

# **AMENCA**

## **Australia Middle East NGO Cooperation Agreement 2 AMENCA2**

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### **Program Design Concept Paper and Guidelines**

**January 2008**

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## Acronyms

ACFID	Australian Council for International Development
AMENCA	Australia Middle East NGO Cooperation Agreement
ANCP	AusAID NGO Cooperation Program
ANGO	Australian Non government organisation
APPR	Annual Program Review Report
AusAID	Australian Agency for International Development
CA	Cooperation Agreement
CBO	Community based organization
CBP	Community and Business Partnerships
CSO	Civil society organisation
DAP	Direct Aid Program
DFAT	Department of Foreign Affairs and Trade (Australia)
GoA	Government of Australia
IMEA	Iraq, Middle East and Afghanistan
KPIs	Key Performance Indicators
M&E	Monitoring and Evaluation
NGO	Non government organisation
oPT	occupied Palestinian Territories
PA	Palestinian Authority
PCR	Project Completion Report
PDD	Project Design Document
PNGO	Palestinian Non government organisation
TA	Technical Assistance
TAP	Technical Assessment Panel
TIM	Temporary International Mechanism
TOR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
WB	World Bank
WofG	Whole-of-Government (Australia)
WV	World Vision

# 1. Program Preparation Steps

## 1.1 Program Origin

The Australian Government, through AusAID, provides assistance to the Middle East to support the peace process and assist vulnerable Palestinians. Australian development assistance to the Middle East (Palestinian Territories) for 2006-07 was \$16.2 million and builds on more than 50 years of Australian humanitarian and development assistance to the Palestinian Territories and Palestinian refugees in Jordan, Syria and Lebanon. During 2005-07, Australia's development has been provided mainly through support to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), which currently provides basic services to 4.4 million Palestinian refugees in the West Bank, Gaza, Lebanon, Syria and Jordan.

Although the Middle East is removed from the geographic focus of the overseas aid program, Australia's modest aid addresses the broader Australian political imperative for whole of government engagement in the region. The ongoing conflict between Israel and the Palestinians, with the resultant humanitarian imperatives and strong community interest within Australia as well as international expectations provide a strong rationale for continuing a targeted Australian Government aid program to assist the Palestinian people.

In 2003, AusAID introduced NGO Cooperation Agreements (CAs) as a funding mechanism to replace AusAID's country windows mechanism. The CAs enable AusAID country programs to engage with NGO partners in delivering development assistance more closely aligned with country strategies/ frameworks. Through these agreements, AusAID seeks to maximise collaborative, strategic engagement, at both a program and policy level in country program priorities with a range of Australian NGOs, as well as to enhance the quality in the design and delivery of the aid program.<sup>1</sup> CAs aim to build on and maximise use of the unique strengths of NGOs particularly in relation to their long-term experience, capacity and linkages with partner organisations and communities in specific countries.

AMENCA was developed by the Iraq, Middle East and Afghanistan (IMEA) Section of AusAID during 2004-2005, and as such was one of the first CAs to be implemented in AusAID. The AMENCA Agreements were signed with three NGOs (CARE, Austcare, and World Vision) and implementation of activities commenced in November 2005. The objective of AMENCA is to increase Australia's development impact in the Palestinian Territories through strengthening the capacity of Palestinian institutions and organisations. The three key target areas identified under AMENCA are: vulnerable groups (women and/or youth); income generation/ livelihoods, and agriculture (food security) which were aligned with the objectives of AusAID's 2004-2006 Middle East Strategy. The current phase of AMENCA is due to end in September 2007. Also, AusAID has developed a new Middle East Framework for 2007-2010.

During early 2007, AusAID conducted a review of AMENCA in order to determine whether AMENCA should be continued beyond the end of September 2007 by establishing a new round of CAs. The Review Report (April 2007)<sup>2</sup> concluded that AMENCA provided an appropriate mechanism with a longer term development perspective to balance humanitarian assistance

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<sup>1</sup> Australian Aid: Promoting Growth and Stability. A White Paper on the Australian Government's Overseas Aid Program. 2006.

<sup>2</sup> AMENCA Review Report April 2007.

provided through UNRWA. The Review recommended that AusAID proceed with the design of AMENCA2.

## 1.2 Design Objectives

The AMENCA2 Program Design, Concept Paper and Guidelines document presents a comprehensive approach to the development of the design of the AMENCA Phase 2 Cooperation Agreement, as prescribed in the Terms of Reference (TORs) presented in Attachment 1. The design process builds on the AMENCA Review (April 2007) and has included further consultations with staff in AusAID IMEA Section; Community and Business Partnerships (CBP) Section; staff at the Australian representative Office in Ramallah; and the Australian Council for International Development (ACFID).

The objective of the AMENCA Program design process is to assist AusAID to establish the AMENCA 2 NGO Cooperation Agreement by undertaking two main tasks.

- Developing AMENCA2 Concept Paper/ Guidelines for NGOs, including a management framework of the AMENCA2 suitable for the request to Australian NGOs to submit a capacity statement for the AMENCA2; and
- Provide input into the assessment of the NGO design documents and subsequently prepare a program implementation description, including a synthesis of the NGO design documents (submitted through the above tender process) under the agreed management framework and suitable for AusAID peer review.

This document represents the completion of Task 1. The document is structured to reflect a program design approach to the CA and therefore includes the following key sections:

- Section 2: Situation Analysis and Rationale
- Section 3: AMENCA2 Program Description: Goal, Objectives and Components
- Section 4: Program Management: Management Structure and Timeframes, Capacity Statement Process, Design Process, Resources, Program Performance (including proformas for design and reporting)
- Section 5: Risk, Sustainability and Feasibility

Attachment 2 provides the overall timeline for the AMENCA2 Program from Draft document stage through to AMENCA2 project implementation.

## 2. Situation Analysis

Development in Palestine is severely impacted by continuing occupation and conflict with Israel. Without peace, prospects for economic growth and poverty reduction are limited. The impact of the closures that followed the *Intifada* in 2000, the progressive expansion of closures since (including the separation barrier in the West Bank), and increases in Israeli settlement activity have had a significant impact on the livelihoods of Palestinians. This has included issues related to food security; agriculture and trade; violence/ psycho-social impacts of violence; restrictions to movement; employment (unemployment, absenteeism, disrupted work practices, payment of salaries); and the ability to deliver and access services including health and education.<sup>3</sup>

### Humanitarian and Emergency Issues

UNRWA has played a significant role in providing basic humanitarian services and emergency assistance to Palestinians across the region for many years. With living conditions in the

<sup>3</sup> The situational analysis presented in this Section reflects the findings of the AMENCA Review (April 2007).

Palestinian territory deteriorating during 2006, demands on UNRWA emergency programs increased. Emergency funds supported the provision of emergency food aid to 240,000 refugee families, or around 70 percent of the registered refugee population, the creation of over 3 million work-days for 50,000 unemployed refugees, cash assistance to impoverished families, the reconstruction of destroyed shelters and health care through mobile clinics to families facing access problems.<sup>4</sup>

### Australia's Response

As identified in Section 1.1, the GoA has had a long history of humanitarian and development assistance in the Palestinian Territories and to Palestinian refugees in the Middle East. A key component has been support to humanitarian efforts through UNRWA, which has made up to 50% of annual assistance. Other funding has included assistance to the World Food Programme, UNICEF and the International Committee of the Red Cross.

During 2004-07 the AusAID Middle East Program will have funded approximately \$A43.2 million of assistance. During this period, approximately \$A33.8 million was for UNRWA (2004-2007) and \$A7.6 million for AMENCA. In 2007-08, Australia's development assistance program, estimated at \$22.3 million, will fund UNRWA's regular and emergency programs for Palestinian refugees (\$7.2 million), \$4 million to support the Palestinian Authority through a World Bank-managed multi-donor trust fund and \$11.1 million for humanitarian interventions, such as emergency health and food assistance, through UN agencies and international NGOs and community-based projects under AMENCA 2. In addition small amounts of funds are also made available on an annual basis to Australian NGOs through the AusAID NGO Cooperation Program (ANCP), which is managed through the Community and Business Partnerships Program.<sup>5</sup>

### Whole of Government Approach

Support is also provided through DFAT at the Australian Government Representative's Office in Ramallah, which manages a small Direct Aid Program (DAP), to assist Palestinian NGOs (PNGOs). During 2005-06 approximately \$A115,000 was provided to 10 projects ranging from training for women in human rights, support for the disabled, drug prevention, bilingual primary education, and income generation. DAP is managed by DFAT in cooperation with AusAID at the Ramallah office.

## 2.1 Policy and Program Context

AusAID's current Framework for the Middle East (2007-2010) reflects the broad approach of the international community and the changing political context. The overarching goal is to *reduce human suffering and poverty and to pursue sustainable development – by promoting the Middle East Peace Process to foster a secure, stable and effective Palestinian state*. The specific poverty reduction and sustainable development objectives of Australia's aid to the Middle East from 2007-2010 are to:

- Improve basic services for Palestinians, in particular refugees, women and children;
  - Promote democracy and good governance.
- Addressing humanitarian needs will continue as a priority for the aid program as long as there is a "political impasse between Palestinian and Israeli authorities."

<sup>4</sup> UN Report of the Commissioner-General of the United Nations Relief and Works Agency for Palestinian Refugees in the Near East: 1 January-31 December 2006. August, 2007

<sup>5</sup> Currently (2006-07) 2 World Vision projects are funded: women's vocational training, and income generation, in the West Bank and Gaza.

## 2.2 Analysis of the Development Situation

Recent political events have significantly changed the development assistance context. In January 2006 the militant Islamist movement Hamas won the Palestinian Legislative Council elections. The international community, led by the Middle East Quartet (United States, the European Union, Russia and the United Nations) agreed not to engage with a Hamas-led Palestinian Authority unless its leadership agrees to renounce violence, recognise the State of Israel and respect agreements previously made by the PA.<sup>6</sup> As a consequence of the election of Hamas, the Quartet and some international donors suspended direct aid to the Palestinian Authority.

Since 2006, the Palestinian Territories has experienced a severe economic downturn; decline in essential public services provided by the PA, such as hospitals, electricity, fuel, water and sanitation; closure of Gaza's crossing points have further limited access; increased movement restrictions within the West Bank; and, severe restrictions to commercial trade.

As of 14 June 2007, Hamas took military control of Gaza. Palestinian President Abbas subsequently dismissed the Hamas-led National Unity Government, declared a state of emergency and established a new emergency government without Hamas. Prime Minister Fayyad's emergency government was reappointed by President Abbas on 13 July as a caretaker government until there is a vote in the Palestinian legislature. On 18 June 2007, the United States and the European Union announced that it was lifting its ban on direct financial aid to the new emergency government. The Hamas takeover of Gaza has resulted in the virtual closure of access to and from Gaza by Israel, raising serious concern about the humanitarian situation in Gaza.

Recent World Bank<sup>7</sup> analysis notes that despite large inflows of aid, the percentage of Gazans who live in deep poverty has been steadily increasing, rising from 21.6% in 1998 to nearly 35% in 2006 – with continued economic decline in 2007 and implementation of strict closures on Gaza, the current poverty rate is likely to be closer to 67%. The increase in poverty in the West Bank has been lower but still significant. Unemployment is estimated at 28% in the West Bank and 39% in Gaza, with youth unemployment as high as 60%. Also, the World Bank reports:

- the decline of the Palestinian economy, triggered by the second *Intifada* in 2000 and compounded by recent events, has left per capita GDP at \$1,129 by the end of 2006, about a third less than the 1999 level of \$1,612;
- health indicators have seen a steady drop over the last three years, with chronic diseases increasing 31% since 2005 and chronic malnutrition among children under five increasing 3% between 2004 and 2006;
- the number of households with safe drinking water dropping 8% between 2000 and 2007;
- a recent survey indicating nearly 75% of Palestinians suffer from severe depression; and
- women's participation rate in the labour market is estimated at 15.2%, amongst the lowest in the world.

### International Assistance

Since the establishment of Prime Minister Fayyad's caretaker government, the international donor community has reconsidered its delivery of development assistance. The Temporary International Mechanism (TIM), a funding mechanism established in 2006 by donors to facilitate the direct delivery of assistance to the Palestinian people without the funding passing to or through the

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<sup>6</sup> AusAID Middle East (Palestinian Territories) Development Assistance Framework 2007-10. October 2006.

<sup>7</sup> World Bank, *Two Years after London: Restarting Palestinian Economic Recovery*, Economic Monitoring Report to the Ad Hoc Liaison Committee, 24 September 2007, p. 9.

Palestinian Authority, has been extended to 31 December 2007. The Ad Hoc Liaison Committee (AHLC), meeting in September 2007, noted the positive efforts of the caretaker government in its preparation of a comprehensive and reform and development plan for the territory, particularly as Palestinian institutions had been weakened by the crises, fiscal uncertainty and political divisions of recent years. The reform and development plan will be presented at the donors' pledging conference, scheduled for mid-December 2007. Thereafter, it is anticipated that donor funding will be channeled directly to the Palestinian Authority rather than funding mechanisms such as the TIM. International assistance continues to support UN agencies and international NGOs, particularly addressing the humanitarian situation in Gaza.

### **Palestinian NGOs**

Given the changing socio-economic development context in the Palestinian Territories it is also relevant to provide a brief overview of the role of Palestinian NGOs (PNGOs). In particular this is important to consider given the fiscal crisis surrounding the PA, "the near paralysis of the PA's service delivery systems" especially as "assumptions about the extent to which NGOs can replace the PA abound ...".<sup>8</sup> Most critically there are implications and risks for creating parallel service delivery, as well as duplication of activities carried out by UNRWA. The 2004-05 study<sup>9</sup> has some useful insights which provide some balance to rising unrealistic expectations, as well as some important implications for donor funding. The key findings included:

- The level of beneficiary satisfaction with PNGO services is high.
- While the relationship between PNGOs and PA was seen as generally constructive, it did not include sector policy and planning. PNGOs have limited partnerships with local authorities.
- PNGOs have carved out niches in areas and/ or sectors where PA service provision is not available or limited and where private sector fees are high.
- PNGOs make efforts to prioritise the poor and disadvantaged communities, but this is not always systematic.
- PNGOs are not in most cases accountable to beneficiaries and local communities, but rather to their own boards and donors.
- PNGOs have some way to go in terms of objective monitoring and impact evaluation, as well as internal management and staff development.
- Donors tend to favour larger NGOs, due to their capacity to comply with complex donor procedural requirements, which may be inconsistent with creation of long term capacity and PNGO sustainability.

Some of the broader issues identified in the World Bank-Bisan study, as well as Review consultations raise important issues for the implementation of AMENCA2: 1) what opportunities are there for partnerships between PNGOs and local government; 2) should donor harmonisation and coordination around donor funding of NGO activities, including the support of PNGO aid coordination mechanisms; 3) what encouragement is there to target specifically poor and vulnerable communities; and 4) how can enhanced mechanisms for PNGO transparency and accountability be developed?

<sup>8</sup> World Bank and Bisan Center for Research and Development. The Role and Performance of Palestinian NGOs in Health, Education and Agriculture. December 2006. The study focused on service providers in 3 sectors: health, education and agriculture.

<sup>9</sup> Ibid.

## 2.3 Key Issues and Lessons Learned

Key issues and lessons learned have been developed based on the situational analysis and a review of practical implementation steps undertaken as part of the 1<sup>st</sup> phase of AMENCA. They are summarized as Tables 1 and 2.<sup>10</sup>

**Table 1: Key Issues in Development of AMENCA Program**

<b>Timeframes</b>	Delays resulted in the AMENCA implementation phase being reduced to 20 months (though no cost extensions have now extended implementation to 23 months). Numerous changes created increased time pressures, particularly during the Design stage, with the concern that additional consultations (without a clearly defined purpose) resulted in less time for implementation.
<b>Consultation Process</b>	Consultation process undertaken by AusAID was seen as a positive step to “partnership” with ANGOS and their local partners, but overall too long, and lacking clearly articulated objectives and expectations. By contrast not enough time was given to dealing with issues related to the local context, such as restrictions on movement, which had practical implications for design given the difficulties and time required to get people to participate in face to face meetings for AMENCA consultations.
<b>CA/ Program Approach</b>	AMENCA was one of AusAID's early CAs and at that point AusAID was still learning how to develop and implement CAs, with a consistent approach. For example, retro fitting KPIs after individual projects have been designed is problematic.
<b>Joint activities</b>	While the principle of “joint activities” appears reasonable, neither the purpose nor the implementation strategy was ever clearly defined. For example, how was it to be managed and resourced; who was responsible and what was AusAID's role?
<b>Crosscutting Issues</b>	There was a lack of clarity about expectations and practical focus in relation to some of the cross cutting themes and concepts. For example, while it was acknowledged that peace building was a key crosscutting theme, it was never clear what the purpose of developing a peace building Toolbox would be in relation to the implementation of the AMENCA Program.
<b>Design</b>	The Peer Review process was seen as a positive initiative to share information across all NGOs, but was carried out too late in the process to have significant impact on changing NGO designs. Advice from Concept Note stage to design stage was in some cases contradictory. AusAID covered 50% of design costs, but in practice because of delays coverage was greater.
<b>Reporting</b>	Common reporting formats do not exist after the SMT, and each project has adopted an individual approach, which is predominantly descriptive. This presents an added challenge for AusAID in monitoring and addressing relevant issues.

**Table 2: Lessons Learned**

Lessons Learned: AMENCA Program	
<b>Timeframe</b>	Program needs to be longer to allow for substantial implementation, especially for community based, capacity building activities. Otherwise impact is questionable.
<b>Consultation Process</b>	Streamline the consultation process, with clear timeframe, expectations and guidelines.
<b>Local context</b>	Build in flexibility and responsiveness for delays attributed to changes in the local context. e.g. restrictions on movement.

<sup>10</sup> Key issues and lessons learned are based on findings from the AMENCA Review (April 2007) and the AMENCA Joint Activity Training Workshop (30 April – 3 May 2007) Report (July 2007).

<b>CA/ Program Approach</b>	Streamlining the CA process and providing clearer guidance on the expectations, steps and elements of the Program approach, which would then facilitate more effective decision making.
<b>Crosscutting Issues</b>	Clarify the part that crosscutting issues play in the CA; concept, design and implementation.
<b>Design</b>	Clarifying timeframes for Design Process and Peer Reviews, provides more realistic opportunities to respond to requested changes in the design. There needs to be consistency across the TAP and Peer Review comments, otherwise contradictory advice can lead to inefficiencies and frustration. 100% of design costs should be covered in 5 year designs as for current CA practice. Incorporating practical input from partner NGOs in Palestine for the Peer Review, provides an important local context. A "rolling design" as part of Annual Planning may be more effective, particularly for a longer implementation timeframe.
<b>Reporting</b>	Common reporting formats will assist NGOs in terms of clarifying expectations/ requirements, and provide AusAID with comparable information
<b>Lessons Learned: Project Implementation</b>	
<b>Local context</b>	Unanticipated sudden changes in the operating environment (access/ closures, Hamas elections) mean that everything takes longer to implement, and communication issues are more complex.
<b>Risk Management</b>	Risk mitigation strategies need to be regularly reviewed to respond effectively to unforeseen changes, given the unique context; including unforeseen changes in local partner capacity and staff, which have also caused some delays to implementation.
<b>Program Coordination</b>	Coordination across the Program needs to be improved, otherwise project implementation remains largely outputs based which contributes to a somewhat "siloed" approach.
<b>Measuring Impact</b>	Measuring progress and impact overall versus measuring activities and outputs will contribute to a better understanding of how well individual project and AMENCA goals have been achieved.
<b>Women/ Gender</b>	A strong focus on women in projects is positive, but how well is gender integrated, especially into crosscutting themes of peace building, capacity building and sustainability?
<b>Partners and CSOs</b>	More effort needs to integrate partners into the overall Program, as part of decision making, management, reporting. Strategies for building better linkages between partner NGOs, CBOs and other key organisations need to be considered as part of an approach to long term sustainability.
<b>Poverty reduction/ Livelihoods</b>	Poverty reduction strategies which focus on capacity building /training are viewed by some beneficiaries as less tangible, with beneficiaries identifying "substance" e.g. money, goods, as more effective. This raises the dilemma about the nature of "development" projects in a context where there is also an ongoing humanitarian (and in some cases emergency) situation.
<b>Coordination</b>	Coordination across PNGOs is an increasing challenge, particularly as currently coordination mechanisms meet irregularly.
<b>Donors</b>	Donors seek to support PNGOs to take on increasing service provision roles, and there is a risk of duplication, competition and concentration of funds and activities around large PNGOs. The risk is that PNGOs take on roles and services normally provided by government.

## 2.4 Rationale for the Program

The rationale for AMENCA2 is based on the goal and objectives of the Middle East Framework (2007-2010) and the lessons learned and the analytical recommendations provided in the

AMENCA Review Report (March 2007). The Review concluded that despite a limited timeframe for project implementation and difficult operating environment, ANGOS in partnership with PNGOs had contributed positively to strengthening the capacity of Palestinian institutions and organisations, by focusing development cooperation activities on vulnerable groups (women and/or youth), income generation/ livelihoods, and agriculture, in terms of food security. AMENCA has built upon a long history of Australian humanitarian assistance to the Middle East, including the reputation and strength of ANGO partnerships, which have brought together extensive community based and local capacity building experience. Furthermore, AMENCA NGOs have been responsive to the difficult and changing political and socio-economic context, while continuing to work at the community and household levels.

In addition, recent analysis<sup>11</sup> has indicated that there is increasing poverty and unemployment; and declining basic service provision, reinforcing the need for continued international assistance. This need is addressed in AusAID's Development Assistance Framework for the Middle East (2007-2010) which provides the policy rationale for the AMENCA2 Program approach. AMENCA2 provides a mechanism which allows AusAID to address, in a limited way, development issues, through partnerships with ANGOs, given that the majority of the Middle East Program focuses on multilateral efforts for humanitarian, emergency and refugee assistance, while promoting the Middle East Peace Process. Given the political and security situation, the difficulty of engaging directly with the Palestinian government, supporting partnerships with NGOs is seen as an important and feasible mechanism for staying engaged with Australia's interests to promote democracy and good governance in the Middle East.

Earlier AusAID NGO CAs have typically been managed as a series of discrete activities, combined under one umbrella primarily for administrative efficiency. The AMENCA2 Program builds on the lessons learned from the 1st phase of AMENCA and previous CAs. AMENCA2 adopts an approach which aims to enhance the coordination, quality and impact of the individual projects so that the benefits of the overall Program exceed the benefits of the individual activities. The AMENCA2 Program will do this by:

- Building on the lessons learned from the 1st phase of AMENCA particularly in relation to AMENCA consultation processes, timeframes, 'joint activities', design, reporting, integration of crosscutting issues, coordination across NGOs, linkages between partners, and cross-cutting issues;
- Providing assistance over a longer timeframe; i.e. 5 years.
- Providing funding consistency for the NGOs, by funding projects which extend for the full five year duration of the Program, on an annual basis;
- Retaining funding for Program management, periodic monitoring and joint Annual Program Review activities, to enable flexibility and responsiveness, and continuous learning;
- Promoting effective coordination, communication and learning across the Program, between the AMENCA2 NGOs and their partners, AusAID and other key stakeholders as appropriate, to build sustainability;

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<sup>11</sup> World Bank Coping With Crisis: Palestinian Authority Institutional Performance. November 2006. World Bank, *Two Years after London: Restarting Palestinian Economic Recovery*, Economic Monitoring Report to the Ad Hoc Liaison Committee, 24 September 2007.

- Ensuring that projects have the flexibility to be modified over time through an annual planning process that builds on lessons learned and accommodates necessary changes to the operating environment; and
- Promoting effective Program management given the limited staff resources of AusAID post and desk.

## 2.6 Scope of the Program

The following key parameters describe the scope of the AMENCA2 Program.<sup>12</sup>

- **Timeframe:** up to 5 years, subject to a positive Mid Term Review in Year 3.
- **Funding:** an estimated budget of A \$20 million for 5 years (to cover design (100%), project implementation, Program management, and monitoring).
- **Location:** Palestinian Territories (West Bank and Gaza).
- **CA number of participating ANGOS:** 3 fully accredited NGOs.

As noted the scope of the Program has increased to a timeframe of up to 5 years, however, budget is limited at A \$20 million for 5 years. Therefore, in order to provide reasonable overall Program coverage, AMENCA2 has been limited to 3 fully accredited ANGOS. This would also enable limited post/ desk resources to be utilized most effectively in order to provide appropriate Program management and support.

## 3. Program Description

### 3.1 Program Goal

The Program goal and component objectives are based on those outlined in AusAID's Development Assistance Framework for the Middle East (2007-2010). The overarching goal is to *reduce human suffering and poverty and to pursue sustainable development – by promoting the Middle East Peace Process to foster a secure, stable and effective Palestinian state*. The specific poverty reduction and sustainable development objectives of Australia's aid to the Middle East from 2007-2010 are to:

- *Improve basic services for Palestinians, in particular refugees, women and children;*
- *Promote democracy and good governance.*

The **goal** of the AMENCA2 Program is:

*To contribute to the reduction of the vulnerability of Palestinians (particularly women, children and youth) by improving livelihoods, access to basic services, and the capacities of Palestinian NGOs.*

This reflects the strategic objectives of the Development Assistance Framework and builds on the findings of the situational analysis, which highlights the declining livelihoods situation, destabilized situation around security and access to movement, declining basic services, and the increasing need for community self-reliance and good governance.

**Key target themes** for AMENCA2, therefore are:

- Basic services: health, education/ training

<sup>12</sup> As identified in the AMENCA2 Design TORs (Attachment 1).

- Livelihoods: food security
- Capacity building of local Palestinian NGOs as part of strengthening good governance
- Vulnerable groups: women, children and youth.

**Crosscutting Issues:** AMENCA2 will specifically work to integrate **crosscutting issues** at all levels; i.e. by integrating crosscutting issues into the Program goal, individual projects, and throughout program implementation and management. In addition, the Program and all activities will be consistent with AusAID's focus on gender equality, governance, peace-building and environment.

- **Gender equality:** is an overarching principle of Australia's aid program and important to all aspects of livelihood, basic services, governance, peace-building, capacity building of local NGOs, and sustainability. At the Program level, gender (and children and youth) are key themes and are integrated into the goal of AMENCA2, within the religious, political, social and cultural context of the Palestinian Territories. At a minimum, gender equality performance indicators will require the collection and analysis of sex and age disaggregated data on who participates in and benefits from AMENCA2 activities.

At an activity level, progress towards gender equality could include:

- Reducing inequality for females and males (and youth and children) in **access** to resources, assets, benefits and services (e.g. livelihoods, income, information, education, land, health services).
- Increasing participation of women in **decision making** at all levels (e.g. including the household, community based organizations, the marketplace);
- Increasing the ability of women and girls to assert **rights** in public and private life (e.g. due to reduced discrimination, improved services and legal institutions for violence against women).
- Strengthening the **capacity** of implementers and partner civil society organizations to advance gender equality (e.g. including the ability to plan, implement and review activities which benefit women and men to participate and benefit equally.)

Individual activities will need to undertake gender and social analysis as part of activity design, development of implementation strategies, monitoring and evaluation frameworks, and risk analysis.<sup>13</sup>

- **Governance:** The social, cultural, political and security context of the Palestinian Territories present a difficult and challenging environment for humanitarian and development activities. Supporting efforts for the promotion of democracy and good governance, peace building, increased capacity of local Palestinian NGOs and enhanced participation of civil society, are key elements of AusAID's Development Assistance Framework for the Middle East (2007-2010) and the focus of AMENCA2. In addition, supporting sustainable reduction in corrupt behaviour for the purpose of improving economic and social development, is also an important element of the governance focus, particularly in supporting the capacity development and accountability of local Palestinian NGOs.<sup>14</sup>

<sup>13</sup> AusAID Gender Equality in Australia's Aid program: Why and How. 2007. <http://www.ausaid.gov.au/keyaid/gender.cfm>

<sup>14</sup> AusAID Good Governance: Guiding Principles for Implementation. 2000; and AusAID Tackling Corruption for Growth and Development. 2007. <http://www.ausaid.gov.au/keyaid/gover.cfm>

At a Program level, performance indicators which assess the contribution of AMENCA activities to improved NGO capacity will be considered. In addition, activities will need to identify the key elements of organizational capacity, develop relevant partnership strategies and monitor progress towards strengthened capacity and improved governance.

- **Peace-building:** The Development Assistance Framework for the Middle East (2007-2010) builds on AusAID's Peace, Conflict and Development Policy (2002) which recognizes that conflict is a powerful reverser of development gains and a primary cause of poverty. In turn, high levels of poverty can increase the risk of conflict. In the difficult security environment of the Palestinian Territories peace-building is a key crosscutting issue for AMENCA.<sup>15</sup> Specifically, in preparing an activity design and a risk assessment, NGOs will need to incorporate a conflict analysis, as part of their situational analysis, and give consideration to the role of women and youth in peace-building and conflict prevention. In addition, AMENCA activities will need to integrate a "do no harm" analysis and approach to ensure that activities do not inadvertently exacerbate tensions; e.g. potentially increase violence against women, or create tensions between participating and non-participating NGOs and communities.
- **Environment:** AusAID's environment strategy focuses on sustaining economic growth and reducing poverty by improving the management of natural resources, increasing community resilience and better conserving natural heritage.<sup>16</sup> In the AMENCA2 context, it will be important to integrate an environmental assessment into livelihood or basic service activities, as appropriate, to ensure that mitigation strategies have been developed, and that there are no inadvertent negative environmental impacts.

**Achievements of the Program** will be assessed in terms of:

- Number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved livelihoods, as a direct result of AMENCA2 activities. (e.g. increased income, improved nutrition, increased access to markets)
- Number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved access to basic services, as a direct result of AMENCA2 activities. (e.g. improved access to health services (number of times services used), increased access to education (skills developed))
- Evidence of the improved capacity of Palestinian NGOs/ CSOs and the extent of these benefits, as a direct result of AMENCA2 activities. (e.g. improved governance, financial management and accountability)
- Assessment of the effectiveness of integration of crosscutting issues into livelihood, basic services and capacity building of local Palestinian NGOs as a direct result of AMENCA2 activities.
- Evidence of activities being replicated, lessons learned being applied more broadly across sectors, as a result of AMENCA2 activities.

Program level indicators are discussed further in Section 4.7.

<sup>15</sup> AusAID Peace, Conflict and Development Policy. 2002.  
[http://www.aisaid.gov.au/publications/pdf/conflict\\_policy.pdf](http://www.aisaid.gov.au/publications/pdf/conflict_policy.pdf)

<sup>16</sup> AusAID *Aid and the Environment: Building Resilience, Sustaining Growth*. 2007.  
<http://www.aisaid.gov.au/keyaid/envt.cfm>

The AMENCA goal, components and component objectives are summarised in Figure 1.

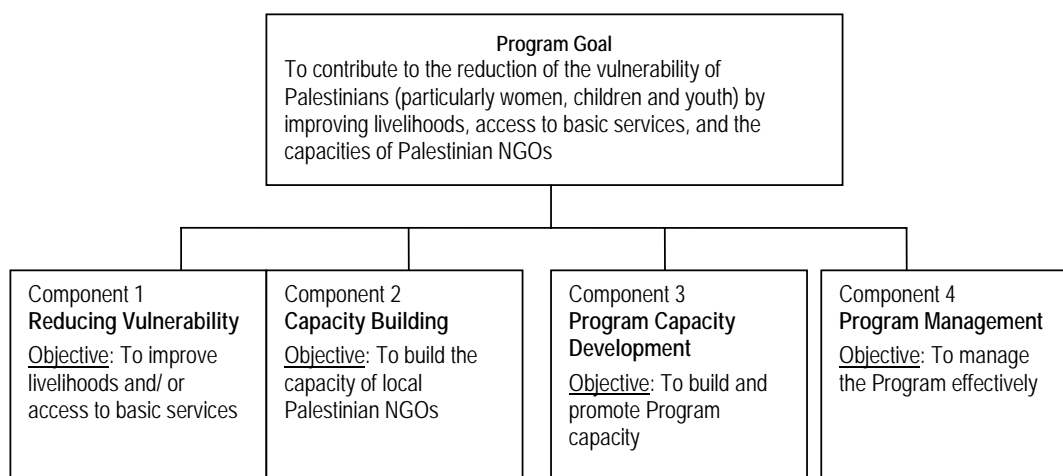


Figure 1: AMENCA2 Goal, Components and Component Objectives

The subsequent description of the Program components is based on the Program's Logical Framework Matrix, which is presented as Attachment 3. As discussed further in Section 4.7, the Log frame itself will be reviewed and revised periodically to ensure it remains an appropriate tool to guide implementation, monitor progress and evaluate achievements and impact.

### 3.2.Objectives and Component Description

All project designs and activities are expected to address all Components of the Program; i.e. it is expected that each project funded under AMENCA2 will address livelihoods and /or basic services and capacity building of local NGOs as a key part of activity implementation, as well as Program capacity development and effective management. However, NGOs and partners may choose one area from the livelihood and/ or basic services as their primary focus for activities.

#### Component 1: Reducing Vulnerability

The objective of Component 1 is *to improve livelihoods and/ or access to basic services*. This component provides an opportunity for the Program to address the vulnerability of poor Palestinians (particularly women, children and youth) by focusing on enhancing livelihood opportunities, and increasing access to basic services. Based on the Middle East Framework (2007-2010) and the situational analysis, the following menu of basic services and livelihood categories has been identified for Component 1.

- Basic services: health (including psychosocial), education, water and sanitation.<sup>17</sup>

<sup>17</sup> Key policy themes provide some guidance on AusAID's focus in education and health.

**Education:** Achieving universal primary education and gender parity at all levels of education is part of the Millennium Development Goals. But there is also concern that education systems are not providing youth, and adults with skills and training to enhance livelihood opportunities and that unemployment may contribute to further instability and violence, eroding livelihood gains. <http://www.ausaid.gov.au/keyaid/education.cfm>

- Livelihood activities: food security/ agriculture, training, micro-credit, access to markets.

As reflected in the Log frame (Attachment 3), the component achievements will be assessed in terms of the following indicators:

- Increased livelihood opportunities (e.g. increased income, improved nutrition, increased access to markets)
- Increased access to basic services (e.g. improved knowledge about services, availability of services; improved access to health services (e.g. number of times services used), increased access to education and skills developed)

At the impact level Component 1 will also contribute to assessment of the:

- Number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved livelihoods, as a direct result of AMENCA2 activities.
- Number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved access to basic services, as a direct result of AMENCA2 activities.

Specific project indicators will need to be developed as appropriate to the proposed project. In addition, project indicators will need to include some core Program level indicators, to contribute to measures of Program impact. The Log frame (Attachment 3) provides some examples. However, Program level indicators will need to be agreed and confirmed by AMENCA2 NGOs prior to design commencing, as part of the pre-design Workshop. This is discussed further in Section 4.7.

## Component 2: Capacity Building

The objective of Component 2 is *to build the capacity of local Palestinian NGOs*. This component builds directly on the objectives of the Middle East Framework (2007-2010) to contribute to peace-building and strengthening good governance, as well as the lessons learned from phase 1 of AMENCA. The focus of Component 2 is both on the capacity of local NGOs to manage issues relevant to project implementation (in relation to their specific livelihood and/ or basic services activities), as well as their capacity to manage themselves as civil society organizations (e.g. in terms of appropriate governance structures, financial management, M&E, reporting etc).

As reflected in the Log frame (Attachment 3), the component achievements will be assessed in terms of the following indicators:

- Enhanced capacity of NGOs and partners to address livelihood and basic services issues (e.g. improved plans; strategies, coordination, networks)
- Improved capacity of NGOs and partners to address governance issues (e.g. improved organisational capacity, financial planning, project management, M&E)

At the impact level Component 2 will also contribute to assessment of the:

- Evidence of the improved capacity of local Palestinian NGOs/ CSOs and the extent of these benefits, as a direct result of AMENCA2 activities. (e.g. improved governance, financial management and accountability)

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**Health / HIV and AIDS:** Investing in health helps lay the ground work for skilled and productive populations, ensures that the poor can improve options for livelihoods, and participate more fully in society. AusAID programs have focused on simple, cost-effective, community focused methods and sustainable approaches. e.g. women's and children's health, domestic violence, HIV and AIDS [http://www.usaid.gov/our\\_work/global\\_medicine/health\\_cfm](http://www.usaid.gov/our_work/global_medicine/health_cfm)

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Specific project indicators will need to be developed as appropriate to the proposed project. In addition, project indicators will need to include some core Program level indicators, to contribute to measures of Program impact. The Log frame (Attachment 3) provides some examples. However, Program level indicators will need to be agreed and confirmed by AMENCA2 NGOs prior to design commencing, as part of the pre-design Workshop. This is discussed further in Section 4.7.

### Component 3: Program Capacity Development

The objective of Component 3 is *to build and promote Program capacity*. Component 3 includes a number of outputs which aim to enhance the quality, effectiveness, sustainability and impact of the individual NGO projects, so that the benefits of the Program exceed the benefits of the individual projects. The component achievements will be assessed in terms of:

- the degree to which AMENCA2 activities adequately utilise an effective integrated approach to promote the Program.

Component 3 includes the following outputs.

#### **Output 3.1:** Effective coordination between AMENCA2 NGOs and key stakeholders

There are 2 aspects to this output.

- **Annual Program Review (APR):** a workshop will be held on an annual basis to strengthen linkages between Program partners; improve coordination; share ideas, information, and provide input to Program strategies and planning. These workshops will also provide an important opportunity to:
  - showcase progress and achievements of each project, and identify plans for the following year;
  - highlight lessons learned, review the relevance of the Program Log frame and address key concerns; and
  - focus on specific themes or issues as identified by AMENCA2 NGOs and partners.

A field visit to one of the projects may also be incorporated if appropriate. This will be the major "joint activity" undertaken by AMENCA2.

It is anticipated that these workshops would involve NGOs and their partners (approximately 4-5 participants from each project); as well as AusAID post and desk for approximately 3-4 days, possibly in Ramallah, depending on the operating environment. It is suggested that the APR take place in January/ February, after the completion of the second Six Monthly Progress Report period, and prior to development and submission of the next Annual Plan. The purpose of the APR will be to review progress, advise on future planning, coordinate on joint activities, and avoid duplication. For example, there may be opportunities for joint capacity building or training across the Program (e.g. monitoring and evaluation, gender issues).

The post will be responsible for organizing and managing the APR. The Program will have the resources to appoint a workshop facilitator, if required, to help ensure a productive exchange of information and ideas, as well as to assist in compiling specific recommendations arising from the workshop in relation to the lessons learned, key issues, and Program initiatives and priorities for the next financial year (the Annual Program Review Report). These aspects are discussed further in Section 4.2.

It is also understood that NGOs will have periodic communication across the Program throughout the year as implementation issues arise, either independently initiated or facilitated through the post.

- **Sector Working Groups and Networks:** It is anticipated that NGOs and their partners will also be involved on a periodic basis with appropriate fora such as Sector Working Groups or NGO Networks, related to the specific “livelihoods and/ or basic service” focus they have chosen for their project. These meetings provide an opportunity for AMENCA2 NGOs to identify further opportunities for coordination and cooperation in the sector; share information; identify potential areas of duplication and conflict; and to share lessons learned. To enhance Program coordination this information could be usefully shared across the Program as well as part of the APR Workshop. In addition, AMENCA2 NGOs could identify further opportunities for the Program as a whole, to participate in appropriate meetings to enhance coordination and Program impact. The post will also facilitate relevant sectoral information, in relation to donor activities and coordination.

**Output 3.2:** Lessons learned and best practice options for improving livelihoods, basic services and NGO capacity building are promoted

The documentation of lessons learned and best practice will be an important output of the Annual Workshops. The aim of this Output is to contribute to the promotion of best practice and sector knowledge. For example, the Program could consider sharing training materials, or electronically publish short Working Papers from the AMENCA Program, if AMENCA2 NGOs identified this as useful. Further initiatives could be discussed at the Annual Program Workshop.

## **Component 4: Program Management**

The objective of Component 4 is to manage the Program effectively. Core management responsibilities are elaborated in the Output descriptions which follow. The component achievements will be assessed in terms of:

- Program activities delivered on time and within budget

Component 4 includes the following outputs.

**Output 4.1:** Effective and efficient administrative program support provided

AusAID post and desk will jointly provide overall administration and program management. AusAID desk will be primarily responsible for the administration and contracting of the CA and design process, with input from the post; contract management; and reviewing Six Monthly and Annual Plan Reports. AusAID post will be primarily responsible for periodic field monitoring; facilitating and responding to issues on the ground; sharing donor and key stakeholder information as relevant; coordinating the Annual Program Review Workshop, and reviewing Six Monthly and Annual Plan Reports. AusAID will also have resources to contract additional support for Annual Program Review Workshops, as well as MTR and PCR. Roles and responsibilities are discussed further in Section 4.6.

**Output 4.2:** Project activities effectively implemented and monitored

### ***M&E of individual projects***

Each NGO will have prime responsibility for project management, implementation and monitoring the progress of each project, based on the Annual Plan and M&E Framework developed as part of project design. Planning and management are discussed further in Section 4.2. The M&E Framework will include baseline data and specific indicators which (as discussed further in Section 4.7) contribute directly to the measurement of performance at the component and Program levels. Progress will be reported by each NGO twice each year: once as a Six Monthly Progress Report (January – June), and once as an update included in the subsequent Annual Plan.

Each NGO will prepare a Project Completion Report (PCR) for each project. This will summarise the main objectives, methodology, achievements both in terms of outputs and outcomes, an assessment of likely impact, lessons learned and recommendations for further support. The PCR will also contain a cost summary. (Attachment 4 provides proformas.)

### ***Contract monitoring***

AusAID will be responsible overall for monitoring the contracts of AMENCA2 NGOs. Contract monitoring with AMENCA NGOs will be based on Service Orders between AusAID and each NGO, which will reflect the PDD and the intent of the CA.

### **Output 4.3:** Program performance evaluated on a periodic basis.

Program Performance will be based on the following: (i) Annual Program Review Reports, (ii) Mid Term Review (MTR); and (iii) Program Completion Report (PCR). As part of preparation for project design AMENCA2 NGOs will need to meet together to discuss program performance indicators, and a baseline for the Program, at the pre-design Workshop. These discussions will assist in developing a common group of indicators for the Program, which NGOs could then utilize along with specific project indicators. This is discussed further in Section 4.7.

Independent technical advisors will be contracted to conduct an Annual Program Review, MTR (in year 3) and to prepare a PCR (in year 5). The MTR review will be based on the Standardised Evaluation Method for AusAID NGO Cooperation Agreements being developed by the CBP Section of AusAID.<sup>18</sup> Details of reporting and the evaluation of Program performance is discussed further in Section 4.7.

## **4. Program Management**

Attachment 2 details the timeframe and sequence of steps for the development of the AMENCA2 Program; including the sequence for the Request for Submission of the Concept Paper and Capacity Statement, Design process and implementation. This section provides a narrative description about each of the steps, as well as overall planning, management, roles and responsibilities, resources and performance monitoring. The purpose of this section is to demonstrate the overall Program structure and management processes, prior to request for tender, to allow opportunity for clarification, as well as to provide NGOs an opportunity to build in planning and resources for Program level activities as part of the concept, design and implementation phases.<sup>19</sup>

### **4.1 Request for Submission of Concept Paper and Capacity Statement**

Attachment 5 provides the outline for NGO preparation for submission of the Concept Paper and Capacity Statement for AMENCA2. Preparation of the Submission should be based on the information provided in this Draft Program Design Document relevant tender documents, guidelines from the Community and Business Partnerships Section, and information provided as part of the tender briefing by AusAID. Reference should be made to Attachment 2 for the process and dates for tender submission and Technical Assessment Panel (TAP) process. The selection

<sup>18</sup> Standardised Evaluation Method for AusAID NGO Cooperation Agreements has been developed based on cluster methodology utilized by CBP. Copies of updated methodology will be provided to AMENCA2 NGOs prior to the MTR.

<sup>19</sup> Specific tender documents will be developed and distributed and by AusAID.

criteria and weighting for assessing the AMENCA2 Concept Paper and Capacity Statement are presented in Attachment 5.

## 4.2 Planning and Management Mechanisms

### Finalisation of Project Design and an Annual Plan for Year 1

Upon selection of the AMENCA2 NGOs and partners the next step will be to proceed to design. A Project Design Document (PDD) proforma is provided at Attachment 4. Prior to proceeding to design a pre-design briefing will be conducted with NGOs to confirm joint Program level performance indicators based on the Program Log frame, which can then be utilised to inform individual project design. (See also Section 4.7.)

Each NGO will submit a Project Design Document (PDD) which will include additional implementation and cost details for Year 1, avoiding the need for separate annual plans in the first year of the Program. The PDDs will be submitted to AusAID and assessed through a Peer Review process, based on the suggested selection criteria presented in Attachment 5. Based on the appraisal of the PDDs and advice from the Peer Review, AusAID will then be able to confirm the allocation of funds for each approved design. The Peer Review may at their discretion, request additional information or changes to any of the PDDs prior to implementation or as a requirement prior to final approval of a PDD.

### The Annual Planning Process for Year 2 Onwards

Each NGO will produce a Six Monthly Progress Report in August. This will provide an update on progress and identify any constraints or problems for each project being implemented. Financial reports will also be included, broken down by quarter. The Six Monthly Progress Reports will be a key resource for the conduct of the Annual Program Review (APR) of progress, resulting in an Annual Program Review Report (APRR). It is suggested that the Review be conducted in January/February, after the completion of the second Six Monthly Progress Report period, and prior to development and submission of the next Annual Plan (as discussed in Output 3.1).<sup>20</sup>

The purpose of the APR is to provide an opportunity for AMENCA2 NGOs to engage in active Program planning. At the project level, the APR provides a mechanism for AMENCA2 NGOs and partners to: share information on project progress, lessons learned and best practice models, and plans for the annual plan in the coming year. In addition, at the Program level, the APR provides an opportunity to develop structured linkages across the Program (i.e. by engaging in joint activities, avoiding duplication, sharing sector wide information), and reviewing progress at the Program level (including review of the Program Log frame and performance indicators).

The annual planning process for Years 2 to 5 is summarised in Table 3.<sup>21</sup>

**Table 3: Annual Program Level Planning Process**

Month	Activity
August	NGOs submit brief Six Monthly Progress Reports (covering the period January to June) to AusAID for each activity.

<sup>20</sup> Timeframes are indicative and based on the assumption that AMENCA2 will commence in April 2008, and will need to be confirmed by AMENCA2 NGOs and AusAID.

<sup>21</sup> Proformas for all reports are provided in Attachment 4.

January/ February	Annual Program Review Workshop is held to share lessons learned and enhance Program coordination. Annual Program Review Report prepared.
Early March	Annual Plans (which incorporate the Six Monthly Progress Reports covering the period July to December) are submitted to AusAID.
March	AusAID appraises Annual Plans and confirms funding allocation for the following financial year. Annual Program Review Report revised to include confirmed activities and budget.

## AMENCA2 Annual Program Review Report

The Annual AMENCA Program Review Report (APRR) provides a summary of Program progress and will include:

- A brief description of each project; the budget for each project over the next financial year; and a report on progress to date
- Review of project contribution to program performance
- Identification of key constraints, issues and lessons learned
- Identification of Program initiatives and priorities for the next financial year
- Confirmation of the Log frame and performance indicators
- Proposals for publications/ activities to highlight best practice
- A schedule of dates for key Working Group or Network coordination meetings
- Suggestions for highlighting and promoting the Program; and
- Any other further recommendations for consideration by the AMENCA2 Program.

This document will be prepared by the APR Workshop Facilitator in late February, and then updated by AusAID once there is confirmation of project activities and budget allocations for the next financial year (see Table 3). The Annual Program Review Report Summary is expected to be a relatively short and succinct document that can be utilised by Program partners to summarise the key activities being undertaken in the next financial year. (See also Section 4.7)

## 4.3 Resources

The estimated AMENCA2 budget is approximately A \$20 million over a 5 year period. As the scope of AMENCA2 has identified the participation of 3 fully accredited ANGOS, it is anticipated that each project will have an indicative budget of up to A \$6 million over five years (including for design). In addition, it is estimated that up to A\$1 million will be required for Program management, Workshops/ joint activities, publications, monitoring, and related technical assistance. A detailed budget and confirmation of costs will take place once NGO CAs are confirmed.

## 4.4 Program and Activity Level Agreements

AMENCA2 is governed by an umbrella agreement signed with NGOs, as well as individual contracts with NGOs. This Arrangement will be confirmed in full once the PDDs are finalised. AMNECA NGOs will need to develop Memorandums of Understanding and appropriate project management structures with local NGO partners, CSOs, organizations and communities, as appropriate.

## 4.5 Contracting and Financing Arrangements

### AMENCA NGOs

The contract requirements and financial limitation of each activity will be specified in the Service Order with each NGO. AusAID will make an annual payment to each NGO for each project, based on the cost projection contained in the PDD and subsequent annual plans. The NGOs will be required to acquit these funds on an annual basis. Subsequent payments will be dependent on the acquittal of prior payments and acceptance by AusAID of progress reports and annual plans.

The NGO will be wholly responsible for any sub-contracting or partnership arrangements, as well as any payments to other organisations, individuals, and for materials.

### Technical Advisors

Independent Technical Advisors (TA) may also be required for the appraisal of designs, review of Annual Plans, Annual Program Review, MTR, PCR, facilitation of Annual Workshops, and other advice on a periodic basis throughout the life of the Program. TA will often involve only short (1-2 days, other than the MTR, PCR and Facilitation) input, and there could be distinct advantages in locating and contracting advisors who reside in the region. However, it is recognised that this may not always be feasible and some international TA from outside the region may also be used from time to time, for example, for Program Review.

Independent TA will be contracted separately by AusAID. A Tasking Note for each input will be prepared by AusAID, outlining clearly the tasks to be performed, the time input available, and the reporting and presentation requirements.

## 4.6 Roles and Responsibilities

### GoA: AusAID

The AusAID Desk will:

- Jointly manage overall administration and program management for AMENCA2, and provide support to the post wherever possible;
- Take primary responsibility for the administration and contracting of the CA and design process;
- Participate in the Annual Program Review Workshop;
- Review Six Monthly and Annual Plan Reports and provide timely and consolidated feedback to NGOs;
- Review and provide consolidated feedback on forward budget estimates;
- Prepare and/or approve Tasking Notes for technical advisors, and contract and brief the advisors for each input (e.g. MTR and PCR)
- Provide input to Aidworks;
- Contribute to strategic input into AMENCA Program development;
- Promote linkages between AMENCA and other Australian activities in the Middle East region;
- Promote AMENCA in Australia; and
- Maintain dialogue and build relationships with the NGO partners and other key stakeholders to support their inputs to the Program by contributing to effective coordination of the program.

The AusAID Post will:

- Jointly manage overall administration and program management for AMENCA2, and provide support to the desk wherever possible;
- Provide input into the administration and contracting of the CA and design process;
- Provide on the ground support to NGOs in terms of practical implementation issues;
- Take primary responsibility for facilitating the Annual Program Review Workshop;
- Supervise and manage contracted activities as appropriate (e.g. facilitation of the Annual Workshop);
- Review Six Monthly and Annual Plan Reports and provide timely and consolidated feedback to NGOs;
- Review and provide consolidated feedback on forward budget estimates;
- Prepare and/or approve Tasking Notes for technical advisors, and contract and brief the advisors for each input;
- Monitor projects on a periodic basis with field visits;
  - Ensuring that the AMENCA NGOs/ activities are achieving quality results;
  - Requiring evidence of continuous improvement.
- Contribute to strategic input into AMENCA Program development;
- Promote AMENCA in Palestine;
- Participate in fora concerning donor harmonization, especially related to livelihoods, basic services and community governance and civil society capacity building.
- Promote linkages between AMENCA and other Australian activities in the region.
- Maintain dialogue and build relationships with the NGO partners and other key stakeholders to support their inputs to the Program by contributing to effective coordination of the program.

### **Australian NGOs (ANGOs)**

Australian NGOs will:

- Take primary responsibility for managing (with key partners) overall project administration, project implementation including monitoring and reporting, as identified in Capacity Statements and subsequent Service Orders with AusAID;
- Prepare Six Monthly, Annual Plans and financial acquittals in a timely fashion;
- Participate in the Annual Program Review Workshop and contribute to overall Program coordination, planning and review;
- Contribute to Program lessons learned, best practice and sector wide lessons;
- Participate in relevant fora especially related to livelihoods, basic services and civil society capacity building;
- Maintain dialogue and build relationships with NGO partners and other key stakeholders to support effective coordination with/ and across AMENCA2;
- Participate in the MTR and PCR;
- Promote AMENCA2 in the Palestinian Territories;
- Engage effectively with AusAID post and desk to achieve the goals of AMENCA2.

## **4.7 Program Performance and Monitoring and Evaluation**

Each activity will be assessed using a number of process and impact indicators which are derived from the Program Log frame. As shown in the Log frame (Attachment 3), the process indicators have been clearly identified for the goal and component objective levels. However, the impact

indicator presented in the Log frame (at the goal level) is *the number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved livelihoods and access to basic service, as a direct result of AMENCA2 activities.*

Before project design and implementation commences, the impact indicator(s) need to be specified clearly. This is discussed below, and is followed by an outline of the M&E system for (i) each project and (ii) the Program as a whole.

## Impact Indicators

The impact of the long term activities and the Program as a whole could be assessed using one or more indicators for:

- Improved livelihoods - such as increased income, improved nutrition, increased food production, improved access to markets, etc. which relate directly to livelihood and poverty measurements.
- Improved access to basic services – such as improved access to health services (e.g. number of times services used), increased access to education/ training (skills developed).
- Strengthened capacity of Palestinian NGOs/ CSOs – such as improved governance, financial management and accountability.

However, as AMENCA2 NGOs and partners will develop individual project designs, it will be important for all NGOs – and AusAID – to agree on the choice of a “core common group” of baseline impact indicators, and to agree as to how each indicator is to be defined and measured. The step is best undertaken prior to project design, and addresses previous concerns about retrofitting key performance indicators (raised by AMENCA1 NGOs), and promotes ownership of Program monitoring by AMENCA2 NGOs.

The pre-design briefing is an appropriate forum to discuss and finalise impact indicators. To enhance effectiveness, AMENCA NGOs will need to be prepared for discussions, and may want to involve the design team; and input from partners in Palestine to facilitate. In addition, AusAID post/ desk may want to provide additional TA to facilitate this discussion, and to write up the agreed program indicators and measures. AusAID may wish to give consideration to structuring a 2 stage pre-design briefing, in Australia, followed by substantive discussions in Ramallah prior to design commencing. This would be confirmed once AMENCA2 NGOs have been selected.

In preparation, participants will need to review available published livelihood/ poverty and basic services data, and the relevance of this data for both the Program and the projects to be implemented. This may be difficult to do given the current situation and the difficulty in accessing information. This is why it is critical that as a Program AMENCA2 NGOs come together and coordinate from the outset on a common set of performance indicators that can be used to assess the impact of projects (and the Program as a whole). This strategy could then reduce the need to collect as much initial baseline data and minimise the cost of impact assessment for individual projects. However, it is also noted that as the security situation is constantly changing, this may not be feasible nor an accurate reflection of the current situation. Nevertheless, in selecting livelihood indicators, care will need to be taken to ensure:

- Livelihood and access to basic services indicators can be measured effectively;
- Impacts can be demonstrated over a relatively short period of time; and
- Impacts can be attributed to AMENCA2 projects.

It is also recommended that AusAID consider facilitating an additional meeting in Ramallah, prior to the completion of project designs to finalise the impact indicators, define these carefully and outline how each will be measured (to ensure consistency across projects and the Program as a whole). The impact indicators should then be incorporated into the Log frame at the goal level. These impact indicators will also be used to assess the impact of individual projects.

### Project Performance M&E

Each NGO will have prime responsibility for monitoring the progress of each project they implement, based on the M&E Framework developed as part of project design (see Attachment 4). Project M&E Frameworks should include:

- Indicators to assess the impact of the project (see above);
- Indicators which address the relevant components (Component 1 or 2) and indicators for Components 3 and 4;
- Disaggregated data on crosscutting issues (e.g. gender, environment, peace building) as appropriate;
- Livelihood/ poverty / basic services data, and other baseline data ;(as relevant) and
- Specification of the means of verification to be used to gather indicator data (i.e. how information will be collected and the resources required).

### Reporting Requirements

Six Monthly Progress Reports and Annual Plans will report on progress, and the Project Completion Report will provide an overview of actual achievements compared with objectives. Details of reporting and monitoring of activities are presented in Table 4.

**Table 4: Activity Reporting Requirements for AMENCA NGOs**

Report	Brief description	Frequency	Responsibility
Project Design Document	Describes the project and provides budget details (with additional detail in the first year to avoid preparing an initial annual plan for the same activity). A draft proforma for PDDs is presented in Attachment 4.	One per project	NGOs will submit PDDs to AusAID
Six Monthly Progress Report	A brief report on each project, summarising actual progress and financial expenditure against objectives specified in the project designs, and highlighting major achievements, significant constraints (if any) and strategies for overcoming constraints. The September Six Monthly Report shall cover the period January to June. A draft proforma is presented in Attachment 4.	One per project per year, required in August	NGOs will submit reports to AusAID
Annual Plan	For each project an annual plan will be required summarising progress, outlining the main activities, inputs and costs required for the next year. This includes a Six Monthly Progress Report (for the period July to December). The Annual Plan provides an opportunity to refine the activity from its original design. A draft proforma is presented in Attachment 4.	One per project required in March	NGOs will submit reports to AusAID
Project Completion Report	A brief report comparing actual progress with objectives, methodology, achievements both in terms of outputs	One per project	NGOs will submit reports

	and outcomes, an assessment of likely impact, significant constraints, lessons learned and recommendations for further support. The PCR will also contain a cost summary. A draft proforma is presented in Attachment 4.		to AusAID
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Proformas for each of the above reports are presented in Attachment 4. All M&E and reporting costs, including the collection of baseline data and assessment of project impact, should be included in the Project Design costs.<sup>22</sup>

## Program Performance

Program Performance will be based on the indicators at the goal and component objective levels, and will include the following: (i) Annual Program Review Report (APRR); (ii) Mid Term Review (MTR); and (iii) Program Completion Report (PCR).

APRRs will provide the regular link between project performance monitoring and Program performance monitoring. Annual Program Review Workshops will be utilized to review the likely contributions that individual projects will make to the component objectives, based on indicators which address the relevant component, and indicators for Components 3 and 4. Program performance assessment will utilise disaggregated data on crosscutting issues (e.g. gender, environment, peace building), as well as relevant livelihood/ poverty/ basic services data as agreed and confirmed at the pre-design Workshop.

AusAID will engage independent TA to monitor Program progress on annual basis, as well as to review project progress and Annual Plans as appropriate. The Annual Workshop will be facilitated to enable NGOs and their partners to present progress results, as well as to review contributions to program performance.

In addition, independent technical advisors will be contracted to conduct the MTR in year 3, and prepare a Program Completion Review in year 5. AusAID corporate processes and experience drawn from other CAs will inform the planning for the MTR and PCR.<sup>23</sup>

Details of reporting and the evaluation of Program performance is summarised in Table 5.

**Table 5: AMENCA Program Performance Matrix**

Report	Brief description	Frequency	Responsibility
Annual Program Review Report	Brief review of PDDs, Six Monthly Progress Reports, Annual Plans, field visits and consultations (as appropriate). Assessment of Program level performance, Log frame and management, and recommendations as appropriate.	January/ February each year	NGOs, AusAID AusAID will contract a Facilitator for Annual Workshop
Mid Term Review Report	TOR will be prepared for an independent review of the Program (refer to AusGuidelines and AusAID CBP Section as appropriate). It will examine program performance, continuing design relevance and identify opportunities for program improvements, options for	Year 3	AusAID will contract independent TA

<sup>22</sup> In addition, AusAID Post will undertake periodic field based monitoring visits to assess project progress.

<sup>23</sup> Standardised Evaluation Method for AusAID NGO Cooperation Agreements has been developed based on cluster methodology utilized by AusAID CBP. Copies of updated methodology will be provided to AMENCA2 NGOs prior to the MTR.

	changes in direction (including review/ refinement of the Log frame, as required).		
Program Completion Report	TOR will be prepared for the Program Completion Report (refer to AusGuidelines and AusAID CBP Section as appropriate). Project completion reports will form a part of the Program Completion Report. It is envisaged that AMENCA2 NGOs will play a key role in the preparation of the Program Completion Report.	Year 5	AusAID will contract independent TA

## 5. Risk, Sustainability and Feasibility

### 5.1 Risk Management

#### Project Risk

Undertaking development projects in the occupied Palestinian Territories is potentially a high risk activity given the changing and difficult security environment. NGOs will identify risks for each activity and describe how these risks will be managed or mitigated, on a practical and realistic basis. As discussed in Section 3.1, both the situational analysis for the design, and on-going annual planning will incorporate a conflict analysis, and regular risk assessments. This will be included as part of the PDD and reported on as part of the Six Monthly Progress Reports.

#### Program Risk

In addition to the risks that will impact on individual projects, there are a number of risks at a Program level that may impact on the achievement of the Component objectives and Program goal. AusAID post and desk, in partnership with NGOs will have joint responsibility for monitoring and managing Program risks. A Program level Risk Matrix is presented as Attachment 6. As indicated in the Risk Matrix, there are a number of risks that may reduce the impact of the Program. The majority of these risks is however, beyond the direct control of the Program, and reflects the difficult security, political, and socio-economic situation in the occupied Palestinian Territories. Some of the main risks, and proposed mitigation measures, are summarised in the following table.

Table 6: Risk Summary

Risk	Mitigation
Security situation in occupied Palestinian Territories deteriorates	<ul style="list-style-type: none"> <li>▪ Ongoing monitoring of the situation by the Australian Representative Office in Ramallah for flexible response to emerging issues, may result in delays to implementation</li> <li>▪ Identify alternative strategies for communication, coordination and monitoring</li> </ul>
Absence of official Program ties with Palestinian Authority and key government agencies	<ul style="list-style-type: none"> <li>▪ AusAID to work closely with UN and partners to ensure appropriate program targeting, and dissemination of relevant donor program information</li> <li>▪ NGOs to coordinate and monitor partnerships and balance of basic services activities</li> </ul>
Poor coordination and harmonisation among major NGOs and key stakeholders	<ul style="list-style-type: none"> <li>▪ Consider increasing frequency of coordination meetings across AMENCA NGOs and across networks</li> <li>▪ Identify alternative strategies for periodic communication and coordination</li> <li>▪ Strengthen coordination between AusAID and NGOs in terms of regular feedback and monitoring</li> </ul>

There are also a number of Program design features that aim to reduce risk, including the promotion of cooperation and ownership by AMENCA2 NGOs of the AMENCA2 Program; integration of local partners into the design, implementation and ownership of the Program; providing flexibility through the Annual Planning process; ongoing monitoring by the post to allow for responsiveness to the changing and emerging situation; and maximising the opportunities to benefit from lessons learned across the Program.

## 5.2 Sustainability

Given the current political and security context in the occupied Palestinian Territories, the approach to sustainability needs to be both pragmatic and realistic across the Program and project activities. At the project level, there are 2 potential areas to build sustainable outcomes and “self-reliance” beyond the life of AMENCA2.

- the capacity building of local AMENCA2 implementing NGO partners;
- the opportunities for increased livelihoods and access to basic services (e.g. through training/ skills development, increased market access, increase access to health care)

However, caution should be exercised in overstating the sustainability of these outcomes. As noted in the situation analysis (Section 2.2), many development activities in the occupied Palestinian Territories, mirror humanitarian assistance, and given the continued political uncertainty, there is by necessity more of an expectation and focus on short term outputs.

The AMENCA2 Program also includes a number of strategies to promote sustainability:

- Promoting effective coordination and communication across the Program, between the AMENCA NGOs, and between the NGOs, and other key stakeholders such as sector Working Groups and NGO Networks;
- Building on lessons learned and integrating partner organizations with full “ownership” of AMENCA;
- Understanding and practicing implementation of crosscutting issues: gender, governance, environment and peace building across the Program;
- Providing funding consistency for the NGOs, by funding for the full five year duration of the Program;
- Simultaneously maximising flexibility and responsiveness by funding on an annual plan rolling design model to address issues as they emerge in the changing and difficult environment;
- Promoting an ongoing learning process through the exchange of information, lessons learned and best practice models, with the intention that it will benefit not only AMENCA Program partners but other stakeholders across sector working groups; and
- Providing adequate resources for program management and monitoring.

Should the political and security situation improve, the AMENCA2 Program approach adopted has the flexibility to engage, and support further project design on an annual basis.

## 5.3 Feasibility

Given that the security situation in the occupied Palestinian Territories poses a high risk for the delivery of aid projects, some serious challenges are set for feasibility; particularly in terms of the need to remain flexible in addressing emerging issues. AMENCA2 will build on the previous work of Australian NGOs, and their partners, and in particular their long term experience and relationships with local level organisations and the communities in which they work.

There will also be a concerted effort to coordinate and strengthen relationships between a broader range of stakeholders, where feasible, while maximising the participation and ownership of AMENCA2 NGO partners agencies and communities directly involved in implementation.

The Program has a sound analytical base. The Review (April 2007) has noted that AMENCA NGOs, and Palestinian NGOs (World Bank, 2006) have been responsive to working in the difficult and changing political and socio-economic context, while continuing to work at the community and household levels. In addition, the mainstreaming of crosscutting issues across all aspects of the Program ensures that issues relating to gender, governance, peace building and environment are effectively integrated.

The Program incorporates an ongoing learning process to build sustainability, even under difficult conditions. Ongoing monitoring and an Annual Review of the Program will also contribute an opportunity for continuous learning. The inclusion of a specific component for program development will enable AMENCA to build on lessons learned, improve the quality and effectiveness of implementation, as well as respond flexibly to emerging situations, throughout the life of the Program.

In addition, building capacity and self-reliance are core principles and practice for the Program, both in relation to enhancing livelihood opportunities and access to basic services, as well as in terms of building local NGO capacity to enhance good governance and promote democracy and peace-building.

Finally, there are a number of risks that could impact on the success of individual projects and the Program as a whole. However, there has been a concerted effort to identify these, and build into the Program design an appropriate and flexible methodology to mitigate these risks. While the Program does carry a high risk given its location, it is considered feasible.

## Attachment 1 Terms of Reference

Comment [sd1]: Does this need to be in here?

DRAFT

### Australia Middle East NGO Cooperation Agreement (AMENCA) 2 Design June 2007

#### 1. INTRODUCTION

- 1.1 The Australian Government, through AusAID, provides assistance to the Middle East to support the peace process and assist vulnerable Palestinians. Australian development assistance to the Middle East (Palestinian Territories) for 2006-07 is estimated at \$16.2 million and builds on more than 50 years of Australian humanitarian and development assistance to the Palestinian Territories and Palestinian refugees in Jordan, Syria and Lebanon.
- 1.2 Although the Middle East is removed from the geographic focus of the overseas aid program, Australia's modest aid addresses the broader Australian political imperative for whole of government engagement in the region. The ongoing conflict between Israel and the Palestinians, with the resultant humanitarian imperatives and strong community interest within Australia as well as international expectations provide a strong rationale for continuing a targeted Australian Government aid program to assist the Palestinian people.
- 1.3 AusAID has developed a new Middle East framework for 2007-2010. The specific poverty reduction and sustainable development objectives of Australia's aid to the Middle East from 2007-10 are to improve basic services for Palestinians, in particular for refugees, women and children, and to promote democracy and good governance. It is likely that assistance will continue to be directed to the Palestinian people through multilateral channels, supplemented by the continuation of direct assistance through select NGOs.
- 1.4 Australia's development assistance to the Middle East (Palestinian Territories) during 2005-07 is largely characterised through our support to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the Australia Middle East NGO Cooperation Agreement (AMENCA). Australia's support for Palestinian refugees through UNRWA builds on over 35 years of support. UNRWA currently provides basic services to 4.3 million Palestinian refugees in the West Bank, Gaza, Lebanon, Syria and Jordan. Activities implemented through AMENCA target vulnerable women and youth, livelihoods and food security.

#### 2. BACKGROUND

- 2.1 AusAID introduced NGO Cooperation Agreements in 2003 as a funding mechanism to replace AusAID's country windows function. The Cooperation Agreements enable country programs to engage NGOs to deliver objectives of the country strategy/framework. Through these agreements, AusAID seeks to maximise collaborative, strategic engagement, at both a program and policy level in country program priorities with a range of Australian NGOs. Cooperation Agreements aim to build on and maximise use of the unique strengths of NGOs particularly in relation to their long-term experience, capacity and linkages with partner organisations and communities in specific countries.
- 2.2 AMENCA was developed by the Iraq, Middle East and Afghanistan Section of AusAID during the course of 2004-2005. The development of AMENCA was a long and involved process that required the use of significant time and resources for both the NGO Community and AusAID. In part this lengthy process reflects the fact that AMENCA was one of the first Cooperation Agreements to be implemented. Since that time AusAID has strengthened its policy and guidelines for Cooperation Agreements which has involved a streamlining of the process.
- 2.3 The AMENCA Agreements were signed with three NGOs (CARE, Austcare, and World Vision) in 2005. Implementation of activities commenced in November 2005. The objective of AMENCA is to increase Australia's development impact in the Palestinian Territories through

strengthening the capacity of Palestinian institutions and organisations. The three key target areas identified as a focus for development cooperation activities under AMENCA are vulnerable groups (women and/or youth); income generation/livelihoods, and agriculture (food security).

- 2.4 AMENCA aligns with the objectives of AusAID's 2004-2006 Middle East Strategy. This strategy focused on reducing the vulnerability of Palestinians to poverty and conflict, strengthening the capacity of Palestinian institutions to provide essential services and supporting specific peace-building efforts. The strategy promoted cooperation between Australian and local NGOs as a means of meeting its objectives to increase self-reliance.
- 2.5 AusAID conducted a review of AMENCA in order to enable a decision on whether to continue with the program beyond the end of September 2007 by establishing a new round of agreements. The Review Report (20 April 2007) noted that AMENCA provided an appropriate mechanism and a longer term development perspective to balance humanitarian assistance provided through UNRWA. The Review recommended that AusAID proceed with the design of AMENCA 2.

### 3. COOPERATION AGREEMENTS

#### POLICY

- 3.1 A Cooperation Agreement (CA) is a partnership between AusAID and one or more Australian NGOs to deliver specific outcomes, through policy engagement and program implementation, for the broader country/sector strategy. The partnership entered into through CAs, aims to build on and maximise the unique strengths of NGOs, particularly in relation to their long term experience, capacity and linkages with partner organisations and communities in specific countries.
- 3.2 A core aspect of CAs is the focus on a program approach, with activities implemented under the CA supporting the achievement of broader country goals. The structure of CAs ensures NGO individual activities under CAs are inter-linked, each individual activity contributing to the broader CA program objectives.
- 3.3 NGOs are required to work collaboratively throughout the CA project cycle to facilitate the achievement of the CA program level objectives, alongside individual NGO activity level objectives, and to share lessons.

#### GUIDELINES

- 3.4 CAs are implemented up to 5 years, with a Mid-Term Review (in Year 3 for a 5 year agreement) that focuses on the quality of delivery, performance, quality of relationship with NGOs and the CA alignment with the country strategy.
- 3.5 Following a positive Mid-Term Review, and the NGOs Accreditation status with AusAID is unchanged, the CA may be extended for up to a further 2 years in a five year agreement.
- 3.6 Awarding a CA involves the following process:
  - NGOs submit a Capacity Statement against selection criteria;
  - The Capacity Statement is assessed by a Tender Assessment Panel
  - Successful NGOs commence a design phase
  - NGO designs are peer reviewed (internal AusAID process)
  - Successful NGOs sign a Services Order under the NGO Head Agreement and commence implementation.

### 4. OBJECTIVES

- 4.1 The objective of this assignment is to assist AusAID to establish the AMENCA 2 NGO Cooperation Agreement by undertaking two main tasks (see paragraph 5.1).

**NOTE:** three steps will be followed to meet AusAID's overall objective of establishing AMENCA 2:

**Step 1:** Preparation of a concept paper/guidelines for NGOs: relates to Task 1 (see paragraph 5.1)

**Step 2:** Preparation of the tender documents (including the guidelines for NGOs prepared by the Consultant): the Consultant's advice may be sought, but the responsibility of preparing the tender documents rests with AusAID's program area and contract services. The tender period will include the submission and assessment of NGO capacity statements, with successful NGOs requested to proceed with the design of individual projects.

**Step 3:** Assessment of NGO project designs and preparation of a program implementation description: relates to Task 2 (see paragraph 5.1).

## 5. SCOPE OF SERVICES

- 5.1 The Contractor will undertake the following tasks and prepare associated documentation:
  - Task 1: Developing AMENCA 2 concept paper/guidelines for NGOs, including a management framework of the AMENCA 2 suitable for the request to Australian NGOs to submit a capacity statement for the AMENCA 2; and
  - Task 2: provide input into the assessment of the NGO design documents and subsequently prepare a program implementation description, including a synthesis of the NGO design documents (submitted through the above tender process) under the agreed management framework and suitable for AusAID peer review.
- 5.2 The timeframe for AMENCA 2 will be up to five years, subject to a positive mid-term review, with an estimated budget of \$20 million (for five years) to support Cooperation Agreements with up to three fully accredited NGO activities.
- 5.3 The Contractor is to:
  - Work in cooperation with the Iraq, Middle East and Afghanistan Section, the Community and Business Partnerships Section, design advisors and contracting officers in AusAID
  - Consult with Australian NGO partners, including ACFID
  - Address comments and issues raised during the Review process and peer review, particularly the program structure, design process, management, timeframes, sustainability and impact assessment.
- 5.4 In preparing the Cooperation Agreement (CA) guidelines of AMENCA 2, the Contractor will pay particular attention to:  
The objectives and program outcomes
  - The justification and rationale
  - The roles and responsibilities of various stakeholders
  - The proposed management framework to coordinate program level inputs
  - A communication strategy at the program level
  - Risk management strategy, responsive to changing circumstances in the Palestinian Territories
  - The monitoring, reporting and evaluation framework
  - Program milestones
  - Integration of gender equality and other appropriate cross-cutting issues such as peace building, capacity building and sustainability
  - Effective coordination across donors to avoid duplication and provide a balanced approach with local partners
- 5.5 Specifically, the Contractor will consider the following key issues:

- Define the objective of AMENCA Phase 2, through aligning the framework adopted for the NGO cooperation agreement with the Middle East Strategy for 2007-2010;
- Consider any changes to AusAID's CA and guidelines since the commencement of AMENCA Phase 1;
- Ensure the objectives are flexible and robust enough to cope with inadvertent political, social or environmental problems, obstacles or natural disasters;
- In keeping with the objective of CAs, ensure the promotion of synergies under a program approach, exploring various options and/or improving the Australian NGO Middle East Partnering Compact developed (but not fully achieved) under AMENCA Phase 1 (the Compact was to create an operating environment between approved AMENCA NGOs that facilitated effective collaboration, skills transfer to Palestinian NGOs and management of specific elements of AMENCA, based on the principles of partnership);
- Identify and establish shared key performance indicators (KPIs); and
- Develop standard reporting format.

5.6 The Contractor will provide advice, as required, to AusAID's contract services area regarding the preparation of the tender documents (request to Australian NGOs to submit a capacity statement) for AMENCA 2.

5.7 The Contractor will provide input into the assessment of NGO project designs (a separate Terms of Reference will be developed for the assessment) and subsequently prepare a program implementation description, including a synthesis of the NGO design documents under the agreed program framework.

## 6. TEAM COMPOSITION

6.1 The design team will consist of one consultant with experience in the design of cooperation agreements and sound knowledge of AusAID's capacity building and institutional strengthening programs.

## 7. TIMING AND DURATION

7.1 The design of AMENCA Phase 2 is planned to commence in June 2007. The duration of this assignment is expected to be up to xxxxx working days covering the following tasks:

### Task 1

- (a) **Consultation/Research:** on-going discussions with the Middle East desk regarding program approach and policy, the Community and Business Partnerships Section, ACFID and the NGO community, and AusAID design advisors and contracting officers for contracting strategy and preparation of design elements required for the tendering process – up to xx days
- (b) **Draft AMENCA 2 concept paper/guidelines for NGOs** submitted to AusAID for consideration – up to xx days
- (c) **Peer Review :** attend the peer review of the proposed AMENCA 2 and redraft the guidelines for NGOs (if required) – xx day
- (d) **NGO briefing:** participate in a teleconference with ACFID Middle East consultative group to ensure NGOs have the opportunity to provide input in the development of the concept paper/guidelines – up to 1 day
- (e) **Finalise AMENCA 2 concept paper/guidelines for NGOs**, incorporating AusAID suggested changes – 1 day
- (f) **Tender documents:** provide advice to the contract services area, as required – up to xx days

### Task 2

- (g) Provide input into the assessment of NGO project design documents (separate Terms of Reference to be developed) – up to xx days
  - (h) **Draft program implementation description** submitted to AusAID for consideration – up to xx days
  - (i) **Finalise program implementation description** – up to xx days.
- 7.2 Subject to the work plan and visits by the team, the duration of the design period may be varied with the agreement of AusAID.

## 8. REPORTING

### 8.1 All reports must:

- (a) be accurate and not misleading in any respect;
- (b) be prepared in accordance with AusGUIDE or as directed by AusAID;
- (c) be provided in the format and on the media approved by AusAID;
- (d) not incorporate either the AusAID or the Contractor's logo;
- (e) be provided at the time specified in this Services Order;
- (f) Incorporate sufficient information which allows AusAID to assess the success of the Australia Middle East NGO Cooperation Agreement to date and allow a decision to be made as to whether or not to proceed to the next phase.

### 8.2 The Consultant is expected to produce:

- (a) AMENCA 2 concept paper/guidelines for NGOs and management structure no later than xxx 2007
- (b) AMENCA 2 program implementation description no later than xxxxx 2007
- (c) One electronic and four hard copies will be submitted to AusAID via the IMEA Section in AusAID. Font should be in Times New Roman 12. An electronic copy in MS Word will also be provided

Note: AusAID will arrange for the final program implementation strategy to be translated into Arabic as soon as possible after it receives the English version of the report. Such translation will facilitate the engagement of persons in the Palestinian Territories in the process.

Draft 8 June 2007

## Attachment 2 Timeline for AMENCA2 Process and Implementation

Date	Action	Responsibility	Comment
<b>A</b>	<b>Finalisation of Concept Paper including Peer Review</b>	<b>AusAID Desk</b>	<b>Estimated time: 6-8 weeks</b>
	Send Draft Concept Paper and Guidelines to CBP for comment.	AusAID Desk/ Post & CBP	CBP to consider in relation to CA/PFA policy
	Send Draft Concept Paper and Guidelines to ACFID for comment	AusAID Desk	Required time from distribution for comment: 3-4 weeks to facilitate comment from Palestine
	Conduct AusAID Peer Review of AMENCA2 Draft Concept Paper and Guidelines	AusAID Desk	Desk to coordinate
	Incorporate ACFID and Peer Review comments into Draft Concept Paper and Guidelines as required: Final AMENCA2 Concept Paper and Guidelines	AusAID Desk Design Consultant	Allow 3-4 days
<b>B</b>	<b>Tender and Selection</b>	<b>AusAID Desk and PMG (Contracts)</b>	<b>Estimated time: about 10 weeks</b>
	Prepare invitation to tender	PMG supported by AusAID Desk	2-3 weeks. Obtain feedback from ACFID and CBP prior to dissemination.
	Send invitation to tender/ request for Concept Paper and Capacity Statement to ACFID to be forwarded to accredited NGOs.	AusAID Desk	Await tenders (required time 6 – 8 weeks)
	Develop timeline for Technical Assessment Process.	AusAID Contracts, Desk, CBP	Timelines to be developed with consideration of CA/PFA policy
	Determine and nominate members of TAP in consultation with nominees.	AusAID Desk nominate Contracts process approval request. CBP	Notify ACFID seeking their nomination of TAP member. Desk to advise potential TAP members of Timeline and determine availability. Note: At least one program area/desk representative must be at Director level. CBP cannot be a voting member.
	TAP panel sign off.	AusAID ADG	
	Notify TAP members that they will receive a briefing within 2 weeks.	AusAID Contracts via telephone	

	Send formal letters of acceptance to TAP members for signature.	AusAID Contracts Chair	Send letters proforma for cooperation Agreements.
	Provide briefing on responsibilities to TAP members.	AusAID Contracts Chair via telephone.	See CSG notes on briefing TAP.
	Receive signed letters of acceptance.	AusAID Contracts Chair	
	Receive Tenders	AusAID Contracts	
	Determine compliance	AusAID Contracts (on day received or next day)	Reject non-compliant tenders. Check issues with tenderers where necessary.
	Send compliant tenders to TAP members.	AusAID Contracts Chair	Within two working days of receiving Tenders.
	Allow time for TAP consideration of documents.		Around 5 – 10 days depending on length and number of tenders.
	Preliminary TAP meeting to shortlist and schedule TAP interviews.	AusAID Contracts, Desk,	As required – this step may not be needed
	Contact shortlisted tenderers and confirm TAP interviews timing.	AusAID Contracts	
	Hold TAP interview.	AusAID Contracts, Chair	Desk, CBP to observe.
	Finalise TAP recommendations.	AusAID Contracts, Chair	
	Nominate preferred tenderers for approval.	AusAID Contracts to ADG of funding area	
	Finalise feedback of TAP members	AusAID Contracts chair	
	Notify preferred tenderer/s.	AusAID Contracts	
<b>C</b>	<b>Negotiate Contracts for Design</b>	<b>AusAID Desk and PMG</b>	<b>Estimated time: 3-4 weeks</b>
	Negotiate contract/s for design phase.	AusAID Contracts, Desk	Use contracting templates developed by Contracts and CBP, available on intranet.
	Sign contracts	AusAID ADG – relevant branch	

	Feedback to unsuccessful applicants	AusAID Contracts	
	<b>Preparation of Draft PDDs</b>	<b>AusAID Desk</b>	<b>Estimated time: 13-17 weeks</b>
	Advise successful NGOs that they will receive a pre-design briefing in-Australia following the TAP	Desk & CBP	Pre-design briefing consolidates what AusAID expects & requires from NGOs, discusses management arrangements for CA/PFA, NGOs can provide overview of what they envisage PDD will look like. This briefing is likely to be part of the proposed pre-design workshop (see below)
	Conduct Pre-Design Workshop and agree to Program Performance Indicators	AusAID Desk/Post & CBP, NGOs, Design Consultant	1-2 day workshop with ANGO representatives and phone hook up if possible with NGO partners in Palestine and AusAID post
	Design Phase	NGOs	
	PDD documents submitted	AusAID Desk	
<b>D</b>	<b>Peer Review and Finalisation of PDDs</b>	<b>Desk</b>	<b>Estimated time: 4 weeks</b>
	Peer Review of design documents	AusAID Desk/ Post/ CBP Advisors	Include opportunity for all NGOs and partners to share each others PDDs and provide input to PDD, including from Palestine.
	Design revised based on Peer Review comments	NGOs	Allow 2 weeks for revisions
	Designs approved	AusAID Desk/ Post/ CBP	
	Update Program documentation including M&E	AusAID Desk/ Post	
<b>E</b>	<b>Contract Negotiation and Commence Implementation</b>	<b>Desk and PMG</b>	<b>Estimated time: 4 weeks</b>
	Negotiate contract/s for implementation phase.	AusAID Contracts, Desk	Use contracting templates developed by Contracts and CBP, available on intranet.
	Program Log Frame and Performance Framework completed and agreed by NGOs	NGOs, Design Consultant	Allow 1 week for Completion; 1-1.5 weeks for confirmation with NGOs
	Implementation Phase commences		
	Six Monthly Progress Report due	NGOs	
	1 <sup>st</sup> Annual Program Review	AusAID Post/ Desk, NGOs	In Ramallah

### Attachment 3 Logical Framework Matrix

Narrative	Indicators	Means of Verification	Responsibility	Assumptions
<b>Goal</b> To contribute to the reduction of the vulnerability of Palestinians (particularly women, children and youth) by improving livelihoods, access to basic services, and the capacities of Palestinian NGOs	<ul style="list-style-type: none"> <li>Number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved livelihoods, as a direct result of AMENCA2 activities.</li> <li>Number of Palestinians (particularly women, children and youth) benefiting, and extent of these benefits in terms of improved access to basic services, as a direct result of AMENCA2 activities.</li> <li>Evidence of the strengthened capacity of Palestinian NGOs/ CSOs and the extent of these benefits, as a direct result of AMENCA2 activities.</li> <li>Assessment of the effectiveness of integration of crosscutting issues into livelihood, basic services and capacity building of local Palestinian NGOs as a direct result of AMENCA2 activities.</li> <li>Evidence of activities being replicated, lessons learned being applied more broadly across sectors, as a result of AMENCA2 activities.</li> </ul>	<p>e.g. increased income, improved nutrition, increased access to markets</p> <p>e.g. improved access to health services (number of times services used), increased access to education (skills developed)</p> <p>e.g. improved governance, financial management and accountability</p> <ul style="list-style-type: none"> <li>Annual Program Review Report</li> <li>MTR and PCR</li> <li>Project Completion Reports</li> <li>Program and Activity-specific baseline and impact evaluations</li> </ul>	<ul style="list-style-type: none"> <li>AusAID</li> <li>NGOs</li> </ul>	<ul style="list-style-type: none"> <li>Livelihoods can be measured effectively; impacts can be demonstrated over a relatively short period of time; and impacts can be attributed to AMENCA2 activities</li> <li>Access to basic services can be measured effectively; impacts can be demonstrated over a relatively short period of time; and impacts can be attributed to AMENCA2 activities</li> <li>Security situation does not deteriorate further</li> <li>There will be effective coordination between NGOs and key stakeholders</li> <li>Impacts of improved livelihoods and access to basic services can be sustained in the current context</li> <li>Crosscutting issues are effectively integrated into activities</li> </ul>

Narrative	Indicators	Means of Verification	Responsibility	Assumptions
<b>Component 1 Reducing Vulnerability</b> <u>Objective:</u> To improve livelihoods and/ or access to basic services	<ul style="list-style-type: none"> <li>Increased livelihood opportunities</li> <li>Increased access to basic services (e.g. improved knowledge about services, availability of services, improved access to health services)</li> </ul>	<ul style="list-style-type: none"> <li>e.g. increased income, improved nutrition, increased access to markets, enhanced coping strategies)</li> <li>e.g. number of times services used), increased access to education and skills developed</li> <li>Annual Program Review Report</li> <li>MTR and PCR</li> <li>Six Monthly Progress Reports</li> <li>Project Completion Reports</li> </ul>	<ul style="list-style-type: none"> <li>AusAID</li> <li>NGOs</li> </ul>	<ul style="list-style-type: none"> <li>Livelihoods can be measured effectively; impacts can be demonstrated over a relatively short period of time; and impacts can be attributed to AMENCA2 activities</li> <li>Access to basic services can be measured effectively; impacts can be demonstrated over a relatively short period of time; and impacts can be attributed to AMENCA2 activities</li> <li>Security situation does not deteriorate further</li> <li>There will be effective coordination between NGOs and key stakeholders</li> <li>Livelihoods and community self-reliance impacts can be sustained in the current context</li> <li>Crosscutting issues are effectively integrated activities</li> <li>Refer to each Project Design Document for assumptions linking the individual activity to the component level indicators</li> </ul>
<b>Component 2 Capacity Building</b> <u>Objective:</u> To build the capacity of local Palestinian NGOs	<ul style="list-style-type: none"> <li>Enhanced capacity of NGOs and partners to address livelihood and basic services</li> <li>Improved capacity of NGOs and partners to address governance issues</li> </ul>	<ul style="list-style-type: none"> <li>e.g. improved plans; strategies, coordination, networks)Annual Program Review Report</li> <li>(e.g. improved organisational capacity, financial planning, project management, M&amp;E)</li> </ul>	<ul style="list-style-type: none"> <li>AusAID</li> <li>NGOs</li> </ul>	<ul style="list-style-type: none"> <li>Appropriate staff and resources of partner NGOs are consistently available</li> <li>Livelihoods can be measured effectively; impacts can be demonstrated over a relatively short period of time; and impacts can be attributed to AMENCA2 activities</li> <li>Access to basic services can be</li> </ul>

Narrative	Indicators	Means of Verification	Responsibility	Assumptions
		<ul style="list-style-type: none"> <li>• MTR and PCR</li> <li>• Six Monthly Progress Reports</li> <li>• Project Completion Reports</li> </ul>		<p>measured effectively; impacts can be demonstrated over a relatively short period of time; and impacts can be attributed to AMENCA2 activities</p> <ul style="list-style-type: none"> <li>• Security situation does not deteriorate further</li> <li>• There will be effective coordination between NGOs and key stakeholders</li> <li>• Refer to each Project Design Document for assumptions linking the individual activity to the component level indicators</li> </ul>
<b>Component 3 Program Capacity Development</b> <u>Objective:</u> To build and promote Program capacity	<ul style="list-style-type: none"> <li>• Degree to which AMENCA2 activities adequately utilise an effective integrated approach to promote the Program</li> </ul>	<ul style="list-style-type: none"> <li>• Annual Program Review Report</li> <li>• MTR and PCR</li> <li>• Six Monthly Progress Reports</li> <li>• Project Completion Reports</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• There will be effective coordination between key stakeholders</li> <li>• Lessons learned are effectively shared and replicated by Program partners</li> <li>• Adequate resources are provided to undertake coordination activities</li> <li>• Crosscutting issues are effectively integrated within AMENCA2 activities</li> </ul>
<b>Output 3.1</b> Effective coordination between AMENCA2 NGOs and key stakeholders	<ul style="list-style-type: none"> <li>• Evidence of effective coordination between AMENCA2 NGOs and other key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Participation in sector working groups and networks</li> <li>• Annual Program Review Reports</li> <li>• MTR and PCR</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• There will be effective coordination across the service sector</li> <li>• Sector stakeholders are able to participate and contribute effectively across working groups and networks</li> </ul>
<b>Output 3.2</b> Lessons learned and best practice options for improving livelihoods, basic	<ul style="list-style-type: none"> <li>• Evidence of lessons learned and best practice being (i) documented and (ii) promoted among NGOs, networks, practitioners, and donors</li> </ul>	<ul style="list-style-type: none"> <li>• Participation in sector working groups and networks</li> <li>• Annual Program Review</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• There will be effective coordination across the service sector</li> <li>• Sector stakeholders are able to participate and contribute effectively</li> </ul>

Narrative	Indicators	Means of Verification	Responsibility	Assumptions
services and capacity building of NGOs are promoted		Reports <ul style="list-style-type: none"> <li>• MTR and PCR</li> </ul>		across working groups and networks
<b>Component 4 Program Management</b> <u>Objective:</u> To manage the Program effectively	<ul style="list-style-type: none"> <li>• Program activities delivered on time and within budget.</li> </ul>	<ul style="list-style-type: none"> <li>• Annual Program Review Report</li> <li>• MTR and PCR</li> <li>• Project Annual Plans</li> <li>• Six Monthly Progress Reports</li> <li>• Project Completion Reports</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• The Service Orders between AusAID and the NGOs provide a sufficient platform for activities to be undertaken</li> </ul>
Output 4.1 Effective and efficient administrative program support provided	<ul style="list-style-type: none"> <li>• Assessment of the quality of administration support provided</li> </ul>	<ul style="list-style-type: none"> <li>• Annual Program Review Reports</li> <li>• MTR and PCR</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• There will be effective coordination between AusAID and NGOs</li> <li>• Adequate resources are provided to undertake administration and coordination activities</li> </ul>
Output 4.2 Project activities effectively implemented and monitored	<ul style="list-style-type: none"> <li>• Refer to each Project Design Document for specific indicators</li> </ul>	<ul style="list-style-type: none"> <li>• Six Monthly Progress Reports</li> <li>• Project Completion Reports</li> <li>• MTR and PCR</li> <li>• Annual Program Review Reports</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> <li>• NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation effectiveness is not reduced as a result of security situation, and any coordination arrangements between NGOs and their partners</li> <li>• Suitable TA can be contracted to undertake Annual Program Review, MTR and PCR</li> <li>• AusAID has sufficient resources to manage periodic monitoring</li> <li>• AusAID has sufficient resources to manage the contracts with each NGO</li> </ul>
Output 4.3 Program performance evaluated on a	<ul style="list-style-type: none"> <li>• Program assessments completed</li> </ul>	<ul style="list-style-type: none"> <li>• Annual Program Review Reports</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID</li> </ul>	<ul style="list-style-type: none"> <li>• AusAID has sufficient resources to manage periodic monitoring</li> </ul>

Narrative	Indicators	Means of Verification	Responsibility	Assumptions
periodic basis		<ul style="list-style-type: none"><li>• Project Completion Reports</li><li>• MTR and PCR</li></ul>		<ul style="list-style-type: none"><li>• Suitable TA can be contracted to undertake MTR and PCR</li></ul>

## Attachment 4 Project Design and Reporting Proformas

### A. Project Design Document Proforma

The Project Design Documents (PDDs) serve two primary purposes. The first is to provide a complete description of the project, and the second is to provide additional implementation and cost details covering the initial financial year, to avoid the need for a separate annual plan during the first year. PDDs will be submitted to AusAID for Peer Review. Some revisions may be required depending on Peer Review comments. NGOs will have 2 weeks to complete revisions before resubmitting to AusAID for final approval.

*Indicative length: 10-20 pages*

#### 1. Conceptual Framework and Problem Analysis

- **Project Summary**
- **Problem Analysis**
- **Rationale**
  - How the project fits with the Concept Paper and Guidelines, including the AMENCA2 Program outcomes: including key themes, cross cutting issues and performance indicators.
  - A brief summary of the relevant expertise and experience to undertake the project (this should include the expertise and experience of the NGO and partner organisation, and sub-contracted technical expertise, if required)
- **Program structure**
  - How does the project fit within the AMENCA2 Program structure; how will the project address the 4 components?
- **Key Assumptions and Risks**

#### 2. Partners and Coordination

- **Partners**
- **Other Stakeholders**
  - CSOS, donors, communities, others (e.g. other INGOs, Multilaterals, Not for Profit Associations, etc)
- **Management and coordination arrangements**, including relationships with partners at all levels and other partners (e.g. other NGOs, UN, etc).

#### 3. Project Description

- **Goal and Objectives**
- **Location(s)**
- **Target Groups and beneficiaries**
- **Duration and phasing** (start and end dates, relationships to other AusAID funded activities)
- **Outcomes and key outputs**
- **Implementation process**
- **How will crosscutting issues be integrated and mainstreamed?**
- **Risk factors and mitigation strategies**, including conflict analysis
- **Sustainability strategies**

- M&E framework, including baseline data to be collected and means/ method of collection, and performance indicators (including indicators that link the project to the component objectives and AMENCA2 Program Goal)

It is recommended that a Risk Management Matrix and M&E Framework are included in the PDD (for guidance refer to AusGuidelines).

#### **4. Feasibility**

- Brief narrative on feasibility and validity of assumptions (e.g. security and access issues, in terms of the available budget, the human resource requirements, the timeframe and expected contributions from other partners)

#### **5. Time Frame**

- Including design, implementation start and completion

#### **6. Description of Activities and Budget for the First Financial Year**

- A summary of the main activities to be completed in the first year, a time frame for these, and a detailed cost summary will be required to avoid preparing a separate Annual Plan. Costs should be presented using the above cost categories.
- The budget should include, and categorise costs as follows:
  - Technical Assistance – international
  - Technical Assistance – local
  - Procurement
  - Training
  - Operational costs – basic services
  - Operational costs – livelihood support
  - Operational costs – community governance
- Project management and coordination

## **B. PDD Appraisal Criteria**

The PDD will be appraised by an AusAID Peer Review process. The following are suggested as useful criteria.

1. How will the project contribute to the Program goals?
2. Is the project based on sound technical parameters/ knowledge (or does the project include appropriate research)?
3. Has the NGO (and partners/ sub-contractors) the relevant expertise and experience to design and implement the project?
4. Are crosscutting issues (gender, ethnicity, HIV/AIDS, environment and capacity building) adequately addressed in the planning and implementation of the project?
5. Has the project location been clearly specified?
6. Will the project be effectively coordinated and managed?
7. Will the project contribute effectively to stakeholder coordination and harmonisation?
8. Will the project be sustainable?
9. Does the project propose an adequate M&E framework (including identification of baseline data and performance indicators which links the project to the component objectives and Program Goal)?
10. Is the project feasible in terms of the available budget, the human resource requirements, the timeframe and expected contributions from partners?
11. Are risks manageable and how will they be addressed should the situation change?

## C. Six Monthly Progress Report Proforma

Six Monthly Progress Reports will be prepared for each project.

A Six Monthly Progress Report due in September will cover the period January to June.

A Six Monthly Progress Report due in March covers July to December and will be incorporated within the Annual Plan. Cost information will be presented for the same six month period.

The main focus of the Six Monthly Reports will be to briefly report on progress. NGOs will also be asked to provide some comment on the contribution which the project makes to Component 3 and 4 Program objectives, as appropriate.

*Indicative length: 5-6 pages*

### 1. Main Achievements by Component and Output

- Components 1 and 2
- Component 3 (by output)
- Component 4 (by output)

### 2. Project Management and Coordination

- A brief summary of management and coordination arrangements and their effectiveness

### 3. Issues and Problems

- Identification of key implementation issues, constraints and strategies for remedial action

### 4. Project Monitoring and Evaluation

- A brief summary of monitoring and evaluation events (e.g. baseline data collected)
- Reporting against project performance indicators

### 5. Recommendations

- A brief description of any recommended changes for implementation of the project during the next six months

### 6. Financial Summary

- A summary of the main activities to be completed in the first year, a time frame for these, and a detailed cost summary will be required to avoid preparing a separate Annual Plan. Costs should be presented using the above cost categories.
- The budget should include, and categorise costs as follows:
  - Technical Assistance – international
  - Technical Assistance – local
  - Procurement
  - Training
  - Operational costs – basic services
  - Operational costs – livelihood support
  - Operational costs – community governance
- Project management and coordination
- In addition, the PDD should include an estimate of the total level of funding directly contributing to capacity building.

## **D. Annual Plan Proforma**

An Annual Plan will be required summarising progress and outlining the main activities, inputs and costs required for the next financial year. The Annual Plan provides an opportunity to refine the project from its original design and respond to emerging issues. The Annual Plan incorporates a Six Monthly Progress Report (for the period July to December).

*Indicative length: 10 pages*

### **A. Report on Progress for the Previous Six Monthly Period**

#### **1. Main Achievements by Component and Output**

- Components 1 and 2
- Component 3 (by output)
- Component 4 (by output)

#### **2. Project Management and Coordination**

- A brief summary of management and coordination arrangements and their effectiveness

#### **3. Issues and Problems**

- Identification of key implementation issues, constraints and strategies for remedial action

#### **4. Project Monitoring and Evaluation**

- A brief summary of monitoring and evaluation events (e.g. baseline data collected)
- Reporting against project performance indicators

#### **5. Financial Summary for the Previous Six Monthly Period**

- Costs should be categorised as described for the PDDs and Six Monthly Reports

### **B. Annual Plan**

#### **6. Recommendations**

- A brief description of any recommended changes for implementation of the project during the next financial year

#### **7. Description of Activities and Budget for the Next Financial Year**

- A summary of the main activities to be completed in the next financial year, a time frame for these, and a detailed cost summary (using the same cost categories as the PDDs and Six Monthly Progress Reports)

## **E. Project Completion Report Proforma**

The Project Completion Report (PCR) includes a report on progress for the previous six months (to avoid a separate Six Monthly Report being prepared) and a report for the entire project, which includes an assessment of the main achievements, the likely impact, significant constraints, lessons learned and opportunities for new activities or replication. The PCR will also contain a cost summary.

*Indicative length: 15-20 pages*

### **A. Report on Progress for the Previous Six Monthly Period**

#### **1. Main Achievements by Component and Output**

- Components 1 and 2
- Component 3 (by output)
- Component 4 (by output)

#### **2. Project Management and Coordination**

- A brief summary of management and coordination arrangements and their effectiveness

#### **3. Issues and Problems**

- Summary of key implementation issues, constraints and strategies for remedial action

#### **4. Project Monitoring and Evaluation**

- A brief summary of monitoring and evaluation events (e.g. survey data collected)
- Reporting against project performance indicators

#### **5. Financial Summary for the Previous Six Monthly Period**

- Costs should be categorised as described for the PDDs and Six Monthly Reports

### **B. Project Completion**

#### **6. Main Achievements by Program Goal, Component and Output**

- Contribution to Project goal
- Contribution to Program Components 1 and 2 objectives
- Contribution to Program goal
- Contribution to Program Component 3 objectives
- Contribution to Program Component 4 objectives

#### **7. Lessons Learned**

- A brief description of the major lessons learned across the life of the project

#### **8. Opportunities for New Activities or Replication**

- A description of recommendations for possible opportunities for replication or future activities

#### **9. Financial Summary**

- Costs should be categorised as described for the PDDs and Six Monthly Reports for the entire project duration

## Attachment 5 Request for Submission of Concept Paper and Capacity Statement

This attachment provides proformas for the request for submission process. The detailed narrative is provided in the AMENCA2 Draft design document which provides the narrative of the overall Program design. The Tender documents will be developed and distributed by AusAID.

Attachment 5 is structured in 3 parts:

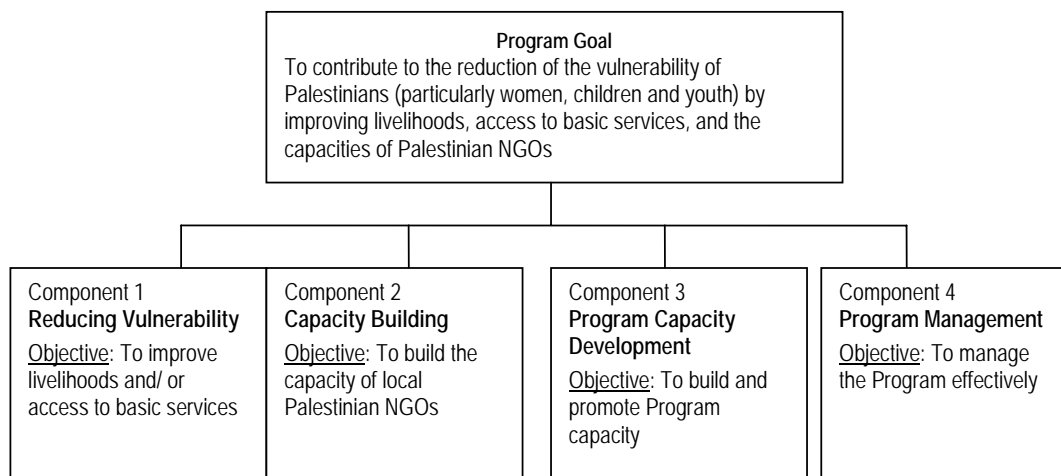
- Concept paper proposal for project activity
- Capacity statement of NGO experience and partner arrangements
- Proposed selection criteria

The AMENCA Scope and Program structure are summarised below.

### AMENCA2 – SCOPE

- **Timeframe:** up to 5 years, subject to a positive Mid Term Review in Year 3.
- **Funding:** an estimated budget of A \$20 million for 5 years (to cover design (100%), project implementation, Program management, and monitoring).
- **Location:** Palestinian Territories (West Bank and Gaza).
- **CA number of participating ANGOS:** 3 fully accredited NGOs. Consortia between smaller and larger NGOs will be regarded favourably.
- **Key target areas:** livelihoods and/or basic services (including access to health/ education/ food/ water, delivery of education/training, food security, peace building, agriculture, micro-credit, access to markets), with a view to building local NGO capacity in these areas
- **Key target groups:** all vulnerable Palestinians (particularly women, children and youth)

### AMENCA2 – GOAL, COMPONENTS, AND COMPONENT OBJECTIVES



## COVER PAGE

## APPLICANT NGO DETAILS

Applicant NGO	<i>For consortium list lead organization and partners</i>
Name	
Principal Contact Officer	
Telephone number	
Fax number	
Email contact	

## AMENCA SUBMISSION SUMMARY

Applicant NGO	
Concept Title	
Duration (in years)	
Funds requested from AusAID	Total Costs \$A
	Design Costs \$A
Geographic Location	<i>Provide specific details</i>
Key Target Areas:	<i>Identify key focus</i>

## AMENCA2 CONCEPT PAPER

*Indicative length: up to 4-5 pages*

### 1. Conceptual Overview (1 page)

- Summary
- Rationale
  - How does the Concept relate to the overall AMENCA2 Program goal, objectives and components?
  - How will the Concept address the key target areas?
  - How will the Concept build the capacity of local partners?

### 2. Project Description (3 pages)

- Goal and Objectives
- Proposed location(s)
- Target groups and beneficiaries
- Sectoral focus
- Duration and phasing (start and end dates; identify relationships to any other AusAID funded activities)
- Risk factors and management strategies (e.g. security and access issues, available budget, human resource requirements, timeframe and expected contributions from other partners)

### 3. Partners and Coordination (0.5 pages)

- Briefly identify and describe key partners, and proposed roles

### 4. Budget (0.5 pages)

- Provide an indicative budget (may be up to \$6 million over five years)
  - Include an indicative amount for the design process.

## AMENCA2 CAPACITY STATEMENT

*Indicative length: 5-8 pages*

### 1. Applicant Profile

- Including ANGO applicant and proposed implementing Palestinian partner organisations
- Profile of in country organisation, including structure, financial base, staffing
- Letter of Support from proposed implementing partner

### 2. Applicant Compliance

- Demonstrated capacity to ensure compliance with AusAID NGO Umbrella Contract and Exchange of Letters

### 3. Applicant Experience

- Provide details for both Applicant NGO and proposed principal implementing Palestinian partner organisations
- Include a maximum of 3 examples relevant to the key target areas identified in the Concept Paper
- Relevant Experience should include the following:
  - activity name, location, duration, target beneficiaries;
  - funding agency;
  - value of the activity;
  - only names and positions of key staff engaged on the activity;
  - names and contact details of two referees for each activity;
  - a brief description that will cover:
    - relevant experience in the nominated program area;
    - impact of, and lessons learned from, previous work in the program area;
    - nature of existing relationship/s with Palestinian territories' partner organisations and/ or networks (e.g. duration of partnership, formal or informal relationship, type of work undertaken in the past)
  - Applicant NGO's knowledge of, and access to, relevant policies/ protocols/ guidelines/ technical expertise for the nominated key target areas in the Palestinian territories;
  - Applicant NGO's experience undertaking joint activities with other NGOs or organisations.

### 4. Applicant Funding History

- Has previous funding been received for this project? If so, please provide details.
- Is this Activity linked to any other Activity funded by AusAID or subject to another proposal for Australian Government Funding? Provide details.
- Has a report on the relevant AusAID funded activity been submitted to AusAID? If so provide the AusAID activity reference number?
- Are any other donors contributing to this program? If so, please provide details.

## AMENCA2 PROPOSED SELECTION CRITERIA

SELECTION CRITERIA	WEIGHTING
<b>FEASIBILITY AND RELEVANCE OF CONCEPT</b> <ul style="list-style-type: none"> <li>▪ How does the Concept contribute to the AMENCA2 Program Goal, objectives and target areas?</li> <li>▪ Is this a feasible concept, with clear rationale, goal and objectives, performance indicators?</li> <li>▪ How are partners involved in project development, management, coordination, implementation and evaluation?</li> <li>▪ Have key risks been adequately addressed? Is the concept structured to be flexible and responsive to change?</li> <li>▪ Is there potential for the proposal to build the capacity of local partners?</li> <li>▪ Is the concept feasible in terms of indicative budget for project implementation and design?</li> </ul>	45
<b>CAPACITY STATEMENT</b> <ul style="list-style-type: none"> <li>▪ Applicant profile: Australian NGO and proposed principal implementing Palestinian partner organisations (<i>including compliance</i>)</li> <li>▪ Applicant experience: does the applicant have sufficient relevant experience and delivery capacity?</li> <li>▪ Applicant funding history: has this project been previously funded?</li> </ul>	55
<b>TOTAL</b>	100%

### Attachment 6 Risk Matrix

Risk Source	Risk Event	Impact on Program	L	C	R	Risk Mitigation	Responsibility	Timing
<b>Goal</b> To contribute to the reduction of the vulnerability of Palestinians (particularly women, children and youth) by improving livelihoods, access to basic services, and the capacities of Palestinian NGOs	Security situation in occupied Palestinian Territories deteriorates	<ul style="list-style-type: none"> <li>Unable to deliver assistance; security issues increase for participants and ability to travel curtailed</li> <li>Unable to monitor progress</li> </ul>	4	4	H	<ul style="list-style-type: none"> <li>Defer activities until situation improves</li> <li>Identify alternative strategies for communication, coordination and monitoring</li> <li>Ongoing monitoring of the situation by the Australian Representative Office in Ramallah for flexible response to emerging issues</li> </ul>	NGOs AusAID	Throughout Program
	Poor coordination across the program and AMENCA2 NGOs	<ul style="list-style-type: none"> <li>Duplication of activities and inefficiencies</li> <li>Program becomes siloed into individual project activities</li> </ul>	2	3	L	<ul style="list-style-type: none"> <li>Consider increasing coordination meetings from once a year to twice a year</li> <li>Identify alternative strategies for periodic communication and coordination across NGOs</li> <li>Strengthen coordination between AusAID and NGOs in terms of regular feedback and monitoring</li> </ul>	NGOs AusAID	Throughout Program
	Poor coordination/ harmonisation among major NGOs and key stakeholders	<ul style="list-style-type: none"> <li>Potential for duplication, competition for resources, concentration of funds and inefficiencies</li> <li>Some partner Palestinian NGOs may become burdened with donor requirements</li> <li>Program becomes siloed into individual project activities</li> <li>Sector working groups may not be functioning and coordination across</li> </ul>	3	3	M	<ul style="list-style-type: none"> <li>Identify alternative strategies for periodic coordination across sector service stakeholders</li> <li>AusAID to monitor and disseminate relevant donor program information on a regular basis</li> <li>NGOs to monitor partnerships and balance of activities</li> </ul>	NGOs AusAID	Throughout Program

Risk Source	Risk Event	Impact on Program	L	C	R	Risk Mitigation	Responsibility	Timing
		stakeholders is limited						
	Absence of official Program ties with Palestinian Authority limits effectiveness	<ul style="list-style-type: none"> <li>Potential for duplication of activities and inefficiencies</li> <li>Increased burden on NGOs to take up provision and maintenance of basic services</li> <li>Raises issues of long term sustainability of activities</li> </ul>	4	3	M	<ul style="list-style-type: none"> <li>AusAID to work closely with UN and partners to ensure appropriate program targeting</li> <li>AusAID to monitor and disseminate relevant donor program information on a regular basis</li> <li>NGOs to coordinate effectively across the Program</li> <li>NGOs to monitor partnerships and balance of basic services activities</li> </ul>	NGOs AusAID	Throughout Program
	Ineffective Program management	<ul style="list-style-type: none"> <li>Poor coordination</li> <li>Delays to implementation</li> <li>Ineffective Program management</li> </ul>	1	3	L	<ul style="list-style-type: none"> <li>Strengthen coordination between AusAID and NGOs</li> <li>Adequate resources available for effective management</li> <li>Adequate resources available for coordination activities</li> </ul>	NGOs AusAID	Throughout Program

The Risk Management Matrix contains an assessment of risk based on the following criteria:

L = Likelihood of occurrence (1=Rare, 2=Unlikely, 3=Possible, 4=Likely, 5=Almost certain)

C = Consequence of occurring (1=Negligible, 2=Minor, 3=Moderate, 4=Major, 5=Severe)

R = Risk level - a combination of the above two assessments (E=Extreme, H=High, M=Medium, L=Low)

Further details relating to the likelihood and consequence scores, and resulting assessment of risk level, are provided in AusGUIDELines (refer [www.ausaid.gov.au/publications](http://www.ausaid.gov.au/publications) - AusGUIDE