AUSTRALIA-AFRICA PARTNERSHIPS FACILITY

FINAL DESIGN DOCUMENT

26 NOVEMBER 2009

TABLE OF CONTENTS

1 Executive Summary 4
2 Analysis and Strategic Context 10
2.1 Africa's regional development context 10
2.2 Australia's overarching aid program to Africa 11
2.3 Rationale for Australia-Africa Partnerships Facility 11
2.4 Aid Effectiveness 12
2.5 Lessons Learned 12
2.6 Consistency with Existing AusAID and other donor Programs 13
2.7 Engaging in Africa on mining and natural resources 13
3 Facility Description 16
3.1 Areas of Focus 16
3.2 Goal and Objectives 16
3.3 Outcome Measurement 17
3.4 Forms of Assistance Proposed 17
3.5 Estimated Program Budget and Timing 17
3.6 Flexibility 18
4 Implementation Arrangements 19
4.1 Principles 19
4.2 Governance, Management Arrangements and Structure 19
4.3 A model for the Facility 25
4.4 Managing Contractor Staffing 26
4.4.1 Key Positions 26
4.4.2 Facility Team 26
4.5 Planning 27
4.5.1 Facility Plan 27
4.5.2 Facility Guidelines 28
4.5.3 Annual Management Plan 28
4.6 Implementation cycle 28
4.6.1 Receiving proposals 28
4.6.2 Consideration of proposals 28
4.6.3 Conduct further scoping as relevant 28
4.6.4 Activity implementation 29
4.7 Performance and risks 31
4.7.1 Overall approach to Monitoring and Evaluation 31
4.7.2 Partner government involvement in Monitoring and Evaluation 31
4.7.3 Contractor performance 31
4.7.4 Program-level review mechanisms 31
4.8 Procurement Arrangements 31
4.8.1 Contracting Strategy 31
4.8.2 Sub-contracting for activities 32
4.8.3 Use of the Australian public sector 32
4.9 Sustainability Issues 32
4.10 Overarching policy issues 33
4.10.1 Gender 33
4.10.2 Disability 33
4.10.3 Anti-corruption 34
4.10.4 Environment 34
4.10.5 Child Protection 34

5 Annexes 35
5.1 Snapshot of Australian aid flows to Africa 35
5.2 Potential activity case studies 36
5.3 Proposed Positions Descriptions/Terms of Reference 38
5.4 Risk Matrix 43
5.5 Lessons learned from previous capacity building work undertaken in AusAID 49

1 Executive Summary

African development context

Africa is the world's poorest inhabited continent and the only region in the developing world where the proportion of the population living below the international poverty line is growing. Recent progress, albeit modest, provides some cause for optimism. African countries are increasingly taking ownership of and accountability for their development programmes, and there have been measurable improvements in both political and institutional governance.

The challenge is to build on this momentum and accelerate progress toward the MDGs. In order to do this, attention needs to be given to: policy and governance reform; strengthened local development capacity; improved capacity of African research institutions; maximising the benefits of trade; sustainable management of the resources sector; and appropriate responses to the global recession.

Australia's overarching aid program to Africa

Africa has historically been a small part (approximately 3 per cent) of Australia's Official Development Assistance (ODA). In the recent past, Australian development assistance has focused on Eastern and Southern African countries including: Kenya, Lesotho, Malawi, Mozambique, South Africa, Swaziland, Tanzania, Uganda and Zambia. Humanitarian assistance has been more widespread and has responded to countries and regions where there was demonstrated and significant need.
The Australian Government is committed to broadening and deepening engagement with Africa across a full spectrum of issues including enhanced trade and commercial investments, strengthened diplomatic links and increased development assistance.

Rationale for Australia-Africa Partnerships Facility

The Australia-Africa Partnerships Facility is part of the Australian Government's broader commitment to increase engagement across Africa. The Australian Government can respond to niche areas in order to overcome critical constraints identified by African governments for their countries. By responding to key development needs through targeted, short term investment, Australia can leverage its expertise in a range of areas in order to achieve development outcomes and build bilateral relationships.

Building on Australian knowledge and expertise, Australia has a strong interest in helping African countries develop their mining sector and encourage greater investment, including by identifying and addressing barriers to industry development and by providing targeted support. As such, mining and natural resource management is expected to be a key focus of the Australia-Africa Partnerships Facility.

Aid Effectiveness

AusAID recognises that Africa is a crowded donor environment and it is essential that our assistance will complement the work already underway. The Australia-Africa Partnerships Facility will support the Paris/Accra principles of Alignment, Harmonisation, Ownership, Mutual Accountability, and Managing for Results.

Lessons Learned

This design will incorporate lessons learned from other capacity building programs, including the need for:

1. Understanding context
2. Thorough scoping of activities
3. Personnel with interpersonal skills as well as technical skills
4. AusAID to maintain strategic involvement and not outsource everything
5. Senior management support among Australian agencies expected to provide personnel.

Consistency with Existing AusAID and other donor Programs

The importance of coordination and working with donors/multilateral partners is recognised in delivering the expanded African development assistance program. The partners of primary importance are partner governments themselves. Ownership and direction from the partner governments will be a focus of delivery particularly in relation to the provision of bilateral technical assistance.

The Facility also recognises the long established relationships of many other donors in Africa. The Facility will support the work of multilateral technical assistance programs in areas of mutual interest and where this is responding to a clear area of demand from partner governments.

The Facility will work closely with other parts of AusAID's broader Africa Program – in particular, it will need to coordinate closely with the new Africa Scholarships Program to ensure that support is complementary and building on each other wherever possible.

Facility Description and Objectives

This Design Document is a design of a 'mechanism' and 'processes' only – it is not a design of an actual program of activities. The program of activities will be agreed and designed on a demand-driven basis once the Facility commences.

The Facility will have a goal and two objectives as follows. This takes into account the critical importance of relationships to effective delivery of targeted assistance.

> **Goal:** Partnerships developed between Australia and African countries that contribute to achieving African countries' development priorities
>
> **Objective 1: Development Benefit:** Build effective partnerships that contribute to sustainable achievement of targeted development priorities in African countries
>
> **Objective 2: Relationship Benefit:** Build and promote effective working relationships with African countries

The Facility will provide targeted capacity building assistance across a range of areas but with an underlying focus on the following three major sectoral themes:

- Governance for mining and natural resources;
- Public policy (especially trade policy and negotiation, economic governance and public sector reform)
- Agriculture

Australia will also consider requests outside these areas, for example:

- Peace building and conflict prevention
- Private sector development
- Maternal and child health
- Water and sanitation

To maximise effectiveness, the Facility will work closely with other sectoral areas in the wider Africa program to: a) ensure consistency/complementarity with sector priorities; and b) avoid duplication.

Forms of Assistance Proposed

The Facility will respond to requests from African governments as well as take advantage of opportunities to leverage links between Australia and Africa. The Facility will seek to do so through a flexible suite of forms of aid including:

1. The placement of short-term Australian specialists and volunteers to work alongside and mentor African officials;
2. Partnerships and exchanges between Australian and African organisations, both government and non-government;
3. Short-term professional development programs including those delivered by international financial institutions (IFIs), public sector and private sector bodies;
4. Workshops and training;
5. Grant funding for capacity building activities implemented by other organisations;
6. Joint research.

Estimated Program Budget and Timing

The timing of the program is intended to match the timing of Australia's new Africa Framework – ie 2010-11 to 2015-2016. The current estimated funds available for the Facility are around $15 million a year. This will potentially increase as the Australian Government increases its engagement with Africa. These funds will need to cover the costs of activity delivery, management fees, evaluation costs and other administrative expenses.

Flexibility

Recognising that each country has unique development needs, flexibility is a key driver for the Facility. If a country considers that its highest development need is in an area outside the range of agreed sectoral themes, Australia will consider this on a case by case basis. It is also necessary to allow some flexibility in the timing of processes. The Facility will have a continual approach to learning, including learning about how to work effectively in each country's unique context, and this learning will be adopted as necessary by the Senior Reference Group with changes reflected in the rolling annual management plans.

Governance, Management Arrangements and Structure

The governance of the Facility will have the following key elements:

1) **a Senior Reference Group**, whose membership will include senior AusAID, Austrade, DFAT and DIAC officials, which will set strategic priorities for the Facility. This Group will have the same membership as the Senior Reference Group for the new Africa Scholarships Program.
2) **a Management Committee** to determine the proposals to be actioned - the committee will consult closely with Australian diplomatic missions accredited across Africa.
3) **a Managing Contractor** who will provide secretariat services to both the Senior Reference Group and the Management Committee, and manage the implementation of all approved activities.
4) **Heads of Mission** who will manage relationships with accredited countries.

Within the Australian Government, AusAID will take the lead on development issues and DFAT will take the lead on managing relationships with African countries. Austrade and DIAC will be a member of the Senior Reference Group with potential involvement of other Government organisations over time.

Partner governments in Africa will submit proposals in consultation with AusAID and the Department of Foreign Affairs and Trade (DFAT), working with the Managing Contractor on design and implementation and take a lead role in activity performance management and sustainability.

A Program Support Group (PSG) will be established as part of this Facility to provide technical and sectoral expertise to assist the development of quality activities under this Facility and more broadly.

Planning

There will be an overarching Facility Plan that sets out the strategic directions over the full duration of the Facility, which will be backed up by Annual Management Plans with more detailed operational information.

Responding to diverse countries' needs

Africa is a diverse continent, consisting of 53 countries with many different ethnic, social, political and economic contexts. African countries, based on their own challenges, will be expected to prioritise their requests for assistance to meet their developmental stage and context.

Activity cycle

The Facility will generally operate according to the sequence of events outlined below with specific roles and responsibilities around the following steps:

- Receiving proposals
- Considering and assessing proposals
- Conducting further scoping as relevant
- Activity implementation and measuring performance.

Activity implementation

A Managing Contractor will be responsible for all aspects of implementation according to the timetable and budget agreed by the Management Committee. This will include:

- recruitment and management of technical assistance personnel
- logistical support for technical assistance personnel working on the Facility
- sub-contracting of training providers
- logistical arrangements for African participants on exchanges
- development of agreements with IFIs, volunteer agencies, Australian government agencies (with AusAID involvement as necessary)
- administering grant funding to other organisations.

Measuring Facility performance

The key principles underpinning the measurement of the performance of the Facility are:

- Partner country ownership of performance
- Focus on activity level performance, not program-wide performance
- Acceptance that this is an inherently risky program, with resources spread thinly in countries where Australia has a limited track record and little or no physical presence.

Assuming approval is given for a six year program, a mid-term review of the Facility will be held at the 3-year mid point. In addition, AusAID will be able to commission external program-level assessments at other times.

Sustainability

Sustainability can be defined as “the continuation of benefits or outcomes of an activity after external support is removed”. Given the Facility’s focus on shorter term, small-scale activities, sustainability issues will be given particular attention. The Facility will have strategies to promote sustainability, including appropriate scoping, and “follow-up reports” which will be the responsibility of partner governments.

Australian Government policy and cross-cutting issues

The Facility will be proactive in relation to key overarching policy and cross-cutting priorities of gender, disability, anti-corruption, environment and child protection.

2 Analysis and Strategic Context

2.1 *Africa's regional development context*

Africa is the world's poorest inhabited continent and the only region in the developing world where the proportion of the population living below the international poverty line is growing. During the last two decades the number of Africans living in extreme poverty has doubled from 150 million to over 300 million, more than 40 per cent of the region's population. The HIV/AIDS epidemic is escalating, with the AIDS death toll expected to double over the next decade. Violent conflicts continue to affect over 50 per cent of Africans, predominantly through the devastating impact on economic, social and political stability.

Growth in sub-Saharan Africa (the focus of Australia's aid efforts to date) has been slower than in any other region in the world. Low growth in the past, characterised by low investment and productivity, has left a terrible legacy of poverty and hunger in the region. Africa is also vulnerable to harsh climatic patterns and natural disasters such as droughts, contributing to Africa's food security crisis. Rather than improving over the past five decades as in all other regions, poverty and hunger have deepened. In 2008, this situation was exacerbated by a severe spike in food and energy prices, which had a major impact on Africa's poor.

After steep declines between the mid-1970s and the late 1980s, average annual GDP growth in sub-Saharan Africa increased to 3.8 per cent since the mid 1990s, more than doubling the 1.8 per cent average growth rate recorded over the preceding ten years. However, the global recession that began in late 2008 has created significant challenges for African governments and donors. Although the global financial crisis did not hit Africa directly, its effects included scarce trade finance; lower private capital flows; declining remittance flows, commodities prices and foreign direct investment; decreasing tourist arrivals and earnings; and possible contractions in levels of aid. The International Monetary Fund predicts that real GDP growth will drop to below 2%. This has significant implications for Africa's capacity to meet most MDG targets.

Recent progress, albeit modest, provides some cause for optimism. African countries are increasingly taking ownership of and accountability for their development programmes, and there have been measurable improvements in both political and institutional governance. Between 2001 and 2006, agricultural value added grew at 3.6%, also well above the population growth rate. The number of armed conflicts fell to four from 15 in 2003. While there were setbacks, such as election-related violence in Kenya and Zimbabwe, democracy has advanced. The challenge is to build on this momentum and accelerate progress toward the MDGs. In order to do this, attention needs to be given to: policy and governance reform; strengthened local development capacity; improved capacity of African research institutions; maximising the benefits of trade; sustainable management of the resources sector; and appropriate responses to the global recession.

2.2 *Australia's overarching aid program to Africa*

Africa has historically been a small part (approximately 3 per cent) of Australia's Official Development Assistance (ODA). In the recent past, Australian development assistance has focused on Eastern and Southern African countries including: Kenya, Lesotho, Malawi, Mozambique, South Africa, Swaziland, Tanzania, Uganda and Zambia. Humanitarian assistance has been more widespread and has responded to countries and regions where there was demonstrated and significant need.

The Australian Government is committed to broadening and deepening engagement with Africa across a full spectrum of issues including enhanced trade and commercial investments, strengthened diplomatic links and increased development assistance.

Although Australia will remain a relatively small donor to the region, Australian aid to Africa is expected to increase significantly over coming years. Australia will support Africa's progress towards the Millennium Development Goals in three sectoral themes where Australia has a comparative advantage and has already invested; namely agriculture and food security, maternal and child health, and water and sanitation. Australia will also help build Africa's human resource capacity through a significantly expanded scholarships program and targeted technical assistance (through the Australia-Africa Partnerships Facility). These latter two programs will go beyond the three sectoral themes to include public policy (especially economic governance and public sector reform), natural resource management, trade, private sector development, and peace building and conflict prevention.

The expanded Africa program will align to the principles of donor harmonisation outlined in the Paris Declaration on Aid Effectiveness and the Accra Action Agenda, by delivering programs in partnerships with others. Scholarships and technical assistance will be provided across the continent, while sectoral programs may be targeted to particular regions. Humanitarian assistance will continue to be provided across the continent, but focused largely on the Horn of Africa, Southern Africa, Sudan and Zimbabwe.

2.3 *Rationale for Australia-Africa Partnerships Facility*

The Facility is a key component of the Australian Government's broader commitment to increase engagement across Africa. By responding to key development needs through targeted, short term investment, Australia can leverage its expertise in a range of areas in order to achieve development outcomes. A responsive and flexible mechanism is needed to efficiently and effectively support the provision of targeted technical assistance. Building effective and constructive relationships with African governments will be an equally important aspect of delivering assistance.

In addition to the Foreign Affairs and Trade portfolio agencies, Commonwealth public service agencies including Prime Minister and Cabinet, the Australian Federal Police, Attorney General's Department, Department of Agriculture, Forestry and Fisheries, Defence, Department of Environment, Water and Heritage, Department of Resources Energy and Tourism, and Treasury have all agreed to be part of enhancing Australia's engagement in Africa. In responding to requests in a range of technical areas, the Australia-Africa Partnerships Facility will draw on the collective expertise and experience of the Australian public service, as well as the private sector,

academia, and non-government sector. It will also provide a means to support other government departments' work in Africa where this is an agreed priority.

2.4 *Aid Effectiveness*

AusAID recognises that Africa is a crowded donor environment and it is essential that our assistance will complement the work already underway. The Facility will support the principles outlined in the Paris Declaration on Aid Effectiveness and the Accra Action Agenda by:

- Alignment: Working on priorities identified by each country; listening and responding to partner governments requests for assistance;
- Harmonisation: Checking with other donors about their work in the sector and seeking complementarity;
- Ownership: Working with partner governments in the development of terms of reference and other key documents such as evaluation reports; providing support for development of terms of reference and scoping where needed; including partner governments in selection processes for technical advisers;
- Mutual accountability: Holding AusAID accountable for the quality of the input; holding the partner government accountable for the impact of the input (unless there was an issue with the quality of the input);
- Results: measuring results in terms of both the quality of the short term input and the longer term impact.

2.5 *Lessons Learned*

A full analysis of lessons learned from other capacity building programs is at Annex 6.5. A summary of the key lessons learned and how this design is incorporating these lessons is provided briefly here.

1. Context matters for effective development – use a staggered approach for each activity separating scoping from delivery and include options for subsequent support. The staggered approach will separate the timing of:
    a. support provided to assist the partner government to appropriately scope and tailor the development assistance requested (in the area of identified need);
    b. delivery of the development assistance;
    c. follow-up support to maximise the sustainability and relationship building aspects of the assistance.
2. Scoping of activity proposals needs to be thorough – the desire to be responsive should not mean that poorly defined activities are entered into.
3. Interpersonal skills are at least as important as technical skills – ensure all recruitment exercises cover both technical and interpersonal skills.
4. AusAID needs to maintain substantial involvement in the program to maximise impact – keep strategic roles and outsource administrative work.
5. Senior management support is important for Australian public sector agencies to provide appropriate personnel and support – liaise regularly with key agencies to build their capacity to support the work of the Australian Government in Africa.
6. Addressing gender equality is vital for sustainability

2.6 *Consistency with Existing AusAID and other donor Programs*

The importance of coordination and working with donors/multilateral partners is recognised in delivering the expanded African development assistance program. The partners of primary importance are partner governments themselves. In designing the Facility, the approach will emphasise a need for ownership and direction from the partner governments particularly in relation to the provision of bilateral technical assistance.

The Facility also recognises the long established relationships of many other donors in Africa. The Facility will support the work of multilateral technical assistance in areas of mutual interest and where this is responding to a clear area of demand from partner governments. Trilateral cooperation will also be considered where African countries may be able to contribute to other African countries' development, or where Australia can partner with other effective donors. Australia will also partner with other donors where partner governments request input in this way. Support will also be considered when requested for African countries to share their technical expertise and provide support to their neighbors in terms of work placements and ongoing mentoring support.

The Facility will complement the expanded scholarship program to Africa. Australia's scholarships program is expanding from 109 scholarships and fellowships per year in the 2009 intake to 1,000 scholarships per year by the 2013 intake. Like the capacity building activities undertaken through the Facility, scholarships build human resource capacity in a range of areas including (but not limited to) the three sectoral themes of the Africa Framework. For example, a number of scholarships are being given in sectoral priorities of the program such mining governance. Scholarships will be a complementary tool that can be used to build government capacity at the individual level and also provide another means by which to respond to requests for assistance from African governments. However, support through the Facility will differ from scholarships by using a range of other capacity building mechanisms such as group training and workshops, technical advice to organisations in-country, support for specific outputs (eg legislative drafting, policy reviews), research activities, placement of volunteers, and twinning arrangements. The Facility and the scholarships program will need to coordinate closely to ensure that support is complementary and building on each other wherever possible.

2.7 *Engaging in Africa on mining and natural resources*

Building on Australian knowledge and expertise, Australia has a strong interest in helping African countries develop their mining sector and encourage greater investment, including by identifying and addressing barriers to industry development and by providing targeted support. Australia's experience in developing a sustainable mineral resources sector means that it is well placed to help African countries with resources potential to make informed choices about how to maintain a sector that is profitable, technologically appropriate and environmentally and socially responsible – the key requirements of a mineral resources sector that can be maintained over the longer term.

Australia has shown its commitment to good governance in mining and natural resources through support for the Extractive Industries Transparency Initiative (EITI).

The EITI is a coalition of governments, companies, civil society groups, investors and international organisations which supports improved governance in resource-rich countries through the verification and full publication of company payments and government revenues from oil, gas and mining.

It is broadly accepted – including by the International Monetary Fund and the World Bank – that countries can escape the "resource curse" through strengthening accountability mechanisms, and increasing transparency about policies and policy outcomes. Some financial support for organisations such as these in areas of mutual interest in the mining and natural resources sector of Africa will be considered as part of the Facility.

Australia will also engage bilaterally with African countries where there is a demonstrable commitment to principles for best practice development of sustainable mining and natural resources sectors. Any bilateral Australian engagement would need to be informed first by scoping to provide systematic information on the specific capacity gaps in individual countries which are limiting development of their sustainable mining sectors. Once these gaps are identified, and subject to the commitment of the country's government to address these gaps, the most effective regulatory regime – and the associated expertise and funding requirements – can be identified based on the circumstances of individual countries. It should be noted that the modest input that Australia is able to make will necessitate strong partner government ownership and commitment, including through the provision of counterpart resources. Where Australia provides technical assistance it will be targeted to building local capacity and skills and will not be a substitute for in-line local officials developing and maintaining an appropriate regulatory environment.

Australian capacity building assistance will focus on advice and training to counterparts on:

- identifying and developing effective institutional arrangements and legislative frameworks to facilitate government decision making and to deal with environmental, social and sovereign risks;
- achieving sound fiscal frameworks and public financial management systems to deal transparently with large revenue streams;
- attracting and sustaining investment through the management and availability of geoscience information relevant to evaluating known and potential mineral and natural resources;
- facilitating informed decision making on mining proposals and setting conditions on mining that take account of economic, social and environmental factors; and
- regulating mines effectively including health and safety.

Corruption issues will be taken seriously and will inform the nature of any capacity building support provided. In addition to drawing on general indices and reports on corruption (for example, those generated by Transparency International), corruption issues should be discussed with other donors who have a greater in-country engagement to assess whether corruption is being adequately addressed.

Gender and environmental analysis will be undertaken as part of all scoping studies and the results will inform any capacity building advice provided.

Australian industry has welcomed Australia's increased engagement in Africa and has expressed a strong desire to consult with the Australian Government on mining and natural resources in Africa. The Facility will explore ways to engage with Australian industry on these issues.

3 Facility Description

This Design Document is a design of a 'mechanism' and 'processes' only – it is not a design of an actual program of activities. The program of activities will be agreed and designed on a demand-driven basis once the Facility commences, in line with the overarching goal and objectives of the Facility.

3.1 *Areas of Focus*

The Facility will provide targeted capacity building assistance across a range of areas but with an underlying focus on the following three major sectoral themes, reflecting Australia's comparative advantage and general areas of demand from African governments:

- Governance for mining and natural resources;
- Public policy (especially trade policy and negotiation, economic governance and public sector reform)
- Agriculture

Australia will also consider requests outside these areas, for example:

- Peace building and conflict prevention
- Private sector development
- Maternal and child health
- Water and sanitation

Other areas might be considered on a case by case basis.

3.2 *Goal and Objectives*

The Australia-Africa Partnerships Facility has a goal and two objectives as follows. This takes into account the critical importance of relationships to effective delivery of targeted assistance. Relationship-building is of particular importance when delivering assistance in countries with which Australia has traditionally had minimal engagement.

GOAL

Partnerships developed between Australia and African countries that contribute to achieving African countries' development priorities

Objectives	**Development Benefit**	**Relationship Benefit**
	Build effective partnerships that contribute to sustainable achievement of targeted development priorities in African countries	**Build and promote effective working relationships with African countries**
Outcomes	**Development Benefit**	**Relationship Benefit**
	African organisations receiving assistance demonstrate improved policies, practices or management in targeted areas	**Australia recognised as a supportive partner in African development**

3.3 *Outcome Measurement*

While the Goal and Objectives are high-level and aspirational, the Facility will have a number of very specific measures of progress over the first 3 years of operation, for example:

Year 1 (2010-11) – 5 examples of improved policies and management
Year 2 – 10 examples of improved policies and management
Year 3 – 15 examples of improved policies and management

Monitoring and evaluation systems will be established by the Managing Contractor early in the life of the Facility.

3.4 *Forms of Assistance Proposed*

The Facility will respond to requests from African governments as well as take advantage of opportunities to leverage links between Australia and Africa. The Facility will seek to do so through a flexible suite of forms of aid including:

1. The placement of short-term Australian specialists and volunteers to work alongside and mentor African officials;
2. Partnerships and exchanges between Australian and African organisations, both government and non-government;
3. Short-term professional development programs including those delivered by international financial institutions (IFIs), public sector and private sector bodies;
4. Workshops and training;
5. Grant funding for capacity building activities implemented by other organisations (including IFIs, public and private sector bodies);
6. Joint research.

While most assistance will be delivered bilaterally, it will be possible for multiple requests to be addressed by one activity. For example, if four countries are seeking support for similar aspects of public financial management, it will be possible for these requests to be met through a single activity such as regional training. It is expected that the Facility's use of International Financial Institutions (IFIs) will be for both bilateral initiatives and multi-country activities.

3.5 *Estimated Program Budget and Timing*

The timing of the program is intended to match the timing of Australia's new Africa Framework – ie 2010-11 to 2015-2016. The current estimated funds available for the Facility are around $15 million a year. This will potentially increase as the Australian Government increases its engagement with Africa. These funds will need to cover the costs of activity delivery, management fees, evaluation costs and other administrative expenses.

Funding approval has been obtained from 2010-11 to 2012-13. Approval for 2013-14 to 2015-16 will be considered in early 2010.

3.6 *Flexibility*

Flexibility is a key driver for the Facility. If a country considers that its highest priority need is in an area outside the range of the Facility's sectoral themes, Australia will consider this on a case by case basis taking into account how efficiently and effectively Australia can meet these needs. It is also necessary to allow some flexibility in the timing of processes.

4 Implementation Arrangements

4.1 *Principles*

The implementation of the Australia-Africa Partnerships Facility will be guided by the following principles:

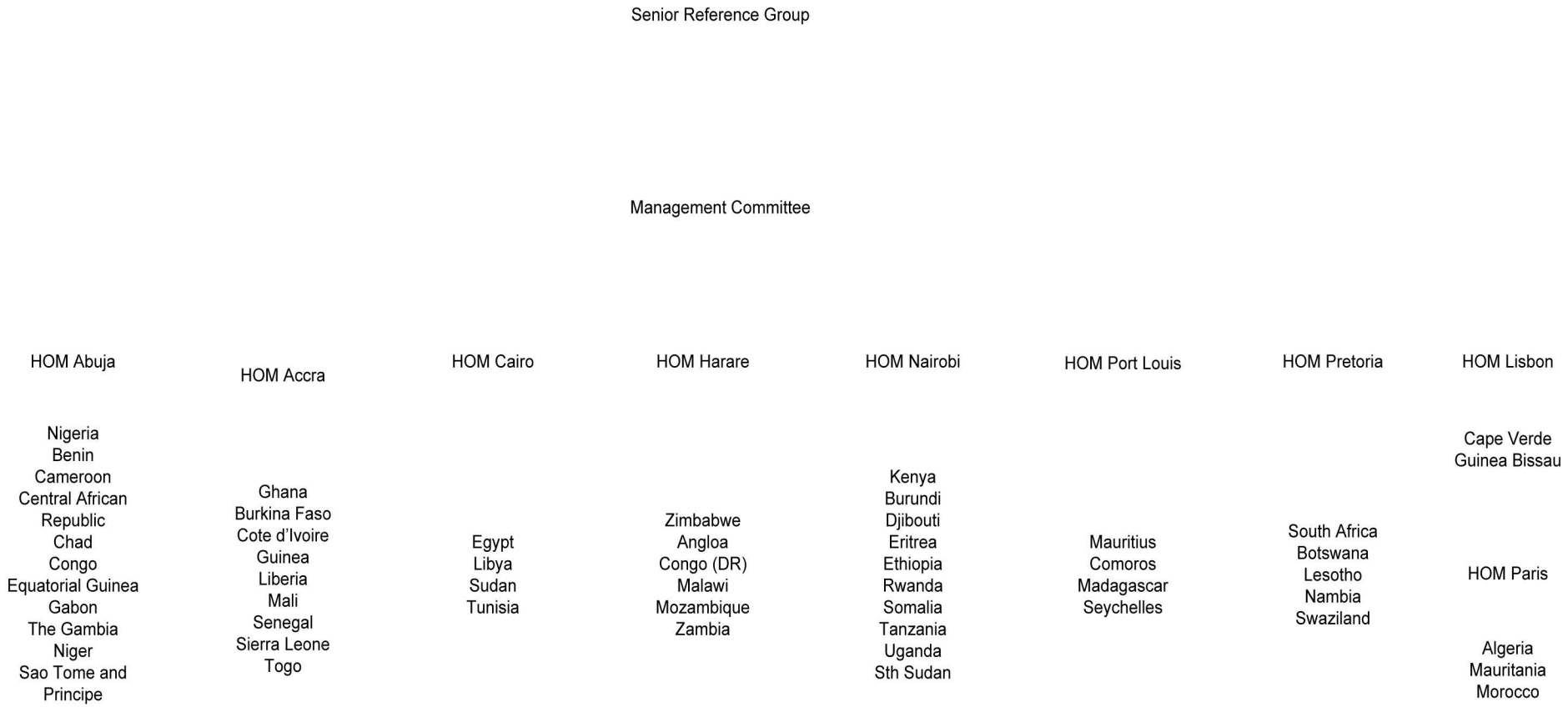
- ***Understand the local systems**:* through appropriate scoping, the Facility will take into account local systems in order to achieve sustainable outcomes;
- ***Broker new relationships***: the Facility will bring different stakeholders together and work with them to identify and realise common interests;
- ***Alignment with existing programs:*** activities will be aligned with existing programs being executed by other donors and multilateral agencies;
- ***Capacity building not replacement***: the Facility will be vigilant in ensuring that capacity building initiatives do not become capacity replacement;
- ***Environmental and social sustainability:*** the Facility will recognise that environmental and social, particularly gender, considerations are vital to sustainability and provide a building block for pro-poor economic growth;
- ***Australian identity***: the Facility should promote an Australian identity across all forms of aid used.

4.2 *Governance, Management Arrangements and Structure*

The governance of the Facility will have the following key elements:

1. **a Senior Reference Group**, whose membership will include senior AusAID, Austrade, DFAT and DIAC officials, which will set strategic priorities for the Facility
2. **a Management Committee** to determine the proposals to be actioned - the committee will consult closely with the nine Australian diplomatic missions accredited across Africa.
3. **a Managing Contractor** who will provide secretariat services to both the Senior Reference Group and the Management Committee, and execute all decisions made.
4. **Heads of Mission** who will manage relationships with accredited countries.

Diagram – Governance structure



Head of Mission (HOM) responsibilities are subject to change.

Senior Reference Group
The Senior Reference Group will be the highest-level governance body for the Facility. It will meet once a year in Canberra to set the annual strategic intent, review overall performance and focus of the Facility, and determine the overall allocation of funds. Membership of this Senior Reference Group will be the same as the Senior Reference Group for the Africa Scholarships Program - it will be chaired by the Assistant Director General, Africa Humanitarian and Peace Building Branch, AusAID Canberra (or equivalent). Permanent members will be the AusAID Counsellor, Pretoria, and a senior representative from Austrade, DFAT and DIAC.

The Senior Reference Group will:

a) Review overall program outcomes and achievements;
b) Consider annual management plan reports prepared by the Managing Contractor;
c) Make decisions on the strategic direction of the Facility;
d) Engage with external review of the Facility, as required.

Having a common Senior Reference Group between the Facility and the Scholarships Program will improve strategic coordination between these two programs. The Facility's Managing Contractor will be the Secretariat for the Senior Reference Group's meetings about the Facility, in the same way that the Scholarships Managing Contractor will provide secretariat services for Scholarships-focused deliberations.

Management Committee
There will be one Management Committee, which will make the final decision on all proposals. This will be the operational decision-making body for the Facility. The responsibility of the Management Committee is to:

a) Approve individual activities to be supported and further scoping/design work to be undertaken;
b) Look at other potential mechanisms to provide support beyond the Facility (eg scholarships, existing sectoral programs);
c) Provide advice to the Senior Reference Group on required changes or refinements in the strategic directions of the Facility;
d) Oversee compliance with all relevant Australian Government legislation.

The Management Committee will meet quarterly, with at least one meeting per year being face-to-face and other meetings conducted by teleconference or face-to-face as required. Decisions can be made at times other than the quarterly meetings by the Chair calling an out-of-session Management Committee phone meeting at any time or by circulating recommendations by email.

Partner Governments
Partner governments are responsible for:

- Nominating a coordinating agency who will be responsible for prioritising and endorsing proposals from line agencies and submitting them to the Managing Contractor
- Working with the Managing Contractor where additional scoping and design work is required

- Providing counterparts and being involved in the development of terms of reference and selection of technical assistance personnel
- Ensuring implementation and performance management occur according to agreed timeframes
- Defining the nature of required assistance; assisting with selection of technical experts wherever possible; engaging with and supporting technical advisers; taking forward the outcomes of our inputs/outputs; providing in-kind or complementary financial support where relevant.

AusAID
AusAID is responsible for:

- Chairing the Senior Reference Group and the Management Committee
- Brokering and facilitating relationships between partners and stakeholders
- Managing overall budget within FMA Regulation 9 spending approval limits, financial planning to guide decision making on the appropriate amount of annual unallocated funds and the provision of funds
- Monitoring and managing program quality and coherence, and Managing Contractor performance
- Monitoring implementation progress
- Consideration and approval of the Managing Contractor reports and milestones
- Supporting relevant Heads of Mission with advocacy and promotional activities
- Coordination with other Australian Government Departments and Agencies
- Coordination with other donors where relevant
- Coordination with African partner agencies where relevant
- Commissioning external evaluations and an Independent Completion Report

DFAT including Heads of Mission
DFAT is responsible for:

- Leading Australia's diplomatic and political engagement in Africa with senior Ministers and officials
- Promoting the existence of the Facility to relevant African governments
- Liaising with partner governments in Africa, including outlining timeframes and processes for initiating and submitting proposals
- Providing comments and prioritising requests from across their accredited countries on a quarterly basis
- Assisting with the signing of MOUs
- Participating in the Senior Reference Group and Management Committee

Managing Contractor
The Managing Contractor is responsible for:

- maintaining relationships with AusAID, Austrade and DFAT to keep each agency regularly updated on the current Facility activities in accordance with each agency's own information requirements
- receiving proposals
- assessing proposals against the Facility Guidelines
- providing technical support to partner governments to improve proposals if required
- proposing additional scoping or design work to the Management Committee if required

- submitting the results of the assessment process of all proposals including the recommended and fully-costed proposals for implementation, to the Management Committee for consideration
- advising African agencies of successful and non-successful proposals in consultation with AusAID and DFAT where necessary
- managing recruitment, procurement and logistical arrangements for the delivery of activities including the sub-contracting of activity delivery to the private sector, public sector, NGOs or international financial institutions as required
- supporting promotion of the Facility as required
- managing the procurement process for the Program Support Group (PSG)
- contracting and providing logistical support to the PSG
- managing budgeting and expenditure within annual allocations agreed by AusAID
- managing procurement in accordance with the Commonwealth Procurement Guidelines
- managing grant funding in accordance with Commonwealth Grant Guidelines, and in consultation with African governments as required
- serving as the Secretariat for both the Management Committee and the Facility-related meetings of the Senior Reference Group

The Managing Contractor will be expected to set up an African Base Office in Pretoria or Nairobi or Accra. While permanent offices are not required in the capitals where Australian diplomatic missions are located, the Managing Contractor will need to demonstrate a capacity to work effectively in these nine locations when required. The Managing Contactor will also need to set up an office in an Australian capital city and demonstrate a capacity to develop and maintain effective working relationships with universities, NGOs, private sector providers and Africa-related organisations in Australia, as well as with all three levels of Australian government.

Continual Learning and Review

Supporting the continual approach to learning, including learning about how to work effectively in each country's unique context, the program will be adapted as necessary by decision of the Senior Reference Group with changes reflected in the rolling annual plans. There will be a mid term review in 2012. During 2012 the indicative funding levels are approximately half of their final likely amounts. A review at this point would enable consideration of the effectiveness of implementation, make any changes in the delivery approach and will also inform the broader review of the Africa Framework for Development Assistance 2010 – 2016, which will take place around this same time.

Program Support Group (PSG)

A Program Support Group (PSG) will be established as part of this Facility to provide technical and sectoral expertise and support services to assist the development of quality activities under this Facility and more broadly to the AusAID Africa program. The PSG will include a team of individuals which together have skills, abilities and experience relevant to Africa across several categories:

- gender analysis and integration;
- maternal and child health;
- water and sanitation;
- agriculture and food security;
- natural resource management and the environment (particularly in the mining sector);

- public sector reform (including trade policy);
- private sector development;
- community development;
- partnerships models including design and evaluation of technical assistance programs;
- communications, public affairs and public diplomacy;
- monitoring and evaluation including the design of monitoring and evaluation frameworks; and
- program/project management and support.

The potential contribution of the PSG will include but will not be limited to:

- Knowledge of working effectively in the African context;
- Appraisal of project/activity design and/or proposals submitted by partner agencies;
- Assistance to partner agencies in formulating activity proposals and terms of reference;
- Expert advice on activity design, management, and monitoring and evaluation approaches and methodologies;
- Provision of specialist monitoring and evaluation services including: the conduct of program, project and partner performance reviews and field monitoring visits; and assessment and reporting on progress and impact of Facility funded activities;
- Attendance (on behalf of AusAID) at relevant activity-related events such as stakeholder workshops, joint evaluation missions, conferences etc;
- Provision of other Africa program support services.

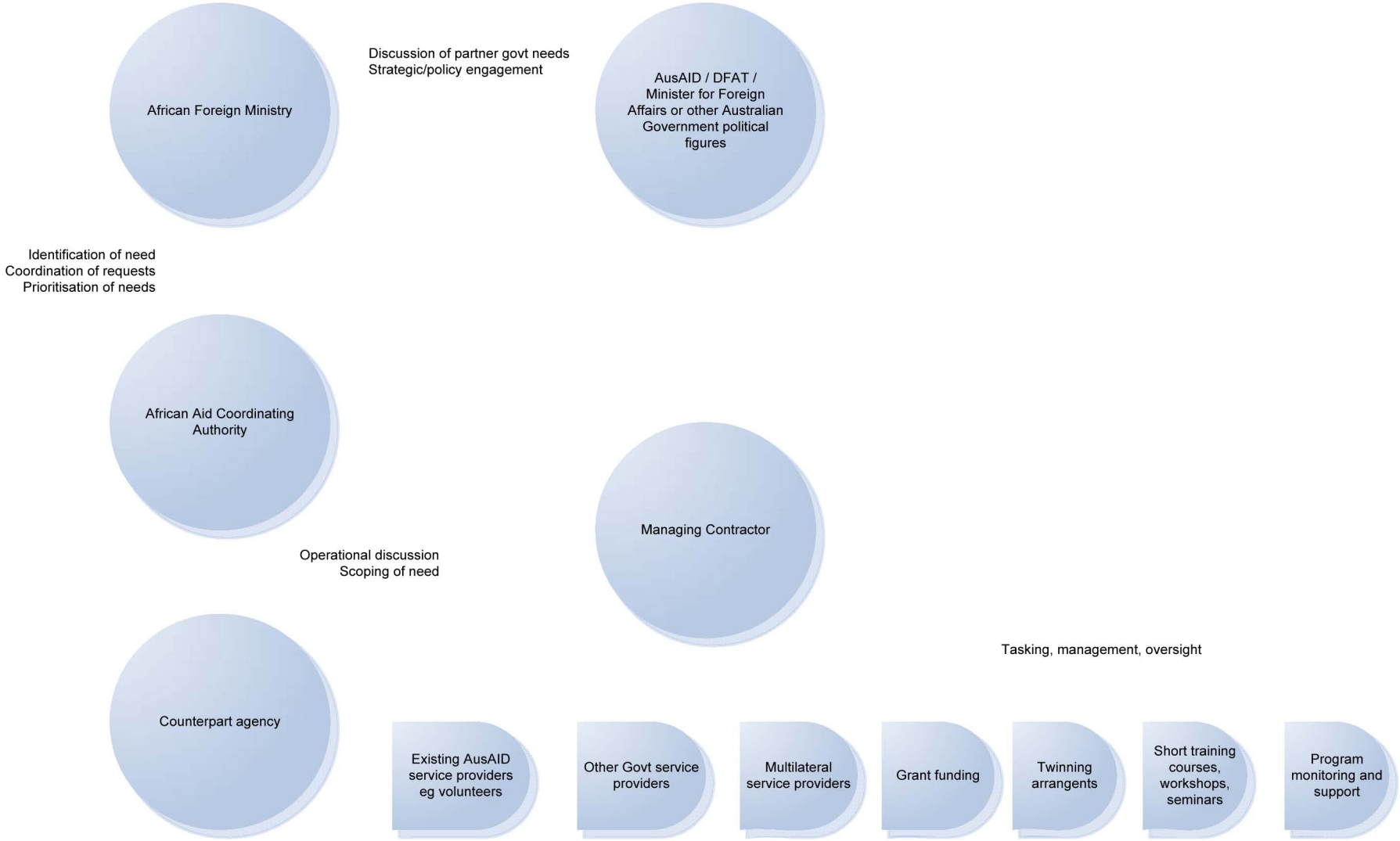
The PSG will be a resource that will also be available to support other parts of the Africa Program, including but not limited to:

- Reporting required under AusAID quality and performance management systems including Program Management Plans, Risk Management Plans, Quality at Implementation reports for activities and the Annual Program Performance Review for the Africa program.
- Provision of high quality analysis and advice on relevant sector/thematic issues and challenges;
- Work, as required, as part of a team comprising other thematic or sector specialists;
- Provision of other Africa program support services.

The PSG is intended to provide support to AusAID and the Managing Contractor in the scoping, management, review and evaluation of activities within the Facility as well as the broader Africa program. However, the PSG will *not* be engaged to deliver services under the Facility. That is, PSG members will not be engaged to deliver technical assistance directly to African governments or other beneficiaries. Technical assistance mobilised to respond to requests under the Facility shall be engaged separately by the Managing Contractor.

The Managing Contractor will subcontract, manage and provide necessary support services to the PSG, but mobilisation of PSG members will be at the discretion of AusAID (including in some cases upon recommendation of the Management Committee).

4.3 *A model for the Facility*



4.4 *Managing Contractor Staffing*

The Managing Contractor will provide a carefully considered and tailored package of people to manage this Facility, both in Australia and in Africa. This document specifies the requirements for only two positions, the two key managers, one each in Australia and Africa. A description of additional skills required is provided and companies will be invited at Step Two of the tendering stage to propose the remaining staff and structures.

4.4.1 Key Positions

4.4.1.1 Facility Director

The Facility Director carries overall responsibility for ensuring that services under the contract are delivered on time, according to quality standards and within budget. The Facility Director is specifically responsible for planning, managing and controlling the project in Africa and will also oversee (via the Recruitment/Logistics Manager) the activities in Australia. S/he will need to have an in-depth knowledge of the roles and functions of public sector agencies, have expertise in organisational analysis and be an experienced manager of people, finances and assets.

4.4.1.2 Recruitment and Logistics Manager

This person will be responsible for oversighting all activities in Australia associated with the critical tasks of advertising placements, selecting and contracting advisers, sub-contracting training providers, facilitating exchanges and study tours to and from Australia, and conducting pre-departure briefings. S/he will be thoroughly experienced and skilled in contemporary recruitment and selection methods, and will need a good knowledge of public sector organisational structures and functions.

The position descriptions for the Facility Director and Recruitment/Logistics Manager are at Annex 6.3.

4.4.2 Facility Team

Africa-based

In addition to the position of Facility Director, functions needed by the in-Africa team will be:

- Co-ordination – staff to assist the Facility Director (i) to disseminate information on the Facility; (ii) to liaise with agencies making requests and keep them up-to-date with the progress of their application; (iii) prepare the documentation for a request; (iv) receive and act on proposals; (v) liaise with suppliers and subcontractors; (vi) provide logistical and material support to the advisers and training providers; (vii) co-ordinate briefings and inductions; (viii) prepare documentation for the Senior Reference Group and the Management Committee; (ix) manage the PSG.
- Assets and financial management – set up and administer systems and procedures for all in-Africa financial transactions, including accountable disbursement of mini budgets, and acquire and maintain all Facility assets, in particular vehicles and computers; contract management, procurement and logistics.
- Public relations – provide support to DFAT and AusAID, as well as take specific action, to promote the Facility and Australia's active role in African development

Within the team, the Managing Contractor will need to ensure that there are individuals with language skills at a level of proficiency to communicate in English, French, Arabic and Portuguese-speaking environments.

The Team may also be required to organise security clearances for its own staff as directed by AusAID.

Australia based
In Australia, in addition to the Recruitment/Logistics Manager there may be a need for the following functions:

- Co-ordination and administration – staff to assist in undertaking the critical tasks of advertising placements, selecting advisers through interview and other methods, contracting advisers and conducting pre-departure briefings; staff for general administrative, accounting and liaison tasks.
- Liaison with AusAID and other government agencies.
- Contract management and procurement.

Africa or Australia
- Monitoring and evaluation – high level expertise is needed to develop the monitoring and evaluation framework, design the associated data collection systems, and contribute to Quality at Implementation and Annual Program Performance Reports as well as the Activity and Independent Completion Reports.
- Planning – the annual Management Plan is the key mechanism for focusing the Facility and accordingly specialist skills in strategic planning and/or facilitation skills for planning groups may be needed once a year to supplement the skills and/or time availability of the Facility Director.

Further details of all positions are at Annex 6.3.

4.4.3 Planning

There are two planning mechanisms which are described below:

Table: Planning Mechanisms

Facility Plan	6 years (assuming approval given in early 2010) Overarching – detailing major frameworks, roles, policies etc. Fairly static but reviewed/revised at least annually, with a mid-term review at 3 years.
↑	↑
Annual Management Plan	Annual, but updated quarterly on rolling basis Provides operational information on placements, budgets etc. and plans for continuous improvement initiatives

4.4.4 Facility Plan

The Managing Contractor will develop an overarching Facility Plan as one of its first tasks. This will be a plan for the full five years of operation of the Facility. It will detail overall

Facility and team member roles and responsibilities, project management, linkages, communications strategy, risk management matrix, cross cutting policies, critical points of Facility implementation etc. The intention is that the Facility Plan provides the overall framework against which other plans and strategies will be further developed. As such, it is likely to be fairly static, although it should be reviewed at least on an annual basis and revised if necessary.

4.4.5 Facility Guidelines

The Managing Contractor will develop and update Facility Guidelines which will outline criteria for activities which are to be considered as Facility activities, processes for receiving, assessing and actioning proposals, information on the roles and responsibilities of respective stakeholders. The facility guidelines must outline how cross cutting issues such as gender, environment, disability, HIV/AIDs will be considered in assessing and actioning proposals.

The Managing Contractor will also prepare guidelines and an activity identification form for partner governments.

4.4.6 Annual Management Plan

An Annual Management Plan, which will be developed yearly but updated quarterly on a rolling basis, will contain more detailed operational information including: status and performance of activities under implementation (for the previous 12 months), activities in the pipeline (for the next 12 months if possible), budgets and forecasts, operational issues, lessons learned and continuous improvement initiatives. This plan should be a brief, action-oriented tool which demonstrates and builds on performance of activities implemented and provides a sense of direction for the future scoping/design/implementation plans.

4.5 *Implementation cycle*

The Managing Contractor will generally respond to the sequence of events outlined below:

4.5.1 Receiving proposals

All relevant proposals will be sent to the Managing Contractor for registration and initial assessment against the Guidelines. All proposals received by the Managing Contractor will need to be registered and acknowledged. Information on all proposals received must be provided to the Management Committee. There will be a quarterly process for assessing proposals through the Management Committee. Out of session assessment will be facilitated for urgent proposals.

4.5.2 Consideration of proposals

Although the Management Committee will have primary responsibility for assessing and approving requests, the Managing Contractor will assess what further design or technical inputs may be required to further scope proposals, including costings where relevant. Further scoping work would be approved by the Management Committee and conducted by the PSG.

4.5.3 Conduct further scoping as relevant

Appropriate scoping is an important part of ensuring sustainability, mitigating risk, ensuring responses are appropriate to the context and maximising the development impact of relatively small-scale interventions. It can also identify appropriate ways to sustain the impact of the intervention; for example, appropriate follow up actions. Following approval from the

Management Committee, the Managing Contractor will manage any further scoping work required before implementation proceeds.

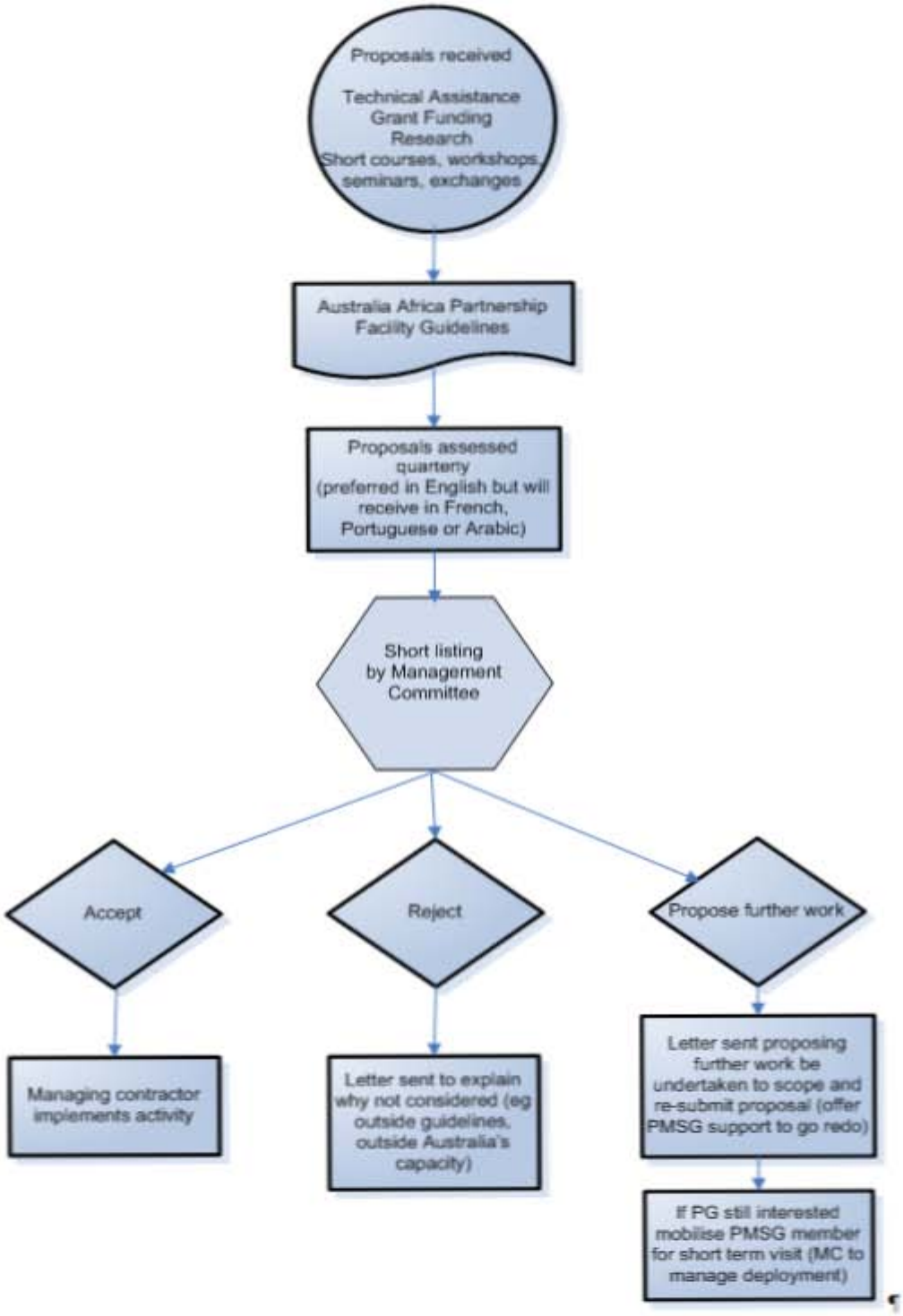
4.5.4 Activity implementation

The Managing Contractor will be responsible for all aspects of implementation according to the timetable and budget agreed by the Management Committee. This will include:

- recruitment and management of technical assistance personnel, who will report to the Managing Contractor
- logistical support for personnel working on the Facility including the PSG (ie accommodation, transport, office space, IT equipment)
- sub-contracting of training providers, including scoping of training requirements and quality control of content and delivery
- administration of grant funding
- development of agreements with IFIs, volunteer agencies, Australian government agencies

Note that it may be necessary for AusAID to lead or participate in negotiations with Australian government agencies, volunteer agencies and IFIs, supported by the Managing Contractor. The Management Committee may also recommend response to requests through mechanisms outside the Facility (for example, existing Australian Government programs). In this case, the Managing Contractor would facilitate provision of information to that program but would not have a role in implementation.

Diagram – Proposal Assessment



4.6 *Performance and risks*

4.6.1 Overall approach to Monitoring and Evaluation

The key principles underpinning the monitoring and evaluation plan will be:

- Partner country ownership of performance
- Focus on activity level performance, not program-wide performance
- Acceptance that this is an inherently risky program, with resources spread thinly in countries where Australia has a limited track record and little or no physical presence.

The Managing Contractor will be required to conduct routine monitoring and reporting of the project in accordance with contractual requirements and consistent with a continual improvement approach to facility management.

In order to assist with routine monitoring of activity administration and with periodic performance evaluation of project outcomes, the Managing Contractor will develop a monitoring and evaluation framework to be approved by AusAID. How performance will be measured and what information needs to be collected will be detailed in the monitoring and evaluation framework to be developed by the Managing Contractor.

4.6.2 Partner government involvement in Monitoring and Evaluation

Partner governments will be responsible for ensuring the sustainability of benefits after the Australian-funded inputs have finished, informed by a 'follow up' plan. The plan will be subject to assessment for substantial activities at 6-monthly intervals for one year and for up to two years for agreed large and high-priority proposals. Partner agencies can request funding in their original proposal for follow-on activities (such as part-time mentoring by Australian specialist) to support sustainability – these requests will be considered by the Management Committee.

4.6.3 Contractor performance

A Contractor Performance Assessment Framework will be developed which will allow AusAID to assess the Managing Contractor according to:

- Efficiency: ie meeting timeframes and budgets
- Effectiveness: quality of proposals and outcomes
- Relationships: the quality of relationships with partner governments, Australian government and other stakeholders and providers
- Quality of support provided to AusAID, advisers and partner governments
- Innovation and Flexibility – capacity to respond and improve on the Facility's delivery over the life of the Facility.

4.6.4 Program-level review mechanisms

A mid-term review of the Facility will be held after 3 years. In addition, the Senior Reference Group can commission external program-level assessments at other times.

4.7 *Procurement Arrangements*

4.7.1 Contracting Strategy

A two step open tender process will commence before the end of 2009.

4.7.2 Sub-contracting for activities

The Managing Contractor will sub-contract for expertise required to deliver the activities including scoping, design and implementation, with the agreement of the Management Committee.

4.7.3 Use of the Australian public sector

It is expected that the Australian public sector will be a major source of expertise for the Facility, both in short-term technical assistance (three months) and training, and where justified, in the form of medium-term (six to twelve months) deployees to work alongside African counterparts.

Where Australian public sector officials are required as part of an activity (as agreed by the Management Committee), there will be a number of options for engaging with them:

- The agreed proposal could be handed over to an Australian public sector agency for implementation with costs agreed between the Managing Contractor and the agency (with AusAID involvement if necessary) and paid by the Managing Contractor (with reimbursement from AusAID)
- The Managing Contractor could facilitate an agreement with the Australian public sector agency, including terms and conditions, and then engage that individual as a subcontractor or a consultant
- The Australian Government has set up a Deployable Civilian Capacity (DCC) Taskforce to investigate the establishment of a civilian technical assistance register for rapid deployments to countries in a conflict or post-conflict stage. If the DCC register is established it could be used in Africa. The Managing Contractor could make arrangements with the DCC office for technical assistance personnel to be sourced through the DCC mechanism.

4.8 *Sustainability Issues*

The AusAID definition of sustainability is “the continuation of benefits or outcomes of an activity after external support is removed”.

Given the Facility’s focus on shorter term, small-scale activities, sustainability issues will be given particular attention. Strategies to promote sustainability include:

- Realistic and well scoped terms of reference and work plans which clearly identify knowledge and skills transfer expectations, and identify the primary need in an agency, and build counterpart ownership by getting the agency to identify, articulate and manage inputs.
- Selection of advisers with a balance of technical and interpersonal skills; an interest in development assistance and a commitment to coaching and mentoring.
- In-depth adviser induction, including in development principles such as capacity building, gender and the environment, preparation of the host agency, and periodic training/sharing forums.
- Possibility of a follow-up visit, within 12 months of completion of the initial assignment to support and re-train.
- Constant monitoring by the Managing Contractor, combined with open reporting of difficulties and constructive engagement with and by AusAID and African governments.
- The inclusion of a sound strategic planning process to guide uses of the Facility in a responsive and responsible way throughout its duration.

- Ensuring coherence and linkages with other programs including those of other donors.

AusAID is funding most of the activity costs of the Facility. African countries may be expected to provide routine funding of office costs and counterpart costs, including salaries, allowances and local transport. Where there is capacity to do so, joint funding by African governments would be welcomed as a further strategy to build sustainability. The host government must show its ongoing commitment to development in that area of activity – eg integration into development plans, allocated budget in country. These commitment requirements should be clear from the Facility Guidelines and these discussions will need to take place initially at the scoping stage.

The design of individual placements should minimise recurrent cost implications for African host agencies. When evaluating each placement request, the Managing Contractor must consider the economic feasibility and benefits that will be derived. The evaluation must also consider the affordability of implementing any outputs of the adviser.

4.9 *Overarching policy issues*

4.9.1 Gender

One of the goals of the Australian aid program is to 'promote equal opportunities for women and men as participants and beneficiaries of development.'

The lack of understanding of how organisational and institutional systems, and cultural and individual attitudes, inter-relate and produce barriers to the effective participation of men and women is the major constraint to effective development. There is often a perception, on the part of both advisers and host agencies, that gender issues can be addressed once other 'more important' matters are resolved or as time allows. Accordingly addressing gender issues will require an integrated and persistent approach by the Managing Contractor. Indicators of effectiveness in promoting gender equity should be included in activity scoping and the monitoring and evaluation framework. Gender analysis and impact should be reported in the Annual Report and Completion Report.

The Facility team and advisers must be role models, both in terms of their individual behaviours and in terms of how they address gender equity through their work activities. The Managing Contractor must ensure their own staff and all technical assistance personnel are provided with specific sessions on gender as part of their induction.

Rigorous analysis to design appropriate interventions and activities will be necessary during the development of the terms of reference and work plan of each placement. There may be an occasional need to supplement the team with a specific expert input including drawing on the skills of the PSG.

The Managing Contractor will ensure that gender issues are identified during project scoping and that advisers receive appropriate gender training prior to their placement. Advisers will be encouraged to actively look at ways to improve the approach to gender through their assignment and report back on this.

4.9.2 Disability

In accordance with the aid program's disability in development strategy, *Development for All*, the Managing Contractor will ensure that adequate and appropriate information is disseminated to people with disability, as well as to people within their representative/support organisations. Where appropriate, information will also be provided regarding courses in

disability related fields. Throughout Africa, active Disabled People's Organisations will be accessed for advice and assistance in targeting appropriate individuals, organisations and training needs.

While studying in Australia 'reasonable' support will be offered to a participant with a disability. To assess the likely support needs, appropriate assistance and the capacity of relevant institutions, agencies will be asked to provide details of any prospective participant with a disability/special need. This information is bound by Australian privacy laws and will be disclosed only for the purpose of facilitating an accessible learning environment.

4.9.3 Anti-corruption

The Facility will support good practice and model anti corruption. The Managing Contractor will be required to prepare a fraud risk assessment and zero tolerance fraud control strategy containing appropriate fraud prevention, detection, investigation and reporting processes and procedures that comply with the Commonwealth Fraud Control Guidelines. The Managing Contractor will be responsible for preventing and detecting fraud including fraud within those functions performed by sub-contractors. The Managing Contractor will also be required to monitor corruption at the country level and build a knowledge base of the corruption risks in each country the Facility is operating. This knowledge should inform the Senior Reference Group and Management Committee decision making processes.

4.9.4 Environment

AusAID is bound by the Commonwealth's Environment Protection and Biodiversity Conservation Act 1999, which applies to all aid activities. The Contractor must comply with AusAID's Environmental Management System outlined in the *Environmental Management Guide for Australia's Aid Program*.[21] This covers the assessment and management of all actual or potential environmental impacts, both direct and indirect, to avoid or mitigate negative impacts and promote positive impacts and compliance with all relevant environmental laws and regulations of each partner country.

Particular care will be taken with the activities under the mining and natural resources sector with meeting relevant environmental guidance.

4.9.5 Child Protection

AusAID's expectations, including new child protection compliance standards for contractors and non-government organisations, are outlined in the March 2008 *Child Protection Policy*. The policy provides a framework for managing and reducing the risks of child abuse by persons involved in delivering aid program activities, and specifies the minimum standards with which all AusAID contractors must comply in their operations and in their dealings with any partners, subcontractors, associates or consultants they may engage. These policies apply to all activities covered by this design.

5 Annexes

5.1 *Snapshot of Australian aid flows to Africa*

Below is a statistical snapshot of aid flows from Australia to Africa.

2007-08 Official Development Assistance by country

Country	**2007-08**
Sudan (humanitarian)	30,380,955
Zimbabwe (humanitarian)	13,635,589
Egypt (debt relief)	8,941,435
Kenya	7,439,619
Mozambique	7,016,912
Malawi	5,376,480
South Africa	5,081,051
Regional	4,398,143
Zambia	3,477,964
Uganda	3,339,275
Tanzania	2,802,148
Swaziland	1,187,237
Lesotho	805,348
Total	**93,881,956**

(Remaining nine per cent $9.8m was allocated across a range of other countries)

2007 Official Development Assistance by sector

Sector	**$A million**
Food security, agriculture and food aid	24.6
Multisector (mainly MCH & WATSAN)	19.8
Emergency relief	15.5
Debt forgiveness	14.1
Scholarships	9.8
HIV/AIDS	9.6
Civil society capacity building	6.8
Peace building	2.3
Government capacity building	1.0
	103.4

5.2 *Potential activity case studies*

Case Study 1* - *country requests help with mining sector governance

AusAID receives proposal and passes it to the Managing Contractor

Managing Contractor assesses the proposal as sound and recommends implementation in the form of a training course by the Australian private sector

Management Committee agrees to Managing Contractor recommendation

Managing Contractor conducts limited tender process in Australia – WA company wins the bid with a sound design of a training program, complete with course materials and approach to follow-up/mentoring

Company makes arrangements for conducting training course in-country with some logistical support from Managing Contractor

Head of Mission opens the course along with Minister from partner government

Case Study 2* – *4 countries request help with economic governance

Managing Contractor receives various requests for support in economic governance

Managing Contractor assesses proposals and identifies similarities in the proposals

Managing Contractor recommends to Management Committee that the four proposals be delivered jointly and that the IMF is well placed to deliver assistance in this area

Management Committee tasks Managing Contractor with developing an agreement with the IMF

AusAID/Managing Contractor (yet to be determined) signs agreement with IMF

IMF delivers joint training courses for officials from the four countries

HOM launches the training course, which is labelled the Australia-IMF Economic Training Program.

<u>Case Study 3</u> – country submits proposal that requires external design work

Managing Contractor receives a Maternal and Child Health proposal from country that receives very little other assistance from the Australian aid program

Managing Contractor assesses the proposal as an area of significant need within the broad parameters of the Facility, but weak on detail and expected outcomes

Managing Contractor recommends to the Management Committee that the PSG Health Expert be tasked with scoping and designing the activity at a cost of $20,000. Management Committee agrees noting that AusAID has a major sectoral program in this area and that response to this request would utilise Australia's comparative advantage for strong development impact.

PSG Health Expert works with partner government for one month and a new proposal is submitted to Management Committee and is approved for implementation. Managing Contractor recommends a twinning arrangement with an Australian state government which is not covered by AusAID's sectoral program.

Managing Contractor contacts state governments for interest/expertise. Queensland Department of Health identified as the best option and a ROU is drawn up. Country-level MOU is also developed.

Head of Mission and country's Foreign Minister preside over MOU signing ceremony and twinning program commences.

<u>Case Study 4</u> – country submits proposal for capacity building for disabled peoples organisation (DPO)

AusAID receives proposal and forwards to Managing Contractor

Managing Contractor assesses proposal and identifies the key need for an organisational development expert. Management Committee identifies that an existing volunteer provider has access to volunteers with necessary skills

Management Committee agrees to the selection of 2 volunteers and tasks the Managing Contractor with developing an agreement with existing volunteer provider for this and any subsequent activities requiring volunteers

AusAID signs agreement with existing volunteer provider

Managing Contractor works with volunteer provider to recruit and mobilise volunteers.

HOM welcomes volunteers and receives positive media coverage. Volunteer provider publishes story about outcomes of volunteers' assignments in Australian and African media.

5.3 *Proposed Positions Descriptions/Terms of Reference*

Position Descriptions/Skills Packages

Facility Director

Duration:	Life of the Facility
Location:	Pretoria, South Africa
Reporting to:	AusAID Section, Australian High Commission, Pretoria
Advises:	Senior Reference Group
Direct reports:	• Recruitment/Logistics Manager (in Australia) • In-Africa team
Skills/Experience:	• Proven practical project management experience • Expertise in organisational analysis • Recent cross sectoral experience in Africa – in one or more of public sector, private sector and civil society - or recent cross sectoral experience in the public sector of a developing country combined with a demonstrated ability to apply this experience in an African context • Working effectively at all levels of government • Excellent cross cultural and interpersonal skills • Understanding of cross cutting issues, particularly gender • Familiarity with continuous improvement principles • Ability to handle multiple tasks at both strategic and micro levels • Counselling, mediation and problem solving
Responsibilities:	• Establish and provide quality control for all plans, reports, systems, outputs and contract management • Plan, manage and monitor the work of Facility and Facility Team, applying a continuous improvement orientation • Manage all activities and placements, including initial induction and orientation, ongoing support and training, trouble shooting, counselling for performance • Monitor Facility progress, make recommendations about appropriate actions, including managing risk • Provide motivation and leadership by fostering a collaborative approach to work challenges within the Managing Contractor team, between advisers and host agencies and between AusAID and its partners • Advise the Senior Reference Group on strategic and critical performance issues, ensuring advice is given early and solutions are proposed which are practical, cost effective and give primacy to AusAID and African interests • Oversee the disbursement of Facility funds and certify payments in accordance with agreed procedures

Recruitment/Logistics Manager

Duration: Life of the Facility

Location: Australia

Reporting to: Facility Director (in Africa)

Skills/Experience:
- Thorough knowledge of and experience in contemporary policies and practices for sourcing and engaging consultants/contracted employees/volunteers, sub-contracting training providers and engaging the Australian public sector in development activities
- Ability to acquire knowledge of, and apply Commonwealth Government and AusAID contractual policies and guidelines applicable to the identification and placement of advisers/volunteers and training providers
- Appreciation of, or ability to develop an appreciation of, capacity building issues in Africa and apply this knowledge to the effective sourcing of expertise
- Commitment to gender equity in human resource practices
- Ability to liaise and keep up-to-date remotely.

Responsibilities:
- Plan and manage selection and recruitment of in-Australia personnel and sub-contractors
- Determine and implement advertising strategy for each activity
- Determine and implement assessment methods for applicants, to include but not necessarily be limited to interview and referees
- Convene selection panel with appropriate mix of expertise
- Determine, on a case by case basis, the extent to which host agency head/delegate can practically be involved in recruitment and selection
- Draft recruitment and selection reports
- Mobilisation and pre-departure arrangements
- Ensure advisers are recruited at value for money rates.

Skills Packages in Africa

(i) Co-ordination

Duration: Life of the Facility.
Number of positions, full/part time, organisational structure – to be proposed by tenderers.

Reporting to: Facility Director

Skills/Experience Depth of skills and extent of experience will depend on numbers of staff proposed and organisational structure, but generally:
- Administration in either private or public sectors
- Understanding of public accountability and transparency issues
- Excellent interpersonal skills and a supportive, collaborative approach to work
- Record keeping and attention to detail.

Among the positions a range of higher level or more specialist skills may be required:

- Project management
- Organisational and problem analysis
- Analytical skills in relation to defining terms of reference, charters, work plans
- Ability to design and conduct briefings and workshops
- Ability to design informational materials
- Good understanding of development assistance principles and practices or ability to develop understanding.

Responsibilities: Responsibilities will vary according to the structure proposed by tenderers, but generally:

- Assist African agencies to develop comprehensive Facility proposals
- Evaluate Facility proposals and prepare documentation for submission to Management Committee
- Assist host agencies to cost proposals.
- Assist Facility Director in the induction and orientation of advisers and sub-contractors
- Assist the Facility Director to manage, monitor and evaluate the work of the advisers and sub-contractors
- Assist the Facility Director to prepare plans and reports
- Maintain Facility records and systems
- Control Facility assets

(ii) Asset and Financial Management

Duration: Life of the Facility.
Number of positions, full/part time – to be proposed by tenderers.
Alternatively this could be subcontracted to a local accountancy company.

Reporting to: Facility Director

Skills/Experience It is likely that at least one professional accountant will be required, someone qualified to practice in South Africa and possibly eligible to practice in Australia.

Responsibilities:

- Design, establish and implement all financial systems and procedures to ensure the accountable disbursement of funds
- Produce timely accurate financial reports
- Pay, or certify for payment in Australia, all agreed fees and allowances to advisers and sub-contractors
- Assist advisers to manage, disburse and acquit placement expenditures
- Provide for Senior Reference Group an evaluation of the financial aspects of all proposals
- Assist host agencies to cost placement proposals
- Participate in induction sessions for advisers
- Work collaboratively with host agency staff and advisers on issues to do with management and control of Facility expenditure and assets
- Internal audit – conduct periodic inspections of accounts and assets held by advisers.

Skills Packages in Australia

Co-ordination and Administration

Duration:	Life of the Facility. Numbers of positions, full/part time – to be determined by tenderers.
Reporting to:	Recruitment/Logistics Manager
Responsibilities	Co-ordination and administration – staff to assist in undertaking the critical tasks of advertising placements, selecting advisers through interview and other methods, contracting advisers and conducting pre-departure briefings; staff for general administrative, accounting and liaison tasks.

In Africa or Australia Skills Packages

(i) Monitoring and Evaluation

Duration:	Intermittent inputs over life of the Facility. Facility Director may be able to provide necessary inputs subject to quality of experience.
Reporting to:	Facility Director
Responsibilities:	• Prepare Monitoring and Evaluation Framework in first 3 months • Develop monitoring and evaluation framework and systems for data collection and reporting • Conduct two cluster impact studies • Contribute to completion report • Other inputs for monitoring and evaluation as determined by Senior Reference Group.

(ii) Strategic Planning

Duration:	Intermittent inputs.
Reporting to:	Facility Director
Responsibilities:	• Develop initial Facility Plan and annual Strategic Plan to ensure Facility is focussed and meeting its goal and purpose. • Other inputs for planning as determined by the Senior Reference Group.

In Africa - Program Support Group (PSG) Coordinator

Duration:	Life of the Facility. Number of positions, full/part time, organisational structure – to be proposed by tenderers.
Reporting to:	Facility Director
Skills/Experience	Depth of skills and extent of experience will depend on numbers of staff proposed and organisational structure, but generally: • Administration in either private or public sectors • Understanding of public accountability and transparency issues • Excellent interpersonal skills and a supportive, collaborative approach to work • Record keeping and attention to detail. Among the positions a range of higher level or more specialist skills may be required: • Project management • Organisational and problem analysis • Analytical skills in relation to defining terms of reference, charters, work plans • Ability to design and conduct briefings and workshops • Ability to design informational materials • Good understanding of development assistance principles and practices or ability to develop understanding.
Responsibilities:	▪ Support AusAID to recruit team members for the PSG (logistics of any required tendering or recruitment process to select PSG members) ▪ Contract PSG members selected by AusAID through the process above ▪ Provide support to PSG members (admin support, travel and logistics support including organising and paying for airfares, hotels and TA etc) ▪ Keep a track of tasking notes and provide a consolidated monthly invoice to AusAID for work carried out by PSG members ▪ Ensure timely payment of PSG members for work undertaken (and reimbursement of expenses incurred) ▪ Consolidated report to AusAID on PSG member activities and progress against tasking notes ▪ Report to AusAID on spending against PSG budget ▪ Organise and support meetings of the PSG with AusAID ▪ As required, recruit and support (admin support, travel and logistics support, office space and facilities etc) long-term program support staff to assist AusAID with implementation and management of programs (i.e. equivalent of O-Based staff)

5.4 *Risk Matrix*

Major Risk	Potential impact	Level of risk	Risk Mitigation	Actions if risk eventuates	Responsibility
Political risks					
Failure to manage expectations of partner governments	Relationships are damaged rather than built.	High	Clear guidelines developed; Realistic discussions around small scale of assistance ($); Clear focus for bilateral discussions	Allocate DFAT and AusAID management time and attention to manage expectations	Australian Government
Failure to manage expectations of delivery partners	Activities become supply driven rather than demand driven.	Low	Proposals to be submitted with partner government endorsement. Limited funding for Australian government agencies to develop packages of assistance or submit proposals. Research and multilateral technical assistance needs partner government endorsement. Involve early so they are aware of the process	Allocate AusAID management time and attention to manage expectations	Australian Government

Major Risk	Potential impact	Level of risk	Risk Mitigation	Actions if risk eventuates	Responsibility
			and AusAID's expectations.		
Management risks					
Political instability/conflict limits impact and sustainability	Poor quality activities implemented and resources wasted	Medium	Scoping to include assessment of impact/sustainability. Identify countries where this is highly likely and manage accordingly.	Expect some activities will deliver limited impact / sustainability. Monitor overall level of performance to see if it is acceptable and adjust future activities accordingly.	Australian Government
Program expansion is hampered by lack of contextual knowledge	Poor quality activities undertaken which divert partner government resources	Medium	Sufficient scoping undertaken including assessment of context and advice from other donors. Partner government responsible for prioritising requests for assistance and for providing appropriate counterparts/inputs.	Increase engagement with other donors and partner government	Managing Contractor and Australian Government

Major Risk	Potential impact	Level of risk	Risk Mitigation	Actions if risk eventuates	Responsibility
Program expansion is hampered by lack of suitable delivery partners	Poor quality inputs provided or timing of input provision too slow	Medium	Consider full range of delivery tools such as scholarships program, training related activities, volunteers, public and private sector advisers. Avoid over-reliance on one response mechanism (eg public sector advisers).	Active and strategic engagement with potential delivery partners	Australian Government and Managing Contractor
Lose track of requests and actions undertaken; loss valuable information on context and relationships	Delivery failure leads to poor reputation for Australia	Low	Develop a relationship management database to include contextual and performance information	Appropriate resourcing within Managing Contractor and Australian Government	Managing Contractor and Australian Government
Working across of a number of discrete and specialised sectors may dilute impact	Diluted assistance leads to poor reputation for Australia	Medium	Consider use of relevant multilateral channels and programs for greater impact.		Managing Contractor and Australian Government
Management capacity unable to cope with diversity of African countries, stakeholders, forms of aid and	Objectives not met and negative perceptions of Australia as a	Medium	Adequately resource during design and implementation	Conduct workforce planning to consider resources;	Managing Contractor and Australian Government

Major Risk	Potential impact	Level of risk	Risk Mitigation	Actions if risk eventuates	Responsibility
activities	reliable partner develop			streamline processes	
Working in many new countries and where there is no diplomatic representation	Poor quality development. Logistical and security risks.	Medium	Comprehensive scoping. Scope of services emphasises the Managing Contractor's responsibility for duty of care.		Managing Contractor
Technical Assistance specific risks					
Continued focus on technical skills at the expense of interpersonal skills	Poor quality of inputs provided damaging relationship with partner government and/or minimise development impact	Low	Competitive recruitment process conducted by independent party which includes assessment of interpersonal skills; Appropriately brief experts, provide capacity building training and provide ongoing support.	Revisit how to increase emphasis on the importance of interpersonal skills and build this into recruitment processes	Managing Contractor
Scoping may not be adequate	Working out of context will decrease impact	High	Scope activities thoroughly with full partner government participation. Include analysis of gender and	Recognise issue through Annual Management Plan and adapt approach to	Managing Contractor

Major Risk	Potential impact	Level of risk	Risk Mitigation	Actions if risk eventuates	Responsibility
			other cross cutting issues. Clearly identify context including partner government development plans and other donor work. Identify M&E requirements.	better scope activities	
Short term inputs may not be effective	No relationship or development impact.	Medium	Include provisions for related work and support including follow up contact/visit. Discuss future assistance through other parts of the program. Look for broader linkages with other donors' work. Coordinate communications with other donors.	Recognise that this is a program of short term assistance that is inherently risky. Note: over time there may be scope for more concentrated inputs.	Managing Contractor and Australian Government
Research specific risks					
Dilution of Australian funding by combining technical assistance and research under the Facility	Limited take up and impact compared to large single focused	Medium	Link research to areas of technical assistance provision; consider use of grants for seed funding linking	Revisit models for research delivery	Australian Government

Major Risk	Potential impact	Level of risk	Risk Mitigation	Actions if risk eventuates	Responsibility
	research programs of other donors		Australian and African researchers to develop a broader relationship and joint work program		
Training, workshops, twinning, exchange specific risks					
Inappropriate or ineffective selection of officials or agencies to receive assistance	Limited capacity building	Medium	Appropriate scoping of institutional context and capacity that engages the beneficiary organisation. Scoping informs approval of activity by Management Committee.	Note as part of lessons learned when dealing with future requests	Managing Contractor, Partner government

5.5 *Lessons learned from previous capacity building work undertaken in AusAID*

Lesson	**Response**
Need to balance relationship building with effective development work and to manage expectations so that it is clear how much assistance partner governments can expect to access	Develop clear guidelines that require a nominating authority to prioritise requests by the partner government. Work with partner governments to prepare proposals and adequately scope work.
Context matters for effective development	Use a staged approach to each activity that would at least separate scoping from delivery. Consider both timing of intervention and what subsequent support (regular contact, workplace exchange/twinning, return visit of adviser, research grant) might strengthen input.
Analysis of the recipient organisation's needs, together with what changes can reasonably be brought about by a twinning program is needed before embarking on one	Scoping will be the first stage of responding to a request for bilateral technical assistance and capacity building activities (eg twinning)
Interpersonal skills are at least as important as technical skills	Assess interpersonal skills as part of recruitment. Don't select people for technical skills only. Consider capacity for mutual respect, honesty, professionalism, recognition and valuing of differences.
AusAID must maintain substantial involvement in the program in order to maximise impact, ensure transparency of processes, effectively manage relationships with partner governments and promote Australian identity. Related to this, there is a point beyond which outsourcing the program becomes counterproductive.	Build in significant role for AusAID in both Senior Reference Group and Management Committee.
Managing partnerships is human resource-intensive, and an efficient management model utilising outsourcing where appropriate is required.	Outsource as much of the administrative work as possible.
Australian agencies with dedicated staff in their international sections and who have development experience appear to have provided more appropriate, diverse and consistent support. Incorporate overseas activities into corporate plans.	Build on agencies with overseas-based experience; build capacity of APS agencies before deploying. Review Australian agency structures, functions, tasks, capacity, interest, motivation and corporate plans to see if/how they plan to be a part of the whole of government engagement with Africa.
Consider other donors (consultation at least and perhaps as implementing partners) who might be closer for reasons of location, historical linkages and cultural ties and also regional organisations who might be efficient delivery partners.	Will seek to build relationships with other donors/regional organisations as well as with partner governments. Will be guided by partner governments in how to work with other donors initially. Recognise that to work with others needs more resources but is more effective and reduces demands on partner governments.

Organisational relationships are dependent on personal relationships. Face to face engagement, preferably at senior levels initially, is critical to establish these. Once established, other means especially phone contact, can maintain productive relationships. Finding other efficient means of continuous contact is also important including regular newsletters and regular emails. Systems are needed to flag and manage staff changes.	Need to consider how to best build effective and long lasting relationships. Will be guided by partner government's ability to release its staff to be involved in the activity. Will support contact beyond implementation to help maintain relationships.
Including both senior and junior staff in appropriate activities, was a strategy to enhance depth and sustainability of linkages.	Need to consider how to avoid over-burdening partner governments while still building effective and long lasting relationships. Will be guided by partner government's ability to release its staff to be involved in the activity.
Activity design needs to take into account every country's circumstances. One size fits all rarely works.	Facility will have an overall design as well as a context driven design as part of activity identification.
Staff placements in the region can be more relevant and cost effective.	Facility will include African countries who can provide this support to other African countries
The relationship and program should be long term and continue beyond program end	Various modes of activity will be available to ensure sustainability eg short term advisory inputs and placements of staff in Australian agencies as well as remote mentoring and the opportunity to revisit if required
Work plans should be flexible, able to adapt to unpredicted factors and to match the recipient's needs as their capacity evolves over time	Advisers can amend work plans with partner government agreement. Advisers can follow up with Managing Contractor where they are concerned that their work plan is not likely to deliver quality outcomes.
Practices such as developing terms of reference for activities, reports upon completion, etc should be agreed between the partners and become standard operating tools.	Allow for this in the approach to advisers work including providing inputs in developing terms of reference and providing training to advisers on working jointly for key reporting documents. Partner governments will be asked to review effectiveness and provide impact analysis.
Professional, personal and logistical support including understanding broader development context linkages is important. This includes support from home agency too.	Include in contracting and deployment services.