AIDS

Lesotho remains one of the worst affected countries in the world, with an estimated prevalence rate of over 30%. Towards the end of 2003, the Government decided to set up a National AIDS Commission designed to co-ordinate the national effort more effectively and bring more urgency to the response of all stakeholders. Meanwhile, pending establishment of the new structures, we concentrated our support on a number of well-regarded NGOs, in particular Positive Action, and on the HIV/AIDS related work of the Ministries of Education and Agriculture. A behavioural survey of mine-workers, traditionally regarded as one of the main carriers of the virus, was also supported. An in-house workplace programme was instituted by Development Cooperation Ireland management, while the mainstreaming of AIDS into all aspects of our programme also commenced in 2003.

Governance and Reform

As our support for the Government's own national sector programmes has grown, governance and administrative issues have become an important part of our programme. However, this is still a relatively new area for us. Lesotho has a number of ongoing modernisation and reform undertakings, one of which, the Public Sector Improvement and Reform Programme (PSIRP), is an obvious vehicle for donor participation. We have supported the human resources side of the PSIRP for some years with good results. Other activities receiving Development Cooperation Ireland support are: the finalisation of two important documents, viz. the National Vision and the Poverty Reduction Strategy Paper, both of which are due to be published in the first half of 2004; the Public Financial Management reform programme being carried out by the Ministry of Finance; and the work of the Ombudsman's Office and the Anti-corruption Unit of the Ministry of Justice.

Country Focus: Education

On the eve of the Millennium, the Government of Lesotho announced the introduction of free primary education on a phased basis as part of its response to the challenge of the Millennium Development Goals. For the first time in the country's history, the State decided to take full responsibility for the provision of basic education. As in most other African countries, education in Lesotho was provided mainly by the different churches beginning in the mid 19th century and lasting until Independence. During the colonial period, a few secondary schools were constructed by Government which in all other respects remained largely indifferent to the country's educational needs. After independence in 1966, the new Government of Lesotho formed partnerships with the Churches and parents to help finance the provision of education.

With the introduction of FPE (Free Primary Education) in Lesotho in 2000, Development Cooperation Ireland, the major bilateral donor in the country, quickly adapted its approach in response to the new situation. Instead of supporting small individual school projects in remote areas of the country, it began a comprehensive dialogue with central Government aimed at helping the Ministry of Education to plan and implement the new FPE policy. The Irish support focused mainly on issues of access, classroom construction and provision of teacher training,



Sorghum terracing in the mountains of Lesotho. Courtesy Tara Shine

with a bias towards the mountain areas of Lesotho where the most marginalised and disadvantaged communities live. An accelerated schools' construction programme has been underway in Lesotho since 2000, with strong Irish support. Traditionally, Basotho girls have been better educated than boys, the latter being obliged to spend most of their boyhood years herding cattle. For boys therefore the introduction of FPE opened up an entirely new scenario with major socio/economic as well as educational implications. Reports now indicate improved attendance by boys, even in winter months, and an improvement in enrolment generally, in all areas where classrooms have been provided.

With improved access, quality issues have begun to attract attention. Therefore, since 2002, Development Cooperation Ireland has increasingly focused on teacher training and on the provision of teaching/learning materials. Ireland has supported the establishment of a

National Qualifications Framework. A draft Parliamentary Bill designed to set up a Qualifications Authority in Lesotho was prepared during 2003, following extensive consultations with relevant stakeholders. The consultation process was largely financed by Development Cooperation Ireland. A similar national consultation exercise on teacher education took place in 2003 and a draft policy was prepared, with the help of Irish funding.

Education plays a critical role in the fight against HIV/AIDS; therefore support for mainstreaming HIV/AIDS in the sector is crucial. Irish-funded bursaries were awarded to high school pupils in remote mountain areas through a programme implemented by Lesotho Save the Children. It incorporates community-based and school-based HIV/AIDS support for affected pupils. Teachers and communities are equipped with basic support skills designed to help children continue in school, even in cases where parents are ill or have died.



(left to right) Former US President Bill Clinton, Mr. Ira Magaziner, Minister of State Tom Kitt TD and Taoiseach Bertie Ahern, TD, at the launch of the Clinton Foundation – Ireland HIV/AIDS partnership for Mozambique, in Dublin in July 2003 (photo: Maxwells)

MOZAMBIQUE



BILATERAL AID TO MOZAMBIQUE IN 2003: €32.93 million
POPULATION: 19.6 million
2003 HDI: 170 (out of 175)

Programme Summary

Although Mozambique remains one of the poorest countries in the world, the Government of Mozambique is strongly committed to reducing poverty and inequality. This commitment is articulated in the Action Plan for Absolute Poverty Reduction 2001-2005 (the PARPA). Since the end of the civil war in 1992, the country has achieved rapid economic growth and recent surveys indicate that the combined efforts of the Government and donors are beginning to have an impact on poverty levels¹.

Development Cooperation Ireland began a programme of assistance to Mozambique in 1996, working at central level and in the provinces of Inhambane and Niassa. The programme has grown rapidly since then and the budget of over €32 million in 2003 reflected the encouraging political, economic and institutional context within which development assistance is being provided in Mozambique. The current Country Strategy Paper (CSP) is clearly aligned with the PARPA and a strong emphasis is placed on supporting the Government in the implementation of the PARPA. During 2003 the process of developing a new CSP covering the period 2004-2006 was completed.

Health

Health is a key element of the PARPA, which makes the link between better health and breaking the poverty cycle. As a result of the weakness of the Mozambican health system, Development Cooperation Ireland assistance has focused on the sector as a whole. Support

at central level is provided through pooled funding arrangements. In the Provinces of Inhambane and Niassa, we provide funding directly to the Ministry of Health. During the year, both Provinces, as well as the central Ministry of Health, finalised and launched their health sector strategic plans. The pooling mechanisms have succeeded in harmonising planning and budgeting as a precursor to the preparation by the Ministry of a comprehensive annual operational plan and budget for the health sector.

Education

The PARPA's main objectives in the education sector are to expand access, to improve quality and efficiency, and to reduce the costs of education provision. In 1998, the Government launched the Education Sector Strategic Plan. The plan, which targeted all levels of education, has a strategic vision for the sector and contains clear objectives and priorities. Development Cooperation Ireland, together with other donors, is engaged in assisting the Ministry of Education (MINED) to implement the strategic plan. This involves helping to strengthen the planning and financial management capacity of education officials at national and provincial level. The process has recently taken a significant step forward with the establishment of the Education Sector Support Fund (ESSF) and we are one of a group of nine donors which has pledged to channel its financial support for education through this central Fund. In 2003, we continued to provide funding in support of the national primary school book distribution system.

¹ The 2003 Household Survey has concluded that absolute poverty levels have dropped from 69% in 1997 to 54% in 2003, with the most significant falls being in rural areas.

Agriculture and Rural Development

Given the importance of agricultural activities for the majority of Mozambican people, agriculture and rural development is a key area of support for Development Cooperation Ireland. This support is channelled through PROAGRI, the national agriculture development programme. PROAGRI has been successful in establishing the institutional capacity required to enable the Ministry of Agriculture to take responsibility for the development of the sector. It has also allowed donors to move away from the traditional practice of supporting stand-alone projects in favour of a more coherent and transparent form of support. Under PROAGRI, financial management systems have been established, planning processes have improved and there has been a steady increase in the decentralisation of resources to Provincial Offices.

Governance and Public Sector Reform

Throughout 2003, Development Cooperation Ireland supported the government and its partners, including the UNDP, in the areas of Justice, Law and Order, Parliament and media development. We also supported Mozambique's fledgling civil society to strengthen its involvement in the monitoring of corruption and the promotion of human rights and democracy.

We are a member of a group of donors involved in supporting the public sector reform process in Mozambique. In 2003, the group promoted the reform programme in three ways: by helping to improve the effectiveness of the Public Administration Training Programme; by supporting the technical unit responsible for implementing public sector reforms (UTRESP); and by contributing to the UNDP programme aimed at improving public sector performance at provincial level.

Macroeconomic and Financial Policies

In 2003 we focussed on consolidating our position as a member of the budget support group, which expanded in number from eleven to fourteen during the year. The group provides general budget support to Mozambique on the basis of a Joint Programme agreed between the Government and donors in 2001. Through the provision of direct budget support, the Joint Programme has been successful in helping the Government to achieve rapid economic growth within a stable macroeconomic environment. This has led to improvements in social service delivery, infrastructural development, and human resource capacity. The significant achievements in 2003

were: (i) the development of the Performance Assessment Framework (PAF) as the instrument to assess the progress of the Government in the implementation of the PARPA; and (ii) the development of a Memorandum of Understanding (MoU) which specifies the terms of the partnership between Government and its budget support partners.

HIV/AIDS

Although the disease was slow to take hold, Mozambique is now among the ten countries most affected by HIV/AIDS in the world. Development Cooperation Ireland has responded to this situation in a flexible and coordinated manner. The response includes mainstreaming HIV/AIDS concerns across our entire programme, increasing our input into the development of the Ministry of Health's Strategic Plan for HIV/AIDS, continuing our support to the National AIDS Council and providing direct financial assistance to selected NGOs involved in prevention and education activities.

Clinton Foundation

In 2002, Ireland signed a partnership agreement with the Clinton Foundation. Under the Agreement, Ireland is committed to providing \$ 40 million over five years to the Ministry of Health in Mozambique for the rollout of an integrated programme on HIV/AIDS that will see the introduction of a care and treatment component. An initial payment of €1 million was made in 2003. In preparation for the rollout, we were actively involved in supporting the development of a HIV/AIDS Strategic Plan for the health sector, which will be the comprehensive framework for expanding HIV/AIDS prevention and treatment activities.

Gender

An assessment of gender equality in the Mozambique programme was undertaken in early 2003. The assessment made recommendations for gender training and identified ways in which gender equality issues could be better integrated into the country programme. A gender strategy was developed and adopted during the year with the objective of mainstreaming gender equality throughout the programme.

Area Based Programmes (ABP)

We have maintained our support for two of the most impoverished provinces in the country – Niassa in the north, and Inhambane in the south. The strategic objective of both programmes is to improve the institutional and



Collecting fodder for his rabbit-breeding project. Courtesy Tara Shine

human capacity at all levels of provincial government and local communities, in order to provide quality services that are transparent and accountable to the people and responsive to their needs. In 2003, a review of the Inhambane programme concluded that Area-Based Programmes are highly relevant, given the centralised nature of government in Mozambique, which means that many key policy and funding decisions are taken in Maputo. This leads to a situation where poorer regions tend to receive insufficient resources from central

government. A key activity during the year was support for the continued development of the annual operational plan of the Provincial Government. The plan focussed on key poverty alleviation sectors, in particular, health, education, water and sanitation, rural roads, HIV/AIDS, agriculture and demining. During 2003, we further harmonised our procedures with those of the Provincial Government and other donors, with the aim of reducing the administrative burden on key government officials in the management of donor support.



ESPLANADA HOYO-HOYO ZANDAM

Mozambican fruit seller on the road from Maputo to Inhambane. Courtesy Tara Shine

Country Focus: Harmonisation in Action

The Mozambique poverty reduction strategy (PARPA, 2001-2005) was approved by the Council of Ministers in 2001. It emphasises economic growth, public investment in human capital and productive infrastructure, and institutional reform to improve the environment for private investment. Implementation of this strategy involves six priority areas for action: health, education, infrastructure, agriculture and rural development, governance, and macroeconomic and financial policies. It is around this strategy that the support provided to Mozambique by Development Cooperation Ireland and all other donors is framed. The successful implementation of the PARPA signals that a major proportion of our investment is yielding dividends. But how does a country measure implementation and progress in reducing poverty?

Since early 2003 the Government of Mozambique and budget support partners have been trying to develop a single monitoring process and an agreed financing plan around the Government's own procedures and reports, including its budget execution reports, the PARPA, and the Economic and Social Plan. It was agreed that the monitoring process for participating donors should involve a multi-year Performance Assessment Framework (PAF). The PAF is a matrix of policy and institutional reforms, with results-focused monitoring indicators and progress benchmarks, for which the Government is prepared to be held to account and against which donors would agree to provide budget support in more predictable ways.

The PAF matrix, as agreed in September 2003, includes specific indicators and benchmarks to monitor progress for 2004 and indicative indicators and benchmarks for subsequent years. It is expected to be updated twice a year, through a two stage consultative process led by the Government. The first stage would involve sector-specific working groups which would identify key sectoral indicators, and the second stage a coordinating working group, chaired by the Ministry of Planning & Finance, which would combine sector-specific indicators into a single matrix which clearly indicates overall priorities for the period under review.

The PAF initiative is a concrete expression of the growing consensus among development partners around several aid modalities: (i) PAF donors are committed to providing assistance in ways that are better aligned with Mozambique's own development priorities; (ii) provided that Mozambique develops a good track record, PAF donors expect to make aid flows more predictable and long-term; and (iii) PAF donors agree that predictability will increasingly imply conditionality derived more directly from the PARPA.

In an effort to introduce a higher measure of predictability, certainty and security into the process, a complementary process to the PAF also evolved. During 2003, donors worked together on producing a Memorandum of Understanding, which was derived from the previously agreed Joint Agreement. In December this was shared with Government and a final document, laying down the terms of the partnership, was scheduled for 2004, thereby adding another pillar to the harmonisation process, which is now well underway in Mozambique.



In Tanzania, more children have access to fresh goat's milk since the introduction of dairy goats
© Development Cooperation Ireland/Pieterella Pieterse

TANZANIA



BILATERAL AID TO TANZANIA IN 2003: €20.71 million
POPULATION: 35.6 million
2003 HDI: 160 (out of 175)

Programme Summary

Tanzania's programme of economic liberalisation and reform continued steadily in 2003. However, growth was set back by a failure of the rains which resulted in a prolonged drought throughout much of the country. This has become the most serious drought in Tanzania's recent history, resulting in widespread food shortages and food price increases. The Government's response was effective and served to prevent any unrest, reflecting stability in the country. Development Cooperation Ireland responded to the crisis with a contribution for the purchase of seeds and grain. The drought impacted not only on growth but also on inflation, the budget and the welfare of the most vulnerable. However, macroeconomic stability was maintained despite the adverse effects of the drought. The resilience that the economy and public finances exhibited owed much to the efforts that the Government has made to bring the fiscal deficit under control and to liberalise and diversify the economy of this largely agricultural country.

Development Cooperation Ireland's current Country Strategy Paper (2003-2005) was approved in 2002. The main components of the programme are: district development; governance, human rights & democratisation; agriculture, natural resources & environment; education; health; & poverty reduction budget support. The programme is aligned closely with Tanzania's Poverty Reduction Strategy (2000-2004). 2003 saw the start of preparations for the development of Tanzania's second Poverty Reduction Strategy (PRSII), which will cover the period 2005-2009.

District Development

The Irish programme completed a review of the three area-based programmes in Ujanga, Kilombero and Muheza that it currently supports. Our funding targets

identified priority sectors: health, education, water supply and capacity-building for district staff. Support is also provided for the upgrading of roads and projects aimed at improving agricultural practices and productivity. Initial findings from the review point to a need for a strategic restructuring of Irish support to area-based programmes through a donor-harmonised approach.

Governance, Human Rights & Democratisation

Support from the Irish programme for human rights/democratisation is targeted at increasing both people's awareness of their human rights and the accountability of State institutions to their citizens. The governance aspect covers a broad range of interventions including support to the Local Government Reform Programme (LGRP), the District Development Programme, the Association of Local Authorities in Tanzania, the Integrated Public Service Reform Programme and the Foundation for Civil Society. This blend of intervention allows Ireland, on the one hand, to keep abreast of developments in relation to the core reforms and on the other, to track the implementation of the reforms at district level. The LGRP is aimed at improving service delivery at local level and building effective mechanisms for fighting corruption, strengthening institutions and improving policies.

Agriculture, Natural Resources & Environment

Over 80% of Tanzanians live in rural areas and depend on agriculture, which contributes about 50% of the Gross Domestic Product (GDP) and 54% of the nation's foreign exchange earnings. Agricultural development is crucial to both national economic development and poverty reduction. Along with the agricultural components of the three area-based programmes, Development Cooperation Ireland supports a number of programmes in the sector and is playing a leading role to ensure harmonisation of approach by development partners. The largest Irish

intervention is support to the Agricultural Sector Development Programme (ASDP). The ASDP has put in place a framework which empowers local government and communities to control their planning processes and establishes an environment which encourages private sector investment in all aspects of agriculture. Other programmes supported include the Tanga Coastal Zone Conservation & Development Programme, which combines coastal zone conservation and community development; and Eastern Zone Client Oriented Research & Extension, which seeks to address the demand by farmers for improved methods of production and to move the programme towards integration within the ASDP.

Education

The Government of Tanzania, with the support of development partners, is currently implementing a five-year Primary Education Development Plan (PEDP) 2002-2006. Support is particularly important because of a recent Government decision to abolish all fees for primary school children. The PEDP is specifically aimed at fulfilling four key objectives; enrolment expansion, quality improvement, capacity-building and strengthening institutional arrangements. Irish support focuses on improving standards in primary education and is currently channelled through the Basket Fund for primary education development. Development Cooperation Ireland also provides assistance to Haki Elimu, a local NGO which concentrates on governance at primary school level and more specifically, strengthening the participation of women, men and children in the running of their education system.

Health

Support for the health sector includes strengthening partnerships with the Ministry of Health and other donors in the continued development of the Health Sector Wide Approach, which prioritises activities and addresses resource allocation and contributions to the Health Basket Fund. The main objectives are to increase immunisation levels; improve medical laboratory and mental health services; train anaesthetic officers; improve quality of paramedic training; develop distance education in the health sector; promote Tanzania's health sector reform programme; foster relevant operational research; and combat HIV/AIDS.

HIV/AIDS

The Tanzania Commission for AIDS (TACAIDS), under the Prime Minister's office, developed a National Multi-Sector

Strategic Framework on HIV/AIDS (2003-2007), in collaboration with all stakeholders. Irish support for HIV/AIDS interventions has increased substantially in accordance with the Multi-Sectoral Strategic Framework and the Irish Country Strategy for Tanzania. TACAIDS assumed the role of coordinating the national response following the first national HIV/AIDS survey, which Development Cooperation Ireland supported. Funding was also given to the ISHI¹ campaign, a behavioural change programme targeted at youth; the MKV² project, which is aimed at reducing HIV & STD transmission and unintended pregnancies among young people; and the School Health and Education Programme (SHEP), which recruits, trains and supports school graduates as volunteer peer health educators and deploys them in mainly rural secondary schools and communities for a period of eight months. The Rapid Funding Envelope (RFE) received funds to meet a second round of proposals from civil society organisations. A review of RFE will take place in June 2004 to determine progress and to ascertain its usefulness as a mechanism for funding HIV/AIDS initiatives in the medium term.

Poverty Reduction Budget Support

Ireland originally supported debt relief through the Multilateral Debt Fund (MDF), a multilateral initiative, which sought to increase resources available for expenditure in key social sectors and to help Tanzania meet the conditions of inclusion under the World Bank's debt relief programme, the Enhanced Highly Indebted Poor Countries Initiative (HIPC). This objective was reached late in 2001 when the World Bank announced completion point for Tanzania to qualify for HIPC. Having achieved its objective, the MDF was transformed into the Poverty Reduction Budget Support Facility, a multi-sectoral support programme. The PRBS, which is supported by Ireland and other donors, including the World Bank, provides focused budget support to the Government of Tanzania which aims to assist the latter to ensure a sustainable provision for priority sectors identified in the Poverty Reduction Strategy Programme. Disbursement is conditional upon satisfactory progress on the Performance Assessment Framework which is subject to reviews by the PRBS donor group.

Country Focus: Tanzania's Second Poverty Reduction Strategy

Tanzania's first Poverty Reduction Strategy (PRSI) was completed in October 2000. The priorities of PRSI,

1 ISHI means to live in Swahili

2 MKV - MEMA Kwa Vijani Project - meaning good things for young people in Swahili



Planting of trees to prevent soil erosion in crop land, introduced through Development Cooperation Ireland assistance to local services. © Development Cooperation Ireland/Pieterella Pieterse

covering the period 2000 – 2004, are the reduction of income poverty, the improvement of quality of life and social well-being, the achievement and sustaining of a conducive development environment, and the promotion of good governance and accountability. PRSI was founded on broad participation by various stakeholders including non-governmental organisations, faith-based groups, representatives from trade unions and the private sector.

In 2004, Tanzania is developing its second Poverty Reduction Strategy. PRS II aims to build upon the lessons learnt in developing and implementing PRS I and to deepen impact on poverty. Crucial for Development Cooperation Ireland and other development partners is that PRS II is owned and monitored by ordinary Tanzanians and that it represents a comprehensive business plan for Tanzania's continued development.

Throughout 2003, Development Cooperation Ireland engaged with civil society groups addressing concerns around land rights and governance, supporting them to engage constructively in the development of PRS II, through evidence-based advocacy.

One example of Development Cooperation Ireland's support was our assistance for a local civil society group, Lawyers' Environmental Action Team (LEAT), that carried out research into the impact of large-scale mining on poverty and the erosion of artisan miners' livelihoods. This group's report and subsequent advocacy and awareness-raising has led to calls for action by the mining industry in relation to poverty reduction. Recommendations included taking the voices and perspectives of communities in mining areas into account during the development of PRS

II; supporting mining communities to resist state-sponsored corporate encroachments on their rights and sources of livelihood; and working towards achieving a more effective Human Rights Commission, capable of investigating all claims for compensation, for personal injury and loss of property rights.

Another example was in Kilosa District where Development Cooperation Ireland supported a Government - commissioned study to analyse the extent and root causes of conflict between pastoralist and farming communities and to develop recommendations on how to address the problem. Issues around governance and lack of knowledge of rights under the Land Act of 1999 were explored and recommendations agreed on how to move forward. The report was widely distributed to Government and to donors supporting pastoralist issues and has informed NGO networks involved in land rights advocacy. In November, we also facilitated a workshop for NGOs involved in land rights and governance in order to share experiences, promote mutual learning and for participants to update each other on current initiatives in relation to the development of PRS II.

In Tanzania, Development Cooperation Ireland and other development partners hope to increase direct support to the government in order to achieve the priorities identified in the PRS. By helping civil society to engage in the process of developing PRS II, we are ensuring that the voices and everyday experiences of ordinary Tanzanians, particularly around land rights and governance, are embedded in the PRS, and that these help to shape Tanzania's development path in 2004 and beyond.



Easy access to safe drinking water for schoolchildren

UGANDA



BILATERAL AID TO UGANDA IN 2003:	€34.32 million
POPULATION:	24.7 million
2003 HDI:	147 (out of 175)

Programme Summary

2003 saw the beginning of a process of political transition in Uganda which is expected to culminate in multi-party Presidential and Parliamentary elections in 2006. The move to multi-party elections has been welcomed by Uganda's development partners. Unfortunately, the conflict in Northern Uganda intensified in the period, resulting in a humanitarian crisis with more than 1.5 million people displaced. Emergency assistance was provided by Ireland for displaced persons under the country programme for the first time in 2003. Outside its borders there were improvements in the process of building stability with the withdrawal by Uganda and other neighbouring countries of all their troops from the Democratic Republic of Congo in April 2003. With the intervention of the French-led multinational force, replaced by a large UN force (MONUC) in September 2003, and progress in the overall DRC peace process, prospects for stability in the region are improving.

During 2003 the Government of Uganda, together with the donor community, civil society and the private sector, embarked on revising its development framework, the Poverty Eradication Action Plan (PEAP), in order to ensure that it continues to address emerging challenges and priorities. While in overall terms, significant progress has been achieved in recent years in terms of poverty reduction, a rise in poverty among rural families has been causing concern, as has the stagnation of key social development indicators. Core priorities for action in the new PEAP are restoring security and dealing with the causes of conflict, restoring sustainable growth in the incomes of the poor, addressing quality and drop-out

issues in primary education and improving maternal and child mortality. 2003 was also the last year of Development Cooperation Ireland's Country Strategy Paper for 2000-2003. An independent evaluation of this strategy took place in September 2003, in preparation for the development of the CSP for 2004-2006. The evaluation endorsed the direction and scope of the programme and considered that the shift to sector and budget support "contributed to significant progress in Uganda towards the key Millennium Development Goals and helped to develop partnership approaches which are not without risk but which do have the potential to strengthen Uganda's institutions and to reinforce its poverty strategy".

The Development Cooperation Ireland Uganda programme continued to have a strong focus on social sector development, good governance and conflict resolution and rural development¹.

Economic Context.

During 2003 Uganda's economy has demonstrated continued stability, with good economic growth and low inflation. However, growth rates are not as high as in the past; the drop in world coffee prices over recent years has adversely affected the economy, with projected growth in 2003/04 of 5.6% of GDP compared to an average of 6.5% over the previous decade. The performance of the agricultural sector and the need for diversification in the economy will be crucial to further economic growth and poverty reduction. To this end, the Government is pursuing its Plan for Modernising Agriculture (PMA) which is expected to restructure the sector and produce positive results over the coming years. The Government is pursuing a robust policy to reduce its fiscal deficit, as high

¹ Mokoro Ltd. (2003) evaluation of the Uganda Country Strategy 2000-2003, for Development Cooperation Ireland. P.17

levels of public expenditure are seen to be crowding out private sector activity in the economy. An important objective is to increase domestic revenue generation, which is still low (12.1% of GDP) by sub-Saharan African standards.

Budget Support

The budget support provided by Development Cooperation Ireland, which is now channelled through the Poverty Action Fund (PAF)², is designed to enable the Government to work for rapid and sustainable economic growth, backed by pro-poor policies. Altogether, PAF support comprises around one third of the overall Irish country programme. Central to this is coordination with other budget support donors and the advanced level of consultation with the Ugandan Government on the framing of the annual budget, culminating in the Public Expenditure Review each May. The World Bank-led Poverty Reduction Support Credit – which supports Uganda's Poverty Eradication Action Plan - is the mechanism used for the assessment of performance, the setting of targets and performance indicators and dialogue with the Government.

Decentralisation

Following a review of its Area Based Programmes in 2002, Development Cooperation Ireland implemented a transition process, involving the phasing out of direct support to Kumi, Kibaale and Kiboga Districts and concentration on the initiatives countrywide of the Local Government Development Project (LGDP II). LGDP II – the beginnings of a comprehensive, coordinated approach to decentralisation involving a number of donors – is aimed at improving the delivery of basic services to engender economic growth and poverty reduction by improving Government institutional performance. Development Cooperation Ireland Uganda actively participated in the design of this programme. The Fiscal Decentralisation Strategy is also being supported by Ireland. Meanwhile, the Irish programme is maintaining its partnership with the three districts through support in the areas of capacity-building, civil society and private sector support, as well as HIV/AIDS mainstreaming.

Agriculture and Production

Ireland has continued to support the agricultural extension

component of the Plan for Modernising Agriculture - the National Agricultural Advisory Services (NAADS). The PEAP review has revealed the need to invest more resources in production (agriculture), which is a priority sector, if the majority of Ugandans are to escape poverty.

Governance and Justice

In 2003, the Irish engagement in the Governance and Justice Programme remained focussed on the Justice, Law and Order Sector (JLOS), including juvenile justice; human rights; anti-corruption; conflict resolution; support to Parliament; democratisation; and humanitarian assistance. Significant progress was registered in regard to the policy, legal and institutional reforms in these areas. Limited human and financial resources still remain a challenge to the reform implementation programme across these sectors.

Ireland and other donors played an active role in advancing reform programmes with JLOS, the Uganda Human Rights Commission, the Amnesty Commission, the Directorate of Ethics and Integrity, the Inspectorate of Government, NGOs and others. Entrenching good governance and its basic tenets of transparency, accountability, justice, participation, openness and legitimacy across all sectors will be a strong feature of the Development Cooperation Ireland Uganda programme during the next Country Strategy phase (2004-2006).

HIV/AIDS

Despite declining trends in HIV infection, HIV-related illness continued to be the leading cause of mortality in adults 15-49 years old, peaking around 28-34 years. Of the estimated 1 million people living with the disease, 200,000 are in need of anti-retroviral therapy, while the rate of new infections is approximately five people per minute. The current focus for Uganda, therefore, is to balance prevention strategies with treatment efforts for people living with HIV/AIDS.

In 2003 the Irish programme supported the scaling-up of the multi-sectoral response to HIV/AIDS at both national and district level. Support was channelled through central Government for strengthening national coordination and facilitating mainstreaming of HIV/AIDS into the education sector. Three district HIV/AIDS programmes were evaluated, with the aim of informing the next phase of

² The Poverty Action Fund was first established as a means of ensuring that funds freed up by debt rescheduling were used to support sectors like health and education. In its evolved form the Fund, comprising Ugandan and donor funding and still focused on the social sector, is ring-fenced and protected against budgetary fluctuations.



Minister of State Tom Kitt TD visiting Ntoroko refugee camp, northern Uganda Courtesy Frank Sheridan

district support, while civil society organisations were facilitated to expand their service delivery coverage.

Health

Development Cooperation Ireland's support for Uganda's health sector constituted 17% of the 2003 budget. Of this, 85% was earmarked for support for primary health care, while 15% was used to support the implementation of the primary health care training programme implemented by the African Medical and Research Foundation (AMREF) in cooperation with the Ministry of Health. High maternal and infant mortality rates remain a major cause of concern in Uganda.

Country Focus: Education

Support for education is a major component of the Irish programme in Uganda. Since 1997, support has been provided for the implementation of Universal Primary Education (UPE). UPE has led to enrolments in primary schools increasing from 2.9 million to 7.3 million in 2003. It has ensured access to education for poorer families and children with special needs. To keep pace with increasing numbers, the number of classrooms has been increased through the provision of a schools' facilities grant to districts. A grant is also provided to schools for basic learning materials while ongoing efforts are in place to

train untrained teachers and to support the continuous professional development of educators. Development Cooperation Ireland's sector support for education assists these programmes. 26% of the budget in 2003 went to the education sector.

Improving the quality of education

A key sector challenge is to improve the quality of education and to ensure that children complete primary schooling. The problem of drop-out and absenteeism among pupils, as well as teacher absenteeism, needs to be addressed. Development Cooperation Ireland continues to support the efforts of the Ministry of Education to improve quality. In 2003, technical assistance was provided for the reform of the teacher development strategy and for the development of a policy and strategy for incorporating ICT in education. At district level, research was carried out in Kumi, Kiboga and Kibaale districts to ascertain why children drop-out and what contributes to schools performing well. In the five districts of Rwenzori, Development Cooperation Ireland supported an action-research process where local head teachers, inspectors and tutors analysed the factors which contribute to school improvement. Reasons for drop-out are complex and relate to both the quality of education in schools and to socio-economic and cultural factors. The voices of children tell of the difficulties they face at home.



A gifted student preparing for his exams, hoping for a place at Primary Teacher Training College in Uganda. Courtesy Anne O'Keefe



Renovations at the Canon Apolo Core Primary Teachers College in Uganda which were completed in 2003

"our parents give us housework to do during the time of reading books and doing homework. They also say they don't have money to buy paraffin"

"There is much work at home e.g. carrying babies, fetching water, washing plates and clothes. Some parents who make alcohol force you to help in cooking it."

The research findings and the process itself, which helped to build capacity of local education personnel, is being used to assist the districts allocate resources more effectively to areas which contribute to improved teaching and learning. These include improving school management, focusing on reading and writing and improving school-community linkages. A process of curriculum reform at primary level also began in 2003 and this will be followed by reform of the teacher education curriculum. Ireland also completed the renovations of Canon Apolo Core Primary Teachers College in Rwenzori in 2003 and began preparations for an ICT in-teacher education pilot programme.

Access to secondary education

Access to secondary education is also important in determining whether children complete primary education. The first group of UPE children completed the

primary leaving examination in November 2003. In 2002 there were only sufficient places in post-primary schools to accommodate 50% of primary school leavers. The Ministry of Education, with assistance from Ireland and other donors, has been working on the expansion of post-primary education as part of the development of the Education Sector Strategic Plan 2 (ESSP2). In addition, Development Cooperation Ireland carried out a needs assessment of the status of post-primary education in Karamoja, a pastoralist region of north eastern Uganda and one of the most disadvantaged regions in terms of access to secondary education. Development Cooperation Ireland has held discussions with the Ministry of Education and district authorities in Karamoja on earmarked support for secondary education in this region.

The challenges for the future

The challenge for the Ministry of Education and its donor partners for the future will be to maintain the gains made since the introduction of UPE. Improving the quality of primary education, expanding post-primary education and developing a tertiary system that is affordable and responsive to Uganda's socio economic needs will require the collaborative efforts of all partners: the Ministry of Education, parents, donors, civil society and the private sector.



Young family in the HIV/AIDS stricken Copperbelt region of Zambia. Courtesy Frank Sheridan)

ZAMBIA

BILATERAL AID TO ZAMBIA IN 2003:	€14.65 million
POPULATION:	10.8 million
2003 HDI:	163 (out of 175)



Programme Summary

The economic situation was dominated by the Zambian Government's difficulties with the IMF on two significant issues. One concerned the populist line taken by the President on the issue of the privatisation of state companies, which is central to Zambia reaching certain macro-economic targets. The second came about as a result of a serious budget overrun incurred by the Government in its dealings on salary packages with the public service unions. This caused the putting on hold of the IMF's Poverty Reduction Growth Facility and the setting back of Zambia's prospect of reaching HIPC Completion Point in 2003. Otherwise, there were some positive economic indicators – copper prices improved; the harvest was good, and the growth rate of 5.1% exceeded the (albeit modest) target of 4.5%.

HIV/AIDS

HIV/AIDS is arguably the greatest threat to overcoming the chronic poverty experienced by 79% of Zambia's population. Development Cooperation Ireland's strategy has been to help support both the affected and infected at all levels from the household to the national level. In 2003 we supported Orphans and Vulnerable Children programmes in two of Zambia's nine Provinces. These interventions have touched the lives of an estimated 50,000 orphaned and deprived children. Support for Home Based Care initiatives has helped not just those with AIDS, but also their families who struggle to cope with their emotional and material needs. At a national level, Development Cooperation Ireland has supported the effective functioning of the National AIDS Council that is responsible for coordinating all HIV/AIDS related interventions in the country. Ireland has taken the lead in helping strengthen the NAC's coordination function in all nine Provinces. In all of these interventions there is a vital advocacy element, which continually confronts people

with the reality of HIV/AIDS infection and how people must destigmatise the epidemic, adopt a compassionate approach to those already infected, and behave in ways that will ultimately slow down the spread of a disease which threatens all aspects of Zambian life.

Good Governance

Like HIV/AIDS, good governance is a cross-cutting issue critical to sustainable development and one which, if not rigorously pursued, can threaten all efforts to enhance the quality of people's lives. Grounded in the overarching objective of citizens' participation, Development Cooperation Ireland's strategy of support for governance-related initiatives in 2003 focused on four levels. First we have continued to support the empowerment of civil society organisations to contribute to local and national debate on issues of common social interest. Secondly, we have proactively supported the Government of Zambia's new decentralisation policy which aims to devolve service delivery and development coordination to locally elected institutions. Thirdly, we have focused on reforming the operations of parliament and parliamentarians with the objective of making elected national representatives more accountable, responsive and challenging of government policies. Finally, we have supported the development of radical changes in economic governance, in particular the creation of local and national financial management mechanisms to help ensure transparency, minimise the potential for abuse of public resources, and contribute to focusing the national budgeting process on Zambia's Poverty Reduction Strategy.

Education

Development Cooperation Ireland support to the education sector in 2003 focused mainly on the Ministry of Education Strategic Plan 2003-2007. Support for the this Plan was pooled with that of other donors and was available for all sector activities nationwide, while a portion

was earmarked for piloting the decentralization process in Northern Province, aimed at improving education service delivery at district and, subsequently, at school level. In line with its commitment to facilitate civil society engagement in the sector, Development Cooperation Ireland provided funding for civil society initiatives.

The Plan was introduced in 2003 with the objective of *"increasing skills for poverty reduction, employment and economic growth with the purpose of providing equitable access to relevant quality education and training that incorporates HIV/AIDS interventions"* across all three sub-sectors (basic, high and tertiary). As a result of the pooled funding mechanism, all basic schools were able to receive funding each term for school administration intended to enhance education delivery. In addition, the supply of teaching and learning materials was greatly improved and teachers were able to participate in school-based skills improvement activities. Overall, 2003 saw an increase in enrolment at basic and high school levels.

Development Cooperation Ireland is a key partner in the education sector in Zambia. We participate in all important management fora and use these to engage in monitoring and to contribute to programme decision-making. The earmarked support to Northern Province enabled us to monitor the implementation of the Plan firsthand and to use the feedback for informed decision-making and dialogue with the Ministry of Education.

Health

Half of the €2,966,056 invested in the health sector in 2003 was expended on the health Sector-Wide Approach (SWAp), which is focused on the development of district health systems. The year saw the expansion of the SWAp to include all hospitals. Development Cooperation Ireland played a pivotal role in facilitating this process by supporting the inaugural national workshops and the capacity assessment missions of all hospitals.

Concurrently, we continued to strengthen institutional capacity at the central level.

Building on our past successful interventions in reproductive health, we embarked in 2003, in partnership with the Ministry of Health, on a project to expand a midwifery school in the Northern Province in order to contribute to raising the level of skilled attendance at birth (a key strategy for reducing maternal mortality).

Our support for the improvement of medical laboratory services and in particular, the associated human resources development, has continued. The extension of the Ndola College of Biomedical Sciences was completed and handed over to the Zambian government in October 2003¹.

Water and Sanitation

With only 49.1% of the Zambian population having access to safe water and only 14.9% having access to proper toilet facilities, coverage of water and sanitation services still remains very low. Given the importance of adequate water and sanitation coverage to human development, the Government of Zambia recognises the need to improve sector performance in order to raise its social and economic standing. The Government, with the support of Development Cooperation Ireland and other partners, began a process of improving the coordination of national level activities under the sector with a view to facilitate greater support and coordinated funding to lower levels of government and the communities.

In Northern Province Development Cooperation Ireland supported the Government's provincial and district structures to facilitate the provision of safe water and sanitation to rural areas. During the year, approximately 100,000 people benefited from 348 water points which were constructed. 117 new Ventilated Improved Pit-latrines were constructed at health centres and schools. We also facilitated the commercialization of the urban water and sanitation service provision, as one of the ways of increasing access to safe water and sanitation to urban poor.

Country Focus: Northern Province – Development Cooperation Ireland's "Feet on the Ground".

Imagine an area nearly two and a half times the size of Ireland. Imagine an area where 81% of the people live in extreme poverty, where 180 out of every 1,000 children die before their 5th birthday, and where, if you are one of the luckier ones, you can expect to live to the ripe old age of 45 years. This is Northern Province in Zambia. This is where Development Cooperation Ireland has committed itself to helping communities rise above grinding poverty.

The poverty experienced by most people in Northern Province is compounded by the AIDS pandemic, which has severely depleted the most productive, age groups. Women and children are the most severely affected. There is a vicious circle of poverty, only slowly being broken, whereby AIDS-related deaths and chronic illnesses serve to increase the vulnerability of the poorest to the disease. Development Cooperation Ireland's approach to development support thus remains focused on poverty reduction strategies which are designed in partnership with local institutions and which take due cognisance of the remoteness of most communities, of often impassable roads and of the difficulty of attracting skilled service providers such as teachers and health workers. Accordingly, partnerships have been forged with other development partners such as the Netherlands Development Association (SNV) and the World Bank-supported Zambia Social Investment Fund (ZAMSIF).

The vision underlying our support is "to ensure that the benefits to the communities are built upon by the government, civil society and the private sector". In keeping with this vision, the year 2003 marked the consolidation of partnerships with communities and local authorities that address issues of health, education, water and sanitation, HIV/AIDS, and good governance. In addition, Development Cooperation Ireland initiated a study on "Improving livelihoods of HIV/AIDS-affected households in Northern Province". This study will provide a basis for developing new strategies that will influence pro-poor development and strengthen the asset base of HIV/AIDS vulnerable households.

Encouraging developments in 2003 were increased ownership by both communities and local authorities, improved planning capacity, and increased attention to the quality of governance. Tangible results include: the provision of 348 water facilities; the provision of radio communications to 12 District Education Boards and 10 rural health centres; referral time for pregnant mothers from remote rural health centres shortened from three days to four hours (and in the case of nearby health centres, from one and half hours to thirty minutes); and supplementary food support provided to 100 households and 500 orphans and vulnerable children.

An important lesson learned from the support we are providing in Northern Province is that development will not be achieved by one strategy alone but by simultaneous cross-sectoral approaches in areas such as HIV/AIDS impact mitigation and prevention. Citizen participation in development management through participatory approaches to planning and broad stakeholder consultation, which enhance community ownership of processes and systems, is also critically important. In addition, a constant dialogue must be maintained with other development partners so as to harmonise approaches, avoid duplication and ensure that the needs of communities always remain the primary and central focus of our efforts. In many respects, Development Cooperation Ireland's support to Northern Province is the most significant face of Ireland's support to the people of Zambia.



A market trader in Timor-Leste. Courtesy Seán Hoy

TIMOR-LESTE



BILATERAL AID TO TIMOR-LESTE IN 2003: €2.94 million
POPULATION: 0.74 million
2003 HDI: 158 (out of 175)

Programme Summary

2003 was the first full year of independence for Timor-Leste. Maintaining security and stability remained a priority issue for the Timor-Leste Government at the start of the year, in the context of the downsizing of the UN peace keeping mission (UNMISET) and the handing over of policing responsibilities to the national police force.

The focus subsequently moved to issues of accountability, transparency and good governance. The Government hosted a number of workshops on the justice system, the police and an international conference on transparency and accountability. In addition, fiscal concerns arose about a delay in the coming on stream of oil and gas production revenues. The Government took steps to reduce spending in their mid-year budget up-date but appealed to the donor community for continuing support to the budget in the medium term.

Discussions commenced with Australia on a timetable for negotiations on their common maritime boundary. An equitable outcome on the issue of oil and gas revenues will be vital for Timor-Leste's capacity to finance its long-term development.

Relations between Ireland and Timor-Leste were strengthened during the year with an official visit by President Xanana Gusmão to Dublin as part of a short European tour. He had meetings with the Taoiseach, the Tanaiste, the Minister of State for Development Cooperation and Human Rights, the Minister of State for Defence and with solidarity groups and NGOs with connections to Timor-Leste.

In March 2003, the Minister of State for Development Cooperation and Human Rights, Mr Tom Kitt TD, designated Timor-Leste as Ireland's seventh programme country and first programme country in Asia. This coincided with the approval of Development Cooperation Ireland's three-year country strategy for Timor-Leste 2003-2005, which aims to support the Government of Timor-Leste and civil society in their efforts to maintain stability and reduce poverty through the delivery of services, institutional capacity-building and the strengthening of governance. The programme has five components:

- Transition Support Programme
- Capacity-building
- Local Government
- Gender equality
- Human Rights and Democratisation

Transition Support Programme

The Transition Support Programme allows donor funds to be channelled into the Timor-Leste national budget through a World Bank trust fund. It provides budgetary support for the implementation of Timor-Leste's National Development Plan, which has two main objectives:

- 1) To reduce poverty in all sectors and regions of the nation; and
- 2) To promote economic growth that is equitable and sustainable.

The TSP is agreed annually by the Government of Timor-Leste and financing partners. The programme activities are taken from the Government's annual action plan and reflect its highest priorities. The key priorities in 2003 were:

1. Governance including Local Government, Public Sector Management, Poverty Reduction Planning and Public Expenditure Management, Oversight Institutions; Law and Order; and Justice
2. Service Delivery focussing on Health and Education
3. Job Creation through Private Sector Development, Agriculture and Public Works

The Transition Support Programme is also an important channel for dialogue between donor partners and the Government on issues such as governance, poverty reduction and quality service delivery. Ireland contributed €1,500,000 to TSP I in 2003.

Capacity-Building

Following independence in 2002, Timorese nationals took over most of the administrative functions of Government from the previous UN administration. However, they often lacked the necessary skills or experience for their new roles and continued capacity-building support remained essential in most areas of public administration. This was provided in two ways, through the UNMISSET civilian support programme and through a UNDP Development Posts programme which placed international advisers in government offices to support and train national staff. To date, Ireland has funded 22 advisory positions and in 2003 contributed €400,000 to the UNDP programme, financing advisors in the areas of Human Rights, Education, IT, Interpretation/Translation, Finance and Communications.

Ireland also explored other ways to build capacity within the public service, focussing on the area of translation and interpretation, which is of vital importance in a country with four operating languages. This resulted in a pilot programme to train translators and interpreters for the justice sector, which may in future be extended to other areas of government.

Ireland also provided an expert on Foreign Investment and Private Sector Development to advise the President's office on policy development in these areas and financed a stakeholders' consultative workshop on the draft foreign investment legislation.

In 2003 Development Cooperation Ireland contributed €404,000 for capacity-building activities.

Local Government and Development Programme

In general, government is highly centralised in Timor-Leste, with local administration having no autonomy and little resources. There is, however, a constitutional commitment to decentralisation and to elected local government which is accountable to the citizens.

At the request of the Timorese authorities, Ireland financed a study on the options for a local government structure as a first step to defining a local government policy. The study, which was completed in 2003, presents a number of options, with an analysis of how each could contribute to achieving the three policy objectives derived from the Constitution and National Development Plan:

- Greater state legitimacy, authority and political stability
- Increased opportunity for citizen voice and empowerment
- Improved delivery of basic services

It also included an analysis of the financial implications of different options. The study is under consideration by the Timorese authorities. The second phase of the project, which will include policy development, drafting of legislation and an implementation plan, should start in 2004.

Development Cooperation Ireland contributed €372,348 towards this programme in 2003.

Timor-Leste Direct Action Programme (ETDAP)

The ETDAP is a small grants facility providing grants up to US\$20,000 for community groups, NGOs and government agencies to carry out small, mainly community-based, projects in four districts (Oecussi, Covalima, Ainaro and Viqueque), as well as some national initiatives. The most common projects involve rehabilitating classrooms or constructing semi-permanent classrooms for primary schools. Other projects include health posts, water supplies, sanitation, bridges and community halls. A number of training initiatives were funded for community development officers in the sub-districts. At national level, Development Cooperation Ireland financed a HIV/AIDS peer educators programme, as well as a HIV/AIDS awareness programme during World AIDS day.

In total, thirty-two projects were funded under the programme, which helps in building the confidence and



Agriculture and food production continue to be the mainstay of Timor-Leste's economy. Courtesy Seán Hoy

capacity of local community groups and NGOs and empowering communities to address their own development priorities. It also gives the Development Cooperation Office a means of monitoring government development programmes and an insight into the concerns of local people and groups.

Development Cooperation Ireland spent €137,738 on small grant projects in 2003.

Promotion of Democracy and Human Rights

Development Cooperation Ireland has supported the work of the Commission for Reception, Truth and Reconciliation since 2001. In 2003 an initial unearmarked grant of €150,000 was provided to support the operation of the Commission. A second grant of €85,000 was provided in December 2003.

Promotion of Gender Equality

Timor-Leste has made significant gains since 1999 in moving towards gender equality, as provided for in the Constitution and the National Development Plan. However, many Timorese do not yet fully appreciate women's rights nor the need to embrace gender equality -

and women continue to be discriminated against, especially in regard to the ownership of assets, access to social and economic services and participation in decision-making.

Development Cooperation Ireland has taken a lead role in promoting and advocating gender equality in Timor-Leste by supporting the Office for the Promotion of Equality, based in the Office of the Prime Minister, in its efforts to mainstream gender in government programmes, promote gender equality and empower women. This includes providing a full-time Policy Advisor for the Office. Support was also provided to civil society bodies active in this area including REDE Feto, the network of women's organisations and Moris Rasik, a microfinance institution providing loans to poor rural women.

However, despite the strong political commitment to gender equality, the capacity at sectoral levels to mainstream gender is weak and continuing efforts and support will be required in the long term, to ensure that the intentions of the Constitution and National Development Plan are upheld.

Development Cooperation Ireland contributed €154,612 to the gender programme in 2003.

Emergency Food Relief

In addition to the country programme, we contributed €150,000 towards a WFP appeal for emergency food support for certain areas of Timor-Leste where crops had failed, due to a combination of drought and floods.

Country Focus: Commission for Reception, Truth and Reconciliation

The people of Timor-Leste have suffered a long history of violence and human rights abuses from the brief civil war in 1974, through 24 years of Indonesian occupation and culminating in the violence following the UN-sponsored ballot on independence in September 1999.

Reconciliation is seen as fundamental to the future of Timor-Leste. A Commission for Reception, Truth and Reconciliation in Timor-Leste was established in July 2001 to address the legacy of past divisions, conflict and human rights violations, with the delivery of justice as a key component.

The objectives of the Commission are:

- To document human rights violations in Timor-Leste by all sides from April 1974 to October 1999 in the context of the struggle for Timor-Leste's independence.
- To produce a national historical record of past violations, composed of the statements of victims and perpetrators, testimonies made during public hearings, focused research and submissions from outside sources.
- To facilitate community reconciliation processes and re-integration (reception) at the community level between perpetrators of lesser crimes, victims and their communities and to support those survivors/victims that participate in the Commission's processes.
- To produce a final report containing its findings and concrete recommendations to the Government and the public to prevent the recurrence of human rights violations, to address the needs of victims, and to promote a culture of peace and respect for human rights.

The Commission's work has five components: truth seeking; community reconciliation; reception and victim support; West Timor outreach; and public communication and outreach.

Truth Seeking

The Truth Seeking documents human rights violations in Timor-Leste by all sides during 1974-1999 through systematic statement-taking in each district, focused research, public hearings, and submissions of documents and information from outside sources. The Commission expects to exceed its planned target of 8,700 statements. Following perusal and codification of the statements by a team of statement readers, the information is entered on a database.

The statements are being analysed under 10 major human rights themes:

- Famine and forced displacement
- Structure, policies and practices of the Indonesian military and police
- Structure, policies and practices of FRETILIN¹ and FALINTIL²
- Political imprisonment, torture and forced disappearances
- Massacres
- Death toll
- Children and youth
- Women and conflict, both as victims and activists
- Political party conflict and civil war
- The role of international actors on self-determination

Research involves drawing on statements taken in the field, relevant literature and archival material, and seeking interviews and submissions from experts, witnesses, key actors and relevant organizations. The Commission is collaborating with FOKUPERS, a Timorese women's organization, in conducting research on women and conflict. The Commission has engaged the services of ELSAM, a Jakarta-based non-governmental organization to conduct research on Indonesian policies in Timor-Leste. The Commission has also developed a partnership with a coalition of non-governmental organizations in West Timor

1 FRETILIN, the Revolutionary Front for an Independent Timor-Leste, is the leading political party and forms the Government.

2 FALINTIL, Armed Forces for an Independent Timor-Leste, was the pro-independence guerrilla movement

to disseminate information about the Commission's work in West Timor and to undertake statement-taking amongst East Timorese still in West Timor.

Under its Truth Seeking mandate, the Commission also convenes public hearings nationally and internationally. These hearings aim to deepen the understanding of both the Commission and the community regarding key areas or instances of human rights violations and to increase community recognition of certain phenomena and events and in this way to contribute to community healing.

Community Reconciliation

The Commission facilitates community reconciliation processes for less serious crimes and other harmful acts to the community. The perpetrator must come forward voluntarily and admit his or her wrongdoing in a statement. This statement is sent to the Office of the Prosecutor General for confirmation that it is appropriate for a community reconciliation process. With this approval, a hearing is organized by the Commission staff in the community. At the hearing the perpetrator, victim and community members all speak before a panel of respected community leaders, headed by a Regional Commissioner who facilitates a resolution of the offences committed.

Reception and Victim Support Division

Under its Reception and Victim Support mandate, the Commission's role is to listen to survivors/victims, recognize and respect their experiences, and contribute to the healing process through:

- public meetings in the communities as part of the sensitisation process about the Commission;
- supporting the survivors/victims of human rights violations as these persons participate in the Commission's processes (e.g. giving statements, testifying at public hearings, being a part of community reconciliation processes);
- facilitating group discussions on the impact of human rights violations upon the communities, or what is called "community mappings"; assisting survivors by referral to appropriate agencies; and
- identifying recommendations for the Final Report that relate to support for victims of human rights violations.

West Timor Outreach

This involves seeking to increase awareness and understanding of the Commission's mandate among refugees and key leaders in Indonesian West Timor, including how the Commission can assist in reintegrating those who have harmed their communities. The Commission is working in partnership with eighteen members of West Timorese non-governmental organizations. These NGOs are conducting information dissemination activities in four districts of West Timor. The programme is being undertaken with the cooperation of both the Government of Timor-Leste and the Government of Indonesia.

Public Information and Community Outreach

Building awareness of the Commission's work is being done through a public education and media campaign. The Commission's radio program, "Dalan ba Dame" ("The Road to Peace") broadcasts weekly on Radio Timor-Leste (RTL) and discussions are taking place to have it broadcast on community radio in the districts. TV Timor-Leste (TVTL) provided coverage of a number of community reconciliation hearings and also covered three national public hearings. The Commission's staff has produced T-shirts, stickers, posters, banners and brochures about its core activities and these materials are used in the sensitisation process in the sub-districts. The staff also organise regular press conferences with the National Commissioners and the media and distribute press releases about the Commission's various activities.

DCI Support for the Commission

Development Cooperation Ireland has been supportive of the work of the Commission from its very beginnings. We provided a small grant of US\$1,200 to the Commission to carry out a building assessment report on Comarca Prison which was then rehabilitated to become the Commission's offices. This was followed by an unearmarked grant of €150,000 allocated to the Commission in 2002 to mark Independence Day. In 2003 we contributed a further €190,000 to the Commission. In addition, Development Cooperation Ireland has been represented at many of the public hearings and other events staged by the Commission and many visitors from Ireland have visited the Commission's offices.

