

Operational Plan 2011-2015

DFID Africa Directorate

Updated May 2012

This plan will be refreshed annually

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Introduction

The UK Government is determined to help reduce the inequalities of opportunity we see around the world today. We believe that promoting global prosperity is both a moral duty and in the UK's national interest. Aid is only ever a means to an end, never an end in itself. It is wealth creation and sustainable growth that will help people to lift themselves out of poverty.

In May 2010, the International Development Secretary, Andrew Mitchell, commissioned the Bilateral Aid Review to take a comprehensive and ambitious look at the countries in which DFID works through our direct country and regional programmes. The review focussed on the best ways for the UK to tackle extreme poverty, ensuring that we make the greatest impact with every pound we spend. In parallel, through the Multilateral Aid Review, DFID assessed how effective the international organisations we fund are at tackling poverty.

On the 1st March 2011, the key outcomes of the reviews were announced, including the results that UK aid will deliver for the world's poorest people over the next four years. The Bilateral Aid Review has refocused the aid programme in fewer countries so that we can target our support where it will make the biggest difference and where the need is greatest. The Multilateral Aid Review findings enable us to put more money behind effective international organisations which are critical to delivering the UK's development priorities. In addition the independent Humanitarian Emergency Response Review looked at how the UK can build on its strengths in responding impartially to humanitarian needs and help ensure future disaster responses can be better prepared and coordinated.

DFID is committed to being a global leader on transparency. In the current financial climate, we have a particular duty to show that we are achieving value for every pound of UK taxpayers' money that we spend on development. Results, transparency and accountability are our watchwords and guide everything we do. DFID regards transparency as fundamental to improving its accountability to UK citizens and to improving accountability to citizens in the countries in which it works. Transparency will also help us achieve more value for money in the programmes we deliver and will improve the effectiveness of aid in reducing poverty.

The UK Aid Transparency Guarantee commits DFID to making our aid fully transparent to citizens in both the UK and developing countries. As part of this commitment we are publishing Operational Plans for country programmes. The Operational Plans set out the vision, priorities and results that will be delivered in each of our country programmes.

We will concentrate our efforts on supporting achievement of the Millennium Development Goals, creating wealth in poor countries, strengthening their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.

1) Context

Africa Division is headed by two Directors and has 20 Operational Units including 18 overseas offices which between them will deliver key elements of DFID's Business Plan and Structural Reform Priorities. Africa Directorate (AD) is located across DFID's two headquarter sites in the UK and provides **a key interface between Africa Division and the rest of DFID, other UK Government Departments and other development partners.**

The next four years will mark a period of significant change in the way Africa Division and the rest of DFID work. Globally, and in Africa, **DFID will provide more aid but in fewer countries.** 18 out of 28 of DFID's major bilateral programmes will be in Africa. Over the plan period exit and graduation plans will be supported for five programmes. The UK Government's annual spending on development in Africa is set to grow by about 30% from 2011/12 to 2014/15. The proportion delivered as General Budget Support may well fall and some of the largest DFID programmes (including Nigeria and the Democratic Republic of Congo (DRC)) will be delivered entirely outside the government systems of those countries. AD will support country offices with the challenges which will arise from the design, procurement and management of large and complex new programmes.

This increase in aid is against a backdrop of **complex political contexts** in all of the countries where we work, many of which are fragile and conflict affected. For example a new nation has come into being in South Sudan; Somalia will continue to pose challenges; the political settlement in Zimbabwe continues to be unstable; and many countries will hold elections during the period. Close collaborative working with other UK Government Departments will be needed. Non-traditional donors will become more active in Africa while relationships with longer-established donors and multilateral organisations will remain important.

We will need to ensure that our aid **delivers results and provides good value for money (VfM).** Africa Directorate will need to have a clear picture of the VfM, results and challenges across the whole portfolio and be able to articulate these clearly for Directors and Ministers. We will need to support the rest of the Division in embedding more strongly a culture of evaluation and use of high quality evidence across the Africa portfolio, and in pursuing an active anti-corruption agenda.

Transparency and accountability are key to the Coalition Government's approach, and will help to build public engagement and confidence in UK development assistance, as well as to promote better aid internationally. Increased transparency also brings additional transaction costs and sensitivities which Africa Directorate are helping to manage across Africa Division.

There are likely to be significant **changes in DFID's corporate systems** during this four-year period which will have an impact on the whole of Africa Division. Fewer resources will be devoted to corporate functions in central teams in DFID which may mean Africa Directorate's support to country offices will become more critical.

At the start of 2011 DFID introduced a major **new programme management tool** in the form of the Business Case. Africa Directorate will need to work closely with other parts of DFID, including Africa Regional Department, to continue to provide support and guidance to Country Offices as they use the Business Case.

The Directorate will also have a lead responsibility to drive forward issues for girls and women, in particular on issues related to wealth creation, education, pregnancy, and violence against girls and women.

2) Vision

Overview

Africa Directorate (AD) will support UK Government Ministers, DFID staff and other UK Government Departments to deliver and communicate the results set out in DFID's Structural Reform Plan (SRP), the March 2011 publication 'UK Aid: Changing Lives, Delivering Results' and relevant Operational Plans. Together with Africa Regional Department, AD will form a cohesive 'Africa UK' team. Our aim is to be recognised within DFID as being an instrumental part of successful efforts to deliver results, VfM, greater transparency and more rigorous evaluation. We will strive to be an efficient and well managed Department, which performs strongly against cross-government benchmarks and legislative requirements and where people enjoy their work.

AD will continue to represent DFID within Whitehall on cross-cutting issues such as security in West Africa/Sahel, and on focus countries such as Somalia, Sudan, Nigeria and Zimbabwe. Intensive engagement across Whitehall will be vital for ensuring DFID's policy objectives are reflected in Whitehall, for achieving DFID's objectives and ensuring that other government departments understand the contribution that DFID makes and the support we require to deliver the government's aid objectives under the SRP. AD will link with Africa actors in the UK e.g. Parliament, academics, the African diaspora in the UK and increase engagement with selected bilateral and multilateral donors.

The Directorate will have a key role in establishing and bedding down systems so that Directors can provide guidance and quality assurance in implementing DFID's interlinked agendas for transparency, Value for Money (VfM) and results. We want to have developed, agreed and communicated a clear vision and narrative setting out how DFID will support Africa in generating wealth, reducing poverty and achieving the Millennium Development Goals (MDGs) between now and 2015. We want to strengthen public understanding and support for our work, and increase engagement in what we do and confidence that UK Aid in Africa is well spent. To do this we will focus on improving the accuracy and clarity of Country Office Results Frameworks and the quality and quantity of evaluations of DFID programmes in Africa.

One of Africa Directorate's key functions is to provide an interface between our country offices and the rest of DFID. We will deliver quality and timely advice to senior officials and Ministers to help deliver results on the ground in the most efficient and cost-effective way. We will work to ensure that the introduction of new DFID-wide management processes and procedures is done in a timely and proportionate way that takes into account existing demands on country office time. AD will promote improved VfM and better financial management across the Division.

Alignment to DFID and wider UK Government priorities

Working with colleagues in other UK Government Departments, the UK public and international partners, Africa Directorate will help to deliver the results and objectives set out in DFID's Business Plan, other relevant UK Government strategy documents and the Operational Plans of other parts of Africa Division.

What we will stop doing

We will no longer act as co-chair for the MDG Partnership of the Joint Africa EU Strategy and be much less involved in that work. We will wind down our small bilateral programmes in Niger, Cameroon and Gambia during 2011/12 as part of a responsible exit from those countries.

4) Headline Results

Pillar/ Strategic Priority	Indicator	Baseline	Expected Results (including year)
Improve public understanding of UK aid to Africa	A clear pan-Africa narrative based on robust evidence and used to promote and explain UK results and aid in Africa including long term graduation plans.	n/a	Initial narrative published 2012. Narrative used as basis for dialogue with Africa experts (to 2015).
Deliver results and make best use of evidence	Sound evaluation strategies, results and monitoring systems in place for all African Operational Units.		Evaluation strategies for all operation units in place (Dec 2012). Up to date results frameworks for all Africa programmes including gender disaggregation (ongoing). New Business Cases make use of best available evidence (2015).
Build capability for delivery	All operational units have the necessary skills for programme and project implementation including procurement, managing risk and tackling corruption.	n/a	New procurement and anticorruption posts filled (2012/13). Anticorruption strategies for all operational units (Jan 2013). AD judge financial skills as good across all operational units (2015).
Work effectively with other donors and the international system to reduce poverty in Africa	Deepening partnership with China for Africa's development. G8 and G20 processes positively support development in Africa. Working with others on climate change.	n/a	UK/China dialogues on Africa and development (annual). Joint projects with China (2015). Successful G8 summit in 2013 with concrete outcomes for Africa. Completion of climate SPRs (2012)
Ensure value for money	We are able to demonstrate that we are getting good value for money across our Africa programmes.		Average portfolio quality score maintained at minimum of 100. Africa VfM strategy in place (Sept 2012). Appraisal case judged as good or excellent in 80% of business cases (2015).
Meet corporate requirements/targets	Africa Divisions' performance against corporate indicators.	QMR 3 10/11	Improvement or no slippage in majority of Africa Division's indicators in QMR.

3) Results (continued)

Evidence supporting results

Africa Directorate's Headline Results are ambitious but realistic and achievable. They are supported by:

- (1) Government commitments on DFID spending and priorities set out in the Coalition's 'Programme for Government', DFID's Structural Reform Plan and its Spending Review 2010 settlement
- 2) The priority issues identified by DFID's Management Board and set out in internal management documents such as the Quarterly Management Report.

VfM rationale

Africa Directorate's Results provide Value for Money in the following ways:

- Helping to spend 0.7% of Gross National Income (GNI) as official development assistance represents both a moral duty *and* an investment in Britain's national interest. It is "good for our economy, our safety, our health and our future" (Secretary of State, Structural Reform Plan Vision).
- Investing in Value for Money and Results will provide the evidence base for what works well and what doesn't. This will enable DFID to improve the impact of its spending, and facilitate better spending by partners including governments and donors – further widening the impact of this work.
- Focusing on transparency and enabling citizens to participate in development will increase engagement and public scrutiny of development spending. This will reduce instances of waste, help improve donor systems, empower both taxpayers and aid recipients and build DFID's resilience to future challenges.
- Helping to provide core corporate services to the country offices in Africa underpins DFID's ability to deliver all of its core objectives, from achieving the MDGs, to boosting wealth creation, reducing conflict and tackling climate change.
- Liaison with Ministers and corporate policy teams, representing DFID in Whitehall policy discussions and carrying out other back office functions in London, frees up time in Country Offices to focus on delivering DFID's core business.

4) Delivery and Resources

Planned Programme Spend

Pillar/Strategic priority	2010/11		2011/12		2012/13		2013/14		2014/15		TOTAL (2011-15)	
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000
Wealth Creation			50								50	0
Climate Change											0	0
Governance and Security	1,735		425								425	0
Education	2,617		125								125	0
Reproductive, Maternal and Newborn Health											0	0
Malaria											0	0
HIV/Aids											0	0
Other Health											0	0
Water and Sanitation											0	0
Poverty, Hunger and Vulnerability											0	0
Humanitarian											0	0
Other MDG's											0	0
Global Partnerships	18				600						600	0
TOTAL	4,370	0	600	0	600	0	0	0	0	0	1,200	0

4) Delivery and Resources (continued)

	2010/11	2011/12	2012/13	2013/14	2014/15	Total (2011-15)
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	-	334	444	422	422	1,622
Frontline staff costs - Non Pay	-	46	285	20	20	371
Administrative Costs - Pay	1,498	1,320	1,348	1,205	1,183	5,056
Administrative Costs - Non Pay	403	368	240	246	224	1,078
Total	1,901	2,068	2,317	1,893	1,849	8,127

Notes

Front line staff costs are funded by country offices in 2010-11; pay budget will be brought back within the Directorate from 2011-12 onwards.

4) Delivery and Resources (continued)

Planned Efficiency savings

Category	Details	Residual cost in the SR period £'000
Strategic Reprioritisation	Closure of bilateral programmes in Niger, Cameroon and Gambia	3,370 in 11/12 with a further 600 after that
Further examples of Programme efficiency		NA

Administrative Cost Savings Initiative	2011/12		2012/13		2013/14		2014/15		Total	
	Non Pay £'000	Total £'000	Non Pay £'000	Total £'000	Non Pay £'000	Total £'000	Non Pay £'000	Total £'000	Non Pay £'000	Total
Reduction in Consultancy Payments	39	39	55	55	7	7		0	101	101
Reduction in Travel	12	12	18	18	20	20	18	18	68	68
Reduction in Training		0	7	7	15	15	4	4	26	26
Reduction in Estates and Property Costs		0		0		0		0	0	0
Reduction in costs as a result of Office Restructuring	34	34	0	0	42	42	23	23	99	99
Other Reductions	0	0		0		0		0	0	0
Total	85	85	80	80	84	84	45	45	294	294

6) Delivering Value for Money

Africa Directorate made significant savings in 2010/11 compared to 2009/10 (not filling vacancies; travelling economy class; reduced training) and the scope for further significant savings may be limited. Having said that we are determined to deliver VfM on our spend. And to achieve this, throughout the year we will focus on:

1. Ensuring the right level of staff costs are charged to Front Line Spend in line with DFID policy, particularly in the Statistics and Results team and the Director's Offices.
2. Continuing to scrutinise and reduce travel and ensure business class travel is kept to a minimum and in accordance with DFID rules.
3. Ensuring travel expenses claims are in line with DFID policy.
4. Reducing the use of consultants through more rigorous business case process and challenge; building some capabilities in-house
5. Adopting a more bespoke, group-based approach to training, reducing the unit and marginal costs
6. Maximise synergies with Africa Regional Division and share corporate posts where possible
7. Helping to push up standards, quality and cost-effective delivery across Africa Division, by analysing the work of different Operational Units and facilitating lesson learning and the sharing of best practice on issues such as forecasting and budgeting. We will harness Corporate and Divisional financial improvement strategies and tools to ensure we have the correct systems, procedures and practice in place to drive continued improvement in financial management.
8. Supporting country offices to write their VfM and evaluation plans, which will underpin work to deliver efficiencies.
9. Working more closely with other Regional Divisions to understand the differences in unit costs across all DFID offices to facilitate improved value for money across all programmes.

7) Monitoring and Evaluation

Monitoring and Evaluation

How?

- We will ensure that progress is tracked for each of the headline results. Data will be collected through a mixture of standard reporting (e.g Chapter) and special surveys as appropriate.
- We will monitor country results frameworks, portfolio quality, programme design and delivery of results, and evaluation messages/follow up, gather divisional unit cost information for VfM. We will use our professional networks, special requests and existing management information systems to collate this information.

Who?

- Cabinet and Statistics/Results teams will collate and analyse information, and where there are weaknesses in programme delivery push for greater monitoring, management and evaluation

When?

- This will be a continuous process throughout the year to inform Directors, the rest of DFID and the public as required

8) Transparency

We will work to ensure that Africa Division helps DFID meet its commitments set out in the UK Aid Transparency Guarantee (UKATG)

We will provide accurate and timely responses to Parliamentary Questions, Ministerial Correspondence and public enquiries to ensure maximum possible transparency to Parliament and to the public.

The Cabinet team in Africa Directorate will work to support all of Africa Division's Operational Units to ensure:

- They are aware of their responsibilities under the UKATG (for example reminding them during regular video-conferences or meetings).
- Where appropriate central DFID Departments are aware of constraints that may mean that publication of material should be excluded (for example due to security concerns)
- The exclusion criteria policy is accurately implemented with recommendations provided to Directors when exclusions are requested.
- Systems exist in country offices to ensure that information and data we plan to publish is fit for publication.

We will work with Communications Division to ensure that timely and accurate information on our programmes is available to the public in plain English in a range of low-cost formats.

We will look for opportunities (for example as our bilateral partners work is developed) to put the case for transparency to other donors, multilateral organisations, civil society and recipient governments.