
Development Assistance Facility for Afghanistan (DAFA)

Phase III

Design Document

November 2011

..

[illegible]

i

4.1	Management, governance and implementation arrangements and structure	3737	Field
4.1.1	Managing Contractor role	3737	Field
4.1.2	AusAID role	3838	Field
4.1.3	Government of Afghanistan role	3939	Field
4.2	Monitoring & evaluation	4040	Field
4.2.1	Monitoring and evaluation framework (MEF)	4040	Field
4.2.2	Building monitoring and evaluation capacity in GIRoA agencies	4242	Field
4.3	Procurement arrangements	4242	Field
4.3.1	Selecting Managing Contractor for DAFA Phase III	4242	Field
4.4	Overarching policy issues	4342	Field
4.4.1	Gender	4342	Field
4.4.2	Anti-corruption	4444	Field
4.4.3	Child protection	4544	Field
4.4.4	Environmental management	4545	Field
4.4.5	Disability	4645	Field
4.5	Critical risks and risk management strategies	4747	Field
4.5.1	Operational, individual and personnel risks	4747	Field
4.5.2	Component 1 risks	4847	Field
4.5.3	Component 2 risks	4848	Field
4.5.4	Component 3 risks	4848	Field
4.5.5	Component 4 risks	4848	Field
Annexes: Multiple DAFA Components		5049	Field
Annexe 1: Monitoring and Evaluation Framework (MEF)		5049	Field
Annexe 2: Risk Matrix		5756	Field
Annexe 3: Potential DAFA Phase III organisation structure		6463	Field
Annexe 4: DAFA Phase III program responses to lessons learned		6564	Field
Annexes: Component 1 – Australia Awards		7069	Field
Annexe 5: ADS (Postgraduate & Undergraduate) selection process & combined ALAS process		7069	Field
Annexe 6: ALA (Fellowships) course development process		7776	Field
Annexe 7: Eligibility requirements for ADS and ALA study in Australia or Malaysia		7978	Field
Annexe 8: Conditions for ADS (UP & PG) awardees enrolled in Australia and in Malaysia		8180	Field
Annexe 9: Improving access to education and training options in Afghanistan		8382	Field
Annexe 10: ADS Desired applicant profiles (DAPs)		8584	Field
Annexe 11: Proposed operating parameters for the <i>Ancillary Awards</i> program		8988	Field
Annexe 12: Proposed operating parameters for the <i>Access and Equity Fund</i>		9291	Field
Annexe 13: Short Course Award identification and approval processes		9493	Field
Annexes: Component 2 - MAEPA		9796	Field
Annexe 14: The role of MAEPA within the broader regional education sector		9796	Field
Annexes: Component 4 – AusAID initiatives		9998	Field
Annexe 15: Process to assess the appropriateness of a GIRoA-requested initiative		9998	Field
Annexe 16: Uruzgan Provincial Development Plan for 1390 Sector Objectives		101400	Field
Annexe 17: (Example) DAFA Activity Completion Report (Component 4 only)		102401	Field
Annexe 18: AusAID Procurement Agent Services Program		104403	Field
Annexes: Background data		105404	Field
Annexe 19: Summary of current DAFA-related donor activities		105404	Field
Annexe 20: Persons / organisations consulted		106405	Field
Annexe 21: Design Activity Terms of Reference		107406	Field

PROVIDED AS SEPARATE FILES:.....	113112
Attachment A: Design and Implementation Plan for the MAEPA – Stage 3	113112
Attachment B: Project Design Document for AusAID Public Financial Management Program	113112
Attachment C: Afghanistan - Australia Development Scholarships Scoping Study Report	113112

Field

Field

Field

Field

ACRONYMS & ABBREVIATIONS

A based	AusAID and other Australian government personnel based in Afghanistan
ACSI	Afghanistan Civil Service Institute
ACSS	Afghanistan Civil Service Support (Program)
ADB	Asian Development Bank
ADF	Australian Defence Force
ADS	Australian Development Scholarships
AFP	Australian Federal Police
AHO	Australian Host Organisation
AIRD	Afghanistan Institute for Rural Development
ALA-F	Australian Leadership Award - Fellowship
ALA-S	Australian Leadership Award - Scholarship
ANDS	Afghanistan National Development Strategy
AQF	Australian Qualification Framework
ARTF	Afghanistan Reconstruction Trust Fund
ASG	Australian Scholarships Group
(A)TTE	(Australian) Teacher Training Expert
AusAID	Australian Agency for International Development
BPHS	Basic Package of Health Services
CPS	Country Program Strategy
CRICOS	Commonwealth Register of Institutions and Courses
CSC	Civil Service Commission
CSO	Civil Society Organisations
CTAP	Civilian Technical Assistance Programme
DAFA	Development Assistance Facility for Afghanistan
DAP	Desired Applicant Profile
DevAds	AusAID personnel in the field in Uruzgan
DFAT	Department of Foreign Affairs and Trade (Australia)
DIAC	Department of Immigration and Citizenship (Australia)
ELBP	English Language Bridging Program
ELT	English Language Training
EQUIP	Education Quality Improvement Program
FM	Facility Manager
GDP	Gross Domestic Product
GIRoA	Government of Afghanistan
GoA	Government of Australia
GoM	Government of Malaysia
GRM	GRM International
GTZ	Deutsche Gesellschaft fuer Technische Zusammenarbeit
HDI	Human Development Index
IAP	Introductory Academic Program
IELTS	International English Language Test System
IEP	Interim Education Plan (Afghanistan) 2011-2013
ISC	Independent Selection Committee
M&E	Monitoring & Evaluation
MAEPA	Malaysia-Australia Education Project for Afghanistan
MAIL	Ministry of Agriculture, Irrigation and Livestock
MC	Managing Contractor
MEF	Monitoring and Evaluation Framework
MFA	Ministry of Foreign Affairs

MoE	Ministry of Education
MoE(M)	Ministry of Education (Malaysia)
MoF	Ministry of Finance
MoHE	Ministry of Higher Education
MoPH	Ministry of Public Health
MRRD	Ministry of Rural Rehabilitation and Development
MTCP	Malaysian Technical Cooperation Programme
MTF	Mentoring Task Force
MTR	Mid-term Review
MTT	Master Teacher Trainer
NGO	Non Government Organisation
NPP	National Priority Program
NSP	National Solidarity Program
OASIS	Online Application Scholarships Information System (AusAID)
PASP	Procurement Agent Services Program
PCE	Pre Course English
PDB	Pre-Departure Briefing
PELT	Preliminary English Language Test (<i>sometimes Primary English Language Test</i>)
PfA	Proposal for Assistance
PFM	Public Financial Management
PFMR	Public Financial Management Roadmap (of GfRoA)
PFMRP II	World Bank Public Financial Management Project Phase II
PG	Postgraduate
PhD	Doctor of Philosophy
PPU	Procurement Policy Unit
PRT	Provincial Reconstruction Team
RFP	Request for Placement
RTF	Reconstruction Task Force
RTO	Registered Training Organisation
SCA	Short Course Award
SOA	Statement of Achievement
SPDA	Study and Professional Development Award
SSR	Scoping Study Review
T&L	Teaching and Learning
TA	Technical Assistance / Technical Adviser
TED	Teacher Education Directorate (of MoE (Afghanistan))
TF	Training Facilitator (Malaysian)
ToR	Terms of Reference
ToT	Train the trainer
TT	Teacher Trainer
TTC	Teacher Training College (in Afghanistan)
TVET	Technical and Vocational Education and Training
UG	Undergraduate
UNDP	United Nations Development Program
VET	Vocational Education and Training
WB	World Bank

Executive Summary

1. Introduction

Since 2001, the Government of Australia (GoA) has committed more than \$700 million in development assistance to Afghanistan, delivered primarily through AusAID. AusAID works at both the national and provincial levels to strengthen the capacity of the Afghan Government to deliver basic services, particularly to women and children. Approximately 80 per cent of AusAID's assistance is delivered at the national level, with the remainder delivered in Uruzgan.

In April 2010, the Government of Australia (GoA) advised that it would increase its civilian contribution to Afghanistan by 50 per cent in 2010 - to assist with reconstruction, development and diplomatic efforts. In August 2010, the Dutch withdrew from Uruzgan and leadership of the PRT passed to the Australian and US forces.

Until 2007, most of Australia's development assistance was channelled through multilateral institutions. At that time, a decision was made also to support an emerging bilateral program by establishing the Development Assistance Facility for Afghanistan (DAFA), aligned with the Afghanistan National Development Strategy (ANDS) and the efforts of the Australian Defence Reconstruction Task Force (RTF)¹.

Two phases of DAFA have been initiated to date: the first, an interim facility (Phase I), operated between 2007 and 2009; the second stage – DAFA Phase II - began operations in 2009 and is scheduled for completion at end-February 2012.

2. Length of assistance and funds to be committed

DAFA Phase III will begin on 1 July 2012 (allowing for a two- to four-week transition period), and will conclude on 30 June 2015. If, following the proposed review two years after mobilisation, it is agreed that an extension of DAFA Phase III should occur, AusAID's commitment to DAFA may be extended until 30 June 2017. Phase III of DAFA is expected to require total costs of approximately \$45 million over the initial three years.

3. Partners

The focus of DAFA Phase III will be on *Australia Awards* (Scholarships), the *Malaysia-Australia Education Project for Afghanistan (MAEPA)*, and *Public Financial Management*. Any assistance for other activities and advisors will be directed, wherever possible, through Government of Afghanistan (GIROA) systems.

In Uruzgan, AusAID will endeavour to channel its support through partners established in the province. However, for AusAID to remain responsive to emerging GIROA and Australian whole-of-government priorities, and to cater for the limited number of implementing partners operating in Uruzgan, DAFA Phase III will also be able to deliver activities in Uruzgan, deploy advisors, procure goods, provide in-country logistics and contract AusAID's locally engaged staff.

Unlike the current (Phase II) DAFA, the third Phase facility will *not be responsible for facilitating engagement* between AusAID and the Government of Afghanistan Ministries. With an increased presence in Afghanistan, AusAID will fulfil this role. However, DAFA will be drawn into activity planning and strategy development discussions as required. DAFA Phase III implementation partners as identified by AusAID, will continue to comprise Government of Afghanistan (GIROA) ministries, civil society and non-government organisations (CSOs/ NGOs) operating in Uruzgan, and its multilateral partners.

Australian Development Scholarships for postgraduate study will continue to be provided to the original four ministries (Education, Public Health, Agriculture, Irrigation & Livestock, and Rural Rehabilitation and Development) and the additional two ministries of Finance and Mines that have been included for the 2012 intake. For the first time, in 2012, *Open sector* undergraduate scholarships will be made available to individuals from the private and civil society sectors, as well as to public servants, and all sectors will be eligible for targeted short-term training opportunities (as determined by AusAID). ALA Scholarships will

¹ Australia had deployed an ADF Reconstruction Task Force (RTF2) in April 2007 to Uruzgan Province in southern Afghanistan as part of Operation SLIPPER. The RTF partnered then with the Netherlands Provincial Reconstruction Team (PRT) as part of the NATO- led International Security Assistance Force. Following the withdrawal of Dutch forces, Australia now leads the Provincial Reconstruction Team (PRT)

continue to provide leadership opportunities across all sectors, and ALA Fellowship programs will be included from Phase III to assist further in developing leaderships skills.

Australia will continue to partner with Malaysia to deliver the next stage of Malaysia-Australia Education Project for Afghanistan (MAEPA), which will maintain its focus on teacher education and development, through the Ministry of Education (MoE) Teacher Education Division (TED).

GIRoA partners for the Public Financial Management program delivered under DAFA will include the Ministries of Finance, Education, Public Health, Agriculture Irrigation and Livestock, and Public Works.

4. DAFA Phase III Goal and Objectives

The DAFA Phase III (2012-2015) *Goal* is: *Afghanistan is developing the leadership and human capacity of women and men required to achieve sustainable economic and social development.*

To accomplish that *Goal*, the following four (4) *Objectives* are proposed:

- Support the Afghan Government, NGOs and private sector organisations to improve leadership and the operation of Government ministries and organisations in Afghanistan
- Improve classroom teaching practices and learning outcomes for students
- Quickly and effectively provide the Government of Afghanistan, represented in Kabul and Uruzgan, with capacity development assistance it requires to fulfil its core functions
- Australia is recognised by the Government of Afghanistan and other development partners as an active and responsive contributor to the economic and social development of Afghanistan.

5. Delivery modalities and program components

To reflect the expanded scope of Australia's development assistance, DAFA Phase III will comprise four components:

1. **Australia Awards** (undergraduate and post-graduate Development Awards, and short courses)
2. **Malaysia-Australia Education Project for Afghanistan - MAEPA** (cascade training)
3. **Public Financial Management**
4. **AusAID-initiated activities**, including the provision of procurement and logistics services (to support DAFA objectives and other AusAID operations in-country).

6. Critical challenges to success and design response

▪ Management

The design for DAFA Phase III is based on the most cost effective management approach for a program of this complexity, diversity and size. All four components identified above will be provided under a single contract/program arrangement to achieve increased flexibility and timely responses. The management structure is designed to reflect country program priorities, with the agreed AusAID focus on building capacity of the GIRoA, NGOs and the private sector at the national and sub-national levels. Nevertheless, it is important that sufficient (and flexibly engaged) staff be appointed to the facility given the "open-ended" requirement for the facility to respond rapidly to AusAID-identified initiatives and the uncertainty of the level of procurement and logistical support (Component #4) that will be required until 2015 (and potentially up to 2017 if an extension is considered appropriate).

▪ Consultative mechanisms

The proposed (Phase II) Steering Committee and Technical Coordination Committee have not been activated, and little purpose now exists in attempting to establish either. With a greater AusAID presence in Afghanistan, and a clear transition of responsibility for negotiations with ministries away *from* the Managing Contractor (MC) *to* AusAID, all such negotiations can be more effectively conducted without the need for an additional advisory or reference body. Australia is increasingly undertaking high-level and regular consultations with GIRoA. Further, AusAID's Afghanistan Section and the Ministry of Finance are engaged in ongoing dialogue about broader program issues and GIRoA's and AusAID's development priorities. To support DAFA, and increase its visibility and Australia's engagement with the GIRoA, the facility will partner with a GIRoA Deputy Minister who will champion DAFA across government. The existing Independent Selection Committee (ISC) for scholarships (which currently oversees the selection of public sector awardees for the Masters awards) will continue (in an expanded form to also address the new *Open sector* applications), as will the Australia Awards' responsibilities of the MC for preliminary meetings, promoting awards, and for scoping and shortlisting candidates with individual ministries. In

Phase III, AusAID will provide greater input into the strategic direction and preliminary selection processes for Afghanistan's *Australia Awards*, as well as monitoring awards' administrative processes.

▪ ***Opportunities for All***

While the current Afghan National Development Strategy acknowledges the “challenges to human resource development pertain to equity, quality and access to education initiatives - issues that are particularly acute for girls and women”, gender inequality continues to be a major impediment to development for Afghan people and a challenge for partners working in the country – particularly in remote areas. For DAFA Phase III Components 1 and 2, in particular, the demands and challenges to be faced in addressing this imbalance are significant - and the high cost to AusAID of achieving even a modest level of success will be considerable. Access to services and opportunities for Afghan peoples with disabilities also continues to be a major challenge. DAFA Phase III will ensure that any existing inequities in relation to disability are not exacerbated, while positive strategies to increase disabled persons' participation – across all three DAFA III components – will be implemented, monitored and reported on by the managing contractor.

▪ ***Provincial support***

In its third Phase, DAFA will need to continue its current role in assisting AusAID to procure and manage the logistics of other *ad hoc* support initiatives in Afghanistan, particularly in Uruzgan. Although this ancillary role may appear to have limited cohesion with the major DAFA III purpose of capacity building through education and training, and enhancing leadership skills, it is essential that AusAID have in place the capacity and facility to outsource such administrative and management tasks. It is not expected that any of these individual procurement and logistical responsibilities of DAFA will involve substantial budgets, nor will they require long-term MC commitments. AusAID will also retain the flexibility to contract logistic support outside of its agreement with the appointed DAFA Phase III MC.

▪ ***Monitoring and evaluation***

The DAFA Phase III facility- and component-level Monitoring and Evaluation Frameworks (MEF) will be the primary means for assessing, analysing and reporting on the outcomes and impact of activities funded under the facility. The appointed MC will be required to assess, confirm and finalise the draft facility-level MEF (see Annexe 1) by end-August 2012. Expanded, and activity-specific data management processes *for each Component* will be developed by the MC by end-December 2012.

▪ ***Risks***

There are a number of risks associated with the implementation of Phase III that will need to be managed by the MC - and addressed at the strategic level through AusAID's increased relationship and profile with the GIRoA. These include:

- Regulations concerning the operation of private security firms in Afghanistan, and the broader deterioration in security in Afghanistan, particularly in Uruzgan
- Ensuring that DAFA Phase III does not become simply a default mechanism for small activities and the deployment of TA - due to convenience
- Inability to meet targets for improved access by women, disabled persons and provincial participants in *Development Awards* programs - because of existing and often insurmountable environmental and cultural impediments
- Regional and tribal loyalties, and nepotism, which encourage the unbalanced deployment of sectors support and awards
- Potential loss of Australian identity where scholarships are provided regionally and loss of high-level or leadership impact with scholarships being made available for study at undergraduate (as opposed to postgraduate) level
- Maintaining quality in the expanded MAEPA stage 3 program
- Inability of Afghan Government systems to provide sufficient continuing support for Australian initiatives, post-intervention, and thus limiting their sustainability.

1. Design Background

1.1 Context, structure and methodology

1.1.1 Design context

Since 2008, Australia has directed approximately \$130M Overseas Development Assistance (ODA) annually to Afghanistan. Around one-half of this has been channelled through Australian Government departments (mainly the Australian Defence Force (ADF)), while most of AusAID's funding has been directed through multilateral organisations to maximise aid coordination efforts.

Under the 2010-2012 Afghanistan country strategy, Australia's ODA support to Afghanistan is based on four pillars:

- (a) enhancing basic service delivery in health and education
- (b) supporting rural development and livelihoods
- (c) improving governance and the effectiveness of the Afghan Government
- (d) supporting vulnerable populations.²

In addition to the assistance provided through the multilateral organisations, AusAID has provided direct bilateral assistance to Afghanistan, largely through the Development Assistance Facility for Afghanistan (DAFA). An interim DAFA operated from 2007-2009. A review ("Lessons Learned") of the Interim (Phase I) Program in November 2007 after its initial months found it to have been: too ambitious, mobilised too rapidly, ambiguous on funding mechanisms, and not sufficiently focused on relationship building with Government of Afghanistan (GIROA) partners and other donors.

These shortcomings were subsequently addressed in (the current) DAFA Phase II (DAFA II), which commenced in March 2009. In aligning its goal and objectives with the overall Government of Australia (GoA) objective for Afghanistan ("strengthening government institutions at the central and sub-national levels to achieve measurable improvements in the delivery of services and the protection of rights of all Afghans"), the stated *purpose* of Phase II is to complement the GoA's capacity building efforts by providing relevant, timely and quality assistance to key Government agencies.

DAFA II, to run until June 2012, is a more flexible mechanism than Phase I, and involves a range of delivery modalities including Australian Development Scholarships (ADS), individual technical advisers, Government of Afghanistan-identified projects, tailored training programs and third-country training through the Malaysia-Australia Education Project for Afghanistan (MAEPA).

The DAFA II Mid-Term Review (MTR)³ noted that the scholarships and MAEPA programs had a far higher profile than other DAFA support activities, and questioned the use of DAFA technical advisers and flexible funding provision to meet gaps in GIROA services. The MTR recommended that future DAFA programs should focus on scholarships, short courses, and trilateral train-the-trainer (ToT) initiatives, although allowing the option for the facility to support AusAID-identified, supply-driven initiatives.

In comparison with other GoA initiatives in Afghanistan, DAFA is a relatively modest, but significant component of AusAID's capacity building support to Afghanistan, accounting for a planned \$35 million of expenditure over the three years of Phase II, 2009-2012.

1.1.2 Design methodology

The development of this Design Document involved the following processes:

1. Analysis of previous research, review documents and other donor development strategies for Afghanistan
2. Meetings with Afghanistan desk personnel and relevant thematic sections at AusAID Canberra (scholarships, gender, disability, leadership)
3. Meetings with DAFA Phase II Managing Contractor personnel in Kabul, with AusAID Kabul, and with Uruzgan DevAds (teleconference)

² Australia's Strategic Approach to Aid in Afghanistan 2010 – 2012, AusAID, December 2010.

³ MTR September 2010: Recommendations arising from the MTR were valid and practical; however, not all were considered appropriate for the rapidly changing Afghanistan development environment, and as such have been adapted where considered necessary.

4. Meetings with available GIROA ministries in Kabul and civil society organisations
 5. Preparation of Aide Memoire and subsequent discussion with Afghanistan Section
 6. Preparation of the Draft Design document
 7. AusAID DAFA III Appraisal Peer Review
 8. AusAID Public Financial Management Appraisal Peer Review
 9. Finalisation of the DAFA III design document.
-

2. Analysis and strategic context

2.1 Country and sector context

2.1.1 Political

Afghanistan⁴ won independence from (notional) British control in 1919-1921. A brief democracy ended in a 1973 coup, followed by a 1978 Communist counter-coup. The Soviet Union invaded Afghanistan in 1979 to support the failing Afghan Communist regime, beginning a long and destructive war. The USSR withdrew in 1989 under pressure by internationally supported anti-Communist Mujahedin rebels. In 1996, after continuing civil war, the country was controlled by the Taliban. Following the September 2001 terrorist attacks in New York and Washington, a US, Allied, and anti-Taliban Northern Alliance military action removed the Taliban from formal power.

A United Nations (UN) sponsored conference in 2001 established a process for political reconstruction that included the adoption of a new constitution, a presidential election in 2004, and National Assembly elections in 2005. In December 2004, Hamid Karzai became the first democratically elected president of Afghanistan and the National Assembly was inaugurated in December 2005.⁵ President Karzai was re-elected in August 2009 for a second term. Despite gains toward building a stable central government, a resurgent Taliban and continuing provincial instability - particularly in the south and the east - present serious challenges for the Afghan Government.

2.1.2 Economy

Afghanistan's recent history of conflict has destroyed much of the nation's limited infrastructure, and severely disrupted economic activity in all areas. The country's Gross Domestic Product (GDP) has fallen substantially because of loss of labour and capital, and disruption of trade and transport. Continuing internal strife has slowed domestic reconstruction and efforts to secure foreign investment. Afghanistan remains highly dependent on international aid, low-productivity agriculture, and on limited trade with its neighbours.

Eighty per cent of the Afghan population live in rural areas, with the agriculture sector accounting for about one-third of Afghanistan's economy (excluding the illicit drug sector). Real GDP is expected to grow by around 8.5 per cent in 2010/11, to reach \$961 per capita (GDP/PPP)⁶ in 2010/11. This is a record since 2003/04, although it is down from 22.5 per cent in 2009/10. Mining is growing rapidly, representing almost 30 per cent growth in the last two years and is expected to continue to grow vigorously, particularly in copper mining. Afghanistan has substantial natural resources, including deposits of natural gas, petroleum, coal, copper, sulphur, lead, zinc – as well as precious and semiprecious stones. Current proven natural gas reserves are at 49.55 billion cubic metres, with production of around 30 million cubic metres per year (est. 2008/09). However, the country's mining sector is constrained by ongoing instability in many areas and inadequate infrastructure to support mining and distribution. With the assistance of improved tax administration, Afghanistan also achieved a remarkable surge in domestic revenue during 2009/10, collecting 53 per cent more than the previous year and 16 per cent more than had been budgeted. Domestic revenue collection increased by 68 per cent and custom duties by 48 per cent.

Currently, 90 per cent of the national budget is externally financed. Overall aid in 2008/09 amounted to US\$5.5 billion - or 47 per cent of GDP. The critical issue, however, is not so much the amount of aid, but rather weaknesses in its mode of delivery and impact.⁷ An analysis of external assistance for financing security, reconstruction and related development activities *between 2002 and 2010* reflects the ratio of *on-budget* to *off-budget* ("external" budget) as 18:82. In other words only 18 per cent of external assistance disbursed between 2002 and 2010 was provided through the GIRoA's Core Budget. The remaining 82 per

⁴ Data included in this chapter (2.1) have been sourced from mission interviews, background readings and analysis, AusAID reports and reviews, and Afghanistan-related documents available from UNAMA, World Bank, ADB, Government of Afghanistan documents, NGO involvement and experience, and from related primary and secondary documents.

⁵ Under the 2004 Afghanistan constitution, elections for the country's President and Wolesi Jirga (Lower House in the National Assembly) are held every five years. Members of the Meshrano Jirga (House of Elders, equivalent to a Senate) are not directly elected but are selected by district councils, provincial councils and the President. However, due to difficulties related to the definition of boundaries and population estimates, district council elections have not been held. As a result, provincial council members fill seats reserved for district council representatives. Provincial council elections are held every four years.

⁶ Source DFAT (Afghanistan Fact Sheet as at February 2011)

⁷ From 2007 to 2008 only 54 per cent of the development budget was spent – potentially attributed to poor coordination between governmental and donor partners, the difficulties of implementing projects in an unstable environment, overly ambitious targets, and the varying spending abilities of ministries. (Bertelsmann Stiftung)

cent was managed by development partners through projects and programs that operated in parallel to those of the Government.⁸ At the London and Kabul 2010 Conferences, the GIRoA made it clear that international aid needs to be *on-budget and aligned* with their priorities. Accordingly, donors committed at the Kabul conference that 50 per cent of their development assistance would be on-budget and 80 per cent would be aligned with National Priority Programs (NPPs).

In recent years, the GIRoA Public Financial Management (PFM) system has undergone a structural change. Core budget expenditures more than doubled nominally in the last four years to reach US\$2.6 billion in 2009/10, demonstrating rising absorption capacity for funding channelled through the core budget.⁹ However, more far-reaching reforms are urgently needed for public expenditures to better serve the government's goals.

One of the major economic challenges facing Afghanistan is the weak governance of public expenditures. Donors' concern about poor governance and accountability relating to public expenditures is one of the main reasons for directing assistance through the external budget.

The GIRoA's response to meeting these challenges is to implement a set of selected, prioritised and sequenced actions / elements that include¹⁰:

- Understanding and tackling the challenges of implementation
- Building good democratic governance and the rule of law
- Unleashing investments in economic and infrastructure development
- Accelerating agricultural and rural development
- Facilitating human resource development
- Transitioning to Afghan-led security
- Reconciliation and reintegration through a new peace initiative
- Curbing the trade and harmful effects of narcotics
- Expanding regional cooperation
- Meeting resource requirements and measuring for results
- Strengthening leadership and accountability.

Within each of the above elements, NPPs have been identified, along with intended outcomes and proposed results over a six-month, twelve-month and three-year time span.

2.1.3 Major development challenges

Afghanistan currently ranks in position 181 (of 182) in the UNDP Human Development Index (HDI). Prolonged drought during the 1990s, the destruction of basic infrastructure, damage to the state's institutional structure(s), the scarcity of skilled and experienced professionals, and the influx of millions of repatriates who have increased the supply of cheap labour, all contribute to Afghanistan's high levels of poverty. To compound the challenges, more than 20 years of war and foreign invasions have further assisted in destroying the Afghan economy.

Despite this, poverty has declined. The proportion of Afghan people living below the poverty line was estimated at 36 per cent (in 2007/08), an improvement on the 53 per cent figure for 2003, although an additional 20 per cent of the population is concentrated close to the poverty line and thus at risk of falling into poverty. Poverty is higher among rural and nomadic populations. In non-harvest seasons, more people drift into poverty including those living in harsh, inaccessible rural areas that tend to be poorer than average.

To improve quality of poverty data, in 2007 the GIRoA Central Statistics Office (CSO), with the Ministry of Rural Rehabilitation and Development (MRRD), undertook two national risk and vulnerability surveys (NRVA 2003 and 2005). Around 45,000 households from all provinces were interviewed, leading to a comprehensive poverty analysis, which was used as the basis for drafting the ANDS Poverty Profile and for formulating the ANDS poverty reduction policies.

Those 2007 data indicated that, although "food poverty" was highest in rural areas (and less so in urban areas), the influence of *Cost of Basic Needs* factors resulted in an overall "food insecurity index" which was highest in *rural and nomadic* populations.

⁸ *External Assistance to Afghanistan at a glance – 2002-2010*, MoF, GIRoA, 2011, p. 5

⁹ Data confirmed by a significant improvement in the Public Expenditure and Financial Accountability (PEFA) indicators between 2005 and 2007

¹⁰ Refer ANDS *Prioritisation and Implementation Plan*, page 6.

¹¹	Food poverty	CBN poverty ¹²	Food insecurity index
Kuchi (nomad)	40	45	39
Rural	45	45	39
Urban	41	27	37
National	45	42	39

The community-led reconstruction and rural infrastructure initiative, the National Solidarity Program (NSP), has made significant achievements in empowering communities, improving community relations, and increasing public faith in the system of government. Despite a challenging environment, the program is making significant progress in building community institutions in rural Afghanistan. Since the first NSP program in 2003, 17 million rural people in all 34 of Afghanistan's provinces have benefitted from improved infrastructure such as access to water, electricity and roads. Some 22,000 communities have successfully elected Community Development Councils (CDCs), and more than 40,000 village-level projects have been completed, with another 10,000 sub-projects nearing completion. Between 2003 and June 2010, NSP disbursed over \$700 million directly to communities. Overall, government services continued to grow in double figures - led by government services, the financial sector and transport services.

Agriculture remains the largest source of income in Afghanistan, despite the fact that only 12 per cent of its total land area is arable, and only just under 6 per cent of that is under cultivation. Major food crops include corn, rice, barley, wheat, vegetables, fruits, and nuts. Major industrial crops are cotton and tobacco. Agricultural practices are relatively basic, a result of the extremely poor level of development and infrastructure in the country, as well as decades of conflict. Nevertheless, between 2009 and 2010, wheat production nearly doubled to five million tonnes compared to a preceding five-year average of 3.4 million tonnes. Unfortunately, approximately 85 per cent of the Afghan population depends on the cultivation of opium poppies for their survival, and large-scale poppy cultivation restricts farmers from growing legal agricultural products.

Education¹³. School enrolment rates for primary school children (aged 6 to 9) improved nationwide by about 40 per cent between 2005 and 2007/08 - but only 35 per cent of that age cohort regularly attended school. Since 2002, school enrolments have increased from about 1 million to nearly 6 million, with enrolments of girls now about 35 per cent of the total.¹⁴ However, around 4.5 million school-aged children still do not attend school. A large proportion of those not attending / not able to attend are girls. A significant factor in school access for girls is the limited availability of female teachers and girls' schools. Only 38 per cent of the young adult population (aged 15 to 24) is able to read and write, and female literacy is less than half of that of men at 22 per cent for women compared with 51 per cent for men.

Ten years ago, Afghanistan only had four (functioning) Teacher Training Colleges (TTCs), staffed by 50 male Teacher Educators, and catering for just 190 student teachers, who were also all males. By 2010 there were 42 functioning colleges in 34 provincial capitals and in some districts, while 59 TTC annexes ("satellites") have also been established. Although Some TTCs have also established annexes at district level, most TTCs are located in provincial capitals - and a significant proportion of student teachers are drawn from the nearby population, resulting in provincial capitals often being oversupplied, while the demand for teachers in more remote and rural areas (where cultural constraints makes teacher recruitment more difficult) cannot be met. Further, graduates in geographic areas of over-supply often choose other employment paths.

Donor funding to higher education has been considerably less than that allocated to basic education, and the insecure environment negatively affects the sector's development. Sustaining any progress made until now will require continuing strong leadership, avoiding over-reliance on technical assistance and narrowing the financing gap. Poor data quantity/quality is also an obstacle for effective and useable monitoring, evaluation and analysis, although the Ministry of Higher Education (MoHE) has now begun to develop a national strategic framework. A March 2010 DFID review identified the need for a positive preference to women in

¹¹ IMF, 2008 data

¹² CBN: Cost of Basic Needs

¹³ Almost 50 years ago, the 1964 Afghan Constitution recognised the responsibility for universal education, irrespective of gender or location. Article 34 of the 1964 Constitution states that: "Education is the right of every Afghan and shall be provided free of charge by the state and citizens of Afghanistan... The government is obliged to prepare and implement a program for balanced and universal education in Afghanistan. It is the duty of the state to guide and supervise education."

¹⁴ Note different (independently unconfirmed) data in the GfR Ministry of Education, Education Interim Plan 2011-2013, which estimates current enrolments at 7 million; girls' enrolments at 37 per cent; and around 43 per cent attending school regularly.

teacher training, investment in girls' schools and the construction of suitable boundary walls around the schools to address gender inequalities. AusAID's current country priorities, through DAFA and related programs, are targeting these needs.

Despite the progress in the education sector, many challenges remain, including the continuing shortage of competent teachers, a lack of school buildings and the poor quality of existing infrastructure, the low capacity of administrators, and insufficient financial resources.

Although expenditures on education have constantly increased in absolute values, they are gradually decreasing *as a share of GDP*, as the value of external budget expenditures has remained constant. About 60 per cent of all education expenditure is from external sources, and more than 80 per cent of the core budget is allocated to recurrent costs, specifically teacher salaries. Discussions with MoE senior officials in April 2011 indicate that the currently available discretionary budget remains very limited.

Afghanistan is constrained by the absence of a well-educated and -trained workforce that it must create to continue to grow economically. As such, the GIRoA recently recognised the need for further investment in skills development and is now also working to build vocational education and training programs. The substantial lack of (local) *technical* expertise and skills in key areas of need also continues to slow progress towards greater industrialisation and an improved economy *not* based mainly on agriculture.

In terms of *health* services, life expectancy at birth remains low at only 45 years, compared to an average 59 years for low-income countries, and lower than many underdeveloped African countries. The maternal mortality rate is the second highest in the world at 1,600/100,000 births. Only 27 per cent of Afghans have access to safe drinking water and 5 per cent to adequate sanitation. Nevertheless, there has been considerable progress since 2001: about 85 per cent of the population lives in districts with access to a basic package of health services, and 58 per cent lives within one hour's walk from a public health facility. Despite a decrease in infant mortality rates to around 150/1000 live births (2011 data), Afghanistan still has the second highest infant mortality rate in the world. It also has the world's highest risk of maternal mortality¹⁵. Afghan women are often denied access to health care for cultural reasons, although increasing GIRoA and recent donor efforts (2006 onwards) have increased access to rural community health clinics.

The percentage of the population with access to domestic infrastructure in Afghanistan is among the lowest in the world. The Ministry of Energy and Water estimates that about 30 per cent of Afghans have access to electricity from grid-based power, micro-hydro or solar panel stations. However, the situation has improved significantly in the major urban population centres along the critical North East corridor, following the import of power from Uzbekistan and the rehabilitation of three hydro plants. And, for the first time in decades, increasing parts of some urban centres now have 24-hour power supply.

2.1.4 Gender and development in Afghanistan

As noted above¹⁶, gender inequality continues to be a major challenge for Afghan people and for donors working in the country – particularly in remote areas. Although surveys and analyses illustrate progress made towards gender equality since the Taliban period, widespread discrimination against women continues to be prevalent in Afghan society, and is a significant impediment to national, community and individual development, that – on a purely economic basis - represents the underutilisation of a potentially well informed, skilled and influential cohort of Afghan society – women.

Although Afghanistan has always had high maternal and child mortality rates and a very low literacy rate for women, until the early 1990s Afghan women worked as doctors, professors, lawyers, judges, and journalists. In the mid twentieth century, Afghan women were participating economically, socially and politically in the life of their societies. For thirty years after 1959 (when the government of Prime Minister Daud Khan supported the voluntary removal of the veil and the end of seclusion for women) increased numbers of women, most from urban backgrounds, operated openly in the public arena, with no perceived loss of honour to themselves or to their families.

Women assisted in drafting the 1964 Afghan Constitution (under King M. Zahir Shah, and partially restored by Hamid Karzai in 2002), and in the 1970s three women served as parliamentarians. By 1978, increasing numbers of women were joining the workforce, yet only about eight per cent of the female population

¹⁵ Based on World Bank data tables, and May 2011 Save the Children Fund report

¹⁶ Refer also to Annexe 9: Improving access to education and training options in Afghanistan

received an income – most of these living in urban centres - and the majority worked in health and education, the two sectors considered most appropriate for women - as extensions of traditional women's roles.

Since the 2005 elections – the first in 33 years - women have been guaranteed one-quarter representation¹⁷ (68 seats) on the Wolesi Jirga and two on each provincial council, including three from the nomadic Kuchi community which has 10 “reserved seats” in the lower house. More than 3000 candidates registered for election to the provincial councils, and every province – *except Uruzgan* – had women candidates. However, mandating a proportion of seats to be filled by women and encouraging greater participation by women in governance at the local levels does not necessarily result in increased opportunities for female parliamentarians. As Fleschenberg¹⁸ points out, due to conservative gender relations and traditional beliefs about the status of women in Afghan society, women politicians have to prove themselves in their roles as the people’s representatives much more than their male counterparts. Family pressures, traditional attitudes and religious opposition continue to impose constraints which limit the degree to which Afghan women at all levels can find self-expression and control their own lives.

After the Taliban assumed power, Afghan women and girls were systematically discriminated against and marginalised, and their human rights were violated. Accordingly women and girls in all areas experienced worse economic and social conditions. They continued to be severely restricted in access to education, health care facilities and employment, and during Taliban rule, only about 3 per cent of girls received some form of primary education. This had a “flow-on” effect on education more broadly, as the majority of teachers had been women. During this era, women’s ability to travel was also severely limited. Women could travel only when accompanied by a male relative (which put a particular strain on female-headed households and widows).

By ensuring that women were secluded and restricted from moving outside their homes, Afghan women also faced significant challenges in meeting with other women. Women's removal from the “public space” also meant that they could not play any role in the political process and were excluded from all forms of formal or informal governance. The impact of these restrictions on women playing a significant role in determining local, provincial and national directions is evidenced today in the (still-limited) ability and capacity of women in representative positions and in senior GIRoA ministry roles to influence major policy directions.

In 2002, the UN *Committee on the Elimination of Discrimination against Women* statement of solidarity and support for Afghan women, said that: “The participation of Afghan women as full and equal partners with men is essential for the reconstruction and development of their country.” The Committee also called upon all parties to respect internationally recognised principles, norms and standards of human rights, particularly the human rights of women, in all their actions and activities.

And while such resolutions, statements and calls to remove discriminatory decrees may be well-intentioned, in a country and conflict environment where the day-to-day challenges of surviving are challenging enough, they need to be supported by practical and on-the ground support. Most MDBs and donors operate gender awareness, women’s empowerment and equality programs in Afghanistan and have done so – even prior to the fall of the Taliban. Examples of these practical programs include:

- During the Taliban's rule of Afghanistan, bakeries sponsored by the World Food Programme (WFP) represented one of the few job opportunities open to women. WFP bakery projects employed 300 women in Kabul and 100 women in Mazar-I-Sharif – all before September 2001
- In December 2001, WFP conducted a major survey on food needs in Kabul. Of the 3,600 surveyors employed, some 2,400 were women.¹⁹

It has been argued that Afghan society *is consistent* in its attitudes toward the underlying principles of gender, but that the *application* of those principles varies from group to group. “Contradictions arise between traditional customary practices, many of which impinge on the rights of women and are alien to the spirit of Islam, which emphasises equality, justice, education and community service for both men and women.”²⁰ Further, the dictates of Islam are themselves subject to diverse interpretations among reformists, Islamists and ultraconservatives.

¹⁷ Since 2006 women represent more than 27 per cent of national parliament seats.

¹⁸ *Afghanistan's Parliament in the Making: Gendered Understandings and Practices of Politics in a Transitional Country*, Fleschenberg, Andrea, UNIFEM, 2009

¹⁹ Report of the Secretary-General on “Discrimination against women and girls in Afghanistan”, UN, 2002

²⁰ *Afghanistan – A Country Study*, Blood, P.R., Library of Congress 1997, 2004

Afghan society regards women as the perpetuators of the ideals of the society. As such they symbolise family, community and national honour, and thus (according to the zealots) must be *controlled as well as protected* so as to maintain moral purity. For most Afghans, a family's social position depends on the public behaviour of its female members. Any perception that a female family member is breaching those prescribed roles and behavioural norms in public results in moral condemnation and social ostracism. It is, therefore, the dictates of society that place a burden on both men and women to conform.²¹

Many donor agencies and GIROA ministries are implementing practical projects at the local and provincial levels to attempt to redress the gender imbalance in terms of access to health and education. At the strategic level, national initiatives are assisting in reducing the negative impacts of the essentially patriarchal society. Among other initiatives, donor organisations, in partnership with the GIROA, civil society and multilateral and bilateral initiatives have focused on:

- Strengthening the capacity and leadership of women's organisations through the Ministry of Women's Affairs (MOWA)
- Building sustainable networks by supporting the establishment of Afghan women's civil society organisations
- Encouraging new partnerships among women's organisations, governments, MDB and donor systems and the private sector
- Advocating for gender equality through Afghan government agencies.

At a wider level, the current Afghan National Development Strategy (ANDS) acknowledges the "challenges to human resource development pertain to equity, quality and access to education initiatives, issues that are particularly acute for girls and women."²² Gender disparities exist across all sectors, but are most evident in education and health, where few service providers and service beneficiaries are female. The GIROA's *Capacity Development to Accelerate National Action Plan for Women of Afghanistan (NAPWA) Implementation Program* aims to help the Government effectively implement the gender commitments espoused in the NAPWA. This requires developing the capacities of all relevant government entities to mainstream the commitments and goals of NAPWA into their policy, planning, programming, budgeting, implementation, and M&E processes. The program intends building the capacity of MOWA as the policy body and the responsible entity for NAPWA oversight and compliance reporting.

Although the Afghan Government may recognise the challenges inherent in redressing the gender opportunity imbalance, and in creating the formal structures that will promote equity, the 2010 Asia Foundation survey of Afghan peoples identified a number of issues associated with gender equity achievements/ challenges throughout the previous (2009) survey period. For example, 15 per cent of respondents believed that opening discrete schools for girls was the third highest "reason for optimism", (after "improved security" – 38 per cent, and "construction and rebuilding" – 35 per cent). This percentage (15 per cent) represents in fact a decrease from the 21 per cent of respondents believing in 2009 that opening schools for girls was a sign of optimism.²³

Similarly, although *stated* support for gender equality remains high, including providing equal educational opportunities for women (87 per cent), support for women being allowed to work outside the home continues to fall, from 71 per cent in 2006 to 64 per cent in 2010, which is the lowest level recorded to date.²⁴ The Asia Foundation analysis also determined (understandably) that a higher proportion of women (93 per cent) than men (82 per cent) support equal opportunities for women in education, while – also understandably – urban residents are more likely to support equal educational opportunities for women (92 per cent) compared to their rural counterparts (86 per cent). In relation to gender and *political leadership* positions, the higher the age of the respondent, the greater their preference for men to be in leadership positions. This discrepancy was also evidenced in the urban/rural divide.

²¹ Blood also suggests that under such circumstances gender roles necessarily follow defined paths. "Male prerogatives reside in family economic welfare, politics, and relationships with outsiders; within the family they are expected to be disciplinarians and providers for aged parents. Female roles stress motherhood, child socialization and family nurturing. Even among professional career women, family responsibilities remain a top priority. Thus women's self-perception of their roles, among the majority, urban and rural, contributes to the perpetuation of patriarchal values."

²² ANDS, Page 32

²³ *Afghanistan in 2010: A Survey of the Afghan People*, Asia Foundation, 2010, page 3

²⁴ *Ibid*, pp. 7 & 13

2.2 Problem analysis

2.2.1 Country environment

Afghanistan presents significant challenges in terms of planning for delivering effective, cost efficient and sustainable development support. Section 2.1 above provided an overview of some of those challenges. Irrespective of the conflicting but often optimistic predictions of Afghanistan's transition to a secure environment, the challenges it faces to achieve that transition indicate clearly that positive change will be a gradual and measured process – and is one which is unlikely to succeed if it relies upon externally imposed strategies.

Conflict has crippled Afghan Government institutions and their ability to deliver basic services, justice and security, and severely constrained the development of private enterprise, investment and economic growth. “Major challenges affecting the Government's ability to deliver services to the population include poor levels of education and underqualified personnel, underdeveloped budget planning and execution, and implementation capacity, and weak transparency and accountability mechanisms.”²⁵

Despite this, there exists in both the government and private sectors an ambition to progress the country's stability and economy – and to avoid repeating the cycle of mistakes and conflicts of the past 40-plus years. Clearly, economic and human development progress will not be achieved until the country experiences prolonged periods of stable and progressive government. Such stability will not happen until conflict is resolved, or at a minimum, isolated to less influential pockets of unrest. For this reason, Australian (and other multilateral and bilateral program) support relies upon a combination of military, human development and humanitarian support.

Unlike many other countries in which Australia provides development support, the geographic and political diversity of the country creates major challenges to achieving progressive change, especially outside major population centres. While the Government's authority beyond Kabul is slowly growing, its ability to deliver necessary social services remains largely dependent on funds from the international donor community.

2.2.2 Cultural environment

As in many other nations, religion in Afghanistan has served as a means of political expression. Any examination of Afghan historical and cultural environment must be based on the key role of Islam. Religious leaders have always played – and will continue to play – a political role. Religious identity is the key factor in being Afghan. Islam provides the parameters by which Afghans live and work. Both men and women define themselves by these parameters.

In any education setting (in country), Afghan students expect a significant distance between teachers and students. The education system is based on a hierarchical teaching model and uses rote learning, lecturing and repetition as the central teaching model for basic and pre-tertiary education. Although the country's tertiary education institutions represent a different cultural /teaching paradigm, the basic strategies identified above are inherent in the education and thus the culture of the peoples of Afghanistan.

Approximately 35 per cent of the Afghan population speaks Pashto, and about 50 per cent speaks Dari. Uzbek and Turkmen are spoken by about 11 per cent of the population, and there are also many other languages spoken – however bilingualism is very common. This diversity of languages has implications for any potential involvement of AusAID outside the capital, Kabul.

Any western country supporting the development of Afghanistan must remain aware of cultural imperatives that rarely exist in most of their home countries. Without an understanding of, and respect for, these traditions and morés, any positive intervention in Afghanistan is unlikely to succeed.

2.2.3 Donor environment

The United States is the largest international donor to Afghanistan, providing around one-third of all aid – mostly through the external budget – since 2002. Since 2001, the international community has provided approximately \$US1200 per Afghan citizen in assistance – a total of around \$US3 billion annually.

Roughly one-quarter of (*current*) aid for Afghanistan is channeled through the national core budget, controlled by the GIRoA, while the rest is provided through the “external budget”²⁶, (*see 2.1.2. above for*

²⁵ Refer p. 1 TORs Design Mission - Development Assistance Facility for Afghanistan 2012-2015

²⁶ OECD data as at September 2011

overall 2002-2010 proportion), controlled by donors, who often avoid the national core budget because of doubts about the effectiveness of national administrative and governance systems, and the potential for corruption.

The GIRoA is understandably concerned that the levels of assistance spent outside the government system remain large and thus limits government and citizen “ownership”. External budget assistance has been widely criticised by the GIRoA, civil society and some donor agencies. The lack of external budget assistance transparency, non-alignment with government priorities, and high fees for international consultants and advisors, as well as overheads for NGOs and contractors, is seen as a form of corruption.

The Afghan government is also concerned about *value for money* in off-budget aid. The considerable international resources that are channeled through Provincial Reconstruction Teams (PRTs) are a further source of concern, due to a perceived lack of transparency and accountability to the beneficiaries, and alleged corruption at provincial and local levels.

Nevertheless, a key enabler of sustainable development aid is that it is only effective when there is close consultation between donors and the recipient government. The focus must be on capacity building to strengthen the development capacity of the government to manage and implement its development. Both the London and Kabul Conferences reinforced the unarguable need for aid to be delivered through the GIRoA’s systems, ministries and processes.

However, until effective and transparent systems are in place to ensure that development support reaches Afghan citizens and is delivered equitably and in areas of greatest need, many donors are, understandably, nervous about committing significant proportions of their budgets solely to Afghan Government processes.

The international donor community has reaffirmed its commitment to assist the GIRoA to implement the ANDS. Wherever possible, Australia is committed to this principle, and demonstrates this commitment through its practical support for the NPPs and the Civilian Technical Assistance Program (CTAP) – as well as through the Afghanistan Reconstruction Trust Fund (ARTF) multilateral support, among other channels.

DAFA in its interim and second phases has attempted to achieve alignment with national systems. The third phase of DAFA will seek to expand the facility’s commitment to this approach.

2.3 Strategic Context

2.3.1 Government of Afghanistan policy framework

The Afghanistan National Development Strategy 2008-2013 (ANDS) has three pillars:

1. *Security*: Achieve nationwide stabilisation, strengthen law enforcement, and improve personal security for every Afghan.
2. *Governance, rule of law and human rights*: Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services and government accountability.
3. *Economic and social development*: Reduce poverty, ensure sustainable development through a private sector-led market economy, improve human development indicators, and make significant progress towards the Millennium Development Goals.

The ANDS notes that human and institutional capacity is a major constraint facing all aspects of the implementation of the Strategy, and thus *capacity building at all levels* is a high priority for the Government of Afghanistan. The Kabul Conference (ANDS) *Prioritisation and Implementation Plan* (see over also) defined a series of NPPs focused on agricultural and rural development, human resource development, economic infrastructure and investment, governance and the rule of law.

London and Kabul Conferences - 2010

The GIRoA and the international community met in late January 2010 in London initially, to “renew their mutual commitment towards helping Afghanistan emerge as a secure, prosperous, and democratic nation”. The one-day conference, hosted by the United Kingdom, the UN, and the GIRoA, sought to determine a new direction for the future of Afghanistan. It involved foreign ministers and senior representatives from more than 70 countries and international organisations. The Conference represented a “decisive step towards greater Afghan leadership” to secure, stabilise and develop Afghanistan, supported by the international community in the areas of security, development and governance.

At a subsequent GIRoA-hosted Kabul Conference in July 2010, the GIRoA presented an Afghan-led plan for improving development, governance and security, including priority programs to enhance service delivery, and put forward a “credible, realistic and achievable” national agenda, underpinned by priority programs and reform initiatives. The plan, “the Afghanistan National Development Strategy 2008-2013 *Prioritisation and Implementation Plan*” placed renewed emphasis on the need for sustained and coherent capacity-building support at national and at sub-national levels. It also defined a number of National Priority Programs (NPPs) focused on agricultural and rural development, human resource development, economic infrastructure and investment, governance and the rule of law.

GIRoA Civilian Technical Assistance Program (CTAP)

The CTAP is a GIRoA mechanism for providing technical assistance to Government line agencies, with most current donor support coming from USAID, DFID and the Foreign Office of the Federal Republic of Germany. CTAP’s objectives are to:

- strengthen capacity development in Afghanistan by increasing resources and focus on capacity development programs and activities and by complementing existing capacity development initiatives and programs
- help build institutional capacity for facilitation and implementation of the ANDS through line ministries and government agencies, especially by supporting institutional strengthening through the cluster system
- enable public organisations to improve budget execution, both through better operations and better programming
- create a single mechanism for providing expatriate, regional, and international technical assistance which is lower cost, well coordinated, more responsive to government priorities and has better outcomes.

CTAP supports (and allocates funds to line agencies) according to four fundamental *principles* developed by the Afghan Government. These are

1. Technical assistance for the Afghan government should be owned by, and accountable to, the Afghan government, with the first line of reporting for an advisor as their client, not a donor.
2. Technical assistance should be deployed as a result of a need that is identified by the government itself, not elsewhere.
3. The main role of technical assistance is not to do the job of the government for it, but to build skills, improve systems and reform structures and processes.
4. To be effective, technical assistance must be skilled, able to operate in Afghanistan and present in sufficient number and present for sufficient time, i.e., international-level skills but preferably Afghan expatriates or nationals of regional countries – and advisers should be in country for at least two years, operating in teams large enough to bring real change to the government.

GIRoA National Education Sector Plan

The Government of Afghanistan’s National Education Strategic Plan 1385-1389 (NESP 2007-2011) has an overall goal of *facilitating the development of vibrant human capital by providing equal access to quality education for all and (to) enable our people to participate and contribute productively to the development, economic growth and stability of our country*. The Plan acknowledges that, to achieve this in reality, the Ministry (MoE) must evolve into a modern, effective, fully funded and functioning public institution that facilitates education opportunities for children and adults, without discrimination, across Afghanistan.

The plan applies specific goals to each area of the education sector (“Programs”) of:

1. General education
2. Teacher education and working conditions
3. Education infrastructure rehabilitation and development
4. Curriculum development and learning materials
5. Islamic education
6. Technical and vocational education and training
7. Literacy and non-formal education
8. Education administration reform and development

The MoE’s *Interim Education Plan (IEP)* for 2011-2013, has identified significant challenges facing improvements to the provision of education in Afghanistan, equitably and efficiently. Of the nine major challenges noted, five IEP Challenges in particular have significance for DAFA Phase III:

- #3 Weak fiscal dispensation against increasing demand for education, which leads to under resourcing and limited provincial coverage
- #4 Competition for budgetary resources for other national priorities such as security, health, rural development, infrastructure
- #5 An education system complicated by disparity between: state and non-state structures; formal and informal systems; and different ethno-linguistic, cultural, and societal requirements
- #7 Wage and non-wage recurrent costs dominate the sector with operational and maintenance often not met, and capital spending largely off-budget
- #8 Disparities in service delivery as a result of gender and social imbalances and geographical location.²⁷

GIRoA Public Financial Management Roadmap

The Ministry of Finance has developed a Public Financial Management Roadmap (PFMR) that outlines a range of measures to address the key PFM challenges in Afghanistan under three key themes (transparency and accountability, improved budget formulation, and improved budget execution) with a fourth cross cutting area of capacity building. The four key targets of the PFMR are:

1. Afghanistan's rating in the Open Budget Index has improved from 8% to 30%
2. Medium-term fiscal framework has been strengthened, revenues strengthened, policy priorities reflected in budget
3. Budget execution has increased by 10 – 20% annually over the medium-term (in absolute terms)
4. Organised and coherent change management approach.

2.3.2 Other donors & multilateral programs

It is estimated that more than 50 countries are currently providing support to Afghanistan - either bilaterally or multilaterally, with the most significant contributions being from Australia, Canada, Denmark, EU, Finland, Germany, India, Italy, Japan, Netherlands, Norway, Poland, Sweden, USA, and the United Kingdom.

The most widely acknowledged *multilateral* program is the ARTF which is, implemented and managed by the World Bank, supported by 32 donor countries, and has mobilised more than US\$4 billion since 2002. The ARTF is one of the main instruments for financing the country's recurrent budget and investment needs. All ARTF investment projects are aligned with the GIRoA's priorities: agriculture and rural development, justice, private sector development, capacity development, education, urban development, transport and energy.

The ARTF also supports the GIRoA's recurrent cost financing needs, and since 2002 has disbursed more than \$2.15 billion for civil servants' salaries. An (ARTF) conditionality-based program known as the ARTF Incentive Program was introduced in 2009, and provides a tool for coordinating multi-donor policy discussions / negotiations with the Ministry of Finance.

The program allocates additional discretionary funding (currently around \$70 million per annum) on a performance basis, in line with the Afghan budget cycle. A small working group of donors negotiates reform benchmarks with the Ministry of Finance, facilitated by the World Bank. To date, the Incentive Program has supported government-led reforms in areas including customs and revenue collection, the corporatisation of public utilities and strengthening the regulatory environment for extractive industries.

The World Bank is currently designing a new initiative to significantly increase the capacity of GIRoA to deliver essential services and implement national priority programs, while helping address the over reliance on external technical assistance. The proposed Capacity Building for Results Facility (CBR) will work with ministries fundamental to service delivery and economic growth to provide:

1. Financing for hiring top calibre civil servants, including at the sub-national level
2. Technical assistance to support ministry restructuring and reforms, including relevant software and hardware
3. Targeted civil service training.

The 5-year facility (estimated at \$300 – 400 million), to be funded through the ARTF, is expected to result in the following:

²⁷ Refer EIP, pp. 6,6

1. Reform of 8 -10 key line ministries fundamental to service delivery and/or economic growth
2. Improved delivery of fundamental services like public health and education
3. Appropriate regulation of and support for investment in areas such as mining and electricity
4. Hiring of up to 1,000 senior –level civil servants who will make up the executive management group of line ministries, including over 100-200 in provincial offices, thereby reducing reliance on external technical assistance
5. Limited reform of 4-5 other ministries.

In terms of **education**, the table below indicates in general terms recent and current (other) international donor support to the sector, in addition to multilateral support programs²⁸:

Donor	Key areas of support
USAID	School construction Textbook printing Accelerated learning Radio-based teacher training (for accelerated learning) Capacity building of MoE/MoHE
UNICEF	Back-to school campaign (tent, learning materials) School rehabilitation and construction Curriculum and textbook development Winter/summer teacher training
Denmark	Curriculum development Textbook printing Teacher training Capacity building School construction
Japan	School construction (in Kabul and Kandahar cities) Equipment for higher education institutions Non-formal education and literacy
ADB	Community-based gender-sensitive education for the poor
World Bank	School grants for quality improvement and for infrastructure University block grants Training of teachers and principals Support for policy development, monitoring and evaluation Management Information System Support for Provincial Education Departments and District Education Departments Teacher education Strengthening higher education program Vocational education & training

Many countries currently offer ***scholarships*** across a range of disciplines, and at different levels – postgraduate, undergraduate and short course. In summary, and in terms of decreasing scope/size, the major programs are listed below:

Donor	Number of scholarships	Level of study
Government of India	1000 annually	Undergraduate (400), postgraduate (100), short course awards (500)
Kazakhstan	157 in 2010	Undergraduate
Turkey	111 in 2010	Undergraduate
Japan	500 over 5 years	Undergraduate (20 per cent) Postgraduate (80 per cent),
Fulbright Scholarships (USA)	36 (expected to be 50 from 2012)	Postgraduate
Chevening Scholarships (UK)	9 (could be reduced or discontinued)	Postgraduate
South Korea	3 annually	Undergraduate or Postgraduate

²⁸ Data sourced from relevant donor and summary MDB websites;

Pakistan	Pledged 2000 over 5 years from 2009. Awarded 200 in 2009, 250 in 2010	Undergraduate
----------	--	---------------

A current World Bank technical and financial assistance program involves a ***vocational education and training*** (VET) project. The *Afghanistan Skills Development Project (ASDP)* is designed to increase the number of skilled Afghans and create a high-quality technical vocational education and training system that is equitable, market responsive, and cost-effective.

Specifically, the Project addresses: (a) youth unemployment and underemployment (which pose both developmental and security problems); (b) replacing workers from neighbouring countries who currently are largely meeting the country's demand for skilled labour, (thus reducing the employment prospects for Afghan citizens); and (c) meeting the challenges arising from the country's success in increasing school enrolments (which has produced large number of students with few skills for integration into the labour market).

In terms of ***public financial management***, the table below indicates in general terms major recent and current donor support to the sector:

Donor	Key areas of support
USAID	Policy advisory support to the Minister of Finance Budgeting reform in approx.. 15 Line Ministries (supporting both the roll-out of program budgeting and provincial budgeting in Line Ministries) Tax administration reform External audit Increasing core budget execution rate for both operating and development budgets by improving the GIROA's internal allocation processes, focusing on moving money through the system faster and with appropriate controls
UNDP	Defining new procedures, processes and practices within the Budget Department and other key Ministry of Finance departments Budget planning and management Development strategies and policies Development delivery management and development of sustainable PFM capacity at the national level.
World Bank	Establishing legal framework Public administration capacity development Treasury, procurement and audit functions Human resource management reforms in the Ministry of Finance Financial management reform Public sector governance Monitoring and management of technical assistance and human resources in the Ministry of Finance
DFID/UKAID	Budget formulation process Fiscal forecasting Aid coordination and reporting Budget policy and budget execution Transparency External communication of the budget and budget processes Internal management systems within the Budget Department Linking government spending to development priorities Performance reporting
AusAID	Identifying major constraints to budget execution in the context of national priority programs

A complete list of all donors' support to PFM is provided in the PFM Program design document at Attachment C to the DAFA III design document.

2.3.3 Rationale for AusAID involvement

Australia is part of the UN-mandated international effort in Afghanistan involving more than 48 nations. Australia's role in Afghanistan has been described by the current Prime Minister as two fold:

1. To make sure that Afghanistan never again becomes a safe haven for terrorists
2. To support Australia's alliance commitment to the United States.

Development – or more precisely building the capacity of the Afghan Government to fulfill these responsibilities – is a fundamental component of the coalition strategy in Afghanistan.

Australia has a commitment to be a long-term development partner of Afghanistan. Australia's efforts in Afghanistan include interlinked diplomatic, development and military elements. Its overall objective in Afghanistan is to build the Afghan Government's capacity to deliver basic services and provide economic opportunities to its people²⁹. As noted earlier, AusAID delivers the bulk of Australia's ODA to Afghanistan, and bases its support on four pillars:

- (a) enhancing basic service delivery in health and education
- (b) supporting rural development and livelihoods
- (c) improving governance and the effectiveness of the Afghan Government
- (d) supporting vulnerable populations.

DAFA is only one component of Australian development support to Afghanistan. The facility, as initially established, has provided the program with a flexible and responsive mechanism to provide practical, focused assistance to support reconstruction efforts in Uruzgan Province, and to build the capacity of four Afghan partner ministries: the Ministry of Rural Rehabilitation and Development (MRRD); the Ministry of Education (MoE); the Ministry of Public Health (MoPH); and the Ministry of Agriculture, Irrigation and Livestock (MAIL). In Uruzgan where there is a lack of implementing partners, DAFA has been an important vehicle for delivering support to the provincial government.

The DAFA II MTR found that the GIRoA has a high degree of ownership of Scholarships & MAEPA, but ownership of other DAFA support was less clear. Post feedback on other DAFA activities indicates a high degree of GIRoA ownership, particularly in relation to the technical advisors and agriculture activities within MAIL (namely support to the dry land farming unit, the provincial agriculture strategy for Uruzgan, and support for the Department of Water Management in Uruzgan).

The overall *goal* of Australia's development assistance program is to *build the Afghan Government's capacity to deliver basic services and provide economic opportunities to its people*.³⁰ Australian aid to Afghanistan is delivered in line with the GIRoA development priorities identified in the ANDS, particularly in support of the four pillars identified above.

Consistent with undertakings at the London and Kabul Conferences, Australia is committed to channelling 50 per cent of development assistance to Afghanistan through Afghan programs - provided the necessary management and reforms are in place.

It is also committed to aligning 80 per cent of its assistance to NPPs. In this regard, AusAID is assisting the Afghan Government to strengthen its capacity to deliver services and increase its accountability. Through DAFA, Australia (currently) provides targeted training and capacity building support, including scholarships, to build the capacity of key GIRoA ministries.

²⁹ Australia's strategic approach to aid in Afghanistan, p. 3

³⁰ *ibid*

As indicated above, AusAID aims to link Australian support to the broader national reconstruction and development initiatives identified and prioritised by the GIRoA, and currently being provided under a range of bilateral and multilateral agreements. Through the programs it supports, AusAID also aims to establish a credible and prominent role in Afghanistan to achieve visibility and impact, and create a platform for constructive policy dialogue with GIRoA and other donors. DAFA, although a small component³¹ of Australia's overall aid to Afghanistan, provides a flexible mechanism to respond to identified priorities, particularly those of a capacity building nature within GIRoA Line Ministries, and build Australia's reputation among GIRoA and other donors.

2.4 Lessons learned

Lessons learned from the two phases of DAFA are summarised below:³²

2.4.1 Interim DAFA Phase I (2007-2009)

Challenges and weaknesses identified in the Interim DAFA included:

- the scope of the interim facility was too broad, with too many components
- initial facility management did not focus sufficiently on relationships
- initial deployment was too rapid resulting in inappropriate personnel and reduced activity quality
- the funding mechanism was not well designed and allowed activities outside the facility's scope
- mentoring and coaching approaches used by advisers did not align with GoA approaches.

2.4.2 DAFA Phase II (2009-2012)

The Mid-Term Review of DAFA noted that:

- although ADS & MAEPA programs had a high profile across Ministries, other DAFA components had limited visibility
- communication and consultation with Afghan Ministries was effective, and generally appropriate between the MC and AusAID, although broader policy and long-term planning (with AusAID) required attention
- new (in-Ministry) advisers were not proposed for the next DAFA Phase, existing advisers should not be routinely extended, and any future TA deployment should be through the CTAP mechanism
- the use of flexible funding to fill gaps in Government services was no longer valid, given the lengthy planning period when considered against impact, high transaction costs and low visibility
- future activities in Uruzgan should be limited to completing current arrangements and for short-term support for activities initiated by AusAID Development Advisers in the PRT
- neither the proposed Steering Committee nor its Technical Coordinating Sub-committee should be activated (at that stage of Phase II)
- extension of the current DAFA mechanism beyond February 2012 was not proposed, and new scoping and design work followed by an international tender process was considered necessary
- the future program focus should be on targeted training: Scholarships, including short courses, and Trilateral Train-the-Trainer Initiatives (MAEPA and clones of MAEPA); and providing a "funding window for small supply-driven initiatives" managed through AusAID Tasking Notes.

2.4.3 ADS Scoping Study (SS) – December 2010

- Applicants and awardees require high levels of support during all phases of the ADS management cycle particularly in course selection.

SS response: Current informal arrangements that have been effective should continue subject to further enhancements

³¹ DAFA is one component of Australian aid to the Afghan education sector. Through the ARTF, AusAID also supports programs in education (Education Quality Improvement Program - EQUIP) that are building schools, providing training and funding for teachers, and strengthening the capacity of the Afghan Government to administer both the health and education sectors. Australia supports EQUIP nationally and works to ensure increasing implementation in Uruzgan Province. Other national health and education programs supported by AusAID include the *Empowerment through Education* Program delivered by CARE Australia, and the *Afghanistan Health Services Program* delivered by the Australian Red Cross. Also in Uruzgan, AusAID is building the capacity of the provincial government to deliver both health and education services. Through NGOs and multilateral partners, AusAID supports selected and combined activities in health and education such as nutrition and hygiene education programs for children, school feeding programs, and school construction and resourcing, and works closely with Save the Children to support the training of teachers and the building of schools in Uruzgan. *Extracted from 'Australia's strategic approach to aid in Afghanistan 2010-2012, December 2010*

³² Refer also to Annexe 4: Response to Lessons learned

- Pre-departure briefings for awardees are of critical importance and require continuous improvement based on feedback from scholars on award.
SS response: Substantial enhancements of current arrangements were proposed
- Post-award monitoring and evaluation arrangements covering ministry employees and associated tools such as reintegration plans need to realistically reflect the structure of the Afghan civil service particularly the likelihood or otherwise that employees will return to their former ministries.
SS response: Reintegration plans were not proposed for the next program phase and M&E arrangements were to be simplified
- Program objectives and desired outcomes need to be realistic and achievable and should aim for modest success not spectacular failure – having graduates return to their home country and able to use their new skills and knowledge productively may be a modest outcome but should be acknowledged in the Afghanistan context as a significant achievement.
SS response: Proposed new goal and objectives reflect(ed) this approach
- The program has achieved an effective and transparent application, selection and placement process but this is necessarily resource intensive and could not realistically be applied to a significantly larger number of ministries.
SS response: Only two additional Ministries were proposed for inclusion in the Postgraduate (PG) Masters program
- More attention needs to be given to ensuring that scholarship opportunities are known to potential female and provincial candidates.
SS response: MC advertising was needed to supplement ministry efforts
- Successful candidates for study in Australia at postgraduate level will continue to need ongoing substantial English language and academic preparation support in order to meet the entry requirements of Australian tertiary institutions but such support needs to be carefully targeted with clear objectives and outcomes.
SS response: Current in-country ELT should be radically altered and targeted to female and provincial candidates with improved IELTS scores - but in-Australia PCE should continue
- Sending students to Australia for up to four years to study at undergraduate degree, diploma or certificate level has *not* been a great success and alternative arrangements for study at undergraduate level should be actively explored.
SS response: Retain PG awards for Australia only, with UG awards proposed for study at Australian universities in Malaysia
- Active monitoring of scholars on award in Australia by MC staff has been effective in helping to identify problems early - supported by institutional staff.
SS response: Proposed continuation of these arrangements but streamlined to focus on particular cohorts and covered by staff based in Australia.

The lessons learned from donor efforts in Public Financial Management are, in summary:³³

- Technical Assistance needs to take into account the specific circumstances and level of institutional development in GIRA ministry.
- Capacity development activities must gradually move from capacity substitution toward capacity building of Government civil servants.
- A greater focus is needed on improving the linkages to tangible outputs and outcomes and on stronger costing norms and less focus on simply “getting program budgeting rolled out”.
- Programs need to be established that can help to develop a sustainable resourcing approach to ensure qualified staff.
- Civil servants need to be the focus for capacity building efforts.
- Good donor coordination and consultation is necessary to ensure that programs do not replicate activities or overlap mandates.
- On-the-job support is a more effective model of capacity building. Advisers located in the same office as their counterparts are better placed to address the management issues that often prevent adoption of good practices.

³³ Refer to PFM design document at Attachment C to this design document.

3. Program Description

3.1 Goal, objectives and components

3.1.1 Goal & Objectives

The DAFA Phase III (2012-2015) **goal** is: *Afghanistan is developing the leadership and human capacity of women and men required to achieve sustainable economic and social development.*

To accomplish that *Goal*, the following four (4) *Objectives* are proposed:

- Support the Afghan Government, NGOs and private sector organisations to improve leadership and the operation of Government ministries and organisations in Afghanistan
- Improve classroom teaching practices and learning outcomes for students
- Quickly and effectively provide the Government of Afghanistan, represented in Kabul and Uruzgan, with capacity development assistance it requires to fulfil its core functions
- Australia is recognised by the Government of Afghanistan and other development partners as an active and responsive contributor to the economic and social development of Afghanistan.

3.1.2 Components

As noted previously, Afghanistan is a confronting and difficult environment for donor organisations to work in. It is unlikely that this environment will improve significantly in the short term – and the Australian Government's *long-term* commitment to supporting Afghanistan reflects this awareness. With this focus on long-term outcomes, the aid emphasis must be on capacity building – a goal which is most effectively achieved by skilling Afghan people and improving their abilities to manage their own future development strategies.

Accordingly, DAFA Phase III comprises four components:

1. ***Australia Awards***
2. ***Malaysia-Australia Education Project for Afghanistan (MAEPA)***
3. ***Public Financial Management Program***
4. ***AusAID-initiated activities, including the provision of procurement and logistics services (to support DAFA objectives and AusAID in-country operations).***

Each of DAFA's four components has direct relevance for the GoA's overall goal of strengthening the capacity of Afghan institutions. Through Component 1 - *Australia Awards*, AusAID will assist in establishing a network of skilled leaders across government ministries, who have the capacity to support effective development of national and provincial services and to assist with economic growth. Component 2 – MAEPA, as a continuation of the previous two phases of MAEPA, will provide the foundation for a subsequent generation of skilled teachers, and eventually a further generation of young people with greater respect for and success in basic education skills. Under Component 3, Australia will support existing efforts to strengthen budget execution and improve service delivery in the longer term. Component 4 will provide functions necessary for AusAID to deliver a development assistance program to Afghanistan nationally, and particularly in Uruzgan.

Sustainable capacity building of Afghan ministries, civil society organisations and the private sector through targeted education and training, and PFM programs will be the main focus for the third phase of DAFA. Although the emphasis on *Australia Awards*, *MAEPA*, and *PFM* will be paramount, the facility will also be able to respond to emerging capacity building and associated needs identified by AusAID in discussions with the GIRoA and in support of AusAID's operations in-country.

AusAID's increasing presence in-country provides the capacity to undertake enhanced representational and liaison roles with the GIRoA to identify and negotiate directly with ministries any training and capacity building activities that are required. Unlike Phases I and II, Phase III will not require extensive GIRoA liaison responsibilities on the part of the appointed Managing Contractor (MC) in undertaking activities associated with Components 3 and 4, or in *leading* the process to identify sector-specific education and training needs.

In its third Phase, DAFA will need to continue its current role in assisting AusAID to procure and manage the logistics of other *ad hoc* support initiatives in Afghanistan. Although this ancillary role may appear to

have limited cohesion with the key DAFA III purpose, it is essential that AusAID have in place the capacity and facility to outsource such administrative and management tasks. It is not expected that any of these individual procurement and logistical responsibilities of DAFA will involve substantial budgets, nor will each require long-term MC commitments. (AusAID will also retain the flexibility to contract logistic support outside of its agreement with the DAFA MC).

DAFA III will complement Australia's on-budget support that is provided through the ARTF. As a contributor, AusAID wants to ensure that ARTF activities achieve maximum impact. The DAFA is a means through which Australia can enhance and influence the ARTF. Directed assistance that increases the capacity of the Ministry/implementing partners to deliver ARTF programs will improve implementation of ARTF activities. Such assistance could take the form of Technical Assistance, training, scholarships, cross visits, seminars or workshops and which can be provided by all four components of DAFA III. In addition, DAFA assistance could also be provided to current ARTF delivery partners to strengthen their capacity to deliver.

3.2 Key partners and stakeholders

Proposed DAFA Phase III partners and stakeholders are indicated in the table below:

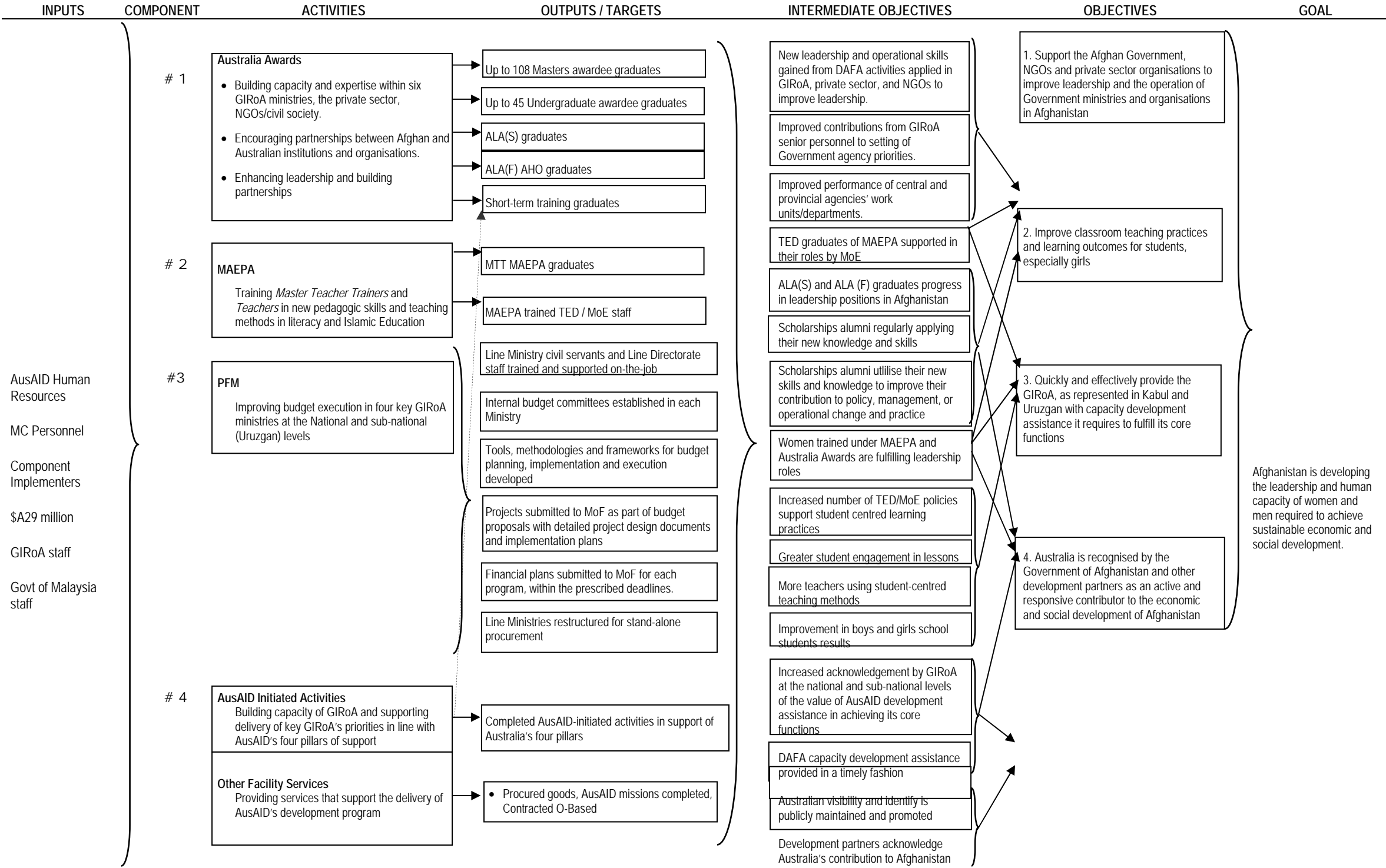
DAFA Phase III component	Strand	Afghanistan	Australia	Other locations
1. Australia Awards (Masters & PhDs – in Australia)	A	<ul style="list-style-type: none"> Ministry of Education Ministry of Public Health Ministry of Agr, Irrigation & Livestock Ministry of Rural Rehab & Dev Ministry of Finance Ministry of Mines + ELT & testing providers AusAID Afghanistan Section 	<ul style="list-style-type: none"> Participating Australian universities AusAID Afghanistan Section AusAID Scholarships Section 	<ul style="list-style-type: none"> Potential split-campus course delivered in third-party country
Australia Awards (U/G – in Malaysia)	B	<ul style="list-style-type: none"> Open – Public, Private & CSO/NGO-identified applicants AusAID Afghanistan Section 	<ul style="list-style-type: none"> Australian host institution AusAID Afghanistan Section AusAID Scholarships Section 	<ul style="list-style-type: none"> Monash, Curtin and Swinburne campuses in Malaysia
Australia Awards – Scholarships (ALA-S)	C	<ul style="list-style-type: none"> Open - Public, Private & CSOs/ NGO-identified applicants AusAID Afghanistan Section 	<ul style="list-style-type: none"> Participating Australian universities AusAID Afghanistan Section AusAID Scholarships Section 	
Australia Awards – Fellowships (ALA-F)	D	<ul style="list-style-type: none"> Public, Private & CSOs/ NGOs (individuals or organisations) involved in leadership development Must be identified by Australian AHO AusAID Afghanistan Section 	<ul style="list-style-type: none"> Australian Host Organisations (AHO) NGOs/CSOs Government agencies AusAID Afghanistan Section AusAID Scholarships Section 	Malaysia tertiary institutes (if any Fellowship programs involve support for MAEPA or MAEPA-clone outcomes)
Australia Awards (S-T Training)	E	<ul style="list-style-type: none"> (Potentially) collaborative arrangement with appropriate Afghanistan institutions, involving Aust. curricula & trainers AusAID Afghanistan Section 	<ul style="list-style-type: none"> Registered Training Organisations (RTO) Universities Industry (accredited) bodies AusAID Afghanistan Section AusAID Scholarships Section 	<ul style="list-style-type: none"> Potential collaborative arrangement with appropriate third-party country institutions
2. MAEPA		<ul style="list-style-type: none"> Ministry of Education Teacher Training Colleges (Potentially) Ministry of Public Health AusAID Afghanistan Section 	<ul style="list-style-type: none"> Australian Education consultants 	<ul style="list-style-type: none"> Ministry of Foreign Affairs, Malaysia Ministry of Education, Malaysia Participating Malaysian Institutes

3. Public Financial Management	<ul style="list-style-type: none"> ▪ Ministry of Finance ▪ Ministry of Education ▪ Ministry of Public Health ▪ Ministry of Agr, Irrigation & Livestock ▪ Ministry of Public Works ▪ World Bank ▪ GIZ ▪ UNDP ▪ USAID ▪ DFID 	<ul style="list-style-type: none"> ▪ AusAID ▪ Australian suppliers and contractors 	<ul style="list-style-type: none"> ▪ Participation by other governments as / if required ▪ Third country suppliers and contractors
4. AusAID-initiated activities, and other services	<p>Aligned with DAFA III Goal & Objectives</p> <ul style="list-style-type: none"> ▪ Government Ministries (as identified by AusAID)³⁴ ▪ In Uruzgan – as identified by AusAID AusAID in Afghanistan 	<ul style="list-style-type: none"> ▪ AusAID ▪ Australian suppliers & contractors 	<ul style="list-style-type: none"> ▪ Participation by other governments as / if required ▪ Third country suppliers and contractors

³⁴ AusAID support for Government of Afghanistan ministries *through CTAP* will not form part of DAFA's responsibilities.

3.3 DAFA Phase III Theory of Change

IMPACTS ON DAFA:	Other donor Programs	GIROA National Priority Programs	GIROA line ministries Strategic Plans	Security environment and transition
------------------	----------------------	----------------------------------	---------------------------------------	-------------------------------------



ASSUMPTIONS

1. Willingness of GIROA ministries and other Afghan employers to support applicants for scholarship awards
2. Clearly articulated GIROA Ministry priorities and understanding of capacity development needs
3. DAFA not the default option for AusAID assistance; other modalities used as appropriate
4. Transparent and timely communications between DAFA personnel, AusAID and GIROA.
5. Willingness of GIROA ministries to approach AusAID for assistance
6. Continuing support by Afghan TED/MoE
7. High strategic AusAID relationship maintained with senior GIROA representatives responsible for targeted sectors
8. Ongoing promotion and communication of the "Australia Brand"
9. Continuing AusAID commitment to an expanded scholarships program.

3.4 Forms of aid proposed

3.4.1 Component 1: Australia Awards

Years of deliberate and/or circumstantial neglect in the Afghanistan basic and tertiary education sectors have resulted in successive generations of young Afghan people who are unskilled in the key priority areas that are needed to advance the country. The ANDS, in acknowledging that Afghanistan's development must be private sector led, identified five severe limitations in the economic environment that must be resolved successfully for sustainable economic growth and employment generation. Of those limitations, two in particular have particular relevance for the Australia Awards being provided through DAFA. They are: *lack of soft infrastructure* and *poor economic governance*.

Afghanistan lacks *soft infrastructure* - the necessary human and institutional capacity necessary for an economy to function. The DAFA focus on providing postgraduate skilling across the six key ministries: Education; Public Health; Agriculture, Irrigation & Livestock; Rural Rehabilitation & Development; Finance; and Mines, *Australia Awards* will gradually build capacity and expertise within the GIRoA public sectors to strengthen government institutions and create a more welcoming environment for private sector involvement in Afghan "hard infrastructure" (also identified by ANDS as a severe limitation).

Experience has shown that scholarships in Australia are most effective at Masters level both on cost-effectiveness grounds and to match the priority needs of targeted Ministries. There is however a keen interest amongst Ministries in a more diversified program that also allows for some UG awards to be funded – but not at the expense of Masters awards since all Ministries consulted requested an increased number of Postgraduate study opportunities in Australia.

"Open" scholarships provided by AusAID for the first time from 2012, will support the ANDS goal of stimulating the economy through private sector involvement – across all value-chain sectors. The DAFA Desired Applicant Profile (DAP) for undergraduate, in-Malaysia studies prioritises undergraduate courses in civil, chemical, electrical, extractive industry, mechanical or computer system engineering, environmental, geological, or computer science(s), biotechnology, maternal and child health, public financial management, public sector management, management in the private sector or NGOs, rural development including agriculture, water resource management, and irrigation, support for vulnerable populations. Such courses will relatively quickly return skilled practitioners to Afghanistan to support "hard infrastructure" activities in the country. *Australia Award* short courses, in key sectors identified (and as prioritised in Annexe 13), will enable promising and committed senior-level managers and practitioners, unable to be absent from their roles for extended periods, to undertake targeted courses, and on return to continue the reform programs they have introduced. Similarly, the Australian Leadership Award (Fellowships) will encourage greater potential collaboration between Afghan institutions and organisations, and Australian Host Organisations (AHO), in determining areas of greatest need – and in meeting those needs through short-term training.

The ANDS acknowledges that Afghan *economic governance* is weak. Although the GIRoA is pursuing comprehensive economic reform, establishing the institutions and the regulatory frameworks needed for effective implementation and enforcement will take many years to develop. Expanding access to postgraduate studies in Australia to GIRoA Ministry of Finance officers will assist in building sustainable skills across a senior echelon of public servants. Similarly, the inclusion of the "Public Financial Management" sector in the list of approved disciplines (DAP) for undergraduate studies continues the *Australia Awards* focus on addressing major impediments (identified as the reason for not directing significant international ODA through GIRoA systems) to sustainable outcomes, aligned with the intentions of the London and Kabul Conferences.

Accordingly, under DAFA Phase III (from 2013 intake), the *Australia Awards*³⁵ program to Afghanistan will be offered in the following formats:

Australia Award Type	Number offered annually	Sector(s)	Award location	Study level
Australian Development Scholarship (ADS) (<i>Strand A</i>)	Up to 42 ³⁶	Public sector only	Australia	Postgraduate (mainly Masters' programs)
Australian Development Scholarship (ADS) – <i>Trial</i> (<i>Strand B</i>)	Up to 15	Open	Malaysia	Undergraduate
Australian Leadership Award Scholarships (ALA (S)) (<i>Strand C</i>)	(est.) 5	Open	Australia	Postgraduate
Australian Leadership Award Fellowships (ALA (F)) (<i>Strand D</i>)	Dependent upon demand (est.) 20	Open	Australia	Unspecified
Short Courses ³⁷ (<i>Strand E</i>)	Dependent upon demand	Open	Australia or Afghanistan	Certificate or SoA

As noted above in 3.2, ADS awards for Masters (and in exceptional circumstances PhD) studies (*Strand A*) will be offered to public servants³⁸ within the following Ministries:

- Ministry of Education
- Ministry of Rural Rehabilitation & Development
- Ministry of Finance
- Ministry of Public Health
- Ministry of Agriculture, Irrigation & Livestock
- Ministry of Mines

ADS (*Strand A*) proposed courses of study at the Masters and PhD levels must align with the principles, goals and objectives of ANDS, and where appropriate, National Priority Programs.

ADS (*Strand B*) involves a trialling of an “Open” ADS category – to be made available to suitably qualified Afghans for undergraduate (Bachelor degree) study at an Australian University campus in Malaysia³⁹. This Strand will allow (and encourage) applications from individuals from the public, private *and* civil society sectors.

As a moderate Islamic country, Malaysia provides a progressive and culturally appropriate country environment for Afghans to live and study in. Study in Malaysia will also provide substantial cost savings (at least 2 scholarships could be funded at the cost of an equivalent scholarship taken in Australia). On-campus accommodation is readily available especially for female students. Where necessary, semesters can be taken at the parent institution in Australia, for ‘cultural’ reasons and/or to broaden field of study options e.g. in mining.

Two main benefits are expected from this trial program: (a) better linkages across the public, civil society, and private sectors in Afghanistan; and (b) potentially greater opportunities for women, disabled persons and applicants from remote locations to benefit from the ADS scheme.

Selection arrangements, visa and health processing requirements, and living allowances for *Strand B* will align with the standard Australia Award conditions and processes. However, they will reflect the different circumstances of living and studying in a third country (Malaysian campus applicants / awardees will also have access to both the *Ancillary Awards* and to the *Access and Equity Fund*).

The draft Monitoring and Evaluation Framework (MEF), (Annexe 1 to this Draft Design Document) identifies broad monitoring and evaluation strategies for both the in-Australia (PG) and in-Malaysia (UG) programs. The challenges facing effective monitoring and evaluation of the pilot UG program reflect those already encountered in the in-Australia PG program. No graduates have yet returned to Afghanistan – and although in-Australia surveys have been undertaken during DAFA Phase II, any long-term assessment of

³⁵ Refer to Annexe 7 for ADS eligibility checklists and Annexe 10 for ADS “Desired Applicant Profiles” (DAPs)

³⁶ There is the potential that ADS (Strand A) will be increased by 6 awards annually over each of the three years of the DAFA Phase III

³⁷ Short courses will be provided both through the AusAID Scholarships Section Short Course Awards Pilot Program, and directly by AusAID Afghanistan

³⁸ The term “Public servants” can be either civil servants or contracted public servants

³⁹ Currently, three Australian universities offer suitable programs at their Malaysian campuses: Monash, Swinburne and Curtin Universities

reintegration success or impediments must await the return of the initial cohort of scholars. Similarly, the first cohort of the Malaysia pilot undergraduate program will not return to Afghanistan until 2017, at earliest. (2012= advertise and select; 2013= mobilise & PCE; 2014-2016= coursework; 2017= return). For these reasons, the expansion by the appointed MC by end-March 2012, of the draft MEF into a detailed MEF assessment framework is an essential first step in ensuring valid and evidential data is available to AusAID from the initial Malaysia undergraduate program stages of promotion and application.

Desired Applicant Profiles (DAPs)⁴⁰ are an innovation being introduced in a number of ADS-supported countries. The DAPs are used to: better target potential applicants; ensure alignment with AusAID and host country development priorities; assist in ensuring that communications and advertising programs for scholarships are appropriately focused; and (can) support the initial short-listing of applicants. For Afghanistan, the DAP approach will serve to ensure GIROA, AusAID and Managing Contractor (MC) commitment to agreed country development priorities.

For ADS *Strands A and B*, the MC will be responsible for managing all aspects of the process, including: scholarships promotion, awardee selection, pre-departure training, language testing and training, student mobilisation and alumni operations⁴¹. AusAID will retain a strong involvement in all *Australia Awards*' selection processes, particularly in determining DAPs, selection criteria and assessing proposed MC-identified strategies to increase participation by DAFA III priority target groups.

Afghan students enrolled in *Australia Awards* courses outside their country or region face challenges and demands that are often unique to their cohort. The combination of social-cultural, religious, and conflict / post-conflict environments combine to create additional pressures on them. The selected MC will introduce a number of strategies to alleviate these pressures and thus increase the potential for the successful completion of awards by as many successful applicants as possible. These strategies⁴² include:

- **Monitoring visits** by MC (in-Australia) representatives of students, particularly in their first year of study - to identify settling in and other challenges they are facing or likely to face, and during their final six months of study - to facilitate their return to productive employment in Afghanistan, and supported integration into the planned alumni of Australia Award graduates.
- **Ancillary Awards**⁴³ are focused on increasing the number of successful women applicants, disabled applicants, and those from remote regions of Afghanistan. Ancillary Awards will be offered to *potentially successful* candidates (within the above categories), identified/selected by the Independent Selection Committee, who have an IELTS score between 4.5 and 5.0 for an ADS, and 6.0 for an ALA(S), and thus need English language training and study skills enhancement - in Kabul - to increase the likelihood of their success in their Australian (or Malaysian) study program. This assumes also that a Pre-Course English (PCE) program will be conducted by the host university in Australia or Malaysia. If the Ancillary Awards are successful in preparing an applicant for their study in Australia or Malaysia, graduates of the Awards would also receive all support available to non-Ancillary Award ADS candidates, such as course advice and (enhanced in DAFA Phase III) pre-departure training in Kabul. Note, however, that the granting of an Ancillary Award does not automatically assume entry into an ADS program of study. Students who receive Ancillary Awards must attain a minimum English Language level of IELTS 5.5 in order to receive an ADS award (or 6.5 for an ALA(S) candidate to be considered).
- The **Access and Equity Fund**⁴⁴ is intended to assist awardees with accessibility issues to apply for and/or successfully complete their study; in most cases it will be directed at women applicants / students and those with a disability. *Prior to* the application process the Access and Equity Fund can be used to better inform prospective applicants from the above target groups, and thus increase the potential quality and likelihood of success of their application. *While on award*, it can fund additional travel, communication costs, and, if necessary, the costs of travel (including visa, health, mobilisation costs) for a maharam / guardian / chaperone for successful female applicants who would otherwise be unable to travel to Australia or

⁴⁰ Refer to Annexe 12

⁴¹ Annexe 5 provides a flowchart indicating key stages and milestones for the management of ADS *in-Australia* and in-Malaysia applicants and awardees

⁴² Refer Annexe s 11 & 12 for outlines of proposed operating parameters for the *Ancillary Award program* and the *Access and Equity Fund*

⁴³ Proposed operating parameters for the *Ancillary Award program* are outlined in Annexe 11

⁴⁴ Proposed operating parameters for the *Access and Equity Fund* are outlined in Annexe 12

Malaysia to complete their studies⁴⁵. For people with a disability, it could be used to fund appropriate services and/or equipment not normally available through an awardees' Overseas Student Health Cover (OSHC) or course provider, but which is required to ensure their academic success⁴⁶.

- In DAFA Phase III, a further ADS support focus will be on **increased involvement by NGOs**. NGOs operating in Afghanistan – particularly those that are implementing/supporting DAFA and related AusAID programs on behalf of the Australian Government, and *Australia Awards* alumni - will assist in promoting the ADS (and other Australia Award) programs and identifying potential awardees. Further, representatives of NGOs will continue to be able to apply for *Strand C* awards (Australia Leadership Awards – Scholarships), and will also be entitled to apply for *Strand B* ADS awards (in-Malaysia ADS awards), for participation in any Australian Host Organisation-developed Australian Leadership Awards (Fellowships), and for relevant AusAID-endorsed short courses (see below) – *Strand E*.

Australian Leadership Awards (Scholarships) applicants from Afghanistan will (aligned with AusAID's combined approach to ADS/ALAS in most countries) apply for an ALA(S) using the Australia Awards AusAID application form (this is the same form used by ADS applicants).⁴⁷ There is increasing potential for the development of high-level leadership skills in DAFA's focus areas, and the ALA(S) recommendation processes will reflect a greater influence on using Afghanistan Section and facility expertise to identify and determine potential outstanding leaders and to support them in their ALA(S) applications.

Australian Leadership Awards (Fellowships) for Afghan applicants / participants will be managed in the same manner as, and simultaneously with, the standard AusAID (Scholarships section) round of ALA (Fellowship) program that operates across all AusAID countries. This process (refer Annexe 6 for administrative steps) may result in a specific (in-Australia) Fellowship program targeted at building educational leadership and supporting MAEPA outcomes in Afghanistan, or may provide the opportunity for emerging Afghan leaders and managers to participate in a leadership course being offered to a range of global participants. As is standard with the ALA (Fellowship) course development process, AusAID Afghanistan Section personnel will have collaborative input into and influence proposed ALAF programs and courses. An early priority for the DAFA MC, after being advised of priority short-term training needs by AusAID Afghanistan Section, will be to approach Australian tertiary institutions and organisations to negotiate and encourage ("sponsor", as the Australian Host Organisation) such Afghanistan-specific leadership-focused Fellowship programs. This is a necessary step in the process for any AusAID Scholarships Section-sponsored ALA Fellowships, as the applicant organisation must be Australian.

Short Course⁴⁸ awards will address specific training needs to *complement* other AusAID initiatives in Afghanistan, particularly those where potential short course participants are unable to be away from their homes or position for an extended period. As with the ADS and ALA programs, any short course studies will need to align with Australia's strategic objectives for the Afghanistan Program. Short courses are expected to be no longer than 12 weeks' duration (although AusAID Scholarships Section guidelines provide for up to six-month short courses), whether delivered in Australia or Afghanistan (or *potentially in DAFA III - Year 3*, in a third country – Malaysia, Pakistan, India). They will comprise a formal study program provided by an approved Australian higher education provider or an Australian Registered Training Organisation (RTO) – and, *wherever possible*, will result in a formal qualification, such as an AQF Certificate-level award or a formal *Statement of Attainment*. Where appropriate, short courses may also provide (but not be a primary function of) a prerequisite for undergraduate studies in Australia or Malaysia under the ADS programs.

Once advised by AusAID of a GIROA need for a short course, the DAFA III MC will identify potential, appropriate short courses, and support the Afghanistan Section in either seeking Scholarships Section support by submitting an application to the Section⁴⁹ for identified course(s) support, or by arranging the

⁴⁵ DIAC provides the opportunity for international students studying in Australia on a student visa who are under 18 (or in "...exceptional circumstances where a student (is) over 18 years of age...") to apply for a Student Guardian Visa (Subclass 580).

⁴⁶ The *Access and Equity Fund* will be guided by the new policy and guidance on reasonable adjustments in AusAID's scholarships program that is currently being developed by AusAID's Scholarships Section.

⁴⁷ ALA(S) candidates submitting their application online through OASIS, will complete the relevant, (additional to ADS) ALA(S) section of the online application form.

⁴⁸ Note the caution expressed in the DAFA Mid-term Review: "Over the past eight years, there have been hundreds of trainings delivered through the a wide range of donor-funded programs which have failed because they were inappropriately targeted, delivered above the capacity level of the participants, or without reference to whether the skills could be applied." MTR, p. 8

⁴⁹ The Cost Estimates (Attachment A), assume short course funding by AusAID Afghanistan; however, funding (and initial QA) may be more appropriately sourced through the Scholarships Section SCA pilot program

identified course independently of that Section. Any decision as to whether the course is delivered in Australia, or in Afghanistan, or elsewhere regionally using Australia trainers, will be dependent on the following factors:

- available budget
- sector needs
- security environment
- likelihood of immediate application of lessons /acquired skills
- high impact potentially – nationally or in target provinces
- availability of potential course participants
- location of potential participants
- alignment with AusAID’s Afghanistan program “Pillars”
- the relevance of the proposed course for DAFA objectives.

Although short-course awards will *not be limited* to the six ministries identified for postgraduate study awards, in practice those ministries are most likely to have continuing discussions with AusAID personnel – and thus remain more aware of the opportunities for short-term training (to be managed by DAFA) which targets national priorities identified in the ANDS.

Australia has a comparative and competitive advantage over many regional countries in a number of specialist skills areas – ones that are relevant to Afghanistan’s needs and ANDS priorities. These include, but are not limited to: dry-land agriculture; special and distance education; remote health care; extractive industries; rural development and regeneration; and alternative communications’ strategies.

These topics provide an initial set of potential short course opportunities to which AusAID could confidently respond. Annexe 13 specifies course identification and recruitment processes – to assist in ensuring that short courses are directed at areas of greatest need, and which involve participants who can gain most from (and subsequently contribute nationally or provincially) the awards.

In summary, all strands of DAFA III Component 1 *Australia Awards* have the potential – through building enhanced skilling and leadership capacity - to support many AusAID Afghanistan activities.

3.4.2 Component 2: MAEPA

Currently, around 50,000 students are undertaking (pre-service) teacher training courses in Afghanistan, of whom about 40 per cent are female. Many of these however, are already part of the teaching service, studying part time. This year (2011), around 8,500 teachers are expected to graduate from their pre-service classes⁵⁰, but it has been estimated Afghanistan will need to average 32,000 new graduate teachers each year for the next three years to achieve its Millennium Development Goals (MDGs). Without trained teachers, there is only limited opportunity for outstanding students in primary and secondary schools to excel, and, to subsequently, contribute to meeting the extensive administrative and management capacity needs of the country. The six-fold increase⁵¹ in school enrolment noted above has, put significant pressure on government finances and created a high degree of donor dependence. The Ministry of Education (MoE) has made significant progress since the 2005 Public Financial Management (PFM) Review, formulating the National Education Strategic Plan (NESP) and enhancing the roles of Provincial Education Departments (PEDs).

Although all NESP programs and their individual goals have implications for DAFA III, of direct significance for MAEPA is NESP Program #2. The NESP principal targets for that Program (Teacher education and working conditions) with relevance for MAEPA are to:

- Establish/strengthen Teacher Training Colleges in all provinces and 364 Teacher Resource Centres in district headquarters
- Deliver pre-service teacher training to 17,000 new student-teachers using new curriculum, textbooks and teacher guides
- Provide in-service teacher training to the existing 140,000 teachers
- Write and print 150,000 textbooks and teacher guides.

Of particular relevance to the MAEPA program also are the (ambitious) *IEP* teacher education achievement objectives for end-2013. In summary, these include:

⁵⁰ Refer MAEPA 3, Annexe 1

⁵¹ Refer also to footnote 14

- Increasing access of existing teachers and graduates of grade 12 to pre-service, in-service, and accelerated learning programs provided by TTCs and teacher resource centres to: attract and train 36,000 existing teachers and enhance their education to grade 14 in the relevant subjects; and attract and train 30,000 graduates of grade 12 (with 45 per cent females) from the districts in need of professional teachers, and educate them through pre-service programs as professional teachers in needed subjects
- Ensuring that at least 70 per cent of teachers have passed the national competency test
- Establishing a continuous professional development system for teachers and administration staff, including short-term in-service courses
- Providing incentives and dormitory facilities to attract students and teachers into district and provincial TTCs (with a priority on female student teachers)
- Providing modern and quality textbooks and learning materials for students and Teacher Trainers (TTs)
- Improving the capacity of teacher trainers and the administrative staff of TTCs and the Teacher Education Department (TED).

The *IEP* notes that the teacher education program, if successful, will “redress past inequalities of educational opportunity and employment through a range of teacher education programs”⁵².

To support the above MoE objectives, MAEPA will continue during DAFA Phase III as a very visible and overall successful trilateral partnership in the area of teacher education. MAEPA complements the teacher training programs run under EQUIP and the Teacher Educators’ Master Programme (TEMP) being designed by SIDA. The EQUIP program provides pre-service and in-service training to Afghanistan’s teachers and principals to:

- create sustainable systems that will increase the level of professional knowledge and skills of educators throughout Afghanistan
- improve the pedagogical, basic and content knowledge of primary school teachers
- educate under-qualified female teachers
- equip principals with the most needed administrative and leadership tools for improving schools today
- establish a system of professional development networks that will support the longer-term MoE reform strategy for better quality teaching and learning.

TEMP on the other hand, will provide master degrees in pedagogy and didactics for teacher trainers in Afghanistan’s Teacher Training Colleges.

MAEPA operates within the Teacher Education Department of the MoE, and requires substantial financial, organisational and management input from DAFA, and AusAID in general. The Malaysian Technical Cooperation Programme (MTCP) within the Malaysian Ministry of Foreign Affairs (MoFA(M)) is the Malaysian focal point for implementing MAEPA, and is a part-funder of the program. The Policy and International Relations Division in the (Malaysian) Ministry of Education (MoE(M)) is the lead agency responsible for management of the Malaysian inputs and for coordination with the MAEPA teams from Afghanistan and Australia.⁵³

MAEPA began as a pilot in March 2009, and is based on a cascade model of teacher training that aims to improve the quality of teacher education by creating a cadre of Master Teacher Trainers (MTTs) who understand modern learner centred training and are able to train others in these new approaches. It provides professional development training for Afghan Master Teacher Trainers (MTTs) in Kuala Lumpur, in specific competency fields including literacy, Islamic education, information and communications technology and curriculum validation. The MTTs also complete a practicum component in Afghanistan whereby they deliver three weeks of in-service training for Teacher Trainers (TT). Once they complete their MAEPA program, the MTTs resume their positions in Afghanistan’s 42 Teacher Training Colleges.

To date, 60 MTTs have been trained under MAEPA, who in turn will have trained 336 Teacher Trainers, from 33 of 34 Afghan provinces, by the end of 2011. On their return from Malaysia, the MTTs’ practicum ensures that: (a) teacher trainers and classroom teachers benefit from the newly acquired skills of the MTTs; and (b) the MTTs are able to engage at a practical level with the teacher trainers and teachers, and translate

⁵² Refer *IEP*, page 86

⁵³ The Malaysian Government has agreed to continue its support for MAEPA. However, as this support is limited (and often “in-kind”), Australia will need to continue funding MAEPA if teacher education remains an AusAID priority for Afghanistan.

the theory from their program in Malaysia into practical pedagogical practices. It is essential that DAFA continues to engage with the TED section of the MoE to ensure that the planned cascading of training does reach practising teachers in provincial, rural and remote areas.

The third MAEPA program, scheduled to begin in mid-2011 and to involve four cohorts of 30 MTTs in three cycles (120 MTTs in total)⁵⁴, retains the 12-month MTT training program cycle, including preparation in Kabul, 14 weeks of customised training in Malaysia, and the supported application of learning in Afghanistan. Two discipline streams – Islamic Education and Literacy – will continue, while a new teaching team from a third institute of teacher education in Malaysia focused on Special Education, will be prepared in 2011 to host two groups in 2012.

In addition to the MTT training, the third stage of MAEPA will also focus on the MoE's priorities for teacher training initiatives within the TED, namely:

- focus activities so that they strengthen components of the (overall) Teacher Education Division (TED) vision
- strengthen and build TED as an institution
- build the capacity of division managers / leaders to build quality institutions
- build the capacity of the TED to support and monitor MTTs in their application of MAEPA learning
- strengthen the capacity of TED and TTC leaders to lead and support change.

It will do this through the introduction of an enhanced capacity development program (CDP), with three main elements:

- An ongoing On-the-Job Training (OJT) program for TTC Leaders and central TED officers responsible for TTC development, implemented through strategic inputs of the CDA. (The CDA will use implementation of the TED annual planning cycle as the training context.)
- A structured, customised Leadership and Management Training (LMT) program of four and one-half weeks' duration in Malaysia for 42 TTC Leaders and 18 TED Officers responsible for TTC development.
- A two-week Women's Leadership Training (WLT) program in Kabul, for 30 female participants drawn from TTCs and the central TED.

The third iteration of MAEPA will not conclude until March 2013 (thus extending across DAFA Phase II and Phase III). By this date, it is planned to have trained a total of 180 MTTs in Malaysia, and almost 700 Teacher Trainers in Afghanistan. A detailed design for MAEPA 3 is provided as Attachment C to this design document.

Note the following issues associated with MAEPA relevant to the transition between DAFA Phases II and III:

- New short course training in educational leadership, coaching and mentoring and monitoring and evaluation - as requested by Afghanistan's TED - will be added to the program in 2012. If possible, monitoring and evaluation, and coaching and mentoring training, will be provided in-country (Afghanistan) by current MAEPA training facilitators.
- The numbers of teachers to be trained beyond Semester 2 2012 will be refined in discussions with the Malaysian and Afghan Ministries of Education.
- Extension into other sectors (community health, agricultural extension), although requested by the Government of Afghanistan, is problematic, and the design for the third iteration of MAEPA (2011-2012) will involve only the ongoing teacher training program.⁵⁵
- MAEPA 3 will continue to prioritise the training of women - with emphases on both *numbers participating* and their full *involvement in all stages* of the learning process.
- The MAEPA 3 design also includes funding for alumni activities. It is envisaged that these will involve regional workshops to produce specific outputs such as teaching and learning materials for use by teacher trainers in support of the cascade training model. DAFA's intention is that the Afghanistan TED will continue to lead and fund such alumni activities beyond the life of MAEPA. MAEPA alumni will be incorporated into the broader Afghanistan Australia Awards network.

⁵⁴ The first cohort will complete its program prior to DAFA Phase III; two cohorts of 30 each will undertake the MAPE program in the first year of DAFA Phase III.

⁵⁵ The design for the third stage of MAEPA lists the issues to be explored and requisite pre-conditions necessary for an expanded MAEPA into other sectors. If the pre-conditions are met, an expanded MAEPA will be designed during DAFA Phase III by the Managing Contractor. See also Section 14 of the *MAEPA Design and Implementation Plan*. Pre-conditions for replication; pp 66, 67.

- The MAEPA Trilateral Steering Committee (TSC) will meet approximately six-monthly with at least one meeting in each of the three countries, to discuss reports prepared by the MAEPA project teams, to be located within the DAFA office in Kabul and IPG KBA in Kuala Lumpur.
- Integrated monitoring and evaluation (M&E) practices will continue, whereby findings and lessons learned will be applied to future implementation to create a cycle of continuous improvement. A detailed M&E Plan for any MAEPA activities beyond the third stage will be developed by the current DAFA Phase II Managing Contractor, before the end of 2011.
- Transition strategies have been included in the MAEPA third stage *Design and Implementation Plan*⁵⁶ for the transition from DAFA II to the successor AusAID program (DAFA Phase III) in early 2012.

Given the effectiveness of MAEPA to date in building the skills of institutional leaders, as noted above, the delivery model *could be explored* more during DAFA Phase III to determine if a similar (or “cloned”) programs would work effectively in building the leadership skills of senior personnel in other parts of the Afghan public sector, or in provincial institutions (government agencies, health sector institutions, agricultural extension facilities).⁵⁷ However, the first stage in any expansion will require an initial approach and strong commitment from the relevant GIRoA ministry, prior to any further exploration of similar courses. As with short courses of similar length and specialised foci, however, care will need to be taken to ensure that removing effective mid- and senior-level managers does not in itself create leadership challenges within the targeted organisations, for the duration of the program(s).

The DAFA Phase III Managing Contractor will be responsible for the following MAEPA-specific roles:

- Providing overall project strategic and operational management
- Scheduling, monitoring and approving all non-Malaysia activities
- Negotiating with partner agencies necessary MAEPA program activities conducted in Malaysia
- Managing pre-course computer skills and English language training in Kabul for MTTs
- Planning, convening and reviewing the post-training, in-Kabul practicum and mentoring workshops
- Supervising the Malaysian administration of the daily living allowances, including travel and orientation
- Organising medical examinations and Malaysian visas, and international travel
- Managing all Australian consultant / expert inputs – for both Afghanistan and Malaysian activities
- Managing the in-Afghanistan activities of the Malaysia MTT mentors
- Managing and arranging all in-Malaysia and in-Afghanistan meetings requiring the participation of MAEPA personnel from multiple countries
- Scheduling and convening all steering committee meetings
- Managing any necessary (further) translations of teaching and learning materials
- Undertaking all MAEPA stage 3 broad monitoring and evaluation
- Reporting to AusAID and the Malaysian education ministries on project progress and outcomes.

3.4.3 Component 3: Public Financial Management

Promoting a sound PFM framework will be a critical element of Australia’s overall development assistance strategy in Afghanistan. Improvements in PFM systems will help efforts to align funding with Afghan priorities, to deliver more aid through Afghan systems and, ultimately, to improve the level of service delivery to the people.

A well-designed and well-implemented program of support to address this issue will create a platform for constructive policy dialogue with the Afghan Government and other donors in the sector.

Poor budget execution has been identified as a major obstacle to improving service delivery by the Government of the Islamic Republic of Afghanistan (GIRoA). Low rates of execution of development budgets have been recorded over the last three Afghan fiscal years. It threatens to impact negatively on the confidence that donors, government stakeholders and the public have in GIRoA’s ability to act as an effective governing force for Afghanistan.

Weak budget execution is a technical problem, a major political liability and a constraint on the Afghan Government’s legitimacy. It is also a major impediment to the ongoing process of international transition to

⁵⁶ Refer Attachment B

⁵⁷ Note that *activity-specific costs* for any extension of the MAEPA (or like) program beyond the completion of Cohort 4 in October 2012 have not been included in Attachment A – Cost estimates, although the estimated costs of professional & support staff have been included in the MAEPA III budget until February 2015.

Afghan authority, since donors cannot channel more funding through the Afghan budget which it may not be able to spend.

GIRoA has expressed its commitment to resolving the Public Financial Management issues that are within its powers and has articulated this commitment through the Public Financial Management Roadmap (PFMR), which was presented to donors in July 2010. The roadmap focuses on three key objectives: (i) strengthening the link between budget and key service delivery priorities; (ii) improving budget execution; and (iii) increasing accountability and transparency of Government activities. with a fourth cross-cutting objective of capacity building.

Although significant improvements have been made under objective (i), GIRoA is still lagging behind in implementing activities related to improving budget execution and transparency and accountability.

Contributing to GIRoA's budget execution target (10-20 % as articulated in the PFM roadmap) will be the central goal of Australia's PFM assistance to Afghanistan. This goal will be achieved through the following three interventions:

1. A bilateral program of technical assistance to key service ministries (Ministry of Education, Ministry of Agriculture Irrigation and Livestock, Ministry of Public Health, and Ministry of Public Works) to build capacity for project design and implementation, financial and procurement planning, budget execution monitoring and reporting. The component has been designed to be in harmony with other bilateral programs of technical assistance.
2. Provision of training and technical support to Government directorates in Uruzgan to build on existing regional institutions supporting provincial budgeting.
3. Support to the World Bank's new program of financial and technical assistance to improve procurement procedures and processes. Australia's engagement will go beyond a straight financial contribution but will include active engagement and close monitoring of the project's implementation.

The ***program of technical assistance to key service ministries*** will help unblock PFM bottlenecks to improve service delivery in the ministries where it matters most. It will do this through national advisory support embedded in the four Line Ministries and international advisers located in the Ministry of Finance.

The national advisers' assistance to the Line Ministries will include development of tools and methodologies, development and delivery of formal training as well as on the job support - for each main stage of the budget planning, implementation and monitoring and reporting cycle.

In line with the Afghan Government's advice, the assistance to the Line Ministries will be centrally coordinated from the Ministry of Finance's (MoF) Budget Execution Directorate, where the program's team leader, and two additional advisers (all internationals) will be located. The two advisers will be responsible for supporting MoF Budget Officers in communication of budget planning and execution policies with the targeted Line Ministries, and analysis and assessment of their budget submissions (budget request and implementation reports). They will also supervise and mentor the national advisers deployed to the Line Ministries.

Training and technical support to Uruzgan: In an effort to provide provinces with a greater say in the preparation of the national budget the MoF has recently established five regional offices (Kandahar, Mazar, Jalalabad, Helmand and Herat) to provide general PFM training to provincial authorities throughout the year. Uruzgan is covered by the Kandahar regional office. However, due to transportation and security issues, Uruzgan officials rarely participate in trainings provided in Kandahar.

AusAID will supplement the Provincial Budget Unit's regional office in Kandahar, by establishing a part-time satellite office in Uruzgan where an officer will spend 50% of their time training the provincial authorities and assisting the provincial Finance Director in compliance with Ministry of Finance regulations and guidelines,

In addition, a full-time national adviser, situated in Tarin Kowt, will be rotated through the Finance Units of each target ministry line department, and the office of the provincial representative of the Ministry of Finance (Moustufiat). The adviser will be responsible for the development and delivery of tailor made training and on-the-job support to the Finance Officers of each Line Directorate in implementation of the Government policies and procedures in each main stage of budget preparation, execution, monitoring and reporting.

Support to the World Bank’s program of financial and technical assistance: Delays in procurement are slowing development budget implementation. These delays frustrate program implementers, lead to inefficient and ineffective service delivery, and disenfranchise local communities.

Recognising these challenges, the recently designed and approved World Bank Public Financial Management Project Phase II (PFMRP II) will include a ‘procurement reform’ component that aims to “build procurement capacity of staff throughout government”. As part of this support, a program of training and technical assistance will be established for the Procurement Policy Unit (PPU) of the Ministry of Finance, the Afghanistan Civil Service Institute (ACSI), as well as to 25 central Line Ministries through embedded assistance.

Australia will direct its assistance for more effective procurement through the World Bank’s PFMRP II (via the Afghanistan Reconstruction Trust Fund). However, to safeguard this investment and ensure the project maintains a focus on supporting procurement ‘facilitation’ rather than simply ‘control’, AusAID will require dedicated PFM and procurement advisory support to inform in-country engagements with the World Bank and other donors around the PFMRP II.

The detailed design document for Component 3 of DAFA III - AusAID’s Public Financial Management Program to Afghanistan - is provided as Attachment C to this design document.

3.4.4 Component 4: AusAID-initiated activities, and the provision of other services, as required

AusAID-initiated activities: DAFA Phase III must remain well positioned to deliver sector-related and needs-based, flexible services in achievement of its stated objectives. These services include responding rapidly and effectively to capacity building needs and priorities identified by AusAID personnel in their on-going negotiations with Government of Afghanistan Ministries – on a national level, and also on a sub-national level in Uruzgan.

While DAFA will *not* become the default position for the Australia-funded deployment of advisers and small activities in Afghanistan (where possible, support for advisers will be channelled through CTAP and, particularly in Uruzgan, support for small activities will be through other AusAID funded arrangements), the flexibility of approach to negotiate, mobilise and monitor such technical and advisory support in those Ministries will continue to be an available option⁵⁸. Any such AusAID-initiated capacity-building support activities in or for ministries will:

- be, for technical advisers, where a need has been identified by a GIRoA ministry and endorsed by AusAID that cannot be catered for through CTAP
- be negotiated by AusAID personnel (not by DAFA staff)
- confirm a continuing high profile for Australia’s collaboration with the Government of Afghanistan
- reflect sustainable capacity building strategies and outcomes appropriate to the sector and country.⁵⁹

Activities supported under this component will align with Australia’s approach to the delivery of aid in Afghanistan, and will focus on the areas of basic service delivery (health and education), agriculture and rural livelihoods, mining, governance (specifically public financial management, elections and reintegration) and vulnerable populations (including activities focussed on gender and disability). Under Component 4, priority will be given to support for areas identified in AusAID’s Afghanistan Program’s sectoral Guidance Notes/Delivery Strategies. Activities that will *not* be supported under Component 4 include: infrastructure activities greater than \$500,000; in-line adviser positions; and GIRoA recurrent budget costs.

The sample checklist below proposes questions to be considered by AusAID and/or DAFA in selecting/designing AusAID-initiated activities to ensure that men and women, boys and girls, and disabled person can benefit as equitably as possible from them:

Pillar	Proposed checklist
1. Enhance basic service	(a) How can the proposed activity focused on those in greatest need?

⁵⁸ As noted previously, the value of deploying advisers to ministries or related initiatives was questioned in the mid-term review. Nevertheless, some activities/ initiatives supported by AusAID after negotiation with the GIRoA will require expert input at key stages of implementation. In most cases, such input will only be of a short-term nature. Therefore, any future use of advisers will only be agreed where it can be proven that external expertise is essential to the successful completion of an AusAID initiative. In most cases, this will involve identification, procurement and recruitment through the GIRoA CTAP program, and will be activity/project specific – rather than represent the attachment of an adviser to a Ministry on a mid- or long-term basis.

⁵⁹ Annex 15 contains a checklist which assists assessing the appropriateness (and inclusivity) of a potential initiative or activity for DAFA Phase III support; approvals required to move to (and monitor) implementation; Facility tasking processes; and the potential for collaborating with other donors (or NGOs).

delivery in health and education	<ul style="list-style-type: none"> (b) How can the activity result in greater access by girls to a basic education? (c) How can the activity provide women with the opportunity to access resulting health and schooling services in a secure environment? (d) Can the activity offer females as well as males the opportunity for a more secure livelihood through secure and satisfying employment? (e) What architectural considerations need to be included so that any resulting infrastructure will be accessible by persons with disability? (f) Can planning for and monitoring of the activity involve men and women equally, as well as people with a disability?
2. Support rural development and livelihoods	<ul style="list-style-type: none"> (g) Does the proposed activity assist in removing inappropriate and inequitable traditional male / female roles in agriculture and related rural industries? (h) How have the needs of disabled persons in living in a difficult rural environment been allowed for in the activity design? (i) Does the proposed activity provide future study and employment opportunities locally for both girls and boys, equally? (j) Has planning for the initiative taken into consideration the perspectives and needs of women and men and disabled persons?
3. Improve governance and the effectiveness of the Afghan Government	<ul style="list-style-type: none"> (k) Does the proposed activity offer equal opportunities for women and men to respond to draft policies and legislation? (l) How can the proposed initiative impact positively and equally on both men and women? (m) Does the legislation allow for the needs of disabled persons to be met? (n) How can <i>both</i> Afghan boys and girls of today be better served in the future by the outcomes of the proposed activity? (o) Do any proposed organizational changes provide equal opportunities for both men and women to progress to higher and better-paid positions within the Afghan national or sub-national government structure?
4. Support vulnerable populations	<ul style="list-style-type: none"> (p) How can the proposed activity offer poor women and men an equal opportunity for an improved life? (q) Has the activity been developed collaboratively with women who are traditionally unable to influence change and disabled persons (or with their representatives)? (r) How can the activity offer both girls and boys a greater and equal opportunity to achieve a healthy and informed adulthood, and equal opportunities to benefit from Afghanistan's progression into a more secure and prosperous country?

Procurement: AusAID will, at times, require *ad hoc* services such as the procurement of goods and logistics support for consultants conducting design work, scoping studies or reviews in Afghanistan. This DAFA Phase III component (#4) is to provide such services in situations where existing, other AusAID arrangements cannot deliver them. From March 2012, the Procurement Agent Services Program⁶⁰ providers under current Period Offer arrangements will be the preferred approach for providing these *ad hoc* services. However, where the period offer arrangements cannot meet AusAID's needs, DAFA Phase III structure and systems will be tasked to deliver such support.

Personnel: DAFA Phase III will continue to contract AusAID's locally engaged staff in Afghanistan – certainly in the short-term - and will manage the associated terms and conditions of their employment. Current AusAID *duty of care* responsibilities for overseas-based staff require that the agency provides such personnel with the same level of security as is provided to Australia-based personnel when they are completing work functions. However, for locally engaged staff in Afghanistan, it is neither practical nor appropriate to provide the highly visible, restrictive level of security that is applied to Australia-based officers. Until this matter is resolved, AusAID cannot directly engage overseas-based officers.

3.5 Specific challenges in implementing Uruzgan activities

3.5.1 Uruzgan phase II activities

⁶⁰ Refer AusAID's Procurement Agent Services Program summary – Annexe 18

During DAFA Phase II, the facility provides support to Uruzgan directly, where activities have been identified by the PRT, as well as support to various GIRoA ministries which had flow-on implications for those ministry representatives in the provinces. Recently, regular visits by a Pashto-speaking DAFA II staff member have assisted in monitoring on-the-ground activities in Uruzgan⁶¹.

Some of the broader DAFA activities involving direct contact with GIRoA personnel in Uruzgan during Phase II include:

- Increased training and capacity-building opportunities to partner GIRoA Ministry staff
- Application of new skills to job functions in GIRoA Ministries and GIRoA staff
- Capacity development opportunities for provincial government staff from Uruzgan province.

This direct support to Uruzgan involved 14 requests for operational or technical support in Uruzgan - of DAFA's 21 Tasking Notes, as well as *ad hoc* support provided to AusAID Development Advisers in Uruzgan.

3.5.2 Achieving a greater impact in Phase III in Uruzgan

During Phases I and II, DAFA has attempted to support capacity development at the sub-national level by creating effective linkages between Australia's inputs through implementing partners⁶². Any major activity implementation outside Kabul faces significant challenges – in terms of security, partner capacity and commitment, and operating/access logistics. In 2010-2011, approximately 30 per cent of DAFA II funded activities (excluding Australia Awards' scholarships, MAEPA and technical advisers' broader inputs) involved Uruzgan provincial offices of partner Ministries. Given the GoA focus on Uruzgan – both militarily and in terms of sub-national development goals – this limited, proportional input is indicative of the dilemmas presented in operating outside the relatively secure environment of Kabul.

While acknowledging the challenges to be faced in increasing the percentage of development funds in Uruzgan, a number of recent successes can provide the basis for continuing improvements. These include:

- August 2007 consultations in the province under the ANDS which aimed to create a partnership between the province and central government so that plans are jointly developed and have shared responsibility for success. This agreement indicates that DAFA has – at minimum – an organisational GIRoA provincial framework, and an indication of relative responsibilities, to allow it to better identify and plan for provincial initiatives.
- Two agencies in particular (MRRD and MAIL) have already committed to support capacity development of staff in Uruzgan (and in Helmand and Kandahar).
- AusAID's commitment to working within GIRoA systems wherever possible means that any initiatives identified will already have been endorsed by the national or provincial governments.
- Previous and current DAFA individual capacity building activities through study tours, mentoring and training, provides provincial staff (whose development needs have often been ignored in the past) with the motivation to participate in skilling opportunities⁶³.
- An increased DAFA, AusAID and GIRoA focus on linking training to a broader strategy of change, and ensuring that new skills are supported by appropriate institutional resources.

In the final months of DAFA Phase II, the facility will establish a small office/ accommodation site in Tarin Kowt to provide essential logistics support, including security. It is believed that this strategy will allow DAFA II (and subsequently DAFA III) to respond more flexibly, securely and timely to AusAID request for initiatives and *ad hoc* support in the southern provinces – and to do so more cost effectively. A thorough monitoring of this sub-facility, once established in mid-2011 – and a transparent assessment of how effective and efficient it is – will allow AusAID to determine how it might assist the AusAID Development Advisers based in Tarin Kowt on Uruzgan Activities, including AusAID Tasking Notes in DAFA Phase III.

⁶¹ DAFA Phase II has three objectives relating to Uruzgan Province: Increased training and capacity building opportunities for partner Ministry staff; Application of new skills to job functions in partner ministries and GIRoA staff; Improved linkages between ADF's reconstruction program and ANDS national and provincial priorities.

⁶² Refer Annexe 16 for identified sector-objectives (as listed in Uruzgan Provincial Development Plan 1390) to provide a broad activity framework to assist DAFA with *initial* planning for provincial support

⁶³ However as the current DAFA Annual Plan has noted, the challenge will be to make training appropriate to their role and level of skill and based on changes they can realistically make in the workplace. The DAFA will need to work with the RTF and provincial government to ensure training support is complemented with appropriate resourcing for priority programs in the province.

Throughout 2011 and 2012 (at minimum), providing effective security in Uruzgan will continue to be a major factor in planning for work in Uruzgan. Effective quality assurance of AusAID initiatives and consistent monitoring and evaluation of outcomes are also challenging in an insecure environment. Thorough pre-planning of any provincial activities is essential (while acknowledging the need to avoid extensive implementation delays which have challenged many DAFA II Uruzgan activities). All such initiatives must also have “the flexibility to reassess and, if necessary, redesign or retreat in the event of significant deterioration in conditions on the ground”⁶⁴.

In summary, during Phase III, DAFA support for Uruzgan will need to be practical and flexible. Without this, few initiatives will be able to be implemented in the province, and the percentage of development funds actually expended there will remain limited. Sectors proposed for continuing support in Uruzgan include those targeting basic human needs: health, education, water and irrigation, and the development of alternative livelihoods.

3.6 Sustainability and succession planning

3.6.1 Sustaining positive change

Unless carefully managed and monitored, DAFA has the potential to become involved in activities not specifically aimed at meeting its Goal or Objectives. The activity-specific questions⁶⁵ below provide a checklist for assessing the potential level of sustainability (or otherwise) of any proposed DAFA Phase III activity:

1. Will those being affected genuinely commit to participate in planning and in assessing outcomes?
2. Will the DAFA III management systems being put in place efficiently administer the activity, and are they able to be easily adjusted when change is needed?
3. Is the activity based on a sound financial analysis – and will there be alternative, assured sources of resourcing once the donor support is complete (e.g. self-generated, private sector)?
4. Will the key people/GIRoA ministries who will take over responsibility have the skills they need to succeed, or will they be trained - and linked into an appropriate support network - local, national or international?
5. Does the design of the activity take into account the prevailing social, cultural and gender perceptions or beliefs operating within the area or environment being supported?

The challenges facing Afghanistan, in achieving its goal of strengthening government institutions at the central and sub-national levels to achieve measurable improvements in the delivery of services, are formidable. While there have been substantial gains since 2002, the high expectations of rapid change and improvement in the lives of ordinary people have not been realised and there is an acceptance that this will take decades and perhaps generations. Therefore, the issues of sustainability are considerable. Evidence from DAFA Phase II indicates that many outputs of DAFA reflected inputs that would *not necessarily* lead to sustainable outcomes. This is acceptable to some extent, as the facility serves as an entry point for AusAID in a country where operating conditions are amongst the most challenging in the world.

The design for DAFA Phase III continues to emphasise capacity building, through its focus on education and training. To assist with sustainability, the facility will encourage local ownership of processes, programs and relationship building, with a reduced profile for the DAFA MC personnel, and a correspondingly increased profile for GIRoA ministry and AusAID in-country personnel. The shift towards a greater emphasis on higher-level relationships, and better alignment with existing GoA and donor-funded and GIRoA programs and systems, will encourage an outputs-based aid approach – and thus greater potential for assuring sustainability.

The complementarity of Components 1 and 3 of DAFA III with the World Bank’s proposed Capacity Building for Results Facility (CBR) should further support sustainability of DAFA III activities under those components. ADS Strand A and the Australian Leadership Awards have the potential to support and strengthen the executive management group of line ministries to be established under the CBR.

⁶⁴ Refer DAFA II Annual Plan

⁶⁵ Refer also to *Promoting Practical Sustainability*, AusAID, Canberra, 2000

However, the facility itself is not seen to be a “constant”, particularly in its current form. Although in its third iteration (from March 2012), significant changes in structure, approach and priorities have reflected/will reflect the need (and AusAID’s ability) to respond to the rapidly changing country environment. The experiences of the facility throughout its previous, current, and future phases will assist in defining a longer-term approach in Afghanistan which is therefore better positioned to address sustainability.

3.6.2 Sustaining change through alumni networking

Alumni (organisations) can play a particularly effective role in assisting returned graduates return to their workplace, sector or valued form of employment – and thus increasing significantly the potential for maintaining sustainable outcomes. While acknowledging the often-encountered environmental barriers to a successful return to useful work (changed workplace structures, worker and superior envy, presented with non-challenging work tasks unsuited to new qualifications), fellow alumni can provide both a practical (notification of employment vacancies) and emotional (counselling, advice, *sounding-board*) role for award returnees. Admittedly the security and limited networking opportunities in Afghanistan challenge the successful and sustainable operation of an alumni. However, measured and considered approaches to establishing an Afghanistan *Australia Awards* Alumni organisation are an essential tool in promoting continuing national and provincial capacity building.

A formal network of *Australia Awards* alumni (ADS, ALA, MAEPA and Short course graduates) in Afghanistan can have a significant positive impact on improving and extending the benefits of the Afghanistan *Australia Awards* program. Such a network could undertake the following broad activities:

- maintaining a current location database⁶⁶ of returned awardees – to assist in monitoring and evaluation, and in completing broad-based case studies
- providing professional development activities to provide graduates with the tools, strategies and motivation to achieve what they (and their employers, where appropriate) have established
- promoting in-country AusAID scholarship and award programs
- participating in pre-departure and post-studies briefing and debriefing of new and returning scholars
- communicating with and supporting scholars during the tenure of their scholarship
- supporting graduates and organisations in the reintegration and assimilation of awardees on completion of their scholarship
- engaging with future leaders within the alumni in promoting significant leadership themes and issues for constructive debate
- providing alumni input to Award selection criteria and to broader in-country DAFA (and other AusAID) program policies
- engaging industry and sectoral groups to promote mutual interests
- assisting to create an environment in which *Australia Awards* graduates in Afghanistan are perceived as a respected, valued and cohesive group, within the national government and both formal and informal community sectors.

Considering the operational challenges, in Afghanistan, particularly in the initial years of returning graduates (2011-2014), any alumni network development⁶⁷ could progress through various levels of structural and operational development. These levels/options include:

- (a) *Informal, loosely structured network* of AusAID graduates (including MAEPA and short course graduates), making contact with one another when determined by key “triggers”, stimuli, or DAFA-proposed actions or requests; followed by a
- (b) *Representative body* of AusAID graduates who meet annually (or bi-annually) and which could elect a governing body or board which determines strategic and operational directions, and arranges events, services and activities, for its members, and eventually a
- (c) *Formal voluntary organisation* which conducts regular meetings of all available Afghan graduate members and at which all registered members have the right to vote on individual issues.

Although it will be the responsibility of the DAFA Phase III facility director, collaboratively with AusAID, to determine the most appropriate alumni structure for the existing Afghanistan environment, this design proposes that development of an *Afghanistan-Australia Awards Alumni Association*. That association should progress through a staged approach, from levels (a) to (c) above, across the years 2012-2015, and as an

⁶⁶ Phase III to continue to use AusAID-approved Phase II database

⁶⁷ Limited funds are included in the proposed DAFA III budget to support alumni development and implementation.

increasing critical mass of graduates are available to participate. Funding will need to be given to the association in order for it to carry out the functions specified above. Funding may also be required to assist the attendance of alumni at meetings.

At level (a), alumni can feasibly participate in the following support roles for AusAID:

- *Annual Prioritisation:* Selected Alumni network/association members are consulted regarding possible adjustments to Afghanistan priority sectors for AusAID
- *Targeted Promotion:* Appropriately skilled alumni network members assist in disseminating information to targeted organisations, candidates and regions
- *Candidate Selection:* Appropriate network members participate in the award selection panel
- *Pre-Departure/Mobilisation:* Members attend pre-departure briefings, providing advice to new awardees
- *Mentoring:* Alumni members assist in mentoring awardees studying in-Australia, and upon their return to Afghanistan.

If able to progress to level (c) by 2015, an Afghanistan alumni network could be expected to undertake some or all of the following, more structured activities:

- *Small Grant Scheme:* Managing collaboratively with DAFA III a small grant scheme (funded by AusAID), accessible by alumni network members to strengthen implementation of work objectives in priority sectors based on their original Australia Awards' application goals
- *Seminars and Workshops:* Professional development seminars and workshops, delivered by AusAID-contracted experts, and based on Afghanistan priority themes (or on broader topics such as leadership for development) could be delivered at appropriate locations nationally – depending on location of awardees and security
- *Alumni Newsletter:* An annual *eMagazine*, with articles, research reports, and regional development trends could be made available both to alumni and to scholars on award – as well as to other stakeholders
- *Alumni Website:* An Afghanistan alumni website providing information on multilateral, national and international professional development activities, employment opportunities, available scholarships, social information, and key data from AusAID to inform alumni of developments in Australia's partnership with Afghanistan.

DAFA will assess periodically the success or otherwise of the Afghanistan alumni organisation in meeting the (broader, global) objectives of AusAID alumni, including:

- (individual and institutional) contributions made by alumni network members to DAFA and overall AusAID Afghanistan program objectives
- M&E coverage of DAFA-managed *Australia Awards* scholarship programs, both in terms of proportion of alumni monitored and the range of outcomes able to be assessed
- networking and communication by alumni network members at the country, provincial (and in Kabul) local levels
- engagement of alumni network members with DAFA, AusAID and other Australian organisations relevant to Afghanistan program objectives (or broader AusAID program objectives)
- use of alumni network members as a consultative and implementation resource for DAFA programs and for broader AusAID activities within Afghanistan.

3.6.3 Succession planning

Sustainability of initiatives funded and supported by AusAID, during the three Phases of DAFA, cannot be guaranteed. As noted previously, the challenges facing the transition of Afghanistan to a functioning democracy, with an effective and growing private sector are enormous. To achieve sustainable outcomes in a country of 28 million people, many of whom live on or below the poverty line requires a long-term commitment to directing donor funds and capacity building at the most effective areas, and at the individuals who have the greatest opportunity and potential to effect sustainable change.

At an individual level, succession planning involves identifying and preparing the right people for the right jobs, and while this broad principle is applicable across all levels, it is most challenging at the highest level. It is for this reason that AusAID is targeting leadership through development. With a focus on identifying future effective leaders (through a transparent and targeted *Australia Awards* selection process), and matching these potential leaders to areas of greatest need (DAPs and the six targeted ministries), the likelihood of achieving positive change is increased.

However, succession planning for a post-DAFA environment requires more than simply skilling individuals. Through a targeted approach to AusAID support for specific initiatives, an assessment can be made of the potential sustainability of each proposed activity. Australia's commitment to an *Afghan-led approach* to national development will be further reinforced and promoted by focusing on initiatives and programs in which there is a strong likelihood of sustaining positive outcomes, post-AusAID intervention.

Australian involvement to date has focused on sustainable outcomes through Afghan-identified priorities. The work of AusAID multilaterally in the Reconstruction Task Force, and the Afghanistan Reconstruction Trust Fund, has delivered major national health, education and rural development programs that are based on locally identified needs (and thus more likely to be sustained post donor involvement) in schools, health and community infrastructure projects.

DAFA's work in Phases I and II has built the capacity of four key ministries and established a clearer understanding of where organisational needs are likely to emerge, and thus where individual work group and whole-of-organisation succession planning is necessary. The integrated program of scholarships, targeted training, PFM support, and (where appropriate) technical assistance will continue to build GIRA ministry capacity for the future.

In addition, the MAEPA program of cascade training which has built the skills not only of Master Teacher Trainers, but also of Teacher Trainers, confirms the continuing AusAID commitment to effective organisational planning for an expanded education system that will need to react effectively to rapidly increasing user demands.

3.7 Program implementation schedule and estimated costs

3.7.1 Program timing

DAFA Phase III will begin on 1 July 2012, and will conclude on 30 June 2015, unless AusAID exercises the option to extend by a further two years.

3.7.2 Program budget

Phase III of DAFA is expected to cost approximately \$62 million⁶⁸ over its first three years, (with an additional (pro-rata) estimate of \$28 million (total) for years four and five – if DAFA Phase III is subsequently extended). Current CPI adjustments for 2012 to 2015 have not been built into the financial estimate spread sheets.

4. Implementation Arrangements

4.1 Management, governance and implementation arrangements and structure

4.1.1 Managing Contractor role

AusAID will appoint a Managing Contractor (MC)⁶⁹ to manage the facility with a Manager and appropriate support staffing, based in Kabul. The Facility Manager will work in close consultation with AusAID, and with all stakeholders, including the nominated line ministries and relevant donors, to develop Annual Work plans and to manage and coordinate the required inputs at national and provincial level. Note, however, that the DAFA Stage III MC will not undertake an intermediary role between AusAID and the GIRA to the same extent as has been the case under DAFA Phase II. The first Annual Work plan for DAFA Phase III, along with a draft MEF will be submitted in draft form by 31 March 2012.

In summary, the MC will be responsible for:

- The provision of logistical support and security, including the contacting, security and resourcing of any AusAID Kabul and Uruzgan support staff
- Managing staff employed by the program, ensuring performance meets standards outlined in approved TOR

⁶⁸ The cost estimate provides for a continuation of MAEPA beyond the current MAEPA Phase 3 due to end 2012/2013. However, it does not cater for clones of MAEPA that could be implemented under DAFA Phase III.

⁶⁹ The Scope of Services for the Facility and the Basis of Payment for DAFA Phase III are detailed in (separate) Attachment B.

- Establishing and maintaining systems for/management of financial management, human resource management, contract management, quality assurance, project planning and review, and resource allocation
- Providing administrative oversight for capacity building programs/activities and technical assistance to key government agencies when and if determined by AusAID Post
- Establishing and implementing systems for preparing terms of reference, subcontracting and tendering
- Selecting, briefing and mobilising advisers nominated by AusAID
- Undertaking program and activity planning and review through the development of annual plans for the facility for consideration by the GoA and GIRoA
- Establishing and implementing appropriate monitoring and evaluation systems and methods, including facility-level and component-level MEFs
- Preparing (and updating/maintaining) comprehensive Procedures Manuals for all aspects of the facility's operations
- Managing and/or coordinating all advertising, shortlisting, selection, placement and mobilising processes for the Afghanistan *Australia Awards* programs – including ADS in Australia, ADS in Malaysia, ALA(S), MAEPA Stage 3, and Short Courses
- Managing and/or subcontracting English language teaching programs and EL testing; an *Ancillary Awards* program and the *Access and Equity Fund*
- Developing and updating as required, DAPs, and subsequent negotiation with AusAID to confirm appropriateness on an annual basis
- Managing and monitoring the implementation of the MAEPA third stage program, collaboratively with identified GIRoA and Government of Malaysia representatives
- Managing and monitoring the implementation of the Public Financial Management Program, collaboratively with identified GIRoA representatives
- Maintaining effective working relationships with key stakeholders - including Government agencies, other AusAID-funded activities, multilateral agencies and donors
- Monitoring public sector development and other capacity building activities and donor efforts across DAFA Phase III's target areas
- Ensuring coherence and quality of approach across the complete Phase III program
- As directed by AusAID, facilitating the implementation of other capacity building activities using a variety of modes of assistance, and in consultation with other stakeholders
- Supervising, supporting, and monitoring the performance of any advisers who may be appointed through the facility.

4.1.2 AusAID role

AusAID's increasing presence in country⁷⁰ is providing the capacity to independently identify and negotiate small-scale training and capacity building activities directly with Afghan Ministries. The Minister-Counsellor and other Australia-based staff are playing an enhanced and increased representational and liaison role in Kabul, while improved security operations in Tarin Kowt have increased the Development Advisors' (DevAds) engagement with provincial government departments.

Responsibility for the broad strategic direction of the facility will rest with AusAID and a nominated counterpart in the GIRoA, potentially a Deputy Minister, who will also be asked to "champion" the work of AusAID within GIRoA ministries. AusAID will monitor the capacity development activities funded under the facility and maintain overall responsibility for ensuring continuing linkages to other AusAID programs - or to those of other donors.

AusAID will be responsible for:

- Establishing and maintaining the strategic direction and policy of the program

⁷⁰ With an increased AusAID presence in Afghanistan, there is no need to convene a steering / reference group, or a technical advisory group. From 2011, Australia will have regular high-level consultations with GIRoA. AusAID Kabul and the Ministry of Finance are engaged in ongoing dialogue about broader program issues. These processes will be used to negotiate GIRoA's and AusAID's development priorities, and the performance and direction of DAFA Phase III..

- Determining the strategic direction and operational responsibilities of the DAFA Phase III facility and program
- Identifying and proposing relevant activity proposals in response to discussion and negotiations with GIRoA ministries
- Negotiating with GIRoA ministries, provincial administrations, other AusAID activity teams, other donors and civil society organisations DAFA Phase III's participation in identified activities
- Maintaining high level gender equity dialogue with GIRoA ministries, provincial administrations, other AusAID activity teams, other donors and civil society organisations to ensure a continued focus on gender
- Managing the *Australia Awards* program by directing the DAFA MC on key program strategic, M&E and resourcing requirements
- Overseeing negotiations with the relevant GIRoA ministries in relation to continuing participation of selected ministries in the *Australia Awards* programs offered to Afghanistan applicants
- Overseeing negotiations with the relevant Government of Malaysia ministries (MoE and MoFA) in relation to the continuing implementation and monitoring and evaluation of the third MAEPA program
- Managing the *Public Financial Management Program* by directing the DAFA MC on key program strategic, M&E and resourcing requirements
- Monitoring (at whole-of-program level), using DAFA reporting and engagement with ministries, capacity building activities funded under the facility, including the work of other donors subcontracted through DAFA Phase III
- Identifying and ensuring continuation of productive linkages to other AusAID programs
- Participating in briefings (as appropriate) of appointed advisers
- Undertaking program reviews
- Providing a contact point for the *Australia Awards* program
- Overseeing contract management and administration with the MC.

4.1.3 Government of Afghanistan role

The GIRoA has the major role of setting priorities (particularly through the NPPs), identifying and advising on needs, and ensuring an appropriate and productive level of donor coordination in activities involving DAFA Phase III.

Through its participating ministries, the Afghan Government will have a responsibility to ensure current, accurate and relevant data is provided to AusAID, and the DAFA MC to assist with competent and cost-effective activity planning and programming, and with thorough monitoring and evaluation of DAFA III's responsibilities.

Collaboratively, with AusAID, the GIRoA will determine the overall strategic directions for the support to be provided through the facility, and play a major role in ensuring optimum outcomes from the *Australia Awards* and MAEPA programs.

In summary, the (broad) roles of each of the *participating* GIRoA ministries are outlined below:

Component	MoF	MoE	MoPH	MAIL	MRRD	MoM	MoHE, MFA, CSC	MoPW
1. Australian Development Scholarship (ADS) - Australia	Focal point for DAFA Nominate applicants; Participate in ISC	Nominate applicants; Participate in ISC	Nominate applicants				Participate in ISC	
Australian Development Scholarship (ADS) - Malaysia	Undergraduate (in Malaysia) ADS are not limited to the GIRoA ministries – they are available to all sectors. Promote and communicate availability (as well as to CSO and private sector potential applicants) of the “Open” scholarships category throughout ministry & outside; endorse and support ministry applicants as necessary							
Australian Leadership	ALA Scholarships are not limited to the ADS ministries – they are available to all sectors.							

Award Scholarships (ALAS)	Promote and communicate ALA Scholarships within ministry and to external organisations; encourage suitable ADS applicants to apply for ALA Scholarship, and ensure appropriate level of pre-, in-, and post-studies support.						
Australian Leadership Award Fellowships (ALAF)	ALA Fellowships are not limited to the ADS ministries – they are available to all sectors. However, as with all ALA-Fellowships globally, individual applications are not possible – any Fellowship program must result from “sponsoring” by an Australian AHO, often partnered by an in-country organisation (which can be any GiRoA ministry, or any other private/CSO-NGO organisation operating in-country). Individual participation in an ALA-F program is also possible, often when the AHO is delivering a course to multiple country participants.						
Short Courses	Focal point for DAFA; Central GiRoA contact for (ministry-based) short courses	Short Courses are not limited to the ADS ministries – they are available to all sectors. Identify potential short courses to build ministry or sector/organisation capacity. Negotiate with Afghanistan Section (and MoF); ensure appropriateness of applicants, and commit to supporting short course participants during program and after their return.					
2. Malaysia-Australia Education Project for Afghanistan (MAEPA)	Focal point for DAFA	TED is key GiRoA MoE contact for mgt & monitoring					
3. Public Financial Management Program	Chair PFM Project Steering Committee and participate in capacity building activities	Participate in capacity building activities and the Project Steering Committee					Participate in capacity building activities and the Project Steering Committee
4. AusAID-initiated activities; and other services including procurement & logistics.	Propose MoF CB activities; manage CTAP req. inputs	Propose Ministry / sector-specific capacity building support activities, and seek AusAID support for the proposed initiatives; participate in monitoring and evaluating initiatives					
.	Potential to request, through AusAID Afghanistan, logistic and procurement support for approved capacity building programs being managed by DAFA Phase III						

It was proposed in the MTR that a GIRoA Deputy Minister be nominated, encouraged and supported as a DAFA “Champion”. While the practical demands of day-to-day responsibilities for each of the Deputy Ministers considered appropriate would limit their ability to dedicate an appropriate level of time and sufficient commitment to the role, the proposed strategy is valid and could be trialled, at least for the first year of DAFA Phase III. Given the close working relationship between the MoF and AusAID, it is appropriate that a Deputy Minister from that ministry be requested to undertake the role of DAFA Champion.

4.2 Monitoring & evaluation

Australia’s commitment to Afghanistan is an engagement based on a “long-term commitment rather than seeking short-term solutions”. The rationale behind DAFA requires its services to be responsive to identified needs – and not implement a donor-driven, results-focused approach. In the Afghanistan context, with insecurity, national and provincial administrative challenges, and myriad (and often conflicting or non-harmonised) donor and GIRoA programs, implementation plans need to be flexible and able to respond rapidly to changing environments. Because of this high degree of flexibility, it is essential that monitoring and evaluation takes place in a measured and ordered manner, and sources and analyses a wide range of available data in a systematic way.

4.2.1 Monitoring and evaluation framework (MEF)

The DAFA Phase III facility-level Monitoring and Evaluation Framework (MEF) (Annexe 1) will be the primary means for assessing, analysing and reporting on the outcomes and impact of activities funded under the facility. The appointed MC will be required to assess the draft framework, and confirm and finalise the MEF by end-September 2012. The refined and expanded MEF will include specific information relating to the use to be made of case studies, alumni surveys, questionnaires and target group baseline and follow-up surveys, and will focus closely on reporting on disaggregated gender data.

In the Afghanistan context, it is important that performance indicators identified within the MEF are realistic and thus achievable. Short-term capacity building interventions cannot achieve sustainable results in isolation. Performance information should focus on assessing outcomes in the wider context of other Australian development support in Afghanistan – as well as that of other donors and the GIRoA itself. The

MEF will balance the requirements of AusAID for reporting against milestones for accountability, and the need for genuine learning about how to develop capacity effectively in an aligned and harmonised way, especially in multiple-donor environments such as exists in Uruzgan.

The MEF indicates the type and extent of data required to ensure that effective and balanced monitoring and evaluation of DAFA Phase III Goal and Objectives. Component-level monitoring and evaluation frameworks will be developed by the DAFA III MC by December 2012. These frameworks will help inform the facility-level MEF and monitor components' progress against their individual objectives.

To support effective reporting on DAFA III-managed activities and the facility's on-going education and training programs – and to ensure continuing transparency and accountability - a number of reports and operational/policy documents⁷¹ are required of the MC. These include:

- *Facility Establishment Report* (March 2012)
- *Annual (Work)plans, (Quarter 1, 2012, 2013, 2014, and Draft Annual (Work)plan, Quarter 1, 2015)*
- *Quality Assurance Systems Reports* (Quarter 3 – 2012, 2013, 2014)
- *Facility Completion Report* (Draft: Quarter 3 2014; Final; Quarter 1, 2015)
- *Activity Completion Reports* (Component 4 only)
- *Activity (Facility) Progress Reports (July & January – 2012, 2013, 2014; January 2015)*
- *Australia Awards - Awardee Status Report*
- *Scholarships Shortlisting Report and Independent Selection Committee Report*
- *Annual Audit Report*
- *Financial Reporting*
- *Monthly Exemption Reporting*
- *DAFA III Operations /Procedures Manual*
- *Monitoring and Evaluation Strategy*
- *Awards Public Information Strategy*
- *Quality Assurance Manual*
- *Gender, Disability and Development Strategy*
- *Australia Awards Afghanistan Operations Manual*
- *Program Assets Register.*

A sample DAFA Activity Completion Report template for Component 4 has been included at Annexe 17. This template, based on documents being used in similar environments elsewhere, will be assessed by the appointed MC and, in discussion with AusAID, adapted to meet any changing AusAID reporting requirements or facility foci.

The key issue for successful monitoring and evaluation of DAFA Phase III activities at the facility, component and sub-component levels will be to ensure specific key objectives and measurable outcomes can be assigned, including, for example, assigning relevant outcomes to specific DAFA component areas as opposed to the generalised key result areas. Throughout Phase III, M&E facility-, component- and activity-level strategies will be constantly reviewed - both internally and externally - to ensure DAFA decision making is based on valid and robust data collection and analysis.

To support the achievement of the facility goal and key objectives, the MEF will continue to capture performance information and data at two levels: (a) through whole of facility activities; and (b) through defined DAFA component outcome areas.

For facility-level activities, DAFA's proposed (see sample organisational structure Annexe 3) four Component Managers will be responsible for monitoring activity implementation and will focus on management information such as timeframes, budgets, quality of technical outputs, while the DAFA M&E officer and international M&E specialist will focus on evaluating and connecting broader development issues across the facility. An early priority for the Phase III MC will be to develop, before end-May 2012, a detailed M&E methodology (including an evaluation design matrix) - for DAFA III.

At the individual activity (or sub-component) level, M&E will focus on evaluating achievements and finding *most significant changes* as a result of AusAID's assistance through DAFA. These tasks – although the ultimate responsibility of individual Component Managers - will in practice be undertaken by the M&E

⁷¹ Refer also to Scope of Services, Section 7: "Reporting Requirements"

Officer and M&E Specialist. Every evaluation will link back to DAFA Phase III goal & objectives, to better reflect the extent to which DAFA has or has not achieved its overall goal and objectives.

The (MC-refined) MEF will better enhance the type and quality of data collected and address key challenges such as the diversity of DAFA's involvement across the four components, the range of implementation time-spans and budgets, changing GIRoA priorities, and the relatively short Phase III facility operational life of three (potentially five) years for embedding significant organisational and leadership capacity building reforms. In short:

- individual DAFA Component Managers: collaboratively with the Facility Manager and the M&E Officer and Specialist – will be responsible for ensuring that component objectives are assessed and reported on
- the Facility Manager: will be responsible for facility-level and process reporting to AusAID, and for reporting against whole-of-program result areas.

An *Independent Progress Report* (commissioned by AusAID) will be conducted in early 2014, followed by an *Independent Completion Report* in late 2016, should the facility continue for an additional two years to 2017. Standard AusAID *Quality at Implementation Reports* will be completed on an annual basis.

4.2.2 Building monitoring and evaluation capacity in GIRoA agencies

The DAFA Phase III MEF is a tool for management that assists the program to undertake core functions in relation to *accountability, program planning and improvement, and to promote learning*. It provides stakeholders with required information, and acts as a guide to analyse and interpret that information. Further, in a capacity building context, the DAFA MEF has three associated purposes, each of which has a key role in demonstrating effective monitoring and evaluation, and thus *building M&E strategic and process knowledge / skills amongst GIRoA partner agencies and organisations*:

(a) ***Support accountability in GIRoA agencies***

- Promote accountability through the assessment of program progress and results, and incorporate these assessments in program reporting and other communications in and across GIRoA agencies.

(b) ***Improve agency program management and implementation***

- Provide managers with information needed for day-to-day decisions in a changing delivery context
- Provide key DAFA stakeholders with information needed to help guide their programs towards achieving the stated (joint) objectives and expected outcomes
- Provide early warning of problems and processes that require corrective action, and provide the evidence to support identified solutions
- Provide information on whether programs have adequate and appropriate resources to perform its functions.

(c) ***Identify lessons learned***

- Identify new knowledge about the program context and results
- Build understanding about the DAFA III facility and related initiatives amongst direct and indirect stakeholders, and motivate and stimulate learning about the program amongst those directly involved.



4.3 Procurement arrangements

4.3.1 Selecting Managing Contractor for DAFA Phase III

In seeking potential managing contractors, AusAID will comply with the Government of Australia's *Commonwealth Procurement Guidelines*, and AusAID's *Procurement Policy Framework*. In doing so, the emphasis will be on the following criteria:

- value for money
- competitive and non-discriminatory procurement processes
- efficient, effective and ethical use of available resources
- accountability and transparency.

4.4 Overarching policy issues

4.4.1 Gender

In terms of service access and delivery, Afghan women are significantly disadvantaged in access to employment, health care, education, protection against violence, and participation in economic and public life.⁷² In relation to organisational issues in partner Ministries, women employees have limited opportunities for capacity development because organisational cultures and traditions place obstacles in their paths, and often because there are few established mechanisms to share information on available opportunities.

It is important in the context of the activity implementation that DAFA continue to support and sustain discussion on gender equity priorities and gender mainstreaming with key staff of partner GIRoA Ministries. Unfortunately, gender equity, like other cross-cutting issues, becomes a secondary priority in the face of many other competing priorities in Afghanistan.

Moreover the challenges to mainstreaming gender equity in Afghanistan cannot be underestimated. Due to prevailing cultural norms, women's mobility is very restricted, support systems to enable women to access opportunities are very limited, and women's own perceptions and values of their potential contribution continue to place significant constraints on gender equity initiatives (even in the face of what appears to be an effective enabling framework e.g., NAPWA and Ministry Gender Strategies and structures). This requires creative approaches and responses to gender issues to achieve progress.

DAFA will take a pragmatic approach to supporting Afghans to progress sensitive cultural issues that constrain gender equity and rights-based approaches to women's empowerment. It will do this by supporting the analytical work, creating space and support for discussions, and ensuring that practical constraints such as language, and travel requirements are addressed to create more opportunities for women to participate in development activities. DAFA III, as in its second phase, will integrate gender mainstreaming in its activities through flexible and adaptive responses to specific constraints, or potential constraints.⁷³

Consistent with principles of gender equity, in a situation where in recent intakes only 14 per cent of scholarship awardees were women, DAFA III will be actively assisting historically or socially disadvantaged women to compete with privileged males – through the *Ancillary Awards* and *Access and Equity Fund* strategies.

There is currently a shortage of female candidates, and those that do apply often do not have the minimum IELTS entry requirement for PCE training in Australia. Also, potentially eligible female candidates may not apply for cultural and other reasons.

Some specific measures to address these inequities are summarised below.

- Introduction of the *Ancillary Awards* program for female candidates (and for men and women provincial candidates) with an IELTS score of between 4.5 to 5.0 and assessed by the JSC as suitable but needing ELT and Study Skills training before they could enter a 12-month PCE training course in Australia. The *Ancillary Awards* program will offer full-time study in Kabul for a period of up to six months. If selected for study overseas, these candidates would also receive support available to all candidates such as course advice and enhanced pre-departure training. *Ancillary Awards*' recipients would be identified by the Independent Selection Committee.
- Female candidates planning to undertake undergraduate study at the campuses of the three Australian universities in Malaysia would also be able to access the *Ancillary Awards*.⁷⁴
- Establishing the *Access and Equity Fund* to allow funding for quality candidates to succeed in the *Australia Awards* program will support female candidates based in regional locations as well as women or men with a disability. It will include initiatives to ensure equitable access (application, selection and ELT support), but will have a focus on in-course-period support. Applicants will not apply directly for assistance and the assistance provided could vary from case to case. Responsibility for determining access

⁷² Refer also to Annexe 9: Improving access to education and training options in Afghanistan

⁷³ For example, in the MAEPA activity DAFA funded childcare during MTT training in Malaysia to ensure the participation of a female MTT who could only participate if she took her young baby with her, and funded payments to maharams to enable female TTs to attend training and workshops in Kabul.

⁷⁴ It should be noted however, that the "Open" nature of these Australia Awards - for individual, NGO, public and private sector access may significantly increase the number of qualified female candidates applying for study in Malaysia - and who may already have the required level of EL needed for entry into courses in Malaysia.

and eligibility will be that of the DAFA Phase III MC, who will assess individual needs for *on-course* awards support from data in individual applications, and determine if *application stage* support is necessary through initial contact from potential Fund beneficiaries. In advertising and promoting the Australia awards, DAFA III will need to ensure that potential beneficiaries are aware that such support may be available, and encourage them to discuss their specific needs with DAFA personnel and/ or the academic adviser.

- Improved advertising – local print and audio media, more appropriate and accessible websites - whereby DAFA III will supplement the advertising currently conducted within ministries to ensure that female candidates are aware of and encouraged by the additional support mechanisms that will be available.
- In consultation with DIAC staff in Canberra, encouraging easier access to proposed *Student-Guardian* visas for single females who are qualified for an Australia Award, but who for cultural reasons are not willing or otherwise unable to travel and live overseas.
- Workshops conducted by DAFA personnel for potential female candidates to encourage those that may be qualified to apply - highlighting the “family-friendly” aspects of *Australia Awards* and allowing a range of issues of particular concern to women to be addressed individually and confidentially.
- Recommending to all Australian universities with female Afghan Australia Awardees that they provide advanced cultural awareness training for staff members expected to have contact with the awardees, during the course of their studies.
- Related to the above strategy, following an initial assessment of the applications – and subsequent selection - for in-Australia, public sector, postgraduate awards, identifying individual institutions where a critical mass of female awardees could be deliberately located to provide a self-help/support group for one another.
- As possible, maintaining a gender balance among component managers, Component 4 activity team leaders, and any advisors deployed under DAFA’s components.

4.4.2 Anti-corruption

Both the GIRoA and the international community recognise the debilitating effects of corruption, and that allegations of corruption are significant contributors to the breakdown of community confidence in and support for the government and the development agenda in Afghanistan. DAFA will continue to support the GIRoA’s Anti-Corruption Strategy by being transparent and accountable in its own operations and by advocating and practicing transparency and accountability in the implementation of activities with partner ministries.

In Phase III, this will be achieved by:

- Using DAFA procurement processes which are consistent with *Australian Government Procurement Guidelines* for both DAFA operations and the implementation of any AusAID-determined initiatives. The key principles of these guidelines (value for money; efficiency and effectiveness; accountability and transparency) are also consistent with the Afghanistan 2005 Procurement Law
- Using procurement procedures that are consistent with international standards of honesty and probity, will reinforce the principles of the *Afghanistan Procurement Law*, and contribute to strengthening the capacity of ministry staff involved in procurement
- Ensuring that the selection and recruitment of participants and personnel for DAFA activities, and setting of remuneration as applicable, are done on the basis of merit and comparative salary principles, and, where required, accord with AusAID’s Adviser Remuneration Framework
- Ensuring all facility staff are aware of their responsibilities for fraud prevention and detection according to the procedures set out in a fraud policy in the *DAFA Operations/Procedures Manual*, and ensuring that action is taken in cases of suspected, reported or detected fraud
- Where appropriate, developing activity-specific risk mitigation measures for individual DAFA Activities.
- Fostering and maintaining high standards of ethical behaviour in all DAFA operations.

Consistent application and reinforcement of the underlying anti-corruption principles and specific measures, particularly during the implementation of activities, will have a positive impact on the GIRoA’s efforts to combat corruption. It will also provide a positive example of appropriate and effective operational business

practices – and is, of itself, a capacity building exercise for ministry staff in practical anti-corruption efforts and measures.

4.4.3 Child protection

Given the nature and clients/stakeholders for most of its programs, DAFA Phase III activities are unlikely to present issues related to Child Protection. However, should any issues develop during DAFA activities in Phase III, the Facility Manager will be aware of his/her legal obligations and all DAFA personnel are expected to be personally and professionally committed to advising AusAID and relevant GIROA agencies immediately of any concerns.

Nevertheless, while noting the limited potential for any form of child abuse in DAFA activities, the facility will be fully committed to protecting children from abuse of all kinds in the delivery of Australia's overseas aid program, and as such, will adhere to AusAID's four guiding principles of:

- zero tolerance of child abuse
- recognition of children's interests
- sharing responsibility for child protection
- use of a risk management approach.

Accordingly, the appointed MC will be expected also to maintain a zero tolerance policy in relation to child abuse, including unacceptable behaviour directly involving children or observed by children, and any form of child pornography.

The MC's policy will apply to:-

- all management and staff (employees) engaged whether permanent, casual, or on a fixed term contract basis, whether operating from a DAFA office or project site, whether in their own residence or a residence provided by DAFA, and whether travelling on behalf of the MC or on any form of leave from the company
- staff of any subsidiary on the above basis
- staff of any NGOs/CSOs participating in DAFA activities
- staff of an associate, subcontractor, or consultant in a joint venture or association to provide services to a client
- staff of support services used on a regular basis
- dependents or partners or those living with employees of the DAFA Phase III MC
- volunteers associated with any DAFA office or project.

This also means that DAFA will identify any activity that has the potential for close and unsupervised interaction with children (for example, community water supply, education infrastructure construction) and require participating DAFA staff and international consultants to complete a GoA "Working with Children" check (or similar checklist for the consultant / staff member's country of nationality), prior to appointment.

Furthermore, the DAFA Phase III MC will consistently monitor compliance with AusAID's child protection standards, through strategies including performance assessments and reviews, and through spot audits of DAFA resources, materials and information technologies.

4.4.4 Environmental management

The appointed MC is expected to be fully aware of, and responsive to, the 2003 AusAID document: *Environmental Management Guide for Australia's Aid Program*, which provides for the assessment, management and mitigation of potential environmental impacts to be incorporated into Australia's aid activities. The guidelines also require that partners in delivery of the aid program implement the assessments and measures needed to manage the environment.

Although it is unlikely that DAFA Phase III will involve activities and projects with significant environmental impact, five key issues/questions that must be addressed when implementing any infrastructure development activities may have relevance for this activity and must be considered by DAFA MC personnel when planning and monitoring activities:

1. Are any DAFA activities likely to result in construction or related impacts in specific environmentally sensitive locations or sectors?
2. Could the activities have significant long-term negative environmental impacts?
3. Is there potential for any *subsequent outcomes* of the planned activities to have an impact on the environment?
4. Is any explicit, or implicit, aim of the activity likely to have a *positive* environmental impact?

5. Is the overall activity relevant to any multilateral environment agreements?

An assessment of activities already completed during DAFA Phase II indicates that there are unlikely to be any activities conducted by DAFA during its third phase that involve a potential high or medium environmental impact. Phase III activities are expected to have the potential for minimal environmental impact, and appropriate mitigation measures to address any negative impact will be determined and implemented by the MC.

4.4.5 Disability

AusAID's strategy *Development for All: Towards a disability-inclusive Australian aid program 2009-2014* commits Australia to ensuring that people with disability are included in and benefit from Australia's international development assistance. Since 2008, *Development for All* has prompted improved accessibility of Australia's scholarships programs and in so doing supports Australia implementing commitments with respect to education for people with disability under the United Nations Convention on the Rights of Persons with Disabilities (CRPD), under the Disability Discrimination Act (1992), and the National Education Standards.

DAFA Phase III will ensure that where possible, people with disability⁷⁵ are consulted in any review of the facility and component activities. DAFA personnel, in all negotiations with Australian and Malaysian institutions, will ensure that all aspects of the *Australia Awards* and MAEPA components are accessible to people with a disability, and that partner institutions and GIROA ministries are encouraged to abide by their obligations to facilitate the inclusion of awardees with disabilities. DAFA will also ensure that adequate and appropriate information concerning *Australia Awards* is disseminated to people with a disability, through the following strategies:

- community radio notices and advertisements including verbal contact details - for persons with visual impairments
- large-print and/or Braille notices and application forms - for potential applicants with a visual disability
- widespread print notification of the availability of *Australia Awards*, including contact mail and email addresses – for persons with an audio / hearing impairment
- clear mobility access arrangements advised (including a responsive DAFA application document delivery and advice service) for persons with a physical disability, who may be unable to access information and application data from usual sources (ministries, government offices, NGO offices).

All promotional material will enable women and men with a disability to inform DAFA of any assistance they may need in completing or submitting applications. Application Guidelines will clearly state that the purpose of requesting such information is to assist AusAID and potential training institutions to ensure accessibility of the program.⁷⁶

While studying in Australia, AusAID and the Australian institution will ensure reasonable support is offered to a disabled awardee in line with AusAID's policy on reasonable adjustments for awardees with disability. To assess the likely support needs, appropriate assistance and the capacity of relevant institutions, awardees with a disability/specific educational requirements will be asked to provide details of their specific needs when they apply for an award, as well as complete follow-up actions when they are made a formal offer. This information is bound by Australian privacy laws and will be disclosed only for the purpose of facilitating an accessible learning environment.

In addition to the services offered by institutions in Australia, DAFA Phase III includes, as noted above, an *Access and Equity Fund* (Annexe 12) that may be accessed by awardees with specific accessibility issues which may impact on their ability to successfully complete their study. The Fund will address travel and communication issues within Afghanistan, as well as appropriate services and/or equipment not available through the awardee's health services provider or course provider, but fundamentally required to ensure the academic success of the awardee.

In cases where a permanent carer is required to support the awardee during his/ her studies in Australia, AusAID will consider each situation on a case-by-case basis, providing appropriate visa, medical and financial support. Precedents have been established by other AusAID programs for a full-time carer to

⁷⁵ An estimated 4 per cent of Afghan people have a disability, predominantly caused by land mines

⁷⁶ AusAID recognises and respects, however, the awardees' right not to disclose their disability and this will also be clarified in relevant guidelines and materials.

accompany the awardee to Australia, allowing for a permanent in-Australia carer for the period of the award. In such future cases, AusAID and DIAC will need to work closely to facilitate visa applications.⁷⁷

DAFA III personnel – particularly those responsible for Components 1 and 2, must continue to liaise with the *Disability Inclusive Development Team* in AusAID Canberra for specific advice and assistance in ensuring equitable access by disabled persons in relation to all award aspects - application, selection and on-course studies.

4.5 Critical risks and risk management strategies

4.5.1 Operational, individual and personnel risks

Security and the management of security issues is the principal risk management issue facing the Facility. Security problems will not only severely limit the achievement of facility objectives but also the operation of the facility itself. DAFA Phase II reporting indicates that the number of security incidents in 2010 remained at around the same level as 2009 year (which was markedly higher than previous years) but that the nature of the attacks changed significantly, with an apparent greater readiness to attack public places, particularly those favoured by international residents of Kabul. The attack on the *Finest Supermarket* in Wazir Akbar Khan on 28 January 2011 is a recent example of this tactic. Security reporting continues to indicate higher threat levels against venues used predominantly by internationals.

In December 2010, the DAFA Phase II MC commissioned an independent security audit of its Afghanistan operations in the context of both the overall security situation and the (then) forthcoming tender for security support. The audit identified a number of areas where security arrangements and procedures should or could be improved and those recommendations were subsequently incorporated in the security tender documents. In April 2011 *Control Risks Group (CRG)* assumed responsibility for DAFA security. The contract with CRG will expire at the conclusion of DAFA Phase II.

The *September 2010 Presidential Decree on Private Security Companies* operating in Afghanistan is expected to inhibit DAFA's ability to support AusAID-approved activities with provincial components and its access in Kabul to immediate response support. Following discussions with the international community, the GIRoA has determined that the Decree will be progressively implemented throughout 2011-2012, taking full effect by 21 March 2012.

However, once implemented in full, the changed environment will have substantial implications for DAFA III personnel and adviser security, while AusAID-approved initiatives that have significant provincial elements will become more difficult to implement from March 2012. The selected/incoming MC will be required to undertake a thorough assessment of the changed security environment during the transition period, and adjust proposed activities accordingly. The DAFA III design and resourcing provides the flexibility to implement effective security strategies – as well as the additional flexibility to withdraw from specific activities and sectors should a changing on-the-ground situation environment require this.

At its simplest level, this flexibility and capacity to respond may require the following sample *range of strategies*:

- delaying individual activity implementation
- teleconference interviews of provincial applicants for scholarships
- negotiations with Australian tertiary providers for delayed enrolments
- delivering short-course components through (country-appropriate) Open and Distance Learning (ODL) techniques
- withdrawal of DAFA III personnel from Uruzgan (or elsewhere if project-based)
- withdrawal of DAFA III personnel to a neighbouring country base (potentially Dubai)
- “mothballing” the facility and its resources until such time as the security environment improves.

⁷⁷ In 2008 the Indonesia *Australia Awards* program was successful in implementing a Disability Carer's Package for one of its Australian Development Scholarship awardees. The awardee was born with a congenital defect that confines him to a wheel chair, requiring the assistance of a full-time carer to undertake basic daily tasks. His father has been his principal care provider since birth. AusAID Jakarta along with their DIAC colleagues undertook a series of 'pre-award checks' including medical clearance for both the awardee and his father. It was also found that due to the familial relationship between the awardee and his carer, the father was able to come to Australia under a 'Guardian Visa' attached to the awardee's AusAID visa. With these measures in place the Jakarta program was successful in securing appropriate funding to support the awardee's carer in Australia. The Disability Carer's Package over two years involved funding of \$30,000 including: \$12,000 per annum stipend (total \$24,000); return airfare (estimated at \$2,000); and Health Insurance (estimated at \$4,000).

Managing activities that have substantial non-Kabul elements, in particular, will require strategic planning and flexibility to redesign, realign, or retreat in the event of significant deterioration in local conditions. Similarly, further insurgent attacks, particularly if targeted against international personnel, will have a very serious negative effect on DAFA's ability to recruit and retain personnel – and thus on DAFA's ability to meet its objectives.

Following are some examples of potential risks, which have been expanded upon and assessed, with strategies proposed in Annex 2 - Risk Matrix. However, the MC, when appointed, will need to regularly assess the changing risk environment and adjust the matrix and strategies accordingly.

4.5.2 Component 1 risks

For an expanded scholarships program risks include:

- A potential loss of sector and subject focus as scholarships are made available in Phase III to a wider range of agencies
- Duty of care issues when/ if relying on regional tertiary training institutions not necessarily subject to the same level of Australian tertiary institution quality controls
- A potential loss of Australian identity where scholarships are provided regionally (Malaysia)
- A potential loss of high-level or leadership impact with scholarships being made available for study at undergraduate level
- Inability to maintain current highly staff-intensive but reasonably transparent selection and placement processes, given the size and increased complexity of the Phase III scholarships program.

4.5.3 Component 2 risks

For an expanded MAEPA program risks include:

- Potential loss of immediate and practical impact on schools and teachers - should the program move from its initial "train-the-trainer" approaches
- Absence of relevant off-the shelf training programs in new trilateral partner sectors/countries may require disproportionate Australian inputs - thus defeating the purpose of the program
- Language constraints in presenting effective and complex-concept programs in any new trilateral partner sectors
- Unwillingness (or inability) for partners to share costs and provide other essential inputs
- New challenges should the program expand to other sectors including finding suitable trainers with appropriate language skills, involving new GIROA ministries and liaising with other donors active in the sectors.

4.5.4 Component 3 risks

Potential Component 3 risks include:

- Counterpart ministries and provincial directorates will not be willing or able to take up the increased responsibility
- Commitment diminishes over time and ministries lose interest in improving budget execution as priorities change over time
- Other technical assistance providers fail to cooperate with AusAID's bilateral assistance program reducing the impact of Project inputs on budget execution
- AusAID isn't able to credibly engage with the World Bank to influence the Bank's project's focus, particularly to monitor and analyse the impact of procurement facilitators
- There are too few civil servants available, willing and able to absorb knowledge transfer
- Advisers provided through the PFM Program lack the credibility required to facilitate budget processes in the line directorates
- AusAID lacks the ability to maintain continuous dialogue with the client and regularly monitor and support implementation of the project.

4.5.5 Component 4 risks

Potential Component 4 risks include:

- DAFA becomes the default option for other assistance causing it to lose its purpose and not achieve its goals and objectives
- Inability to meet all emerging needs (insufficient budget or human resources)
- CTAP programs provide only limited recognition of Australia's contribution to Afghanistan
- Too much diversity in activities/initiatives being proposed or supported

- Limited on-the-ground support available outside of Kabul
- Limited capacity for DAFA to closely monitor transparency and potential corrupt actions
- Reduced AusAID profile if DAFA III activities are diversified across too many sectors/locations.

Annexes: Multiple DAFA Components

Annexe 1: Monitoring and Evaluation Framework (MEF)⁷⁸

DAFA Phase III Goal: Develop the leadership and human capacity required to achieve sustainable economic and social development in Afghanistan

DAFA Objective	Success indicators	Data Sources	Responsibility ⁷⁹	Assumptions
1. Support the Afghan Government, NGOs and private sector organisations to improve leadership and the operation of Government ministries and organisations in Afghanistan	<ul style="list-style-type: none"> DAFA-managed assistance is aligned to Ministry strategic plans and identified training needs Evidence of new skills being applied in GIRoA, private sector and NGOs to improve leadership. GIRoA senior personnel acknowledge significance of DAFA III programs and components in meeting NPP requirements. GIRoA senior personnel contribute at a meaningful level to determining Government agency priorities. Improved performance of provincial agencies – work unit/ departments. Knowledge and skills derived from activities are evident in central Ministries and Uruzgan province. MoE continues to support at 	<ul style="list-style-type: none"> Monitoring awardees at the commencement and completion of their courses, and 6 months, 12 months, 2 years after reintegration into Afghanistan Case studies, surveys, focus groups, alumni profiling Other donor data sources OASIS database disaggregation ISC interview records Employment data Departure and re-entry surveys and debriefs with UG (Malaysia) and PG program participants TED/MoE staff surveys TED/MoE position assignment register TED/MoE staff interviews DAFA Monthly Reports DAFA Component III Activity Completion Reports. Interviews with key counterparts on appropriateness and quality of GoA initiatives and support 	<ul style="list-style-type: none"> Facility Manager M&E Specialist M&E Officer ADS Program Manager DAFA Component Managers AusAID DevAds Afghanistan Section 	<ul style="list-style-type: none"> Sufficient capacity of DAFA to undertake effective monitoring of returned graduates, including disaggregation of data by gender, sector, employment location and length of course Willingness of graduates to participate in alumni and to sustain contact Willingness of GIRoA ministries and other Afghan employers to support applicants for Public awards Awardees have sufficient English language capacity Capacity for awardees to travel to Australia or Malaysia Effective and timely Visa and Medical examination processes Resources and funding are available to undertake effective monitoring and evaluation

⁷⁸ The component level MEFs will include sex and disability disaggregated data to ascertain the participation of women and people with a disability in DAFA Phase III activities and the effects of the activities on them.

⁷⁹ Refer also to the **table below** which assigns specific responsibility for M&E roles

DAFA Objective	Success indicators	Data Sources	Responsibility ⁷⁹	Assumptions
	<p>strategic and practical levels returning TED graduates of MAEPA.</p> <ul style="list-style-type: none"> ▪ Number of ALA(S) graduates progressing further in leadership positions in Afghanistan ▪ Number of scholarship alumni applying their new knowledge and skills on a regular basis ▪ Number of scholarship alumni utilising their new skills and knowledge to contribute to policy, management or operational change and practice ▪ Number of women trained under MAEPA fulfilling leadership roles in TED/MoE 	<ul style="list-style-type: none"> ▪ Case studies on provincial initiatives ▪ Assessment of relevance of skills gained, and challenges resolved by GoA interventions / initiatives ▪ Speed / rate of AusAID responses, through DAFA ▪ Number of affirmative AusAID responses compared to requests that align with Country Strategy objectives. 		<ul style="list-style-type: none"> ▪ CTAP processes operate effectively, where required ▪ AusAID staff refer GIRoA ministries to CTAP where this is the more appropriate mechanism. ▪ DAFA is not the default option for assistance. Other modalities utilised as appropriate. ▪ Transparent and timely communications between DAFA personnel and AusAID (and with GIRoA ministries, where appropriate)

2. Improve classroom teaching practices and learning outcomes for students	<ul style="list-style-type: none"> ▪ Greater student engagement in lessons. ▪ Number of policies of TED/MoE that support student centred learning practices ▪ Number of teachers using methods that are more student centred and involve less rote learning. ▪ School students' results (disaggregated by sex) indicate improvement over time ▪ TED/MoE practices support 	<ul style="list-style-type: none"> ▪ Course records of achievement ▪ Participant surveys ▪ School testing results ▪ TED/MoE policy documents ▪ Practicum teacher head count. ▪ Classroom observations. ▪ Interviews ▪ Other donor data sources 	<ul style="list-style-type: none"> ▪ MAEPA Manager ▪ MAEPA M&E officer (Malaysia) ▪ DAFA M&E Specialist 	<ul style="list-style-type: none"> ▪ Continuing support by the Government of Malaysia ▪ Effective teacher training and capacity development advisers continue ▪ Continuing support by Afghan MoE TED ▪ Ability for trainers and teachers to travel ▪ Resources and funding are available to undertake effective M&E
--	--	--	--	--

	student centred learning.			
--	---------------------------	--	--	--

3. Quickly and effectively provide the GIRoA, represented in Kabul and Uruzgan, with capacity development assistance it requires to fulfil its core functions	<ul style="list-style-type: none"> Acknowledgement by GIRoA at the national and sub-national levels of value of AusAID development assistance in achieving its core functions DAFA-managed capacity building assistance is aligned to Ministry capacity-building plans Number of activities commissioned by AusAID, through DAFA, that are requested by GIRoA and align with AusAID's Country Strategy for Afghanistan. 	<ul style="list-style-type: none"> Monthly Reports Activity Completion Reports. Interviews with key counterparts on appropriateness and quality of GoA initiatives and support Case studies on provincial initiatives Other donor data sources Assessment of relevance of skills gained, and challenges resolved by GoA interventions / initiatives Speed / rate of AusAID responses, through DAFA 	<ul style="list-style-type: none"> Facility Manager DAFA Component Managers AusAID DevAds Afghanistan Section 	<ul style="list-style-type: none"> CTAP processes operate effectively, where required Transparent and timely communications between DAFA personnel and AusAID (and with GIRoA ministries, where appropriate)
---	--	---	---	--

4. Australia is recognised by the Government of Afghanistan and other development partners as an active and responsive contributor to the economic and social development of Afghanistan.	<ul style="list-style-type: none"> Australia's contribution to Afghanistan aligns with existing (effective) GIRoA project priorities and systems Australia's contribution to Afghanistan aligns with the intent of the London and Kabul Conferences Australian visibility and identity is publicly maintained and promoted Development partners acknowledge contribution of Australia to Afghanistan 	<ul style="list-style-type: none"> Monthly Reports Activity Completion Reports. Interviews with key counterparts on the level of, and awareness of, Australian visibility Media monitoring activities – national and sub-national Surveys of GIRoA line Ministries that receive Australian assistance. Independent Progress Report. 	<ul style="list-style-type: none"> Facility Manager DAFA Component Managers Afghanistan Section 	<ul style="list-style-type: none"> AusAID maintains a high strategic relationship with senior GIRoA representatives responsible for targeted sectors Effective DAFA leadership On-going promotion and communication of "Australia Brand" Continuing AusAID commitment to expanded scholarships program
---	--	---	--	--

	<p>development needs</p> <ul style="list-style-type: none"> ▪ Number of personal, official and published comments made about the program by staff of development partners or GIRoA that acknowledge a positive recognition of Australia's development efforts in Afghanistan Development ▪ Partner Ministries identify that DAFA is an Australian Government initiative 			
--	---	--	--	--

DAFA Objective	Major responsibility of:	Assigned specific M&E responsibilities
1. Support the Afghan Government, NGOs and private sector organisations to improve leadership and the operation of Government ministries and organisations in Afghanistan	Facility Manager	<ul style="list-style-type: none"> Overall supervision of quality of monitoring and evaluation of DAFA components and activities Reporting to AusAID Afghanistan Section Reporting to GIRoA partner agencies and to “Champion Deputy Minister”; and to GoM (MAEPA) agencies
	M&E Specialist	<ul style="list-style-type: none"> Planning monitoring and evaluation strategies Reporting to AusAID Afghanistan Section Adjusting MEF, as required Capacity building skills of M&E Officer & other DAFA personnel Supporting M&E learnings in GIRoA partner agencies Reporting on all DAFA III components outputs, outcomes and impacts
	M&E Officer	<ul style="list-style-type: none"> As above Ensuring clarity of communication on M&E issues to GIRoA partner agencies Determining, piloting and implementing arrange of survey tools, including surveys, case studies and workshops/ focus groups Liaison with Malaysian MAEPA participating agencies and institutions
	ADS Program Manager	<ul style="list-style-type: none"> Overall supervision of quality of monitoring and evaluation of Component 1 activities Reporting to AusAID Scholarships Section, as required Supporting Facility Manager and DAFA III M&E personnel in reporting to AusAID Afghanistan Section Supporting Facility Manager and DAFA III M&E personnel in reporting to GIRoA partner agencies
	DAFA Component Managers	<ul style="list-style-type: none"> Overall supervision of quality of monitoring and evaluation of Component 1, 2, 3 or 4 activities Supporting Facility Manager and DAFA III M&E personnel in reporting to AusAID Afghanistan Section Supporting Facility Manager and DAFA III M&E personnel in reporting to GIRoA partner agencies Liaison with Malaysian MAEPA participating agencies and institutions
	AusAID	<ul style="list-style-type: none"> If necessary, providing specific Uruzgan data to support Component Managers, Facility Manager and M&E personnel in reporting on DAFA outcomes and outputs Supporting, as necessary, DAFA M&E personnel in preparing case studies – and, if appropriate, support conduct of prov. focus groups / workshops Responding to all reporting documents and presentations. Providing a strategic framework and advice in relation to components’ monitoring and evaluation Liaising with GIRoA agencies to ensure collaborative approach to DAFA M&E and reporting activities Liaising with AusAID Scholarships Section Liaison with Malaysian MAEPA participating agencies

DAFA Objective	Major responsibility of:	Assigned specific M&E responsibilities
2. Improve classroom teaching practices and learning outcomes for students	MAEPA Manager	<ul style="list-style-type: none"> Overall supervision of quality of monitoring and evaluation of Component 2 MAEPA activities Supporting Facility Manager and DAFA III M&E personnel in reporting to AusAID Afghanistan Section on MAEPA Supporting Facility Manager and DAFA III M&E personnel in reporting to GIRoA and GoM partner agencies Liaison with Malaysian MAEPA participating agencies and institutions Liaison with GIRoA MoE/TED to ensure appropriate monitoring and evaluation activity implementation
	MAEPA M&E officer (Malaysia)	<ul style="list-style-type: none"> Supporting Facility Manager and DAFA III M&E personnel in reporting to AusAID Afghanistan Section on MAEPA Ensuring clarity of communication on M&E issues to GoM and GIRoA partner agencies Determining, piloting and implementing a range of survey tools, including surveys, case studies and workshops/ focus groups, appropriate to MAEPA M&E Liaison with Malaysian MAEPA participating agencies and institutions to ensure the timely supply of quality and accurate data
	DAFA M&E Specialist	<ul style="list-style-type: none"> Support the MAEPA office (Malaysia) in the above tasks Provide whole-of-facility frameworks to ensure MAEPA M&E aligns with DAFA III MEF Supporting Facility Manager and DAFA III M&E personnel in reporting to AusAID Afghanistan Section on MAEPA
3. Quickly and effectively provide the GIRoA, represented in Kabul and Uruzgan, with capacity development assistance it requires to fulfil its core functions	Facility Manager	<ul style="list-style-type: none"> Overall supervision of quality of monitoring and evaluation of DAFA capacity building activities – in Kabul and Uruzgan Reporting to AusAID Afghanistan Section on quality of development assistance being provided at national and sub-national levels Reporting to GIRoA partner agencies and to “Champion Deputy Minister”
	DAFA Component Managers	<ul style="list-style-type: none"> Ensuring sufficient accurate and quality data are available to inform assessment of success or otherwise of DAFA III development assistance
	AusAID	<ul style="list-style-type: none"> If necessary, providing specific Uruzgan data to support Component Managers, Facility Manager and M&E personnel in reporting on DAFA outcomes and outputs Supporting, as necessary, DAFA M&E personnel in preparing case studies – and, if appropriate, support conduct of prov. focus groups / workshops Responding to all reporting documents and presentations. Providing a strategic framework and advice in relation to components’ monitoring and evaluation Liaising with GIRoA agencies to ensure collaborative approach to DAFA M&E and reporting activities

DAFA Objective	Major responsibility of:	Assigned specific M&E responsibilities
4. Australia is recognised by the Government of Afghanistan and other development partners as an active and responsive contributor to the economic and social development of Afghanistan.	Facility Manager	<ul style="list-style-type: none"> ▪ Overall supervision of quality and profile of monitoring and evaluation of DAFA components and activities ▪ Responding to AusAID Afghanistan Section requests for appropriate public diplomacy data sets and case studies ▪ Reporting to GIRoA partner agencies and to the "Champion Deputy Minister", to support the GIRoA national and provincial public relations and communications activities ▪ Providing media-appropriate documents for potential use by Afghan and Australian media ▪ Monitoring public diplomacy outcomes and advising Afghanistan Section accordingly ▪ Liaising with other donor agencies to ensure collaborative assessment of outcomes, and where appropriate, joint promotion
	DAFA Component Managers	<ul style="list-style-type: none"> ▪ Supporting the Facility Manager in identifying potential public diplomacy opportunities ▪ Responding to AusAID Afghanistan Section requests for appropriate public diplomacy data sets and case studies ▪ Preparing media-appropriate documents for potential use by Afghan and Australian media
	AusAID	<ul style="list-style-type: none"> ▪ Providing communications operating parameters to ensure appropriate strategies are being implemented by DAFA III personnel ▪ Monitoring public diplomacy outcomes ▪ Preparing and submitting reports on public diplomacy outcomes to AusAID Canberra

Annexe 2: Risk Matrix

Likelihood and Consequence Rating

LIKELIHOOD			CONSEQUENCE		
5	Almost Certain	Expected to occur in most circumstances	5	Severe	Would stop achievement of DAFA's goal and objectives
4	Likely	Will probably occur in most circumstances	4	Major	Would threaten goals and objectives; requires close management
3	Possible	Could occur at some time	3	Moderate	Would necessitate significant adjustment to DAFA III
2	Unlikely	Not expected to occur	2	Minor	Would threaten an element of DAFA III
1	Rare	May occur only in exceptional circumstances	1	Negligible	Routine procedures sufficient to deal with the consequences

Risk Level

LIKELIHOOD		CONSEQUENCE/IMPACT				
		Negligible	Minor	Moderate	Major	Severe
		1	2	3	4	5
Almost Certain	5	M	M	H	VH	VH
Likely	4	M	M	H	VH	VH
Possible	3	L	M	M	H	H
Unlikely	2	L	L	M	M	H
Rare	1	L	L	M	M	H

L	M	H	E
LOW Risk	MODERATE Risk	HIGH Risk	VERY HIGH Risk

Tolerances

- Preferred
- Acceptable
- Undesirable
- Unacceptable

Very High Risk	VH	Most likely to occur and prevent achievement of objectives; causing unacceptable cost overruns or schedule slippages
High Risk	H	Could substantially delay DAFA's schedules or significantly affect technical performance or costs and requires a plan to handle
Medium Risk	M	Requires identification and control of all contributing factors by monitoring conditions and reassessment of DAFA milestones and priorities
Low Risk	L	Normal control and monitoring measures sufficient

Country Setting

ID	Risk Event	Impact(s) on Facility	L	C	R	Risk Treatment(s)	Responsibility
1.	Staff capability, skills or commitment in DAFA, in partner agencies and in provinces is low	Lack of support for implementing activities in national and sub-national government agencies Delayed activity and implementation and poor growth outcomes Difficult to implement and achieve results in provinces Unpredictable and frequent changes in personnel in GIRoA's partner agencies	2	4	M	<ul style="list-style-type: none"> Emphasise importance of building relationships and capacity in counterpart organisations in recruitment of DAFA staff and advisers Factor time needed for relationship and capacity building into design of activities Initial focus on selected agencies and Uruzgan Move to other agencies as supported by capacity building programs at regional level Address capacity constraints 	DAFA management
2.	Fragile security environment / changed GIRoA regulations on international security providers	Limited capacity for DAFA to attract and maintain international staff and consultants Increased risk and liability for DAFA Restricted provincial activities / initiatives Potential loss of key staff (death, early / unplanned departure)	5	4	VH	<ul style="list-style-type: none"> Increased (national) security presence for all activities Permanent international security position within DAFA to supervise national security contractors Response plan to security incidents/issues, and strategies to minimise their impact Ongoing supervision of security contractors Regular updating of individual and team evacuation plans 	DAFA management AusAID
3.	Fragmentation and lack of coherence across ministries	Impacts on long term AusAID country goals undermines coherence of Australian approaches with government of Afghanistan NPPs and policies	3	3	M	<ul style="list-style-type: none"> Criteria for access to DAFA resources to be clearly articulated and regularly reviewed in line with changes to any key GIRoA policy Establish working groups/committees where necessary 	AusAID DAFA management
4.	Lack of political will and engagement at Deputy Minister levels	Activities slow in being approved, and slow decision making	3	3	M	<ul style="list-style-type: none"> GIRoA Senior level participation, where possible, in external processes covering areas of work that are relevant to DAFA 	DAFA management

ID	Risk Event	Impact(s) on Facility	L	C	R	Risk Treatment(s)	Responsibility
5.	Logistical challenges in working with provincial and local level governments	Low interest /commitment from sub-national GIRoA agencies for DAFA DAFA inefficient at achieving objectives at this level Negative impact on Australia's profile	3	3	M	<ul style="list-style-type: none"> Build close liaison with provinces and facilitate relationships between national & sub-national levels Activities in place to be monitored Promoting exemplars through published case studies In Uruzgan, maximise potential use of "satellite" facility In Uruzgan, continue commitment to ongoing AusAID collaboration on the development/ updating of the Uruzgan Provincial Development Plan 	DAFA management AusAID
6.	Sub-national agencies do not commit strongly to DAFA and/or are unable to provide appropriate counterpart support	Low levels of local ownership, commitment and support Reduced project impacts	2	3	M	<ul style="list-style-type: none"> Management and communication structures and strategies support active involvement of counterpart agencies Regular monitoring of performance and progress 	DAFA management
7.	Governments – Afghan, Australian and Malaysian - make arbitrary decisions that are detrimental to agreed objectives	DAFA delays or inability to achieve objectives and deliver activities	3	3	M	<ul style="list-style-type: none"> Build in partnership approach with the government and counterpart agencies Implemented agreed DAFA communication Plan 	DAFA management AusAID
6.	Change of Afghan government – at scheduled or unscheduled elections	Potential change in priorities for incoming government Changed GIRoA attitude towards participation by other countries Altered provincial (Uruzgan) focus too other locations	3	5	H	<ul style="list-style-type: none"> Maintain awareness of current, national political environment to allow for rapid response Ensure clear and continuing communication nationally of AusAID initiatives, programs and benefits 	
7.	Increased difficulty in operating in country (especially Uruzgan), following planned withdrawal of foreign troops in 2014	Limited commitment by key ministry officials concerned about a potential changed security environment Increased potential for nepotism in using scholarships to escape potentially uncertain environment, post-withdrawal	5	5	VH	<ul style="list-style-type: none"> Close liaison with AusAID, and with partner ministries Regularly updated contingency plans to address (potentially) reduced security Continuing commitment to transparent and equitable scholarships' selection practices 	AusAID/DAFA

DAFA Facility level

ID	Risk Event	Impact(s) on Facility	L	C	R	Risk Treatment(s)	Responsibility
8.	Inability to recruit/retain high quality international DAFA staff due to new Adviser Remuneration Framework	Poor/lower calibre consultants and/or inability to recruit and retain higher cost consultants. Inability to undertake all activities for which DAFA support is requested Performance / Quality Assurance issues	4	3	H	<ul style="list-style-type: none"> Decline request where higher cost consultants are required Reduce scope of activities where tendered costs do not meet AusAID-approved fee limits Increase inputs and/or extend implementation timeframes 	DAFA management
9.	Poor communications with AusAID constrain effectiveness of facility	Retards DAFA component implementation, efficiency and effectiveness	2	4	M	<ul style="list-style-type: none"> DAFA to be proactive and flexible and provide timely and incisive advice to AusAID Clear statements of responsibilities for DAFA personnel and facility agreed and documented Agreed management/ decision processes implemented Hold regular meetings with AusAID DAFA Communications Plan in place 	DAFA management AusAID
10.	Adherence to GIRoA systems and financial management procedures poor	Probability of fraudulent and corrupt activities increased Probability of such activities being detected reduced Non-accountable use of funds Financial losses Reduced program outcomes	3	3	M	<ul style="list-style-type: none"> Focus placed on capacity building with emphasis on systems and procedures Strict application of sanctions when fraudulent and corrupt activities are detected Capacity building of local personnel Documented guidelines for use and access of funds 	DAFA management
11.	Perceived lack of ownership by GIRoA partners	Limited interest in and support for DAFA activities Perception that DAFA is not attuned to GIRoA priorities	3	4	H	<ul style="list-style-type: none"> Involve GIRoA counterpart staff in joint monitoring and evaluation of the program 	DAFA management
12.	Difficulties in fostering effective engagement and commitment with partner agencies	Poor commitment to partnership Inefficient use of funding and DAFA resources	2	4	M	<ul style="list-style-type: none"> Establish and adhere to a progressive engagement approach followed Ensure close monitoring and assessment Implement a stop / go points in engagement approach 	DAFA management
13.	DAFA's Phase I and II activities	DAFA loses credibility with GIRoA	2	3	H	<ul style="list-style-type: none"> AusAID ensures clear explanations to GIRoA 	AusAID

ID	Risk Event	Impact(s) on Facility	L	C	R	Risk Treatment(s)	Responsibility
	create expectations that cannot be met with the new Phase III foci and objectives	DAFA is held accountable by GIRoA for decisions and events beyond its control				<ul style="list-style-type: none"> partners in relation to new foci and any operational constraints for Phase III A clear mobilisation plan implemented by DAFA Phase III MC during transition period - involving meetings and presentations to key stakeholders re the new DAFA, and its changed roles. 	DAFA management
14.	Lack of GIRoA :“ownership” of DAFA	AusAID will not retain its high reputation and Australian visibility will be low.	3	4	H	<ul style="list-style-type: none"> Priority will be given to flagship GoA programs where ownership already exists Focus on short term initiatives (3-5 years) which are designed to improve the effectiveness of long term programs of other GIRoA priority programs and other donor activities Provide high-priority support to Uruzgan through Ministries that have a footprint in the province 	DAFA management
15.	DAFA unable to support multiple Ministries effectively	The quality and effectiveness of relationships will be poor and resulting initiatives unfocused or inadequate.	3	3	M	<ul style="list-style-type: none"> Regular review of Ministries supported will be reviewed and increase support where results are positive Reduce or cease involvement where activities are “one-off” in order to increase focus, gradually Prioritise initiatives and activities that support existing high profile of Australia Harmonise activities with other GoA and/or other donor programs to increase impact Continuing communications with AusAID to ensure effective and speedy responses to any over-commitment 	AusAID DAFA management
16.	Loss of focus and “traction” during Phase II / III transition period	<p>Reduced commitment by GIRoA partner ministries</p> <p>Budget projections not met</p>	2	4	M	<ul style="list-style-type: none"> Early advice on Phase III Managing Contractor Allow for an appropriate transition period (February-March 2012) 	AusAID

DAFA Component level⁸⁰

ID	Risk Event	Impact(s) on Facility	L	C	R	Risk Treatment(s)	Responsibility
17.	Insufficient female and remote province applicants for <i>Australia Awards</i>	Failure to meet GoA and GIRoA gender targets Underused resource (women) in appropriate positions	5	4	VH	<ul style="list-style-type: none"> Provision of Access and Equity Funds to address inequities Malaysia studies as an alternative to in-Australia studies 	AusAID DAFA management
18.	Cultural values preclude women taking up scholarships	Distorted national development	4	4	VH	<ul style="list-style-type: none"> Provision of Access and Equity Funds to address inequities Funding travel, visa and OSHC expenses for chaperones Increase opportunities for women to undertake in-Afghanistan or regional short course awards 	AusAID DAFA management
19.	Limited English language skills in women applicants	Reduced access for women to scholarships	4	3	H	<ul style="list-style-type: none"> Ancillary Awards support for in-Afghanistan language training 	AusAID DAFA management
20.	Program not perceived as meeting priority partner country training needs	Failure to achieve program objectives especially recognition of Australia as an active partner in Afghanistan development	3	5	H	<ul style="list-style-type: none"> Sectors/ priority areas reviewed and if necessary adjusted annually Highlight how other program assistance mechanisms are able to respond to specific needs 	DAFA management AusAID
21.	Applicants unable to secure unconditional award offers in Australian institutions	Reduced ability to meet program targets Disaffected candidates and other stakeholders in those countries	3	5	H	<ul style="list-style-type: none"> Continuing high involvement by DAFA personnel in negotiating with universities Application of Ancillary Awards program 	DAFA management
22.	Visa processing capacity in DIAC is unable to cope in a timely manner with program demands	Indicative country targets not met Program objectives not met	4	4	VH	<ul style="list-style-type: none"> Consultation with DIAC during transition period with ongoing consultation to help ensure Australian WofG issues are given due weight Planning acknowledges and allows for possible delays given diversity of processing centres 	AusAID
23.	Low number of applications from quality candidates	Target numbers not achieved Subsequent reduced program effectiveness and desired impact	3	4	H	<ul style="list-style-type: none"> Wider applicant pool to operate in Phase III Ensure country targets are flexible and subject to annual review Implemented broader and targeted promotional 	DAFA management

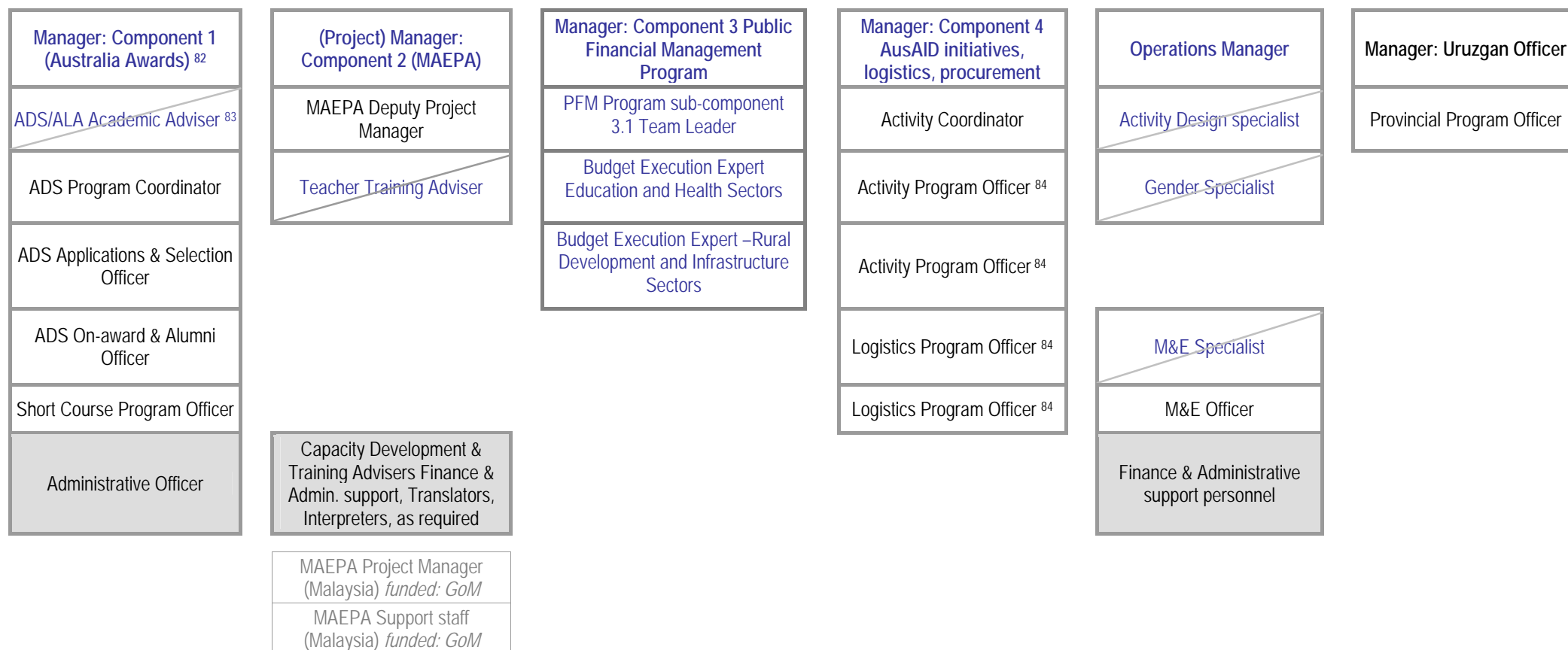
⁸⁰ Risk matrices for MAEPA and the PFM program are provided in the respective program design documents provided at Attachments B and D to this design document.

ID	Risk Event	Impact(s) on Facility	L	C	R	Risk Treatment(s)	Responsibility
						strategies to better identify applicants with appropriate skills, qualifications, background <ul style="list-style-type: none"> ▪ Review and revise mix of award types if necessary ▪ Review relationships with nominating and other partner agencies to identify and remove any barriers to candidate participation in the program 	
24.	Significant proportion of ADS scholars do not succeed in their studies	High cost vs return associated with incomplete studies Reduced program effectiveness	4	4	VH	<ul style="list-style-type: none"> ▪ Manage award variation if scholars' progress requires ▪ Revise promotion and other strategies if trends emerge 	DAFA management AusAID
25.	Scholars return to Afghanistan but are unable to apply their new skills and knowledge in the manner intended	High opportunity cost if scholar leaves or is mis-assigned by employer Reduced progress towards meeting program objectives	3	5	VH	<ul style="list-style-type: none"> ▪ Involve alumni and employers in developing more effective reintegration strategies where M&E processes reveal difficulties 	DAFA management
26.	Nepotism in selecting candidates	Reduced access to quality candidates Program is discredited because of inequitable access	2	4	M	<ul style="list-style-type: none"> ▪ Liaise with ISC, and GIRoA defaulting agency where appropriate ▪ Review and revise targeted informational strategies 	DAFA management AusAID

Annexe 3: Potential DAFA Phase III organisation structure

FACILITY MANAGER

81



⁸¹ NOTE: The schema is provided as an example only; subsequently bidding contractors will propose an organisational structure to best suit their approach. The level of a position vertically does not necessarily represent hierarchies or reporting relationships. The table does not include security personnel, ancillary staff, drivers and guest house / accommodation support staff

⁸² Blue text indicates proposed International position

⁸³ Diagonal line indicates part-time position, or intermittent inputs

⁸⁴ Component 3 Activity Program/ Logistics Officers will be appointed and employed as required and thus dependent on the number and complexity of AusAID initiatives & procurement being managed by DAFA, at any one time

Annexe 4: DAFA Phase III program responses to lessons learned

The lessons learned that were identified in Section 2.4 of this design document have contributed to the design of the four components to comprise DAFA Phase III. While acknowledging the apparent disparity between the scope and objectives of Components 1 & 2, and Component 4, the lessons from Phase I and II of DAFA *Australia Awards* in Afghanistan, and the recommendation of the Scholarships Scoping Study Report have informed the design for Phase III. Also, where possible, alternate and practical strategies have been proposed where weaknesses were perceived in Phase I and II approaches, and the design attempts to ensure some level of integration across components.

Component 1: Australia Awards

The Draft Design Document has responded to the lessons learned about Australia Awards by:

- *Expanding Public Sector Australia Awards applicant agencies from four to six to accommodate identified GIROA priorities, while remaining realistic about likely outcomes*

Australia Awards in Afghanistan have maintained a high profile across GIROA ministries. They continue to be a sought-after scholarship program and although the initial cohorts are yet to return to Afghanistan, early indications are that their skills and experience will be highly valued by ministry officials. Proposed extension of *Australia Awards* involving short-term training opportunities and the extension of the current opportunities to an additional two ministries is logical and may better serve current, under-represented target sectors and disciplines.

- *Piloting (Open) undergraduate programs in Malaysia, at Australian university campuses*⁸⁵

The proposed implementation of a program (in Malaysian campuses of three Australian universities) is a valid and sensible strategy to further increase *Australia Awards* outreach to target groups - such as women, remote province applicants, and potentially – disabled persons. Afghan awardees currently in Australia have demonstrated the need for extensive support, and a similar level of support, is built into the design for the in-Malaysia programs.

- *Ensuring reintegration planning (if only at an individual, as opposed to an organisational, level)*

The Scholarships Scoping Study Report found that due to the fluid or movement of educated people in Afghanistan a formal *reintegration* program into “base” ministries is of limited value. As such each successful candidate will prepare, review and update as required a personal / professional reintegration strategy which is focused on each graduate’s individual commitment to supporting the development of Afghanistan at the wider level – national and provincial. Such planning will be supported by alumni networking opportunities that will be implemented by the DAFA Managing Contractor.

- *Introducing Short Course Awards in sectors/ topics identified by AusAID (and supported by Scholarships Group Short Course Pilot Program, as well as independent short courses identified by AusAID Afghanistan)*
- *Confirming the need for close liaison between DAFA and Australian universities in placing and supporting Awardees*

Candidate selection and placement is a resource intensive activity and must remain so if the processes are to be transparent and efficient in selecting the most appropriate candidates for awards. The current focus of in-Australia Awards on Masters and (limited) PhD studies will continue, with all undergraduate awards to be offered *only* through the Malaysia campuses of Australian universities. No diploma awards will be offered, unless included as an outcome of identified short-term training. The *standard* AusAID Development Awards (ADS) processes for seeking and confirming enrolments in Australian universities will not apply to Afghanistan. The draft Design proposes increased input by an Academic Adviser, in candidate selection, course selection, and on-going course support. This will be essential for the continued flexibility of Australian universities in enrolling Afghan students – with often very specific needs, and limited ESL abilities/IELTS scores.

- *Communicating and promoting the availability of scholarships to a much wider potential applicant audience*

With an increased potential applicant pool (six ministries, as well as the private and civil society sectors), practical strategies to promote awareness of *Australia Awards* in Afghanistan – in Kabul and in provinces – will need to involve a diversity of communication channels and media. The specific, staged process

⁸⁵ Although suggested in the review of scholarships, split-campus undergraduate courses (Malaysia and Australia) has not been proposed in this Draft Design.

outlined in Annexe 5, indicates improved strategies to reach and interest a wider range of audiences than at present.

- *Proposing strategies to attract more female and remote provincial candidates, and to increase their EL skills and thus likelihood of success*

Achieving sufficient English language abilities in applicants and awardees to increase their likelihood of course success will continue to be challenging. Two trains of thought apply to the location of English language training: some research (elsewhere) indicates that in-country English-language training is more efficient, as the student is supported in a familiar environment and thus able to dedicate more time and thus focus more on his/her language studies. Other research indicates that second language learning is more appropriately conducted in an English immersion environment, i.e. in Australia, as a preliminary program prior to the awardee's postgraduate course. Given the additional security, livelihood and work pressures that exist in Afghanistan currently, it is proposed that most English language teaching occur in Australia at the awardee's chosen university environment. Nevertheless, to assist in achieving a more equitable proportion of women and provincial candidates, some ELT will be offered within Afghanistan, under the proposed *Ancillary Awards* scheme for those applicants who appear promising but whose English Language ability is 4.5 – 5.0. If necessary, further ELT can also be accessed by these candidates, through the proposed "Access and Equity Fund" once on award. Pre-departure briefings will be extended and provide more detailed cultural awareness information. Similarly post-return debriefings are an essential component if graduates are to optimise their studies in Australia (or Malaysia) and to gain value in participating meaningfully in an alumni organisation.

- *Introducing both Ancillary Awards (focus on language development), and an Access and Equity Fund (focus on encouraging/supporting awardees to complete their studies successful during course).*

Ancillary Awards will be offered to *potentially successful* women, remote provincial and disabled candidates, identified/selected by the Selection Committee, who have an IELTS score between 4.5 and 5.0, and need English Language Training and Study Skills enhancement - in Kabul - to increase the likelihood of their success in their Australian (or Malaysian) study program. (The granting of an *Ancillary Award* does not automatically assume entry into an ADS program of study). The *Access and Equity Fund* will assist awardees with accessibility issues to apply for and/or successfully complete their study. In most cases it will be directed at women applicants/students and those with a disability. It will provide support both during the application process, and while a successful candidate is on award.

Component 2: Malaysia-Australia Education Project for Afghanistan (MAEPA)

As noted in the MAEPA Stage 2 Draft Completion report, the overall experience of MAEPA 2 was very positive. It is clear also from relevant organisations in Kabul, particularly the Teacher Education Directorate (TED) in the Ministry of Education, that the program is highly valued, in terms of the flexible professional development options it offers Master Teacher Trainers.

The issues identified during MAEPA 2 as requiring attention have been addressed, for the most part, in the design for MAEPA 3. The issues and proposed resolutions include:

- Balancing the need to represent target provinces *with* available discipline areas
- More thorough medical examinations prior to selection, and subsequent use of Malaysian clinics
- Resolving delays in passport processing and challenges in facilitating travel
- Improved pre-course English language training and conversational English sessions
- Reducing demands on/expectations of the Malaysian Teaching Team
- Broadening the range of teaching practices used in Malaysia
- Expectations of the teacher education section in MoE, on MTTs, post-training
- Including a gender integration issues focus in the Induction Program
- Including strategies to improve the commitment levels of MTTs
- Improving MTT ICT skills
- Detailed practicum planning, leadership clarity, length (and venues used)
- Improving support for returned MTTs, including the need for alumni support models
- Rationalising M&E strategies to reduce demand on the Australian Teacher Training Educator (TTE).

The MAEPA Stage 3 Draft Design and Implementation Plan addresses the above constraints and provides a clear forward plan (including appropriate M&E strategies) for three further cohorts of MAEPA-supported MTTs, for what is going to be a more time-consuming project than a similar bilateral activity. As a costly program to which the GoA contributes a disproportionately high share, MAEPA will require continuing

monitoring – at both the component and facility levels, to ensure continuing value for money and quality assurance.

In summary, the DAFA Phase III design has responded to the lessons learned previously about MAEPA by committing to the following broad approaches:

- *Acknowledging that an essential first step in building organisational and technical capacity in Afghan public and private sectors is to provide equitable access to basic education services for as many Afghan children as is possible, and to ensure that such access is supported by skilled teachers*
- *Supporting the continuing implementation of the successful MAEPA teacher education program (until October 2012)*
- *Confirming the strategic and operational directions identified in the MAEPA Stage 3 Design and Implementation Plan*
- *Confirming the potential for DAFA Phase III to explore other sector-specific cascade-training options in the second and third years of DAFA III - subject to identification of potential disciplines by AusAID, and the provision of sufficient funding.*

Component 3: Public Financial Management Program

The Public Financial Management Program Design Document has noted lessons learned from GIRoA, other donor and AusAID efforts in PFM. The proposed design for the PFM Program has incorporated responses to these lessons into the structure of and implementation arrangements for the Program's sub-components.

In summary, the DAFA Phase III design has responded to the lessons learned about PFM by:

- *Focusing on Line Ministries*
- *Requiring the DAFA MC to develop a Capacity Building Sustainability Plan that will guide capacity building activities implemented under the Program*
- *Making the advisers to Line Ministries Afghan nationals*
- *Focusing on building the capacity of Afghan civil servants, as opposed to contract staff*
- *Anchoring the Program's lead advisers in the Ministry of Finance to ensure consistency across the program*
- *Placing a strong emphasis on on-the-job training, in addition to formal training opportunities*
- *Providing for strong engagement from AusAID (Canberra) to ensure understanding of the sector.*

Component 4: AusAID-initiated activities, including other procurement and logistics services

During Phase II, a significant aspect of DAFA support was locating long-term advisers in identified GIRoA ministries. The Mid-Term Review of Phase II recommended (among other issues) that:

- (a) *no more advisers be recruited under DAFA Phase II, and that any positions currently in the (selection) pipeline should not be pursued if recruitment is not successful in the first round*
- (b) *existing advisers should not be routinely extended. In exceptional cases, and where the Ministry can make a compelling case for extension, this could be considered for a maximum of six months but not beyond 31 December 2011*
- (c) *and that future support for TA should be channelled through CTAP.*

Within the ministries to which they were assigned during DAFA Phase II, technical advisers were acknowledged as being very supportive of, and contributing to, their specific sections' roles and responsibilities. Ministry representatives valued their contributions and sought the continuing participation by Australia-provided advisers. However their role within the broader ministry, or across other GIRoA agencies clearly had constrained influence within such large organisations, and "limited visibility". The terms of reference for advisers varied considerably in terms of how well the role was defined and the adviser profile desired. Some adviser positions required highly specialised skills (dry land farming, human resources, gender) while others were more general in relation to necessary skill-sets. Further, the terms of reference for most adviser positions specified too many and too ambitious outputs and outcomes. In some cases adviser work-plans were closely managed and scrutinised within the ministry - but in others there was a lack of engagement or different views on the outcomes to be achieved. Some ministries became over-reliant on TA which adds or replaces capacity - and so were likely to request continuing extensions of advisers, without considering their role strategically. This limited capacity to influence whole of sector outcomes and the lack of a substantial profile does not suggest that any such discipline-specific technical advisory support should be discontinued, rather that requests for any mid-or long-term adviser placements should be determined on: available expertise elsewhere in the ministry; the need to focus on effective capacity building and sustainability; and the role of AusAID to balance sector needs and available resources.

During Phase III, and as recommended in the MTR, wherever possible *AusAID-initiated activities* should be provided through the CTAP processes. This does not necessarily mean, however, that AusAID should limit its use / appointment of advisers to the CTAP program only – there are likely to be specific sector needs, identified by the Government of Afghanistan, which can be better met by direct negotiation (by Post personnel) with individual ministries, and potentially be better supported and managed. As in the past, any advisor selection and allocation will continue to be framed by transparent processes and procedures.

The gaps⁸⁶ in and challenges in implementing CTAP relate specifically to the initial reason / catalyst for establishing the program: by attempting to ensure greater GIRoA ownership of development initiatives, and thus achieving greater government ministry legitimacy in the management of national and provincial initiatives, CTAP runs the risk of creating a further stage in and impediment to implementing sustainable activities. While this in itself is not sufficient reason to bypass the CTAP process as a matter of course, the potential challenge does provide sufficient reason for AusAID to consider carefully its commitment to CTAP on a case-by-case basis.

As noted in Annexe 15, once a potential AusAID-supported initiative has been assessed for its applicability to GoA's country objectives and identified priority sectors, a decision needs to be made by AusAID, based on:

- the nature and location of the proposed activity
- the developmental stage, level and capacity of the participating GIRoA agency
- its potential for increasing Australia's profile nationally and regionally
- its level of correlation with DAFA's four objectives and four components,

to determine if the activity could be more appropriate and effectively managed through CTAP, or if it is more appropriately managed by DAFA as a discrete bilateral program / project focused on a specific NPP.

A further major challenge facing AusAID's use of CTAP relates to the fourth CTAP operating principle, that of attracting skilled *international-level* advisers prepared to work in Afghanistan for a minimum period of two years – with the GIRoA preference for Afghan expatriates or regional experts. While such a principle is sound and reflects valid sustainability principles, it has the potential to work in opposition to AusAID's commitment to ensuring quality in activity implementation, and to maintaining an appropriate profile for Australia. However, this is not to suggest that any CTAP-managed activity is likely to be problematic, rather that the monitoring of such activities will be a significant responsibility of AusAID, given DAFA's intended exclusion from the CTAP processes.

And, as also noted in the principles under which CTAP operates, the extent to which the activity will effectively and sustainably *build skills, improve systems and reform structures and processes* will involve an ongoing commitment to AusAID to monitoring outcomes and outputs – particularly given DAFA III's focus on leadership development through skilling.

AusAID Development Advisers (DevAds) in the PRT in Uruzgan may require short-term support for advisory activities emerging in the province that cannot be catered for through the current flexible funding mechanisms operating there. These needs cannot always be met through the use of NGOs/ CSOs. Although committed, these organisations may not have the expertise or organisational capacity to undertake specific technical support initiatives. Many also are already over-committed and therefore do not have the capacity to respond rapidly and as needs emerge, particularly in Uruzgan. As the lead country on the PRT in Uruzgan, it is important for Australia to be able to respond quickly and effectively to needs as they emerge. The establishment of a DAFA office in Uruzgan in the final months of DAFA Phase II, is expected to provide timely and appropriate support for AusAID personnel in Uruzgan

In summary, this design has responded to the lessons learned previously about the use of technical advisors by:

- *Confirming that any future TA deployment should be through the CTAP mechanism, wherever possible*
- *Recognising that AusAID will continue to require the capacity to directly appoint advisers to specific tasks, when a need is identified by a GIRoA ministry, and is agreed by AusAID*
- *Confirming the need for all strategic-level planning for technical support to be negotiated by AusAID, and not initiated or negotiated with GIRoA agencies by the DAFA III Managing Contractor.*

⁸⁶ At this early stage of CTAP implementation, and while AusAID is still to negotiate / determine its level of commitment to and support for the initiative, it is difficult to identify program gaps. Such an analysis is more appropriately considered later in 2011.

In relation to small activities, the Mid-Term Review recommended:

- *That in line with GIRoA guidelines, and requested specifically by the MoF, that future funding for small activities be channeled through National Priority Programs. This could either be during the lifetime of DAFA if the MC is unable to expend allocated funds or after DAFA*
- *That DAFA involvement in Uruzgan be limited to the present arrangement with DEW and to ad hoc, short-term support for activities initiated by the AusAID Development Advisers in the PRT. This might include facilitation of scoping missions or activity design initiated by AusAID but not the implementation of activities which may result from those.*

The DAFA Phase III design acknowledges the constraints placed on initiating and sustaining *ad-hoc* activities, particularly in the priority province of Uruzgan. Further, the challenges that exist in relation to the (potential) exclusive use of the CTAP mechanisms may result in significant delays to initiative approvals and implementation. To address this, the Phase III design commits the MC to responding to AusAID-agreed priorities – which meet the conditions for support identified in *Annexe 15: Process to assess the appropriateness of a GIRoA-requested initiative*.

AusAID has advised of a requirement for DAFA in Phase III to continue to support procurement, logistical and other support services for GoA activities in Afghanistan⁸⁷. The Design for Phase III has therefore necessitated continuing provision for “small supply-driven initiatives”, to be managed by DAFA Phase III, through AusAID Tasking Notes. Recent advice from AusAID indicates that the need for such support activities is expected to increase during the period to 2015, and as such is probably more appropriately organised and managed through a distinct DAFA component *rather than* as a “funding window”, attached to the *Australia Awards* program in Afghanistan (as recommend in the Mid-Term Review). For small AusAID DevAds-identified initiatives in Uruzgan (e.g., medicines, school equipment, program review, short-term technical advice, and government agency capacity building), DAFA will continue to provide a flexible, quick response service.

⁸⁷ Refer also to Annexe 18 re AusAID procurement services expectations

Annexes: Component 1 – Australia Awards

Annexe 5: ADS (Postgraduate & Undergraduate) selection process & combined ALAS process

	Australian Development Scholarships (Postgraduate) in Australia PUBLIC	Australian Development Scholarships (Undergraduate) in Malaysia OPEN	Australian Leadership Awards (Scholarships) In Australia OPEN	Approximate timing	Responsibility	Refer also to Scholarships Handbook
1.	<ul style="list-style-type: none"> AusAID approves PG scholarships numbers for Afghanistan for next intake year and informs DAFA 	<ul style="list-style-type: none"> AusAID approves UG scholarships numbers for Afghanistan for next intake year and informs DAFA 	<ul style="list-style-type: none"> AusAID advises expected distribution of ALA(S)s for next intake year 	September	AusAID Canberra	1.4.1
2.	<ul style="list-style-type: none"> AusAID exchanges letter of memorandum with GIRoA (MoF) in relation to scholarships to be offered 	<ul style="list-style-type: none"> AusAID advises Government of Malaysia of proposed UG program at Australian campuses – as a matter of courtesy 	<ul style="list-style-type: none"> AusAID determines ALA(S) priorities for next ALA(S) intake, for Afghanistan 	October	Afghanistan Section	1.4.2
3.	<ul style="list-style-type: none"> AusAID personnel meet with each of six Ministries to identify a set of capacity development needs to which ADS study programs for any specific ministry applicants (both PG and UG (Open)) must align. 		<ul style="list-style-type: none"> Potential ALA applicants also recommended to apply for a PG or UG ADS, if applicable 	October- November	Afghanistan Section & GIRoA Ministries	1.4.2
4.	<ul style="list-style-type: none"> Each ministry determines and advises AusAID of three (only) priority capacity development needs, and nominates an effective Ministry contact person 	<ul style="list-style-type: none"> DAFA meets with private sector representatives, all GIRoA ministries, and NGO/CSO representatives to identify priority needs for the non-Government sectors 		November	GIRoA Ministries, DAFA	1.4.2
5.	<ul style="list-style-type: none"> DAFA holds initial discussions with DIAC (Islamabad) on Visa requirements and strategies to facilitate awardees gaining visas. 	<ul style="list-style-type: none"> DAFA holds initial discussions with Malaysian Consulate General (Dubai) on Visa requirements and strategies to facilitate awardees gaining visas. 	<ul style="list-style-type: none"> DAFA holds initial discussions with DIAC (Islamabad) on Visa requirements and strategies to facilitate awardees gaining visas. 	December	DAFA & DIAC	1.4.2, 1.4.3
6.	<ul style="list-style-type: none"> Based on the capacity building needs identified by each Ministry, and as advised by AusAID, DAFA prepares discrete promotion / 	<ul style="list-style-type: none"> DAFA prepares public promotional and informational material (including data relating to government sector awards opportunities across the six 	<ul style="list-style-type: none"> DAFA prepares ALA(S) public promotional and informational material for distribution through public, private sector and 	December	DAFA	1.4.3, 2.1, 2.2, 2.3

	information material for each of ministries, including application forms (generic, for use across all participating ministries)	target ministries) for distribution through public, private sector and NGO/CSO networks; and for wider public promotion – regional print and radio media	NGO/CSO networks; and for wider public promotion – regional print and radio media ▪ Material confirmed / adjusted by Afghanistan Section, as necessary			
7.	▪ Material confirmed / adjusted by Afghanistan Section, as necessary	▪ Material confirmed / adjusted by AusAID, as necessary		January	Afghanistan Section	1.4.2, 1.4.3,
8.	▪ Ministries supported in promoting in-Australia postgraduate ADS, in-Malaysia undergraduate awards, and ALA Scholarships ⁸⁸			January	DAFA & GIRoA Ministries	1.4.3
9.	▪ DAFA personnel conduct group (Ministry) course counselling sessions, followed by individual course counselling sessions, where required and where DAFA resources permit	▪ DAFA responds to requests for course counselling from individual, potential Open category applicants	▪ DAFA responds to requests for course counselling from individual, potential Open category ALA(S) applicants	February	DAFA & GIRoA Ministries	1.4.3. 2.7
10.	▪ DAFA receives (ministry-endorsed) applications from individual applicants	▪ DAFA receives applications from the private and NGO/CSO sectors	▪ DAFA receives ALA(S) applications from <i>all sectors</i>	February	Applicants & DAFA	1.4.3, 2.3.1, 2.3.2
11.	▪ DAFA assesses applications for eligibility and forwards eligible (government sector) applications to each relevant Ministry, through AusAID	▪ DAFA assess applications for eligibility	▪ DAFA assess applications for eligibility	February	DAFA	1.4.3, 2.3.2
12.	▪ Eligible applicant data entered into OASIS by DAFA (if not previously entered on-line by applicant)			February	DAFA	1.4.3
13.	▪ ADS Applications close			March+	Applicants	1.4.3, 2.7
14.	▪ DAFA staff meet separately with each Ministry to assess eligible applications based on applicant's employment history, educational	▪ DAFA staff assess non-ministry applications and seek further details from applicants, if necessary	▪ DAFA staff assess ALA(S) applications and seek further details from applicants, if necessary	March-April	DAFA & GIRoA Ministries	1.4.3

⁸⁸ It will not be possible yet to introduce the process being trialled in some Posts where all ALAS/ ADS (PG) candidates are ranked and the top ranking applicants recommended for an ALA, with the remainder being awarded an ADS. This is because: (a) the need for extensive counselling with Australia Award applicants to determine and negotiate the most appropriate form of scholarship support being sought; (b) requiring ADS applicants in Afghanistan, particularly in rural and remote areas, to apply on line through OASIS would severely disadvantage target groups; and (c) past practice in Afghanistan ADS management has shown the need to negotiate student entry with more than one potential Australian institution. Asking applicants, whether applying for ALA or ADS awards, to obtain unconditional award offers as part of the application process is not an effective or equitable strategy, given the country environment.

	background, qualifications and other relevant criteria					
15.	<ul style="list-style-type: none">Ministry endorsed candidates proceed to the next stage - Preliminary English Language Test (PELT) with a DAFA-contracted ELT provider, to test all shortlisted applicants to determine general English language proficiency	<ul style="list-style-type: none">Eligible non-ADS Strand A ministry candidates shortlisted (based on applications and discussions); and proceed to the next stage - Preliminary English Language Test (PELT) with a DAFA-contracted ELT provider, to test shortlisted applicants to determine general English language proficiency	<ul style="list-style-type: none">Eligible ALA(S) candidates shortlisted (based on applications and discussions); and proceed to the next stage - Preliminary English Language Test (PELT) with a DAFA-contracted ELT provider, to test shortlisted applicants to determine general English language proficiency	April	Applicants, DAFA & PELT provider	2.6
16.	<ul style="list-style-type: none">DAFA staff meet separately with each Ministry to shortlist candidates (maximum ratio of 3 applicants:1 award) based on PELT results (a 60 per cent score is needed in the preliminary EL test to be considered for the next stage)	<ul style="list-style-type: none">(A 60 per cent score is needed in the preliminary EL test to be considered for the next stage)		April	DAFA & GIROA Ministries	2.6, 2.7
17.	<ul style="list-style-type: none">Shortlisted (second listing) candidates undertake an IELTS test conducted by external ELT provider			April	IELTS test provider	2.6
18.	<ul style="list-style-type: none">After IELTS testing, each ministry meets with DAFA separately to re-shortlist candidates from its ministry.Male candidates from Kabul must achieve an IELTS score of 5.5 to be considered further.Outstanding female candidates, self-identified disabled candidates, and candidates from remote provinces who have an IELTS score of 4.5 or 5.0 continue to the next stage of the selection process	<ul style="list-style-type: none">DAFA proposes a short-list of non-ADS Strand A ministry candidates to AusAID for comment and/or endorsement - for interview later at Step 20 .(The same expectations relating to IELTS scores apply to the Open (UG) candidate selection process, as to the Public (PG) process.)	<ul style="list-style-type: none">DAFA proposes a short-list of ALA(S) candidates to AusAID for comment and/or endorsement - for interview later at Step 20 .(The same expectations relating to IELTS scores apply to the Open (UG) candidate selection process, as to the Public (PG) process.)	April	DAFA & GIROA Ministries	2.6, 3.1, 3.2
19.	<ul style="list-style-type: none">The <i>Independent Selection</i>	<ul style="list-style-type: none">An expanded <i>Independent</i>	<ul style="list-style-type: none">The expanded <i>Independent</i>	April	ISC members &	1.4.3

	<p><i>Committee</i>, (initially) comprising representatives of MoF⁸⁹, MoE, MoHE, CSC, MoFA, DAFA (AusAID does not participate in this process as it needs to remain independent as the final decision maker in allocating awards), meets to review applications for postgraduate ADS, and to agree an interview short list of up to 60 public sector candidates for in-Australia postgraduate studies and up to 12 for Ancillary Awards</p> <ul style="list-style-type: none"> ISC supported by an Australian Academic Adviser) 	<p><i>Selection Committee</i>⁹⁰, comprising representatives of MoF, MoE, MoHE, CSC, MoFA, DAFA, and two representatives of the non-government sector (one business sector representative and one NGO/CSO representative) meets to review all applications (public sector, private sector and NGO/CSO) for undergraduate ADS, and to agree an interview short list of up to 30 candidates for in-Malaysia undergraduate studies and up to 8 for Ancillary Awards.</p>	<p><i>Selection Committee plus AusAID</i> meets to review all applications for ALA(Scholarships), and to agree an interview short list of up to 15 candidates for ALA(S) (if not already included in the PG or UG shortlist)</p>		DAFA + DAFA Academic Adviser as observer	
20.	<ul style="list-style-type: none"> The <i>Independent Selection Committee</i> convenes and interviews shortlisted in-Australia postgraduate (ministry) ADS candidates to achieve a public sector list of recommended awardees of 36 (6 per ministry) awardees, including disadvantaged candidates identified in step 18. 	<ul style="list-style-type: none"> The expanded <i>Independent Selection Committee</i> convenes and interviews shortlisted in-Malaysia postgraduate (ministry) ADS candidates to achieve an "Open" list of 15 recommended awardees. (Total of 15 awardees required, to be allocated equally to the three campuses, minimum of five from each private and NGO sectors, including disadvantaged candidates identified in step 18). 	<ul style="list-style-type: none"> The expanded <i>Independent Selection Committee</i> convenes and interviews shortlisted ALA(S) candidates to achieve a list of between 5 and 10 recommended ALA(S) Awardees 	May	ISC members & DAFA	1.4.3, 2.7
21.	<ul style="list-style-type: none"> The <i>Independent Selection Committee</i> submits its recommendations to AusAID for consideration - including proposed recipients of Ancillary Awards, who will proceed automatically to ADS studies, subject to successful 	<ul style="list-style-type: none"> The expanded <i>Independent Selection Committee</i> submits its recommendations to AusAID for consideration - including proposed recipients of Ancillary Awards, who will proceed automatically to ADS studies, subject to successful 	<ul style="list-style-type: none"> The expanded <i>Independent Selection Committee</i> submits its ALA(S) recommendations to AusAID for consideration by AusAID Canberra (interdepartmental selection panel) within the overall global 	May-June	AusAID ISC & DAFA	1.4.1, 1.4.2, 2.4, 2.6, 2.7, 2.8, 3.4

⁸⁹ Although the MoF is (from 2011) a potential recipient of Australia Awards, their role within the broader GIRoA is highly significant. Therefore, to avoid potential concerns about undue influence, MoF will be restricted to a maximum of 20 per cent of available PG awards

⁹⁰ While selecting successful applicants for the Malaysia-based undergraduate ADS program, the JSC will be expanded to include a representative of one of the following organisations, as determined annually by AusAID Afghanistan: Afghan Women's Business Federation (AWBF); Afghanistan Business Council (ABC); Afghanistan Investment Support agency (AISA); Afghan Chamber of Commerce and Industries (ACCI) - and a representative of a Kabul-based CSO/NGO.

	completion of their Ancillary Award studies. <ul style="list-style-type: none">Two-three reserve candidates for each ministry are also agreed (flexible # depending on ministry distribution of disadvantaged candidates).	completion of their Ancillary Award studies. <ul style="list-style-type: none">Up to six reserve candidates are also agreed	allocation of 200 ALA Scholarships. <ul style="list-style-type: none">Up to three (approved) reserve candidates are also agreed – and included in list submitted to Canberra			
22.	<ul style="list-style-type: none">AusAID either seeks further information on recommended candidates and/or endorses <i>Independent Selection Committee's</i> recommendations for Postgraduate, in-Australia studies (Public category); and the (<i>expanded</i>) <i>Independent Selection Committee's</i> recommendations for Undergraduate, in-Malaysia studies.			June	AusAID, expanded ISC & DAFA	3.1, 3.2, 3.4.1
23.	<ul style="list-style-type: none">AusAID informs successful candidates, including those women, disabled persons and candidates from remote provinces whose IELTS score is less than 5.5, but who have aptitude for and commitment to completing an ADS program if their English language levels can be improved, advising that they are eligible for an Ancillary Award, which may allow them to accept an Australia Award/ unsuccessful candidates.Reserve candidates advisedUnsuccessful candidates advised	<ul style="list-style-type: none">AusAID informs successful candidates, including those women, disabled persons and candidates from remote provinces whose IELTS score is less than 5.5, but who have aptitude and commitment completing an ADS program if their English language levels can be improved <i>to 6.5 +</i>, advising that they are eligible for an Ancillary Award, which may allow them to accept an Australia Award.Reserve candidates advisedUnsuccessful ALAS candidates advised		July	DAFA, on behalf of AusAID	2.6, 2.9, 2.10, 3.1, 3.2, 3.4.1, Appendix A
24.	<ul style="list-style-type: none">Ancillary Award recipients begin in-Afghanistan English Language program	<ul style="list-style-type: none">Ancillary Award recipients begin in-Afghanistan English Language program		July	Ancillary Award recipients, DAFA & ELT provider in Kabul	2.6, 2.9
25.	<ul style="list-style-type: none">DAFA collaborates with successful candidates in selecting / confirming appropriate courses – includes detailed, candidate-specific discussions with identified Australian institutions			August - September	DAFA, successful candidates	2.7, 2.8, 2.9, 2.10, 3.1, 3.2, 3.3
26.	<ul style="list-style-type: none">After courses are selected, DAFA requests informal application for placement to Australian institutions (Australia or Malaysia), including those candidates	<ul style="list-style-type: none">After <i>pre-arranged courses are confirmed</i>, DAFA requests informal		September	DAFA, Australian	1.4.4, 3.2, 3.3, 3.4

	undertaking an Ancillary Award and whose enrolment may be subject to achieving a 5.5 or above IELTS score	application for placement to Australian institutions, including those candidates undertaking an Ancillary Award and whose enrolment may be subject to <i>achieving a 6.5 or above IELTS score.</i>		institutions	
27.	▪ Institutions confirm with DAFA if a place can be offered - or not		September	Institutions, DAFA	1.4.4, 2.6, 3.2, 3.3, 3.4
28.	▪ DAFA enters formal RFP into OASIS and institutions approve accordingly		October	DAFA	1.4.3, 1.4.4
29.	▪ DAFA produces the ADS student contracts from OASIS for signature by Afghanistan Section and the student. Scholarships Section produces ALA(S) contracts for signature		October	DAFA, accepted students, DAFA Kabul	2.10, 3.1
30.	<ul style="list-style-type: none"> ▪ Successful Ancillary Awards participants (IELTS score now 5.5 or above), and if endorsed by the identified Australian institution, offered entry into ADS program, after assessing individual success likelihood and range of scholarships being awarded for that intake. ▪ Any participants in the Ancillary Awards program who fail to achieve an IELTS score of 5.5 are replaced by a reserve candidate (who will be unlikely to be able to start his/her in-Australia or in-Malaysia course until Semester 2 of the following year (July) to allow time for course endorsement by university, visa and health processes) 	<ul style="list-style-type: none"> ▪ Successful Ancillary Awards participants (IELTS score now 6.5 or above) advised that they will be included in the Afghanistan ALAS shortlist to be submitted to Scholarships Section <i>in the following year.</i> 	October - January	DAFA	2.9, 2.10, 3.1, 3.2, 3.3, Appendix A
31.	▪ DAFA supports awardees in obtaining visa and health checks - and lodges visa applications at DIAC, Australian High Commission Islamabad; and through DFA (Malaysian Consulate-General in Dubai), supported by representatives of Australian institutions in Malaysia, for Malaysian campus students (including necessary GoM "Student Pass").		October - November	DAFA, awardees	3.1, 3.2, 3.5
32.	▪ DAFA arranges travel for students and conducts detailed pre-departure and cultural awareness briefings for all successful candidates – 5 days' duration		December - January	DAFA, awardees,	3.5, 4.1, 4.2
33.	▪ ADS & ALA(S) Awardees mobilised and begin studies in Australia or Malaysia (preceded, if required by the enrolling university, a PCE program – <i>(PCE not available to ALAs).</i>)		January or July	DAFA, awardees, Australian institutions	4.1, 4.2, 4.3, 5.1, 5.2, 5.3, 5.7, 5.8
34.	▪ On-going in-Australia support by DAFA Australia-based representative(s), and	▪ LDP and workshops, plus coaching	On-going	DAFA	5.2, 5.3, 5.4,

	by DAFA Academic Adviser, particularly in the first six months and final semester ▪ Support includes ongoing variations / extensions and related roles	& possible sector placement for ALAs			5.8, 6.1, Appendix D
35.	▪ Graduates return to Afghanistan – debriefing, reintegration & alumni support		On-going	DAFA, Afghanistan Section graduates	6.1, 6.2, 6.3, 6.4, 6.5, 6.6

Annexe 6: ALA (Fellowships) course development process

ALAF Step	Approximate timing (Cyclical)	Responsibility	Refer also ALA-F Guidelines booklet
1. AusAID (Scholarships Section) determines priority areas for ALAF for the next year / rounds of applications	<i>10-12 weeks before start of round (two rounds / year)</i>	AusAID Canberra	1.3, 7, 11
2. AusAID advertise availability of ALAF programs in Australian press and update website, etc		Scholarships Section	2, 3.1, 3.2
3. Potential AHOs engage with partner organisation(s) overseas, and arrange letter of support		AHO / Posts	5.1, 5.2, 5.3
4. ALAF Secretariat responds to inquiries		Scholarships Section	
5. Applications received, data entered into Access database		Scholarships Section	6, 8.1
6. ALAF Secretariat (SS) perform eligibility check of applications from AHOs		Scholarships Section	8.1
7. Non-compliant applications eliminated; and compliant applications' database updated if required	Six weeks allowed	Scholarships Section	8.1
8. Posts, Desks, Thematic areas provide feedback on ALAF AHO applications; consolidated by ALAF Secretariat		Posts, Desks, etc	
9. Internal Working Group (IWG) assess and rank all eligible applications using SS-provided "Assessment Package"; prepares recommendations for ISP	Two weeks	IWG Secretariat service by Scholarships Section	8.3, 8.4 (Table 1)
10. Selection Panel members for ISP confirmed			
11. Interdepartmental Selection Panel (ISP) reviews IWG recommendations (scores and ranks) and determines which proposals receive funding (or parts of proposals) using SS-provided "Assessment Package"	Two weeks	ISP	8.3
12. ALAF (Scholarships section) negotiates budget and funding bids		Scholarships Section	9
13. Minute to ADG for approval and endorsement		Scholarships Section	
14. Posts advised of outcomes		Posts	
15. Successful & unsuccessful applying AHOs advised		Scholarships Section	
16. Contract negotiations undertaken – if required		AHO & S.Section	9
17. Program implemented: inquiries from AHO, check progress of fellowships	From 2 weeks to 12 months Comment, input, etc by SS as/if required	AHO & Scholarships Section	9.1
18. Program completed and ACR submitted (Funds acquittal, AHO report, Individual Fellow reports, OS counterpart organisation report) Alumni functions		AHO, Posts Scholarships Section	10

19.	Individual program activity reviewed and expenditure acquitted; overall assessment of ALAF for previous year		Scholarships Section	10
20.	Reporting to senate, for ministerials, internal AusAID, etc		Scholarships Section	10

Annexe 7: Eligibility requirements for ADS and ALA study in Australia or Malaysia

	Australia (ADS) [36]	Australia (ALA) [est. 5-10-]	Malaysia (ADS) ⁹¹ [15 - total]
Australia Award	Australian Development Scholarship	Australian Leadership Award (Scholarship)	Australian Development Scholarship
Level	Postgraduate (predominantly Masters)	Postgraduate	Undergraduate
Sector	Public Only GIRoA Ministry personnel – (permanent public servants or contracted public servants)	Open Private sector, NGOs / CSOs, and public servants "	Open Private sector, civil society, and public servants
Discipline area	<ul style="list-style-type: none"> Proposed courses of study must align with the principles, goals and objectives of ANDS, and where appropriate, GIRoA National Priority Programs Potential Awardee must be an employee of and supported and endorsed by one of the following ministries: Ministry of Education (MoE), Ministry of Public Health (MoPH), Ministry of Agriculture Irrigation and Livestock (MAIL), Ministry of Rural Rehabilitation and Development (MRRD), Ministry of Finance (MoF), and the Ministry of Mines (MoM). For PhD applicants it must be able to be demonstrated that the planned research will have a direct benefit to the continuing development of Afghanistan. 	"Chosen field of study (must) equip them to play a significant role in addressing, researching or combating development challenges in their country (Afghanistan) or the region"	<p>Potential awardee must select a course of study which aligns with one of more of the following country program priorities / pillars:</p> <ul style="list-style-type: none"> enhancing basic service delivery in health and education supporting rural development and livelihoods improving governance and the effectiveness of the Afghan Government supporting vulnerable populations. <p>Where possible, unless rationale & justification provided, the following discipline areas are preferred:</p> <ul style="list-style-type: none"> Civil, chemical, electrical, extractive industry, mechanical or computer system engineering Environmental, geological, or computer science(s) Biotechnology Public Financial Mgt Rural Development including agriculture, WRM, and irrigation
Entry-level qualification required ⁹²	Minimum of 11 years of secondary education; or successfully completed two-years of Kabul University UG degree; or international baccalaureate (diploma); or negotiated, one-year foundation course / program at Australian campus	Appropriate undergraduate degree completed, acceptable under the AQF guidelines	12 years of secondary education; or successfully completed two-years of Kabul University UG degree; or negotiated, one-year foundation course / program at Malaysian campus

⁹¹ All three Australian universities currently operating campuses in Malaysia offer some courses of study across both the Australian and Malaysia campuses. Although this flexibility could contribute to gender equity and disability graduate outcomes, it is recommended that any such (subsequent) split campus program should await a review of the first year's in-Malaysia undergraduate program.

⁹² Must also meet the entry requirements of the Australian tertiary institution (in Australia or Malaysia) at which applicant wishes to enrol.

	+ Appropriate undergraduate degree completed, at an institution acceptable under the AQF guidelines		
English language level sought/required	5.5 Unless lower score (5.0) negotiated by DAFA with university, subject to a PCE course in Australia ⁹³	6.5 Unless lower score negotiated by DAFA with university	5.5 Unless entry into a PCE agreed by participating university campus in Malaysia and agreed by AusAID ⁹⁴
Duration	<ul style="list-style-type: none"> ▪ Masters - Maximum of two years ▪ PhD – Maximum of four years; (+ any agreed PCE or foundation course). 	<ul style="list-style-type: none"> ▪ Masters - Maximum of two years ▪ PhD – Maximum of four years. 	<ul style="list-style-type: none"> ▪ UG - Maximum of three years (except Engineering, = four years) (+ any agreed PCE or foundation course).
Applicant age & experience	<ul style="list-style-type: none"> ▪ No older than 45 at proposed course start ▪ Must have completed five years (total) employment with a GIRoA Ministry or related agency at time of application 	<ul style="list-style-type: none"> ▪ No older than 50 at proposed course start; and preferably aged between 30 and 40 ▪ Must have worked in Afghanistan for a minimum of 10 years (total, not necessarily continuous) ▪ Must currently be in a position of leadership (or identified by employer / Ministry as a potential leader in the short term.) 	<ul style="list-style-type: none"> ▪ Aged between 25 and 40 at time of application
Bond	Applicants must commit to return to Afghanistan for at least two years following conclusion of the award.		

⁹³ Women candidates, persons from remote provinces and disabled persons - who indicate a high likelihood of success and who have an IELTS score between 4.5 and 5.5 - will be eligible for an Ancillary Award, which will offer in-Afghanistan English language training. However, the successful completion of the Ancillary Award does not necessarily guarantee an Australian Development Scholarship in an Australian Institution (or Malaysian campus of an Australian institution.)

⁹⁴ See footnote # 90

Annexe 8: Conditions for ADS (UP & PG) awardees enrolled in Australia and in Malaysia

	Australia (standard AusAID conditions)	Malaysia campus conditions
Tuition Fees	Academic fees and other compulsory fees applying to international students undertaking the same course paid by AusAID (Canberra) directly to the Institution	Academic fees and other compulsory fees applying to international students undertaking an undergraduate course at the Malaysian campus of the Australian university are paid by AusAID (Canberra) directly to the (Australian head) Institution.
Introductory Academic Program (IAP)	The provision of a 4-6 week Introductory Academic Program prior to the commencement of studies.	The provision of a 4-6 week Introductory Academic Program prior to the commencement of studies.
Travel	Payment of a single return, economy class airfare to and from Australia, via the most direct route.	Payment of a single return, economy class airfare to and from Malaysia, via the most direct route.
Establishment Allowance	A contribution of A\$5,000 towards expenses such as rental bonds, text books, study materials, additional medical insurance, home contents insurance etc.	A contribution of A\$2,500 towards expenses such as rental bonds, text books, study materials, additional medical insurance, home contents insurance etc.
Contribution to Living Expenses (Stipend)	A fortnightly Contribution to Living Expenses (CLE) paid at the standard rate determined by AusAID	A fortnightly Contribution to Living Expenses (CLE) paid at 40 per cent of the rate determined by AusAID for Australia-based <i>Australia Awards</i> students ⁹⁵
Overseas Student Health Cover (OSHC)	OSHC is provided to cover the Awardee's basic medical costs. Awardees may purchase, at their own expense, additional medical insurance to cover ancillary services such as dentist, optometrist, physiotherapist etc.	OSHC is not provided to Malaysia-based students. Awardees will be provided with medical insurance to cover basic medical services – to an estimated annual limit of \$300, organised by DAFA. ⁹⁶
Where applicable		
Pre-Course English (PCE)	PCE in Australia may be provided for up to 12 months, if deemed necessary by the Institution and approved by the Post. It is highly likely that most Afghan students will require between 6-12 months PCE.	PCE in Malaysia may be provided for up to 12 months, if deemed necessary by the Institution and approved by the Post. It is likely that most Afghan students will require between 6-12 months PCE.
Supplementary Academic Support (also referred to as Tutorial Assistance)	Provided when essential to improving an Awardee's performance to ensure their academic success. (Refer also to Afghanistan <i>Access and Equity Fund</i> notes for additional benefits)	Provided when essential to improving an Awardee's performance to ensure their academic success. (Refer also to Afghanistan <i>Access and Equity Fund</i> notes for additional benefits)
Reunion Airfare Entitlement	The reunion airfare entitlement is available to unaccompanied and single awardees, dependent upon length and level of course.	Reunion airfare entitlement will be available to unaccompanied and single awardees, dependent upon length and level of course.
Fieldwork	One return economy class airfare via the most direct route may be approved for eligible research Awardees to their country of citizenship or within Australia.	Undergraduate level, therefore condition / benefit will not apply.
ALAS Awardees		

⁹⁵ Pro-rata rate for Malaysia based on Mercer Consumer Price + Rent Cost of Living Index, 2011

⁹⁶ Estimated upper limit, assuming basic medical and hospital cover; refer ING

Leadership Development Program	Costs associated with participating in the ALA <i>Leadership Development Program</i> are covered by AusAID	ALA (Scholarships) are not available for study in Malaysia
---------------------------------------	--	--

Annexe 9: Improving access to education and training options in Afghanistan

As noted in the *Draft Design Document* body text, severe and extreme gender inequalities exist in Afghanistan. The challenges in addressing and redressing these inequalities are extensive and will take many generations of change before positive outcomes will be achieved - and observed. Australia (and other country) scholarships' programs are usually effective strategies to resolve such inequalities. Unfortunately this does not apply to the current Afghan social environment, and in fact, the inequity in the number of scholarships applied for and awarded to women is often further entrenched – unconsciously - by the ADS program itself. If potential women scholarship applicants observe the extreme difficulty in gaining a scholarship because of domestic, cultural, or academic (EL) impediments, they are often disinclined to *even seek* a scholarship in the first instance.

AusAID has noted that working with partner countries to strengthen their capacity to implement and monitor gender equality measures is a fundamental requirement of all development interventions⁹⁷. While the AusAID gender guidelines propose that to obtain results, partner government commitment is essential to achieving progress, such commitment is not automatically or easily achieved in Afghanistan. In the case of Afghanistan, Australian assistance *is* carefully aligned with the country's "priorities and policy frameworks, and does address their particular capacity constraints", but – irrespective of the flexibility in the approach Australia has adopted to other operating challenges in Afghanistan, the options for innovative strategies to achieve gender equity in DAFA's programs are very limited.

Asia Foundation annual surveys have provided excellent baseline data on women (and other social environment) issues in Afghanistan. Such regular monitoring of achievements (or lack of same) is an effective mechanism to ensure that issues of gender inequality are constantly at the forefront of the minds of GIROA decision makers, other donor agencies and NGOs/CSOs. DAFA Phase III has a far greater potential role (with AusAID) in ensuring a high profile of gender equality successes in Afghanistan – particularly in terms of *Australia Awards* and the increasing impact an educated Afghan professional stream (both men and women) will have on resolving inequalities.

AusAID's gender guidelines propose that monitoring of gender equality results in country and regional programs through their annual performance updates will strengthen accountability, and help to identify areas where gender capacity building is needed, and, like the Asia Foundation analyses, will assist in measuring progress. However, the challenge for gender equity in Afghanistan is that such concepts are for the most part at a stage well before that of reporting progress. AusAID is aware that it must introduce specific strategies to make it easier for Afghan women to study away from their home or country. Without such strategies, it will not be possible to achieve the social and cultural change (and the economic benefits) that a more diverse workforce will provide.

In short, AusAID accepts the need to increase funding for and operational demands on the Afghanistan *Australia Awards* if it is to resolve the gender equality imbalance. Such funding will be used during DAFA Phase III to, among other potential strategies,:

- improve English language levels of high-potential women applicants (*Ancillary Awards*)
- if requested, fund the travel, visa and health services costs of a Maharam to accompany any Afghan woman successful in gaining an Australia Award to Australia or Malaysia (*Access and Equity Fund*).

To support these funded strategies, DAFA can, through networks already operated by CSO/NGOs, and the PRT, identify specific, potential Australia Awards women candidates who may be more flexible and "allowed" to study offshore, and assist them with their candidacy and application preparation.

The above strategies are clearly labour-intensive and costly. However, such additional resourcing is necessary for AusAID to meet its goals for both the Afghanistan program and the broader global *Australia Awards* initiative. Without a change in the attitudes of most males in Afghanistan, these practical approaches can only assist to some extent in increasing AusAID's and DAFA's goals for women's participation. While it would be inappropriate for DAFA III to become involved in programs to change cultural values and perspectives, it is incumbent on DAFA to continuously model and implement principles and practices of equal opportunity in its own operations.

In relation to specific DAFA activities to date, the facility has supported five activities specifically focused on women:

⁹⁷ Refer *Gender equality in Australia's Aid Program – why and how, 2007*

- MAIL Gender Adviser,
- Female Teacher Supply and Quality in Rural and Insecure Areas (Paktia and Uruzgan Provinces),
- Gender Policy and Strategy development in MRRD,
- Women's Foundation Skills Capacity Development in MAIL,
- Women in Leadership Program – also in MAIL.

Further, DAFA has reflected gender analysis and development strategies in the design of other (current) Phase II activities. Phase III activities will also reflect this commitment and improved monitoring will ensure that current and relevant gender participation data is available for both AusAID and the facility to better plan for future interventions.

Access by disabled persons and remote province communities: The Ancillary Awards program – as well as addressing the poorer English Language skills of Afghan women – will also be used to increase the ESL capacity of high-potential men and women from remote provinces or with a disability. Disabled persons, like women, will be able to access the *Access and Equity Fund* to assist in overcoming barriers to: (a) gaining information about *Australia Awards* program; (b) applying for an ADS or ALA Award; and (c) undertaking their studies in Australia or Malaysia.

Disability inclusive courses: Although such courses would be of significant value in informing graduates of *Australia Awards* programs, and thus increase their understanding of and receptiveness to the greater inclusion of persons with a disability, the existing demands of undergraduate, masters and PhD study programs in Australian (and Malaysian campus) universities will prohibit the addition of further study expectations. Nevertheless, disability inclusive studies and awareness raising activities can be included in the planned pre-departure and reintegration workshops for ADS awardees and graduates. Similarly, potential ALA(S) applicants will be encouraged to consider an ALA Scholarship focus (through mentoring and attachments in Australia) on developing strategies to mainstream disability issues across GIROA ministries' planning, stakeholder consultation and services provision.

Awardee Selection: Two Australia Award selection committees for Afghanistan will apply during DAFA Phase III. One committee will assess and select candidates for the in-Australia ADS program, and the second will assess and select candidates for the in-Malaysia program and ALA(S). The second committee will be an expanded version of the first PG ADS ISC that includes one representative of a Kabul-based CSO/NGO and a single representative of *one* of the following organisations, as determined annually by AusAID Afghanistan:

- Afghan Women's Business Federation (AWBF)
- Afghanistan Business Council (ABC)
- Afghanistan Investment Support agency (AISA)
- Afghan Chamber of Commerce and Industries (ACCI).

As noted previously, AusAID will participate in the preparation of DAPs, short-listing, and preliminary selection activities, and (depending on availability) may participate in the ISCs. The membership of the ISCs will reflect gender equality principles and practice.

DAFA will be represented on both Independent Selection Committees as well as performing a Secretariat function for the ISCs. Further information concerning *Australia Awards* eligibility, processes and conditions is contained in Annexes 7 and 8.

Annexe 10: ADS Desired applicant profiles (DAPs)

Desired applicant profile – Australian Development Scholarships (Postgraduate) Course Location: Australian University Sector: Public (Government employees of targeted ministries)	
Priority Fields	<p>Postgraduate (Masters) ADS award are for study at an Australian University. These awards are “Public” awards, which means that they available to Government of Afghanistan employees who meet the specified selection criteria including being employed by one of the following Ministries:</p> <ul style="list-style-type: none"> ▪ Ministry of Education ▪ Ministry of Rural Rehabilitation and Development ▪ Ministry of Public Health ▪ Ministry of Agriculture, Irrigation and Livestock ▪ Ministry of Finance ▪ Ministry of Mines. <p>Fields of study will reflect the capacity development needs of each of the Ministries in the areas of health, agriculture, rural development, education, mining, finance and governance. Government of Afghanistan Ministries are responsible for identifying capacity needs that may be addressed through Postgraduate study awards in Australia, and will advise employees of those priority areas on an annual basis, prior to application.</p>
Target Group	<ul style="list-style-type: none"> ▪ You are a national of Afghanistan, and not resident in Australia. ▪ You are a mid-career professional working in a targeted Government of Afghanistan Ministry (as a public servant or a contractor) in one of the priority fields of study identified by your Ministry. ▪ You wish to undertake a Masters degree in Australia in a field of study supported by your Ministry. ▪ You have a clear vision for how you will use the knowledge gained through your degree to improve policy, practice or education in Afghanistan in your proposed field of study. ▪ Female candidates, people from remote or rural provinces, and disabled persons are encouraged to apply.
Eligibility	<ul style="list-style-type: none"> ▪ You have not held an Australian-government funded scholarship in the preceding two years at time of application. ▪ You are not already studying at an Australian institution at time of application. ▪ You must not already hold, or be studying for, a recognized university Masters degree. ▪ You must meet the entry requirements of the Australian tertiary institution at which you seek to study. ▪ You are not employed by the Australian government or by an Australian government contractor ▪ You must currently be working in a role relevant to your proposed field of study, have the support of your Deputy Minister to undertake your proposed field of study, and be directly involved in research, policy development, extension or management roles. ▪ You must be willing to make a formal commitment to return to your Ministry following completion of the award ▪ You must have English proficiency of a standard at least equivalent to IELTS 5.0 or higher (or 4.5 if you are a female candidate, or a candidate with a disability - or if you are working in the provincial office of one of the targeted Ministries.) ▪ You must be aged no older than 50 at the time of your application. ▪ You must meet the general minimum eligibility criteria for Australian Development Scholarships (see <i>Australia Awards</i> website)
Support Service Options	<ul style="list-style-type: none"> ▪ Preference will be given to applicants for Masters degrees; scholarships for PhD study will be awarded only in exceptional circumstances, and where it can be demonstrated that studies at that Doctorate level will have a direct benefit to the continuing development of Afghanistan. ▪ Special needs assistance will be considered as deemed appropriate - on a case-by-case basis. ▪ Standard ADS support conditions for awardees (see <i>Australia Awards</i> website). ▪ Provision of IELTS tests for shortlisted candidates.

	<ul style="list-style-type: none"> ▪ (On a case-by-case basis) provision of Pre-course English language training in Australia (up to 12 months) for successful candidates at an IELTS level between 5.0 and 6.5. ▪ Course advice prior to and during studies.
--	---

Desired applicant profile – Australian Development Scholarships (Undergraduate) Course Location: Australian University Campus in Malaysia Sectors: Open (public, private or civil society)	
Priority Fields	<p>Undergraduate ADS award are for study at a Malaysian campus of an Australian University. These awards are "Open" awards, which means that they available to the general public who meet the specified selection criteria including being employed in the priority sectors.</p> <p>Potential awardee must select a course of study which aligns with one of more of the following country program priorities / pillars:</p> <ul style="list-style-type: none"> ▪ enhancing basic service delivery in health and education ▪ supporting rural development and livelihoods ▪ improving governance and the effectiveness of the Afghan Government ▪ supporting vulnerable populations. <p>Where possible, unless rationale & justification is provided by the applicant, the following discipline areas are preferred:</p> <ul style="list-style-type: none"> ▪ Civil, chemical, electrical, extractive industry, mechanical or computer system engineering ▪ Environmental, geological, or computer science(s) ▪ Biotechnology ▪ Maternal and child health ▪ Public Financial Management ▪ Public sector management ▪ Management in the private sector or NGOs ▪ Rural Development including agriculture, water resource management, and irrigation ▪ Support for vulnerable populations.
Target Group	<ul style="list-style-type: none"> ▪ You are a national of Afghanistan, and not resident in Australia. ▪ You are an early- (or mid-) career professional working in a public, private or civil society sector role in one of the listed priority fields of study. ▪ You wish to undertake a three-year Australian Undergraduate Degree (four years for engineering) at the Malaysian campus of an Australian university in a field of study supported by your current employer, and in one of the listed priority fields of study (see above). ▪ You have a clear vision for how you will use the knowledge gained through your degree to improve policy, practice or education in Afghanistan in your proposed field of study. ▪ Female candidates, people from remote or rural provinces, and disabled persons are encouraged to apply.
Eligibility	<ul style="list-style-type: none"> ▪ You have not held an Australian-government funded scholarship in the preceding two years at time of application. ▪ You are not already studying at an Australian institution at time of application. ▪ You must meet the entry requirements of the Australian campuses in Malaysia of Australian tertiary institutions. ▪ You must have at least three years' post-graduation work experience in a role relevant to your proposed field of study, and have the support of your employer to undertake your proposed field of study. ▪ Applicants <i>not currently employed</i> but meeting other requirements of this DAP and who have been employed for at least three years within the past six years in an area related to their selected study field may also be considered. ▪ You must be willing to make a formal commitment to return to your current employment following completion of the award ▪ You must have English proficiency of a standard at least equivalent to IELTS 5.0 for a three-year course (or 5.5 IELTS for a four-year Engineering course; or 4.5 if you are a female candidate, or a candidate with a disability - or if you are from a remote province.) ▪ You must be aged between 25 and 40 at the date of your application. ▪ You must meet the general minimum eligibility criteria for Australian Development Scholarships

	(see <i>Australia Awards</i> website).
Support Service Options	<ul style="list-style-type: none"> ▪ Special needs assistance as deemed appropriate on a case-by-case basis. ▪ Standard ADS support conditions for awardees (see <i>Australia Awards</i> website). ▪ Provision of IELTS tests for shortlisted candidates. ▪ (On a case-by-case basis) Provision of Pre-course English language training and/or Foundation studies at the Australian campuses in Malaysia (up to 12 months total) for successful candidates at an IELTS level between 5.0 and 6.5. ▪ Course advice prior to and during studies.

Annexe 11: Proposed operating parameters for the *Ancillary Awards* program

As noted in the December 2010 *ADS Scoping Study Report*, the last three ADS intakes in Afghanistan involved a ratio of only one woman to six men. The DAFA Phase III program will proactively assist historically or socially disadvantaged women, disabled persons and residents of remote and rural provinces to compete with (relatively privileged) males.

Not only is there a limited number of female awardees, but also currently a shortage of female candidates, while those who do apply often do not have the minimum IELTS entry requirement for PCE training in Australia (limited to 12 months). Furthermore, potentially eligible female candidates may not apply for cultural and other reasons.

The *Ancillary Awards* program⁹⁸ is directed at female candidates and provincial and disabled candidates of both sexes with an IELTS score at 4.5 – 5.0, *but* who are assessed by the *Independent Selection Committee* as highly suitable – although needing ELT and Study Skills training before they could enter and complete successfully a 12-month PCE training course in Australia or in Malaysia. *Ancillary Awards* study will require a full-time commitment in Kabul by participants for a period of *up to* 12 months, as outlined below: In special circumstances, and on a case-by-case basis, support may also be provided for the support of a maharam or a carer.

	Ancillary Award stage	Approximate date	Responsibility
1.	DAFA identifies potential Ancillary Award program ⁹⁹ (40 weeks) providers through an <i>Expression of Interest</i> process, seeking information relating to curricula, assessment, resources – and a cost estimate for a range of participant numbers	Prior to May annually	DAFA
2.	Independent Selection Committee recommends ADS awardees, and seeks approval from AusAID	June-July	ISC, AusAID
3.	AusAID also informs those women, disabled and remote province candidates whose IELTS score is 4.5 - 5.0, but who have aptitude and commitment completing an ADS program if their English language levels can be improved	July	DAFA, on behalf of AusAID
4.	DAFA provides one-on-one counselling with above candidates to determine interest in and capacity to undertake Ancillary Award program	July	DAFA, on behalf of AusAID
5.	Potential Ancillary Award providers submit quotation based on confirmed participant numbers and agreed curricula	July	Providers
6.	Ancillary Award program provider confirmed	July	DAFA
7.	Confirmed Ancillary Award recipients begin in-Afghanistan English Language program – of 40 weeks	July	Ancillary Award recipients, DAFA & ELT provider in Kabul
8.	Successful ADS Ancillary Awards participants (IELTS score now 5.5 or above) advised of offer of likely entry into ADS program, if agreed by intended institution. ¹⁰⁰	May/June following year	DAFA, for AusAID

⁹⁸ The Ancillary Awards program is a pilot; therefore, DAFA Phase III communications will ensure that expectations will not be created that the Ancillary Awards will become a permanent feature of the Australia Awards program in Afghanistan.

⁹⁹ The potential number of Ancillary Award participants will vary from year to year and is therefore difficult to quantify for organisational and/or budget purposes. However, by assuming:

- desired gender ratio of 50 per cent female awardees and an existing ratio of 14 per cent;
- planned 42 ADS in-Australia *Public category* students per year;
- planned 15 ADS in-Australia *Open category* students per year;
- and a potential Ancillary Award success rate of 60 per cent;

an estimated maximum of 12 Ancillary Award participants for the Public Category and 8 for the Open Category is achieved.

¹⁰⁰ As noted in the table, successful Ancillary Award graduates would be unlikely to complete all necessary actions in time for a Semester 2 start. Accordingly, it is expected that all successful Ancillary Award candidates will plan to begin their course (or PCE) studies in Semester 1 as part of the following year's ADS or ALA intake.

9.	Successful ALA(S) Ancillary Awards participants (IELTS score now 6.5 or above) advised of their nomination to Scholarships Section in following year	November	DAFA for AusAID
10.	DAFA collaborates with successful ADS Ancillary Award candidates in confirming appropriate courses – includes detailed, candidate-specific discussions with identified Australian institutions ¹⁰¹	November-December	DAFA, successful candidates
11.	After courses are selected, DAFA sends informal application for placement of successful ADS Ancillary Award graduates to Australian institutions	December-January	DAFA, Australian institutions
12.	Institutions confirm with DAFA if a place can be offered to the ADS Ancillary Award graduate - or not	January-February	Institutions, DAFA
13.	DAFA enters formal RFP into OASIS and institutions approve accordingly	February	DAFA
14.	DAFA produces the student contracts from OASIS for signature by AusAID and the student	February	DAFA, uni-accepted students, DAFA Kabul
15.	DAFA supports awardees in obtaining visa and health checks - and lodges visa applications at DIAC, Australian High Commission Islamabad; and through DFA (Malaysian Consulate-General in Dubai), supported by representatives of Australian institutions in Malaysia, for Malaysian campus students (including necessary GoM "Student Pass").	March-May	DAFA, awardees
16.	DAFA arranges travel for students and conducts detailed pre-departure and cultural awareness briefings for all successful candidates – 5 days' duration	June	DAFA, awardees,
17.	ADS Awardees mobilised and begin studies in Australia or Malaysia (proceeded, if required by the enrolling university, a PCE program.)	July	DAFA, awardees, Australian institutions
18.	On-going in-Australia support by DAFA Managing Contractor Australia-based representative(s), DAFA Academic Advisers, and dedicated university-level Islamic student support services		DAFA
19.	Graduates return to Afghanistan – debriefing, reintegration & alumni support		DAFA, AusAID Kabul, graduates

The estimated budget for the (pilot) Ancillary Awards program assumes a total (annual) cost (for 20 participants) of \$1.5 million (including course costs, individual participant resources, accommodation, living allowances and travel (and a notional allocation for chaperones or carers for an estimated one-half of the Ancillary Award program participants).¹⁰²

The *Scoping Study Report* also identified a series of potential measures that could be considered by the DAFA Phase III MC to foster gender equity and to help increase the number of female candidates and awardees. As noted already in Section 4.4.1, these potential additional measures follow below:

- Improved advertising and extending its reach beyond mainstream networks and media whereby the MC supplements the advertising currently conducted within Ministries to ensure that female candidates understand the value of support mechanisms that could be available to them.
- Exploring options (in consultation with DIAC staff in Canberra) for the use of potential *Student-Guardian* visas chaperones or maharams to accompany successful, single women graduates who are qualified but who for cultural reasons are not willing or otherwise unable to travel and live overseas.

¹⁰¹ These candidates would additionally receive the same level of support available to all successful candidates - such as course advice and enhanced pre-departure training.

¹⁰² Estimates based on a total course cost (per annum) of approximately \$40,000; a monthly living allowance (per participant) of \$1,100; and a similar living allowance for chaperones / carers of one-half of the participants

- Workshops conducted by the MC, in conjunction with Ministry staff, for potential female candidates to encourage those that may be qualified to apply. The workshops would focus on the family-friendly aspects of the ADS program and allow a range of issues of particular concern to women to be addressed.
- Exploring with selected universities whether special arrangements could be made for female students from Afghanistan, e.g., finding appropriate home stay opportunities for Muslim female students needing such support.
- Encouraging female candidates to consider undergraduate study at the campuses of Australian universities in Malaysia, where cultural issues are likely to impede their participation in a course in Australia.

Annexe 12: Proposed operating parameters for the *Access and Equity Fund*

In addition to the services offered by institutions in Australia for minority sector individuals, the DAFA Phase III program design incorporates an *Access and Equity Fund* available to awardees with accessibility issues.¹⁰³ While studying in Australia or Malaysia, AusAID and the Australian host institution will ensure a reasonable level of support is offered to an awardee.¹⁰⁴ Access to the *Access and Equity Fund* will usually be required during an awardee's off-shore studies. However this will not preclude the *Fund* from supporting potential disadvantaged applicants at the application and interview stages.

To assess support needs, appropriate assistance and the capacity of relevant institutions, awardees with a disability or specific educational requirements need will be asked to provide details of their requirements in their initial application, and will be required to provide more detailed information prior to a formal offer being made. This information is bound by Australian privacy laws and as such will be disclosed to universities and other service providers only to facilitate an accessible learning environment.

Potential accessibility issues could include:

- inability to travel to Kabul for interview without a chaperone or carer (for financial reasons)
- restrictions on capacity to participate in an international study program (because of gender, travel and related costs for a chaperone or maharam may be required)
- physical disabilities that present additional challenges to on-award students (visually impaired, other mobility access issues)
- restrictions resulting from religious beliefs (inability to access lectures on specific days or within particular environments)
- constraints existing as a result of visa requirements (for applicants and/or accompanying persons)
- in-Australia or in-Malaysia additional medical services beyond the standard OSHC (or Malaysian equivalent) program (essential medication and medical services)
- services and/or equipment not available through the awardee's overseas health cover (OSHC) or course provider, but required to ensure the academic success of the awardee (disability impact reduction devices, family member carer).

ADS applicants *will not be able to apply* for support through the *Access and Equity Fund*. Access to the *Access and Equity Fund* will be assessed by the DAFA Phase III MC on a case-by-case basis - and will be *initially endorsed* during the selection phase. As an award is confirmed with a host university (in Australia or Malaysia), and refined during the placement phase, specific funding needs will be clarified and an individual awardee budget assigned. The DAFA III MC will seek approval from AusAID for the allocation of funds accordingly – where the funds to be allocated to an individual applicant or awardee for each specific purpose exceeds \$2,500.

Award application processes will be adapted to ensure accessibility. For example assistance will as far as practicable be provided in the preparation of applications and in accessible formats if requested. Travel information and potential travel assistance will be covered in DAFA III MC-developed guidelines and promotional material, and promoted in the advertising process.

All promotional material will enable women and men with a disability to inform the program of any assistance they may need in completing or submitting applications. Application notices, advertisements and guidelines will clearly inform potential applicants that the purpose of requesting such information is to assist AusAID and potential training institutions to ensure accessibility of the *Australia Awards* program components. Awardees' right not to disclose their disability will be stated in relevant guidelines and materials.

¹⁰³ Note that AusAID is currently developing a policy and guidance of reasonable adjustments in AusAID's scholarships program. The Afghanistan Access and Equity Fund will be guided by this new policy.

¹⁰⁴ DAFA Phase III will ensure that where possible, women and people with disability are consulted in the implementation and review of the program, the program is accessible to women and men with disability, partner institutions are encouraged to abide by their obligations to facilitate the inclusion of awardees with disabilities, and adequate and appropriate information is disseminated to people with disability.

The estimated budget for the (pilot) *Access and Equity Fund* program assumes a total (annual) cost accessible by *potentially* up to 41 awardees in any single cohort per year, over a total three-year period of \$150,000.

Annexe 13: Short Course Award identification and approval processes

SCA stage (Schols section Pilot Program)	SCA (Post managed / funded)	Responsibility
Plan annual SCA program		
1. AusAID advises DAFA of sectors (and specific short training topics) that will align with Australia's strategic objectives for the Afghanistan Program during the next 12 months	1. DAFA consults initially with major stakeholder – AusAID, and subsequently (as directed by AusAID) with other stakeholders – GfRoA partner agencies, DevAds in Uruzgan, NGOs/CSOs operating in Afghanistan, other donors, and thematic areas – to determine key SCA focus areas, expected demand for courses, level of course, preferred location (Australia or Afghanistan) 2. AusAID advises DAFA of sectors (and specific short training topics) that will align with Australia's strategic objectives for the Afghanistan Program during the next 12 months	AusAID
2. DAFA consults initially with major stakeholder – AusAID and subsequently (as directed by AusAID) with other stakeholders – GfRoA partner agencies, DevAds in Uruzgan, NGOs/CSOs operating in Afghanistan, other donors, and thematic areas – to determine key SCA focus areas, expected demand for courses, level of course, preferred location (Australia, Afghanistan or regionally).		DAFA, with support from AusAID
Register Interest with AusAID Canberra		
3. As advised by AusAID, DAFA prepares brief <i>Registrations of Interest</i> (RoI) seeking support for proposed courses		DAFA
4. RoI submitted to AusAID Canberra – Scholarships Section ¹⁰⁵		AusAID
Develop course concept		
5. Develop broad course concept , including content, level, participant background & numbers, language, proposed schedule – collaboratively with potential participant groups	3. Develop broad course concept , including content, level, participant background & numbers, language, proposed schedule – collaboratively with potential participant groups	DAFA
	4. Submit Course Concept document to AusAID	DAFA
6. Submit Course Concept document (based on Scholarships Group template)		DAFA, through AusAID
Identify potential providers		
	5. Identify potential short course providers; either through AusAID's MUL, or independently	DAFA
7. AusAID Multi-user list (MUL) Providers with expertise in required discipline given Course Concept(s) for Afghanistan SCA		Scholarships Section
8. Potential Providers submit proposals in response to Course Concepts	6. Potential Providers submit proposals in response to Course Concepts ¹⁰⁶	Identified providers, or MUL providers

¹⁰⁵ Under AusAID's Enhancing Education Budget Measure, the Scholarships Section has funding for approximately 180 Short Course Awards annually for four years. For these SCAs the full costs are covered, including course fees, management fees, travel, accommodation, visas, insurance and stipends. In addition to this, Country Programs are able to fund and arrange their own courses, and some already have Short Courses included in their designs (e.g., Africa, the Philippines, the Pakistan Agricultural Scholarships and the Iraq Partnership Facility). AusAID is trying to move to a position where, regardless of the funding source, all SCAs use the same definition, the same conditions, with alumni of SCAs being included in local alumni associations and the Australia Awards alumni, included in tracer studies etc. This would allow all SCA graduates to be designated as an Australia Award recipient and can be reported as such. Africa, Pakistan and the Philippines have their own funding sources, and their MCs are managing the process entirely. Iraq has funded and managed their short courses in the past but this year are being funded through the Scholarships Section in AusAID Canberra, although the Baghdad Post/ MC is managing the complete process through the Facility. This proposed SCA process for Afghanistan assumes a similar approach to that being used in Iraq currently, but with greater AusAID involvement.

¹⁰⁶ Providers listed in the MUL are, predominantly, suppliers of training within Australia. Given the challenges associated with travel by Afghan nationals to Australia, potential course providers – to conduct courses in Afghanistan – will also be sought through national and regional communications and advice. As it is intended

	7. Value-for-Money / Eligibility checks undertaken on potential Providers	DAFA
Apply for funding for course(s)		
9. Complete Short Course Application for Funding		DAFA
10. Submit Application for Funding to Scholarships Section		DAFA, through Afghanistan Section
	8. Assess proposals submitted	DAFA
11. Applications assessed using standard AusAID procurement processes		Scholarships Section
	9. List of potential providers, courses and budgets submitted to AusAID for approval	DAFA
12. AusAID advised of outcomes of selection process		Scholarships Section
	10. AusAID advises DAFA of approved short courses	AusAID
Contract SCA provider		
	11. Successful Short course provider(s) contracted	DAFA
13. Successful Short course provider(s) contracted		Scholarships Section
Select participants		
14. Prepare Application, etc proforma to suit specific course participant profile and locations	<i>As at Left</i>	SCA Provider, with DAFA
10. Target potential Short Course participants	<i>As at Left</i>	Relevant GIRoA Ministry/ies
11. Refine curricula if participant reintegration plans suggest changes needed	<i>As at Left</i>	DAFA
12. Finalise course content & logistics	<i>As at Left</i>	DAFA
13. Submit to AusAID for information only	<i>As at Left</i>	DAFA
14. Nominated participants informed of course details (i.e. date, time, place of study etc)	<i>As at Left</i>	DAFA
Mobilise participants		
15. If course is to be conducted in Australia submit application for #576 Visa (include letter of offer)	<i>As at Left</i>	Awardee, with DAFA support
16. Assist with processing of Visa	<i>As at Left</i>	DAFA
17. Arrange travel and advise awardee	<i>As at Left</i>	DAFA, with SC provider
18. Pre-departure briefing (if outside Afghanistan)	<i>As at Left</i>	DAFA
Deliver course		
19. Deliver course to awardees	<i>As at Left</i>	SC Provider
Reintegrate SCA participants		

that all SCA providers are Australian universities or Registered Training Organisations (RTOs), potential in-Afghanistan training providers will need to negotiate and implement a collaborative training provider relationships with an appropriate Australian university or RTO, if the proposed training is intended for delivery outside Australia

20. Monitor awardees during SC award program	<i>As at Left</i>	SCA provider (& DAFA if in Afghanistan)
21. De-briefing, alumni support	<i>As at Left</i>	DAFA
22. On-going M&E, post-return	<i>As at Left</i>	DAFA
23. Submit completion report to AusAID (Afghanistan Program and Scholarships Section)	Submit completion report to AusAID	Provider, through DAFA

Annexes: Component 2 - MAEPA

Annexe 14: The role of MAEPA within the broader regional education sector

AusAID's aid program aims to support achievement of the United Nations Millennium Development Goals (MDG). The relevant MDGs for MAEPA are: MDG2: Achieve universal primary education, and MDG 3: Promote gender equality and empower women. Through the integration of MAEPA within DAFA, the achievement of both of these MDGs is strengthened by the coordinated approach to delivering all DAFA Components that have implications for basic education, and also serve as a common point of contact for other Australia-funded bilateral education sector projects in Afghanistan.

MAEPA originated through a joint commitment made by the Prime Ministers of Malaysia and Australia to improving teacher training and boosting literacy in Afghanistan. The initiative was announced in Kuala Lumpur in mid-2008 by the Hon Kevin Rudd and the Most Honourable Tun Abdullah Hj Ahmad Badawi.

MAEPA is the first trilateral project co-financed by Malaysia and Australia, and is currently managed by the Malaysian Technical Cooperation Program (MTCP)¹⁰⁷ and AusAID's Development Assistance Facility for Afghanistan. The MAEPA design optimises the comparative advantages each of the three countries have to offer. The relationships created through MAEPA 1 and MAEPA 2 have formed a strong foundation for the implementation of the third stage of MAEPA – which will operate across DAFA Phase II and Phase III.

The proposal to establish MAEPA was initially prompted by the worsening capacity of the Afghan education sector to provide basic education services. As students returned to school following the end of the Taliban regime in 2001, there was exponential growth in the school population, with a corresponding demand for trained teachers. As the first aid project to be jointly funded by Malaysia and Australia, MAEPA demonstrates the collaborative relationship which exists between the three countries - and their mutual purpose to contribute to education reform in Afghanistan.

MAEPA 1 was implemented between March 2009 and March 2010, and MAEPA 2 between February 2010 and March 2011. The Project's goal is to improve the quality of teacher education by creating a cadre of Master Teacher Trainers (MTTs) who understand modern learner-centered training - and are themselves able to train others in these new approaches. In a train-the-trainer model, those trained then train others in a cascade training model.

The design for MAEPA stage 3 retains the 12-month MTT training program cycle including preparation in Kabul, 14 weeks of customised training in Malaysia, and supported application of learning in Afghanistan. Four cohorts of 30 MTTs will undertake the program in three cycles. The two existing teacher education discipline streams – *Islamic Education and Literacy* – will continue, and a new teaching team from a third institute of teacher education in Malaysia will be prepared in 2011 to host two groups in 2012. Through their previous involvement in the MTCP, the Malaysian educators involved in MAEPA have significant experience in working cross-culturally with international educators.

MAPEA stage 3 also involves an enhanced capacity development program (CDP), with four main elements:

- appointment of an international part-time Capacity Development Adviser (CDA) who has regular inputs in Kabul to lead the in Afghanistan activities for Teacher Training College (TTC) Leaders and TED officers
- an ongoing On-the-Job Training (OJT) program for TTC Leaders and central TED officers responsible for TTC development, implemented through strategic inputs of the CDA. (The CDA will use implementation of the TED annual planning cycle as the training context.)
- a structured, customised Leadership and Management Training (LMT) program of four and one-half weeks' duration in Malaysia for 42 TTC Leaders and 18 TED Officers responsible for TTC development

¹⁰⁷ Malaysia's involvement in MAEPA is part of the Malaysian Technical Co-operation Program (MTCP) managed by the Ministry of Foreign Affairs (MoFA (M)). The MTCP involves 138 eligible countries, including ASEAN countries and members of the Organisation of the Islamic Conference (OIC), of which Afghanistan is a member. A major component of MTCP is a series of short courses conducted in English in a range of sectors in Malaysia - conducted by 54 different institutions, including host institutions for MAEPA.

Malaysia's current Five Year Economic Plan was announced with the FY2011 Budget in October 2010. The MTCP funding was reduced by 75 per cent to reflect the difficult economic circumstances following the global financial crisis. The budget for each of calendar years 2011 and 2012 is between one-quarter and one-half of FY 2010 funding. The MAEPA initiative is part of the Third Country Training Programme (TCTP), within MTCP.

- a two-week Women's Leadership Training (WLT) program in Kabul, for 30 female participants drawn from TTCs and the central TED.

By locating the training programs in Malaysia, the MAEPA participants gain experience of an effective education system that demonstrates the ideals described in the ANDS strategic vision for the Education Sector. Malaysia provides all its citizens with near universal, quality, basic education - regardless of gender, ethnicity, religion and socio-economic status. As such Malaysia's achievements in the education sector have contributed to sustained long-term economic growth.

Through living and studying at these institutions, the MAEPA participants experience working models of effective education institutions: effective management, program delivery, resourcing, and student services. Beyond the institutions, the participants also learn, through their contact with Malaysian society, its government services, infrastructure and technology. Malaysia is a peaceful, tolerant, multicultural, Islamic country, which demonstrates most other ANDS Sector visions "for Afghans who have little experience of peace and prosperity, it can be a powerful and transforming experience."

Annexes: Component 4 – AusAID initiatives

Annexe 15: Process to assess the appropriateness of a GIRoA-requested initiative

Activity / initiative development stage	Notes	Responsibility
	If DAFA approached by a GIRoA agency, direct the agency to the Afghanistan Section, through the relevant GIRoA ministry.	DAFA
<p>1. Government of Afghanistan Ministry approaches Afghanistan Section seeking support for an initiative that addresses a current emerging need in any of the following sectors:</p> <ul style="list-style-type: none"> ▪ Basic education ▪ Maternal and/or child health ▪ Vulnerable populations ▪ Mining and other extractive industries ▪ Rural and agricultural development ▪ Public financial management; nationally or in Uruzgan. <p>Confirm also that the proposed initiative aligns with one of Australia's support to Afghanistan <i>pillars</i>: i.e., Will the activity directly, and by 2015:</p> <ul style="list-style-type: none"> ▪ enhance basic service delivery in health and education ▪ support rural development and livelihoods ▪ improve governance and the effectiveness of the Afghan Government ▪ support vulnerable populations. 	<p>↓</p>	
↓	If the support being sought does <u>not</u> fall within the above (specific) sector, advise the relevant Ministry and suggest other potential sources of support / funding	AusAID
<p>2. If the proposed support <u>does</u> fall within the above sectors, determine if the activity could be more appropriate and effectively managed through the GIRoA's CTAP program; or as a discrete bilateral program / project focused on a specific NPP.</p>	<p>↓</p>	
↓	If considered more appropriately managed through CTAP, PASP or other current projects/facilities negotiate with the proposing ministry to seek support through the Ministry of Finance and CTAP or AusAID approaches the other project/facility to incorporate the proposed support.	AusAID
<p>3. If considered at this initial assessment stage to be an appropriate initiative to be supported by AusAID, conceptualise activity with relevant Ministry personnel.</p>	<p>↓</p>	AusAID
↓	If not endorsed by AusAID advise Ministry of decision not to proceed - or request change to proposed activity focus and beneficiaries	

4. After AusAID considers the requested support, AusAID either rejects or supports for <i>further development</i> the proposed activity/ initiative.		AusAID
↓		
5. DAFA advised of potential initiative / activity; AusAID prepares a <i>Tasking Note</i> ; and DAFA prepares a draft <i>Activity Proposal</i> based on the requirements of the <i>Tasking Note</i>		DAFA, interacting with relevant GIRoA ministry as required
6. <i>Activity Proposal</i> checked by DAFA M&E specialist against broader DAFA MEF to ensure clear linkages between facility & activity goals & objectives		
7. <i>Activity Proposal</i> submitted to AusAID for comment	→	
↓		
8. If approved by AusAID, all technical data, background data, previous documents, approximate budget, etc to DAFA to prepare <i>draft Activity Design</i> (including TORs) – including all M&E, budget, procurement components .	↙ If <i>Activity Proposal</i> not approved by AusAID, DAFA advised to rework where identified	AusAID
↓		
9. DAFA assumes responsibility for the preparation of the complete <i>Activity Design</i> , using experienced design writer		DAFA
10. DAFA M&E Specialist negotiates specific strategic objectives & performance indicators, and identifies potential case studies for inclusion in <i>Activity Design</i>		DAFA
11. <i>Draft Activity Design</i> submitted to AusAID	→	DAFA
↓	AusAID requests changes to <i>Draft Activity Design</i>	DAFA
↓	Rework <i>Draft Activity Design</i> , resubmit to AusAID	DAFA
12. AusAID approves draft <i>Activity Design</i>		AusAID
13. RFT finalised and procurement processes begin (using budget, disbursement schedule, deliverables in <i>Activity Design</i>)		DAFA
14. TAP convened and preferred bidder chosen		DAFA
15. Contract negotiations begin, involving and preferred bidder		DAFA
16. Activity initiated & continues to completion		DAFA & contractor/ consultant
17. Continuing activity-level M&E; and completion / submission of any identified reports		DAFA & contractor/ consultant
18. Activity Completion Report prepared by contractor / consultant and submitted to AusAID, via DAFA		DAFA

Annexe 16: Uruzgan Provincial Development Plan for 1390 Sector Objectives

Education:

- increase the professionally trained teachers
- construct an additional 10 per cent of schools
- pay extra salary for new 50 teachers
- construct a residential place for teachers
- construct offices / buildings for 50 per cent education sub departments
- provide opportunities for youth to have social & sport activity
- construct a religious school

Governance:

- Fill 50 per cent of vacant tashkil
- Build the capacity of the Provincial Governor's Office, District Governor Offices and the Municipality and line departments in planning, budgeting, monitoring and public administration
- Conduct public outreach to increase population knowledge about the law
- Construct appropriate professional office accommodation for judges, prosecutors and district government administration

Private sector:

- Identify land for industry zone
- Provide training for businessmen
- increase the number of buildings for finance department
- increase the opportunities for value adding of agricultural products

Health

- Increase access to basic health centres
- Increase the 20 per cent on basic health centres to clinic level
- Provide 20 per cent of the population with health care and nutrition public outreach materials
- Ensure 100 per cent of staff are provided with up skilling trainings
- Build hospital for drug addicts

Social protection

- provide community professional or vocational training by 10 per cent,
- at least 7 per cent professional training opportunities dedicated to women
- 3 per cent of people with disabilities with access to housing
- increase the marketability of handicrafts

Agriculture and Rural Rehabilitation

- Protect an additional 20 per cent of land from floods
- Give 50 per cent farmers more seeds
- Make 15 per cent improvements on the agricultural & livestock products
- Improve saffron/ almond production by 10 per cent to prevent the puppy plantation

Security

- Make buildings for 70 per cent of police in district
- 100 per cent equip the police and army
- Train the police on FDD
- 40 per cent increase of bases

Infrastructure and Natural Resources

- Increase the all-weather road access from the capital Tarin Kowt to each of the districts
- Construct five new bridges
- Implement city master plan in Tarin Kowt
- Establish bus stops
- Increase the accessibility of basic government facilities such as health clinics, schools, markets and schools by constructing access roads in villages / Districts
- Improve the office accommodation of key stakeholders in this sector
- Improve access to electricity supply and the canalization in Tarin Kowt

Annexe 17: (Example) DAFA Activity Completion Report (Component 4 only)

NOTES:

- This is a template to be used to report to DAFA on an individual activity / initiative completion, outlining the results, issues, challenges and impacts over its time-span
- Table cells will expand to fit contents. If there are insufficient list numbers or dot points, add extras to the bottom of each list.
- Each *DAFA Activity Completion Report* should be a maximum of five pages.

DAFA activity reference #:	Date of report:
Activity name:	
Total budget: \$A	

PART 1: Executive summary

PART 2: Background and context to activity

(A brief outline of the activity history and linkages to DAFA objectives / outcomes)

PART 3: Key results of activity

(Provide details for each relevant key result area related to the activity, and a summary of achievements to date below.)

Outputs in Activity Design	Performance Indicator / Target	Achievements to date	Remarks
(a)	(a)	(a)	(a)
(b)	(b)	(b)	(b)
(c)	(c)	(c)	(c)

Discuss and analyse key activity achievements objectives/outcomes – using the individual activity or program design and/or DAFA Component-level key result areas as a guide, i.e.: What has the activity contributed to DAFA III key result areas? Also identify inhibiting & contributing factors to achievements. In the following sections (3.1, 3.2, 3.3 and 3.4), provide more detail and analysis of how the activity/technical assistance is improving these result areas (but link only to result areas relevant to your activity). Provide evidence where possible.

3.1 Capacity building initiatives Individual and work unit

3.2	Partnership building <i>Linking with other departments, institutions and donors</i>
3.3	Policy impacts <i>Implications for future GIRoA and GoA policies</i>
3.4	Cross-cutting issues: <i>Gender, Disability, Governance, Environment, Anti-corruption</i>

PART 5: Program management	
5.1	Management arrangements <i>Discuss management arrangements between partner ministry, stakeholders and DAFA. Were management approaches effective and efficient? Include administrative issues, staffing, etc. If relevant, highlight innovative approaches to managing the activity.</i>
5.2	Lessons learned <i>What lessons have been learned and what impact did these lessons have on the activity, i.e. What has changed?</i>

Annexe 18: AusAID Procurement Agent Services Program

The Procurement Agent Services Program (PASP) is a program managed by two Procurement Agents who operate in three distinct areas of services.

PART A—Procurement of Goods and Associated Services

PART B—Expertise Relating to Partner Systems

PART C—Recruitment of Technical Assistance & On-going Logistical Support

The first area (referred to as PART A) is a mechanism to purchase goods and appropriate associated services in support of development activities across various sectors. The range of likely sectors includes Health, Engineering, Education and General.

The second area (referred to as PART B) is associated with Partner Country Systems. More broadly, this involves specialist associated technical services in procurement and public financial management to support areas of growing demand within AusAID. This could include assessment of partner government procurement systems, institutional strengthening and managing tender processes on AusAID's behalf.

The third area (referred to as PART C) entails the PASP Agent sourcing and nominating specialist technical experts to AusAID, and in certain circumstances providing the necessary logistical support in-country.

The PASP contract (standing offer) is available for use by other Commonwealth agencies under the Commonwealth Government's Whole of Government policy for development assistance. The Procurement Agent is required to satisfy the Commonwealth Procurement Guidelines when undertaking services.

Should you be interested in opportunities under PASP, please contact the PASP Procurement Agent(s) directly on the details provided below.

Charles Kendall and Partners

<http://www.charleskendall.com/>

October 2011

HK Logistics Pty Ltd

<http://www.hklogistics.com.au/>

October 2011

Field

Field

Annexes: Background data

Annexe 19: Summary of current DAFA-related donor activities

Education Sector

The major donors investing in the five National Education Strategic Plan II (NESP) Programs are USAID, CIDA, Danida, SIDA, UNICEF and UNESCO. The SIDA contribution is estimated to be US \$185million across general education, curriculum development and teacher education, and education management. The US Government contribution in US financial year 2010 was expected to be in the order of US \$155.3 million targeting expanded access to school based education and community education where schools are not available, teacher qualifications upgrading and textbook printing, human resources reforms including pay and grading and literacy/TVET. Further contributions by USAID and Danida in NESPII were also anticipated but not yet specified. CIDA and Danida are also making substantial core budget commitments and there are ARTF carry-overs for the Education Quality Improvement Project (EQUIP) and EQUIP II.

Health Sector

The 2008 Health and Nutrition Sector Strategy (HNSS) indicated that donor funds are used to finance all major programs of the MOPH, whose major partners are the EC, USAID and WB. Multi-lateral funding mechanisms have also been instrumental in re-establishing health services in Afghanistan. In particular, ARTF, GFATM, UNICEF and GAVI are important contributors. Smaller bilateral investments from other Islamic and secular countries have contributed to provincial hospital rehabilitation throughout Afghanistan. The majority of EC, USAID and WB funding has been expended in the Primary Health Care Program (Basic Package of Health Services). These donors have also made contributions, most of which concluded in 2009 or early 2010, in the Public Health Administration Program, Human Resources Development and Research Program, and the Policy and Planning Support Program. Japan has also been a consistent investor across almost all HNSS programs and has been making a substantial contribution in the HRD education and training sub-program and the Policy and Planning Support Program. These contributions concluded in 2010.

Ministry of Agriculture, Irrigation, and Livestock

MAIL has a National Agriculture Development Strategy adopted in April 2009. The Strategy identifies two main priorities: economic growth and food security. The Strategy has four key programs: the Natural Resource Management Program; the Agriculture Production and Productivity Program; the Economic Regeneration Program; and the Program Support and Change Management Program. The leading donors investing in the National Agriculture Development Strategy are USAID, EC, and the WB, with the FAO being a key implementing partner in EC-funded projects. The US Government indicated that it would contribute US \$850m to the agriculture sector in US financial year 2010, dwarfing all other donor contributions.

Ministry of Rural Rehabilitation and Development

The MRRD Strategic Intent 2010 – 2014 includes five focus areas: (i) rural infrastructure and economic development, (ii) local governance, (iii) rural development policy and planning, (iv) institutional and sector planning and (v) collaborative partnerships. Five current MRRD “core” programs assist the agency in achieving its strategic intent. These are:

- National Solidarity Program (NSP)
- National Area Based Development Program (NABDP)
- National Rural Access Program (NRAP)
- Rural Water Supply, Sanitation and Irrigation Program (RuWatSip)
- Afghanistan Rural Enterprise Development Program (AREDP)

Major donors to the five MRRD Programs include WB, ARTF, Danida, NLD, SDC, SIDA, DFID, JICA, UNDP, USAID, CNTF and UNICEF. DFID is making a substantial bilateral investment in MRRD through its ongoing Support to Strategic Planning for Sustainable Rural Livelihoods (SSPSRL) project. From June 2010 ten new international technical advisers were being placed in MRRD. In DAFA Phase II, the facility is providing a Community-Led Development Adviser to work in the Community Led Development Department and a Capacity Development Adviser to the Afghan Institute for Rural Development.¹⁰⁸

¹⁰⁸ Refer also to Annexes D, E, F, G of the *DAFA Activity Priorities*, August 2010

Annexe 20: Persons / organisations consulted

Agency	Contact	Date
MoF	Hamid Jalil, Director Aid Coordination	25 April 2011
MoE	Abdul Wassay Aryan, Policy Advisor to Minister	
IARCSC	Abdul Rahman Rasikh, Provincial Affairs Director	26 April 2011
MoE	Dr. Weera, Emergency Support Unit Activity	
MRRD	Wais Barmak, Deputy Minister Anne Falher, Strategy & Change Mgt Adviser Hermione Youngs, Senior Adviser	
MoPH	Dr. Ahmad Jan Naeem , DG Policy & Planning	27 April 2011
Save the Children	Nabiel Ashraf, Director of Member Services	
Care International	Ted Bonpin, Assistant Country Director Jasveen Ahluwalia, Program Coordinator – Women & Girls	
AKDN/ Policy and Partnership	Lisa Bandari	
GRM International (Dubai)	Zohra Wafi, Project Implementation Unit	
Asia Foundation TAF	Katherine S. Hunter	28 April 2011
DAFA	John Farquharson, Deputy Director	
Australian Embassy	Stuart Schaefer, Minister Counsellor & Carmel Ryan, First Secretary	29 April 2011
AusAID	Mohibullah Safi, AusAID Program Officer	30 April 2011
Cordaid	Jian Holszheimer	
DAFA Advisers & Staff	Various meetings with international and national advisers and facility staff when available at DAFA office or at Guesthouse	Various
Development Adviser (Uruzgan)	Kavitha Kasynathan (by teleconference)	7 May 2011

AusAID, Canberra	Lynette Kukulka, DAFA Program Manager	19 April 2011
AusAID, Canberra	Simone Corrigan, Afghanistan Scholarships Officer	
AusAID, Canberra	Susan Ferguson, Gender Adviser	
AusAID, Canberra	Ulla Keech-Marx, Leadership Policy Section	
AusAID, Canberra	Fiona Conwell & Brad Kajewski , Scholarships Section	
AusAID, Canberra	Justin Baguely, Disability Inclusive Development Team	

Annexe 21: Design Activity Terms of Reference

Design Mission Development Assistance Facility for Afghanistan 2012-2015 Terms of Reference

BACKGROUND

Afghanistan faces immense development challenges. Forty-two per cent of the population live on less than one dollar per day. Life expectancy is 44, and one in five children do not reach their fifth birthday. Of a population of around 28 million, 44 per cent are under the age of 15. One in four Afghans is able to read and write and 27 per cent of the population have access to safe drinking water. The status of women remains poor. Maternal mortality rates are 1600 per 100 000. Girls' school enrolment remains relatively low with girls representing 37 per cent of primary school enrolments and 26 per cent of secondary school enrolments¹⁰⁹.

Conflict has crippled Afghan Government institutions and their ability to deliver basic services, justice and security. Conflict has severely constrained the development of private enterprise, investment and economic growth, with insecurity at the heart of uneven development progress across Afghanistan. The capacity of the Afghan Government, at national, provincial and district levels, is low. Major challenges affecting the Government's ability to deliver services to the population include poor levels of education and underqualified personnel, underdeveloped budget planning and implementation capacity, and weak transparency and accountability mechanisms.

Uruzgan Province, a geographic focus of the Australian Government's development assistance in Afghanistan, has some of the lowest development indicators in the country. The literacy rate is 0 per cent for women and 10 per cent for men. It is the second worst province for under five mortality rates. Only 30 per cent of public service positions in Uruzgan are filled.

The Afghanistan National Development Strategy 2008-2013 (ANDS) has three pillars:

1. *Security*: Achieve nationwide stabilisation, strengthen law enforcement, and improve personal security for every Afghan.
2. *Governance, rule of law and human rights*: Strengthen democratic practice and institutions, human rights, the rule of law, delivery of public services and government accountability.
3. *Economic and social development*: Reduce poverty, ensure sustainable development through a private sector-led market economy, improve human development indicators, and make significant progress towards the Millennium Development Goals.

Capacity building at all levels is a high priority for the Government of Afghanistan (GIROA). The ANDS notes that "capacity – human and institutional – is a major constraint facing all aspects of the implementation of the ANDS. Low capacity leads to wastage, underutilisation of resources, inefficient and ineffective interventions, and suboptimal outcomes" (ANDS, p. 16). At the Kabul Conference (July 2010), the GIROA released an ANDS Prioritisation and Implementation Plan. The Plan defined a series of national

¹⁰⁹ UNESCO (2010) *EFA Global Monitoring Report 2010*, Annex 4, Tables 5 and 8.

priority programs (NPPs) focused on agricultural and rural development, human resource development, economic infrastructure and investment, governance and the rule of law.

Australia's Policy Framework

Australia's efforts in Afghanistan include interlinked diplomatic, development and military elements. Australia's approach to the delivery of aid to Afghanistan from 2010–2012 is contained in the document '[Australia's strategic approach to aid in Afghanistan 2010-2012](#)'.

Australia's overall objective in Afghanistan is to *build the Afghan Government's capacity to deliver basic services and provide economic opportunities to its people*. AusAID delivers the bulk of Australia's ODA to Afghanistan and bases its support four pillars:

1. enhancing basic service delivery in health and education
2. supporting rural development and livelihoods
3. improving governance and the effectiveness of the Afghan Government
4. supporting vulnerable populations.

The Development Assistance Facility for Afghanistan 2009-2012 (DAFA) is the Australian Government's mechanism to provide bilateral support to the reconstruction of Afghanistan. The DAFA was established to provide practical, focused assistance to support reconstruction efforts in Uruzgan Province, and to build the capacity of four Afghan partner ministries: the Ministry of Rural Rehabilitation and Development (MRRD); the Ministry of Education (MoE); the Ministry of Public Health (MoPH); and the Ministry of Agriculture, Irrigation and Livestock (MAIL).

The DAFA is a flexible facility mechanism that uses a broad range of modes of assistance including Australian Development Scholarships (ADS), individual advisers, projects, tailored training programs and third country training through the Malaysia-Australia Education Project for Afghanistan (MAEPA). A Mid-Term Review (MTR) of the DAFA was conducted in September 2010 to determine the program's effectiveness, and to inform future program priorities after February 2012.

Based on the MTR findings, other associated reviews and strategic planning, it was determined that a second stage of DAFA should be designed, to be implemented in the years 2012-2015. Four DAFA Stage 2 Components have been identified:

1. Australia Awards
2. Malaysia Australia Education Project for Afghanistan
3. AusAID initiated activities
4. Other services, including procurement and logistics.

The draft design for MAEPA 2013-2015 will be completed by May 2011.

OBJECTIVES

The objectives of the DAFA 2012 – 2015 design work are to:

1. Develop a design document for DAFA 2012-2015 in accordance with the Concept Note and associated reviews.
Develop the Scope of Services and Basis of Payment for the DAFA 2012 -2015.

SCOPE OF SERVICES

- 1) Review the key documents, including the original DAFA design document (2008), the DAFA Mid-Term Review (2010), the DAFA scholarships Scoping Report (2010), the MAEPA Concept Paper (2010), the DAFA 2012-2015 Concept Note (2011), and other key documents.
- 2) If necessary, travel to Afghanistan for in-country consultations if they can't be conducted via teleconference.

- 3) Consult with the following key stakeholders:
 - a) AusAID Kabul
 - b) Development Advisers in Tarin Kowt (Uruzgan)
 - c) DAFA Technical Advisory Group members
 - d) GIRoA representatives including the Ministries of Finance; Labor, Social Affairs, Martyrs and Disabled; and Education (particularly the Department of Inclusive Education) and others as directed by AusAID
 - e) GRM International representatives (current DAFA MC)
 - f) NGOs working in Afghanistan, particularly the provinces
 - g) Disabled Persons Organisations
 - h) Key women's leaders
 - i) Australian Universities based in Malaysia (Swinburne, Curtin and Monash)
 - j) AusAID Scholarships Section on the design of Component 1
 - k) AusAID Leadership Program
 - l) AusAID Gender Unit.

- 4) Drawing on the key documents, develop the design for the DAFA 2012 – 2015. Specifically:
 - a) In the country context section of the design document, include:
 - i) an analysis of the gender issues in Afghanistan, i.e. the differences between men and women
 - ii) commentary on the dilemmas presented by the low percentage of development funds that will be channelled into Uruzgan, compared to Kabul and the impact this may have on what can be achieved.
 - b) Include commentary of how the DAFA 2012 – 2015 will benefit both men and women in the program description.
 - c) Confirm the appropriateness of the proposed goal and objectives.
 - d) Develop strategies for building leadership through the Facility Components.
 - e) Design the Australia Awards (Component 1), in accordance with the DAFA Concept Note and the 'Afghanistan – Australia Development Scholarships: Scoping Study Report' (December 2010). This will include:
 - i) clear articulation of the issues facing Afghanistan that the Australia Awards are planning to address
 - ii) developing the process and associated mechanics for the undergraduate study awards covering the entire cycle from promotion - selection – mobilisation – return
 - iii) incorporating NGOs operating in Afghanistan into the Australia Awards selection process to assist with the identification of potential scholars
 - iv) a process for identifying and selecting short courses
 - v) indicating where AusAID can input into the selection of short-courses and scholarship awardees
 - vi) Proposal for using Australian Leadership Award Fellowships to improve educational leadership and build upon the work being done under MAEPA (Component 2)
 - vii) an explanation of how the scholarships program will address the severe gender inequalities in Afghanistan to ensure component 1 is fair and in the best development interests of the country
 - viii) innovative strategies for improving access to Australia Awards for women, people with a disability and people located in the provinces of Afghanistan, including the aim of awarding 50 per cent of Australia Awards to women

- ix) structuring the proposed Access and Equity Fund and setting the rules for how this will operate
- x) a structure for the Australia Awards selection committee(s). This will include consideration of whether there should be one committee or two to cater for the two categories of Australia Awards (open and Government only), committee composition (maintaining a gender balance) and process for selecting scholarship awardees
- xi) consideration of the feasibility of incorporating disability-inclusive development courses into the general study programs of awardees, studying both in Australia and Malaysia
- xii) specifying conditions for awardees and ensuring the conditions for awardees studying at Australian Institutions align with those provided for study in Australia in respect of cost of study at institutions, living allowances, and other associated entitlements
- xiii) a proposal for an Australia Awards Alumni network and strategies for supporting and encouraging them upon their return to Afghanistan
- xiv) strategies for assisting alumni return to work
- xv) A monitoring and evaluation process for the undergraduate scholarships trial and monitoring awardees at the commencement and completion of their courses and reintegration into Afghanistan.
- f) Develop the management arrangements for Component 1 that are to be fulfilled by the DAFA.
- g) Integrate the completed Component 2 (MAEPA) design within the overall DAFA design and situate this project within the broader support being provided to teacher training.
- h) Define the roles and responsibilities of the DAFA in Managing MAEPA.
- i) Design Components 3 (AusAID initiated activities) and 4 (Other services, including procurement and logistics), in accordance with the DAFA Concept Note and other relevant resources, including:
 - i) setting boundaries for the components to clearly stipulate what will and won't be supported under them
 - ii) detailing the processes and mechanics for how the components will operate and be accessed by AusAID staff. The process for Component 4 must ensure that activities supported under this component respond to GIRoA demand and are not supply driven. This section must include a clear line of authority for tasking the DAFA
 - iii) strategies for ensuring men and women, boys and girls and people with a disability equally benefit from the activities and services performed under this component
 - iv) identifying where the gaps are in CTAP and proposing assistance DAFA can provide to fill them
 - v) determining if advisers can be deployed through other donors.
- j) Clarify the governance and management arrangements, and accountability mechanisms for DAFA, including a clear statement of roles and responsibilities for key stakeholders (e.g. AusAID, GIRoA, Managing Contractor(s)). The design will also need to identify a Deputy Minister as a champion for the DAFA. Articulate and rate the risks for the DAFA 2012 -2015, and develop corresponding risk mitigation strategies.
- k) Cost the DAFA 2012 -2015.
- l) Develop a Performance Assessment Framework for monitoring the performance and achievements of the DAFA, and progress towards the goals and objectives.

- 5) Draft and finalise the DAFA design document in accordance with the design document guidance in the 'Design Team Kit', including:
- Discussion of the development context
 - Identification of Program Goal(s), Objectives and intended Outcomes
 - Program Description of the four Components, including an identification of Component level Targets and Objectives
 - Implementation Arrangements, including governance arrangements (oversight), Facility management structures, accountability systems (e.g. reporting), and monitoring and evaluation provisions
 - Proposals related to financial management, including funding modalities, estimated program budget and time-based implementation, by Component
 - Identification of cross-cutting issues (gender; environment; disability)
 - Identification of sustainability issues and succession planning (e.g. post-DAFA)
 - Development of a risk management plan
 - Development of Terms of Reference for key Facility management positions.

The design document will include an Executive Summary, and will be a maximum of 40 pages, plus Annexes. It may be presented in three parts:

1. The mechanics and operations of the Development Assistance Facility for Afghanistan 2012 -2015.
2. The detailed design for Australia Awards
3. The detailed design for the MAEPA

- 6) Draft a Scope of Services and Basis of Payment that will form part of the Request for Tender for the DAFA 2012 -2015. This will include the DAFA term as 3 years with the option of up to a 2 year extension.

DESIGN TEAM

The DAFA design team will consist of one international consultant, supported by the AusAID DAFA Program Manager and a Gender Specialist.

DURATION AND PHASING

The total assignment will be for up to 38 person-days. Additional days will be added if design preparation includes mission travel (TBD). There are three phases to the design preparation, with the following anticipated durations:

Description	Maximum Duration	Timing
Review of documents	5 days	11 – 15 April
Initial DAFA 2012 -2015 design consultations via, teleconferences	5 days	18 – 22 April
In-country consultations (Afghanistan)	5 days	25 – 29 April
Preparation of the draft design document	20 days (includes up to 5 days for edits in the event AusAID requires alterations prior to appraisal)	2 May – 3 June
Finalisation of the draft design document	3 days	July 2011

Milestones

The following Milestone Reports have been identified.

Milestone Number	Description	Means of Verification	Due Date and Comments
1	Aide Memoir following in-country consultations	Acceptance by AusAID	29 April 2011
2	Draft design document	Acceptance of the draft design by AusAID	Due by 20 May 2011
3	Within 10 days of receiving written comments from AusAID on the draft design, complete final design document	Final report accepted by AusAID in writing	Due by July 2011

PERSONNEL

The following skills and experience have been identified as desirable:

- A post-graduate degree in education, public administration, management, international development or a related field, ideally with an adult or tertiary education focus
- Extensive experience in the design of scholarships programs
- Demonstrated practical experience in the preparation of program design documents, ideally for AusAID, including the application of principles of equality in development
- Excellent communication and facilitation skills, particularly in cross-cultural settings
- Fluent command of spoken and written English
- Experience working in South Asia or other developing country contexts
- Knowledge of Afghanistan's development context would be an advantage.

REVIEW DOCUMENTS

'Australia's strategic approach to aid in Afghanistan 2010-2012'

<http://www.ausaid.gov.au/publications/pubout.cfm?ID=8732_2914_8593_8681_5910 >

AusAID (August 2008) 'Development Assistance Facility for Afghanistan Phase II: Design Framework'.

AusAID (November 2010) 'Development Assistance Facility for Afghanistan: Mid-Term Review'.

AusAID (December 2010) 'Afghanistan – Australia Development Scholarships: Scoping Study Report'.

AusAID (February 2011) 'Development Assistance Facility for Afghanistan 2012-2015 Concept Note'.

AusAID (July 2009) 'Design Team Kit'

AusAID (February 2011) 'DAFA 2012 -2015 Concept Peer Review Minutes'

GIRoA (June 2008) 'Afghanistan National Development Strategy 2008 – 2013'.

GIRoA (2010) 'Afghanistan National Development Strategy: Prioritisation and Implementation Plan (2010–2013)'.

GRM International (November 2010) 'Malaysia Australia Education Project for Afghanistan (MAEPA): Concept Paper for MAEPA 3 (2011-2012)'.

GRM International 'Malaysia-Australia Education Project for Afghanistan (MAEPA): Design for MAEPA 3'

Other key documents as directed by AusAID

PROVIDED AS SEPARATE FILES:

Attachment A: Design and Implementation Plan for the MAEPA – Stage 3

Attachment B: Project Design Document for AusAID Public Financial Management Program

Attachment C: Afghanistan - Australia Development Scholarships Scoping Study Report

Page i: [1] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [2] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [3] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [4] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [5] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [6] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [7] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [8] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [9] Change	Unknown
--------------------	---------

Field Code Changed

Page i: [10] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [11] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [12] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [13] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [14] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [15] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [16] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [17] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [18] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [19] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [20] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [21] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [22] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [23] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [24] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [25] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [26] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [27] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [28] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [29] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [30] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [31] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [32] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [33] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [34] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [35] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [36] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [37] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [38] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [39] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [40] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [41] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [42] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [43] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [44] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [45] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [46] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [47] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [48] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [49] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [50] Change	Unknown
---------------------	---------

Field Code Changed

Page i: [51] Change	Unknown
---------------------	---------

Field Code Changed