Philippines-Australia Human Resource and Organisational Development Facility (PAHRODF)

Design Document

Volume I

Final Version

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Volume II - Annexes

Abbreviations and Acronyms

ADB	Asian Development Bank
ADS	Australian Development Scholarships
ALA	Australian Leadership Awards
ALO	AusAID Liaison Officer
APPR	Annual Program Performance Reports
ARDE	Annual Review of Development Effectiveness
ARMM	Autonomous Region of Muslim Mindanao
ASG	Australian Scholarships Group
AUD	Australian Dollars
AusAID	Australian Agency for International Development
BEAM	Basic Education Assistance for Mindanao
BESRA	Basic Education Sector Reform Agenda
BLGF	Bureau of Local Government Finance
CD	Capacity Development
CEDAW	Convention on the Elimination of Discrimination Against Women
CESB	Career Executive Service Board
CHED	Commission on Higher Education
CJC	Cor Jesu College
COA	Commission on Audit
CSC	Civil Service Commission
CMU	Carnegie Mellon University
DAS	Australia-Philippines Development Assistance Strategy 2007-2011
DBM	Department of Budget and Management
DCCCII	Davao City Chamber of Commerce & Industry Inc.
DEPED	Department of Education
DFAT	Department of Foreign Affairs and Trade
DIAC	Department of Immigration and Citizenship
DILG	Department of the Interior and Local Government
DPWH	Department of Public Works and Highways
FB	Facility Board
GAD	Gender and Development
GMAT	Graduate Management Admission Test
GOA	Government of Australia

GOP	Government of the Philippines
GRE	Graduate Record Examination
HCC	Holy Cross Calinan
HR	Human Resource
HRD	Human Resource Development
HROD	Human Resource and Organisational Development
HRM	Human Resource Management
ICT	Information Communications Technology
IELTS	International English Language Testing System
IDAP	Integrity Development Action Plan
IDR	Integrity Development Review
IPR	Independent Progress Report
KPO	Key Partner Organisation
KPOC	Key point of professional contact
LAMP II	Land Administration and Management Project – Phase II
LGA	Local Government Academy
LGU	Local Government Unit
LSP	Local Service Provider
LTT	Long Term Training
M&E	Monitoring and Evaluation
MC	Managing Contractor
MEDCO	Mindanao Economic Development Council
MinTVET	Mindanao Technical Vocational Education and Training Association
MTPDP	Medium-Term Philippine Development Plan
NCRFW	National Commission on the Role of Filipino Women
NEDA	National Economic and Development Authority
NGO	Non-Governmental Organisation
OASIS	Online Australian Scholarship Information System
OD	Organisational Development
ODA	Official Development Assistance
OMB	Office of the Ombudsman
PAGC	Presidential Anti-Graft Commission
PA3i	Philippine Australian Alumni Association, Inc.
PAHRDF	Philippines-Australia Human Resource Development Facility
PAF	Performance Assessment Framework (of the DAS)

PASTTF	Philippines-Australia Short-Term Training Facility
PCE	Pre-Course English
PEGR	Philippines-Australia Partnership for Economic Governance Reforms
PMS	Performance Management Systems
PPGD	Philippine Plan for Gender Responsive Development
QAE	Quality at Entry
QAC	Quality at Completion
QAI	Quality at Implementation
QSM	Quality Systems Manual
RATE	Run after Tax Evaders
REAP	Re-Entry Action Plan
RMIT	Royal Melbourne Institute of Technology
RPSD	Rural Private Sector Development Program
SIMON	Scholarship Information Management Online
SP	Strategy Plan
SPO	Strategic Partner Organisation
SRT	Strategic Review Team
STT	Short Term Training
TA	Technical Assistance
TEI	Teacher Education Institute
TESDA	Technical Education and Skills Development Authority
TL	Team Leader
TNA	Training Needs Assessments
TSP	Training Service Provider
UM	University of Mindanao
USEP	University of Southeastern Philippines

Glossary of Terms

Assessment – Evaluation of capacity and competencies to perform in accordance with defined requirements.

Baseline – An analysis describing the situation prior to or without a development intervention, against which progress can be assessed or comparisons made.

Capacity – the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner (UNDP definition); PAHRODF uses the term capacity generally as per the UNDP definition, but also in a more limited sense to refer to 'organisational capacity' which is to be distinguished from individual competencies.

Capacity Development – The process of developing competencies and capabilities in individuals, groups, organisations, sectors or countries which will lead to sustained and self-generating performance improvement. (AusAID) (Note: the terms *capacity development* and *capacity building* are used interchangeably in this document reflecting common usage of the terms.)

Capacity Development Organisations – Organisations whose mandate is (in full, or in part) to develop or bring together competencies and capacities required to address important social, economic or other issues, e.g. teacher training institutes, research and policy groups, business councils.

Coaching – In PAHRODF, coaching entails assisting trainees in developing or strengthening competencies, in applying those competencies and in contributing to a more enabling environment.

Competency – a skill, knowledge, ability or behavioural characteristic that is associated with performance. Competencies may be technical or behavioural.

Development Assistance Strategy (DAS) – The Australia-Philippines Development Assistance Strategy 2007-2011 implements the Government of Australia's priorities, themes and strategies for overseas development assistance. It also reflects joint GOA-GOP priority objectives: Economic Growth, Basic Education and National Stability and Human Security.

Gender mainstreaming – ensuring that women as well as men's concerns and experiences are considered in the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that women as well as men benefit equally and inequality is not perpetuated, It is an organisational strategy to bring a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability

Gender responsiveness – capacity of individuals, groups, or institutions to substantively address gender-related issues; presumes capacity to do gender analysis, willingness to allocate resources for these issues; and capacity to collect and use sex-disaggregated data and gender-related informatiob for gender analysis and tracking results

Gender sensitivity – a recognition and acknowledgement of differences in roles, needs, and perspectives of women and men, possible asymmetries in their relationship; and that action or intervention may have different effects on and results for women and men based on their gender

Development Agenda – This is the set of development priorities of Filipino partner organisations to which PAHRODF may contribute.

Goal – the higher-order objective to which an intervention is intended to contribute. For PAHRODF this is improved delivery of DAS programs so that they are empowered to achieve better results.

Governance – the exercise of power or authority – political, economic, administrative or otherwise – to manage a country's resources or affairs. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. (AusAID)

eBusiness Site – PAHRODF's online mechanism composed of the website, the secured databases, and knowledge repositories. Stakeholders will have varying levels of access to the PAHRODF eBusiness site, depending on their role.

Human Resource Development – The development of individual competencies within organisations through – but not limited to – formal education and training.

Human Resource Management – The strategic and coherent management of the human resources that individually and collectively contribute to the achievement of an organisation's objectives.

Institutional Twinning – An arrangement between two organisations or institutions established for the purpose of sharing knowledge and skills.

Local Service Provider – An individual or firm that supports PAHRODF on a contract basis (e.g. through provision of training or facilitation services).

Long Term Training activity (LTT) – An HRD activity, usually for mid-career adults, involving an accredited and formal course of study of more than six months duration.

Mentoring – Target institutions will adopt this mechanism by identifying mentors to awardees. This long-term relationship is outside supervisor-subordinate relationship. It is an interactive process in which two individuals in the organisation of differing levels of experience and expertise are paired for the agreed upon goal reflected in the Re-entry Action plan by having the lesser skilled person grow and develop specific competencies.

Organisational Development – Organisational development is the process through which organisations develop the competencies and capacities to deliver on their mandate in an effective and sustainable manner.

Outcomes – The intended or unintended effects of the outputs from an activity. Outcomes are the events or changes in conditions, institutional arrangements, behaviour or attitudes that we hope will occur as a result of our activity. In contrast to outputs, outcomes are the results from the actions of multiple stakeholders but they are influenced by the outputs of the activity.

Outputs – The products, capital goods and services delivered by a development activity to direct/immediate beneficiaries. What activities produce or money pays for. They are within or largely within the control of a particular activity, although they may be jointly delivered with partners. They are not 'ends' in themselves, rather they are 'means' to positively influence the outcomes being sought to achieve.

Short-term Training (STT) – An HRD activity, usually for mid-career adults, of less than six months duration.

Re-Entry Action Plan (REAP) – A mechanism to ensure institutionalisation of HR/OD initiatives. Each REAP details objectives and steps covering a period of one to two years from the conclusion of the relevant initiative(s).

Work Placements – These are opportunities for Filipinos to broaden their understanding of effective organisational practices and enhance their competencies through placement at a work site either in the Philippines or in Australia (e.g. with a federal department or agency or business association in Australia or a Local Government Unit in the Philippines).

Workplace Training – Involves activities that enable the trainees to apply learning in the work place. This application responds to priority needs in their organisation.

1. Executive Summary

1.1. Background

The program of assistance outlined in this Design Document follows and builds on the Philippines-Australia Human Resource Development Facility (PAHRDF) which commenced in 2004 and is due to be completed by 30 June 2010. The Facility has been subject to external reviews which recommended that Australia continue providing assistance in human resource development to underpin implementation of the Australia Philippines Development Assistance Strategy (DAS) but reposition the Facility to support broader capacity development and enhance its strategic institutional engagements. With this in mind, the Facility has been re-structured and re-named as the Philippines-Australia Human Resource and Organisational Development Facility (PAHRODF). PAHRODF will be implemented over a five year period (2010-2015).

1.2. Analysis and Strategic Context

Poverty is still a significant challenge with more than a third of the population living below the poverty threshold. Given the economy's current trajectory, reaching the Millennium Development Goal (MDG) of halving the number of poor living on less than US$1 per day by 2015 seems increasingly challenging. The Philippines has experienced some progress in promoting gender equality and empowering especially poor women, but gender inequality persists in many areas of economic, political and social life.

Governance remains a key concern, with international rankings and reports continuing to highlight corruption, weak government institutions, leadership problems, lack of political will, and poor policy implementation as significant challenges. Various reform efforts have bee initiated but have had limited impact on the overall governance situation.

Successful implementation of the DAS depends on effective national and local government organisations. However, as suggested, this capacity is often either lacking, weak or poorly utilised. PAHRODF will respond to this shortcoming with a particular focus on human resource and organisational development priorities.

1.3. Lessons Learned

This design document is informed by lessons from PAHRDF's external independent reviews, similar AusAID and other international programs, and studies on organisational change and public sector reform. It seeks to build on and reinforce PAHRDF's effective approach to engaging with organisations and to capacity building support while giving license to more innovative and successful approaches that PAHRDF has tried. The design also emphasises knowledge synthesis and dissemination as a new core function of the Facility while seeking to integrate gender considerations more systematically.

1.4. Consistency with existing AusAID programs

Consistent with the goals of the Government of the Philippines (GOP) and with a view to complementing the efforts of other donors, Australia's Development Assistance Strategy (DAS) for the period 2007-2011 focuses on three themes: Economic Growth; Basic Education; and National Stability & Human Security. It also has a significant emphasis on southern Philippines. PARHODF will provide

complementary support to AusAID initiatives under the DAS, with a particular focus on human resource and organisational development issues. This may also entail continued support to organisations involved in PAHRDF, either to consolidate gains and/or to allow a proper 'graduation'.

Australia will continue to provide scholarships to Filipino candidates under PAHRODF which will be responsible for all scholarship programs funded by the Australian government in the Philippines. Aside from the development benefits, the scholarships contribute to mutually beneficial, long-term linkages between Australia and the Philippines.

1.5. Goal and Objectives

The PAHRODF design is based on a Theory of Change which described what results are to be achieved, why those results are seen as important, and the specific role of the Facility in achieving those results. The Theory of Change gives rise to the goal and objectives of the program in relation to outcomes and outputs to be achieved.

GOAL

To enhance the effectiveness of selected programs and reform agenda under the Australia-Philippines Development Assistance Strategy.

OBJECTIVES

Development Objectives

1. To *develop or strengthen* HRD, HRM, planning, management, administration competencies and organisational capacities of targeted individuals, organisations and groups of organisations and support systems for service delivery.

2. To enable targeted individuals and organisations to *make better use of* HRD, HRM, planning, management, administration and support systems for service delivery competencies and organisational capacities.

3. To enable individuals and organisations to *build and maintain relationships, share and build on enhanced competencies, capacities, and lessons learnt from research and knowledge synthesis initiatives*

Management Objectives

1. To *ensure efficient and effective targeting* of organisations and delivery of human resource and organisational development assistance in support of the implementation of the DAS.

2. To ensure *effective engagements with strategically selected* organisations, groups of organisations and individuals *to identify their needs* with respect to development of PAHRODF targeted competencies and capacity in relation to the DAS.

3. To ensure that selected organisations, groups of organisations and individuals *receive appropriate types and quality of support*.

1.6. Program Components

Component One – *Strategic Planning*

This component will focus on the development and implementation of strategies to support the operation of the Facility, including: development of a Strategy Paper; targeting and identification of Key Partner Organisations (KPOs – organisations associated with DAS programs that will have access to a full range of capacity building support) and Strategic Partner Organisations (SPOs – strategically significant organisations not involved directly in AusAID sectoral initiatives but deemed as key to realisation of DAS objectives); conduct of organisational assessments for KPOs; development and approval of HR/OD proposals; and the development of the Annual Plan.

Component Two – *Delivery of HR/OD Support*

Component 2 includes integrated packages of long-term and other short-term capacity development support for KPOs based on clearly identified organisational development objectives identified by the partner organisation in their HR/OD proposals. The Facility inputs, in combination with technical or sector-specific support through other AusAID-sponsored programs, will contribute, in a complementary manner, to broader change processes within partner organisations.

Component 2 will also include discrete support for SPOs in areas of strategic importance. SPOs are considered 'open category' given that their participation is not tied to the targeting and organisational assessment processes that apply to KPOs. However, candidates from SPOs will also be subject to the applicable eligibility criteria for the program for which are they being considered (e.g. ADS, ALA).

While the interest in experimenting with flexible delivery modes (such as in-country scholarships and twinning arrangements) for long-term training is clear, there is still a need to assess the feasibility of various modalities in more detail. The MC will be tasked to explore the feasibility of various flexible modes, including benefits and possible risks and the administrative requirements associated with them.

The Philippines Australia Alumni Association (PA3i) is included under this component as a 'special case.' Under PAHRODF, PA3i is considered both a partner in the delivery of the program and an 'object' of the program which will benefit from interventions aimed at enhancing its capacity.

Component Three – *Research, Knowledge Synthesis, Management and Diffusion*

Considerable knowledge has been gained on HR and OD practices and strategies through PAHRDF. Such learning was shared widely and this practice will be maintained and expanded on under PAHRODF through synthesis and diffusion of research relating to OD and HR activities and enhancing the organisational capacity of selected Filipino research and policy groups. The different results of HR and OD practices on men and women and on gender relations will form part of PAHRODF's research and knowledge-building outputs.

1.7. Recommended Delivery Modality

The design recommends the continuation of the separate 'Facility' model to support existing activities and the integration of scholarships as part of the overall delivery modality. The Facility modality offers the opportunity to have a centre of excellence and focal service point for HR/OD issues. It enables a more co-ordinated and

responsive approach to HR/OD issues to support the DAS with economies of scale that may be difficult to achieve if individual programs or projects had arrange their own HR/OD capacity development activities

1.8. Estimated Program Budget & Timing

The budget for PAHRODF for the period 2010-2015 is estimated at A$68.2 million. In-Australia costs for Long-Term Training awards (ADS only; Masters and PhD) account for 60% of the total cost. Approximately 30% will be dedicated to the delivery of other short-term HR/OD Support, with the balance covering the cost of Research and Knowledge Management activities, piloting flexible delivery modes and Managing Contractor costs.

1.9. Implementation Arrangements

The Facility will rely on several key groups for strategic and operational advice. The Facility Board (FB) will be responsible for setting directions on priority DAS programs requiring HR/OD support targeting of partner organisations and strategic oversight. The Facility Coordinating Committee (FCC) will, among others, endorse organisational assessments, HR/OD proposals, provide guidance on Research and Knowledge Management activities; and approve the Annual Plan. It will also approve scholarship nominees and review 6-monthly and annual M&E reports, and research outputs. The FB and FCC will have equitable representation of both men and women in these structures.

The Managing Contractor (MC) will have two offices in the Philippines (one in Manila and a field office). The MC will have approximately 12-14 professional staff as well as a number of administrative staff and short term consultants.

Given the PAHRODF's role in supporting the overall DAS, and to enhance greater cross-program coordination within AusAID and with the Facility, AusAID will contract an HR/OD Specialist for technical and management support.

1.10. Critical Risks and Risk Management Strategies

PAHRODF has a number of medium-level risks that are similar to the risks under PAHRDF. The risk management strategies for these are well known, and it is reasonable to expect that they can be managed effectively under PAHRODF. Risks identified relate to various issues from Program Design, to Management, Implementation, Relationships with Partners, Links to other Activities, and External Risks. In many cases, risk management strategies depend heavily on effective coordination mechanisms amongst PAHRODF's multiple stakeholders. The biggest risk identified is sustainability of the various reforms being introduced given the relatively limited time frame for the program and various constraints in the enabling environment.

Overall though, PAHRODF is regarded as feasible and a reasonable mechanism to address human resource and organisational development challenges of DAS partners in the Philippines.

2. Background to the Design

The program of assistance outlined in this Design Document follows and builds on the Philippines-Australia Human Resource Development Facility (PAHRDF) which commenced in 2004 (and due for completion in July 2009 but extended by 11 months to 30 June 2010). PAHRDF combined the Australian Development Scholarships (ADS) scheme and the Philippines-Australia Short-Term Training Facility (PASTTF) into a single Facility focusing on key public and private organisations with a particular emphasis on the southern Philippines, especially Mindanao. The stated purpose of the Facility was to build enhanced capacity of targeted institutions in service delivery and its corresponding administrative governance support, particularly in human resource management and development. A key feature of PAHRDF is the targeted use of Australian scholarships together with complementary short-term training activities to address specific gaps in capacities of Philippine partner institutions.

The Facility has been subject to external reviews which indicated that the Facility has performed strongly against its stated objectives, developed and enhanced capacity of targeted organisations, and has gained a commendable reputation for innovation in AusAID. The reviews recommended that Australia continue providing assistance in human resource development to underpin implementation of the Australia Philippines Development Assistance Strategy but reposition the Facility to support broader capacity development and enhance its strategic institutional engagements. With these in mind, the Facility has been re-structured and re-named in this Design Document as the Philippines-Australia Human Resource and Organisational Development Facility (PAHRODF) (also referred to throughout as the Facility). PAHRODF will be implemented over a five year period (2010-2015).

3. Analysis and Strategic Context

3.1. Country Context

Political Economy

The Philippines has achieved reasonable GDP growth in recent years, averaging 5% GDP growth between 2000 and 2008. After achieving a historic level of economic growth of 7.1% in 2007, the Philippines has suffered a significant severe economic downturn due to the global recession. Growth in 2008 slowed down to 3.8% and the country was on the brink of recession as GDP for the first quarter of 2009 fell to 0.4%. Most forecasters believe the medium term economic outlook is for a gradual recovery in 2010 and 2011 although this is partially dependant on remittances from overseas workers remaining robust. The global recession has already negatively impacted government revenues and combined with government efforts to pump prime the economy, this has taken the government budget from near balanced in 2007 to an expected deficit of above 3% of GDP in 2009. Despite considerable efforts by the Government to increase the revenue take, it appears it will decline from above 14% in

the past three years to below 13% of GDP in 2009.[1] The decline in the fiscal position is a cause for concern as the government struggles to adequately fund basic services for its rapidly growing population.

Governance remains a key concern, with international rankings and reports continuing to highlight corruption, weak government institutions, leadership, lack of political will and poor policy implementation as significant challenges in the Philippines. In addition, significant variations exist between the performances of local governments, requiring a targeted response to capacity building across and within regions. There is a very broad and committed civil society, though organisations vary in terms of capacity to engage with government and advocate for reform. The private sector is well-organised, with numerous business councils, chambers of commerce to represent different interests, and many of these groups are active in supporting good governance advocacies. The government has initiated several reform programs to improve the capacity of public institutions, most of which have been embraced and supported by donors such as Australia. Despite these efforts, the Philippines made limited progress on its governance rankings. All reform efforts are expected to slow as politics increasingly becomes the focus of both government and the general public in the lead up to the May 2010 national and local elections.

Poverty

Poverty is still a significant challenge with more than a third of the population (approximately 30 million people) living below the poverty threshold. Given the economy's current trajectory, halving the number of poor living on less than US$1 per day by 2015 as committed in the Millennium Development Goal (MDG) is unlikely to be achieved. Moreover, while the Philippines seems on track to meet MDG4 to reduce child mortality, progress on key goals such as improved maternal health and universal access to education are not expected to meet targets based on current trends. Adding complexity to the development challenge is the level of disparity in both economic and social indicators among provinces across the country.

Gender

The Philippines is a signatory to the Convention on the Elimination of All Forms of Discrimination against Women and is one of the few countries to include gender equality provisions in its Constitution. Key government gender objectives as outlined in the Philippine Plan for Gender Responsive Development (1995-2025) include: a) increased economic empowerment of women; b) protection and fulfilment of women's human rights, including access to basic social services; and c) gender responsive governance. Even though the government has passed laws and administrative guidelines to promote gender equality in the country and many positive outcomes have resulted from these initiatives, gender inequality still persists in many areas of economic, political and social life.

 In 2004, the government and donors developed the Harmonized Gender and Development Guidelines to guide effective programming and to ensure gender

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[1] World Bank Quarterly Update, July 2009.

equality gaps are identified and addressed. To date, effective utilization of, and reporting on, the guidelines and checklists by both government and donors has been weak.

In July 2009, the Magna Carta of Women (Republic Act No 9710) was signed into law. This reaffirms, among others, women's right to equal access and elimination of discrimination against women in education, scholarship and training, and right to representation and participation. It also provides that, to the extent possible, the National Commission on the Role of Filipino Women (renamed Philippine Commission on Women) shall "influence the systems, processes and procedures of the executive, legislative, and judicial branches of government vis-a-vis GAD [gender and development] to ensure the implementation of the Act".

Government of the Philippines Priorities

The Government of the Philippines (GOP) strategies to address the country's development challenges are clearly outlined in its Medium Term Philippine Development Plan (MTPDP), 2004-2010. Reform efforts and development programs have centred on the key themes of Livelihood, Education, Fiscal Strength, Decentralised Development and National Harmony. Now on its final year, overall performance against the current administration's 10-point legacy outlined in the MTPDP is patchy. However, it is expected that priorities for the next administration will remain relatively the same given the broad nature of development plans, persisting challenges of poverty and weak service delivery and the anticipated slow recovery from the global recession.

Australia-Philippines bilateral relationship

Australia's relationship with the Philippines has been growing rapidly across a broad cooperation spectrum (development assistance, defence, migration and trade) in the past few years. With the commitment to provide A$123 million in Official Development Assistance (ODA) for 2009-2010, Australia is now one of the three largest grant aid donors in the Philippines. Conversely, the Philippines ranks among the top four country recipients of Australia's ODA for the same period.

3.2. Problem Analysis

As noted above, a key constraint in the Philippines has been the weak capacity of the national and local institutions which has contributed to shortcomings in meeting development needs and implementation of reforms. The Government of the Philippines (GOP) acknowledges that it has been bogged down by issues such as overlapping functions, high transaction and maintenance costs leading to poor management of programs and wastage of resources. Another weakness lies in the transformation of legislation or policy to action. Implementation problems haunt many policies, including gender laws, such as the gender and development (GAD) budget policy. The popularization of the GAD Harmonized Guidelines across organizations all over the country and the enhancement of skills of personnel in the use of the gender analysis and planning tools are good "moving forward" steps in resolving this problem. There is likewise a need to support current human resource and organizational developments efforts toward the effective and full implementation

of existing laws to protect the rights of women and children. The GOP has continued or introduced many reform programs to address those identified weaknesses. However, these efforts have had varying degrees of success and impact.

Recent studies by multilateral agencies have identified governance capacity as a continuing constraint to growth. Governance challenges have also prevented the government from fully performing its functions, including providing efficient services. A 2008 World Bank report noted that while the Philippines has made substantial strides on structural reforms, these efforts in addressing weak governance issues have been hampered and needs a government-initiated, strategic framework for civil service reform, set in a comprehensive program of modernisation, carried out on an agency-by-agency basis, and underpinned by clear agency strategies and policy directions.

Successful implementation of the Australia-Philippines Development Assistance Strategy (DAS)[2] and the wider DAS agenda (currently Economic Growth, Basic Education and National Stability and Human Security) thus depends on effective national and local government organisations. However, this capacity is often either lacking, weak or poorly utilised. To complement the technical capacity development provided in DAS sectoral programs in the three thematic areas, PAHRDF was positioned to underpin the delivery of the whole aid program as a strong human resource development activity. The Facility was aimed at the selected institutions involved with the aid program and intended to enhance the capacity of these targeted institutions in service delivery and in the application of high quality administrative governance. This will continue under PAHRODF, including a continued focus on supporting sub-national partners consistent with AusAID's commitment to decentralised development under the DAS.

3.3. Lessons Learned

PAHRDF has been subject to independent reviews[3] which have recommended that Australia continue providing assistance in human resource development to underpin implementation of the DAS but reposition the Facility to support broader capacity development and enhance its strategic institutional engagements.

This design document is thus informed by lessons from these reviews, studies conducted by PAHRDF, similar AusAID and other international programs, studies on organisational change and public sector reform and the design team's experience and expertise. Among the key strengths of PAHRDF that the new Facility will seek to continue include:

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[2] Reference to DAS programs here and throughout the design document is to the focus areas identified in the DAS at a particular time and may also include some work related to legacy focus areas. It is likely that as part of the process of setting priorities for the Facility, some focus areas will receive more attention than others.

[3] Strategic Review (2007) and Independent Progress Review (2009) commissioned by AusAID

Engagement of Organisations
- focus on organisational shortcomings, not just weaknesses in individual competencies
- up front scoping, as well as researching and analysing the programming context and associated needs through organisational diagnoses
- demand-driven orientation to respond well to priorities articulated by partners
- progressively engage organisations (i.e. starting with small/ focussed activities, building trust and relationships, then extending support as circumstances warrant)
- consolidate Human Resource and Organisational Development (HR/OD) gains through successive engagements with partner organisations
- higher level and longer-term engagement with partner organisations

Capacity Building Support
- integrate initiatives within larger programs of change (e.g. broader human resource development and human resource management processes)
- improve effectiveness of scholarships by complementing them with before, during and after support processes
- use of 'indirect approaches' to capacity development, with emphasis on support and facilitation rather than direct action and delivery of outputs
- engage Training Service Providers (TSPs) to develop local capacity and invest in strengthening the capacity of TSPs, including areas such as anti-corruption and mainstreaming gender equality
- focus on tangible and practical workplace-related results (translated into action through the Re-Entry Action Plans)
- openness to learning and adaptation to push the boundaries with respect to the types of capacity building assistance offered

Monitoring, Evaluation and Learning
- strong focus on monitoring and evaluation, consistent with the Philippine Gender and Development guidelines, including use of a range of quantitative and qualitative information, inclusion of information about outcomes, participation rates by gender and reporting on processes to reduce gender discrimination, and continuous improvement of M&E systems
- foster knowledge networks and assist participants to spread learning
- improve the M&E instrument and include a time based measure to follow changes, clearer intervention activity indicators and a formalised approval process for rating partners to ensure consistency across the program and to illustrate how accurately organisations are measuring their progress

Gender
- include as an implementation principle that learning materials are free of gender-biased stereotypes and to respect gender equality (as well as cultural and religious diversity) in partner institutions and continue to uphold these practices in the design, implementation and monitoring of HR/OD proposals
- have a Gender Strategy that ensures that HR/OD activities do not discriminate against women, and that promote equal access to and participation of both men and women in all HR/OD activities
- mainstream gender principles into the design and conduct of HR/OD activities, such as stipulating as part of Activity Specifications and the criteria for tender

assessments that GAD principles be integrated in the training design and its implementation, and incorporating GAD sessions and using gender-sensitive language in training programs

- conduct training session for local service providers and partner organisations on mainstreaming GAD
- in addition to collection of sex-disaggregated data, require that if a particular HR/OD activity responds to an institution's identified gender and anti-corruption issues and concerns, the outputs should reflect how these are addressed

Apart from building on and reinforcing the past successes, the design seeks to give license to some of the more innovative and successful approaches that PAHRDF has tried. The following design features reflect how lessons learned have been incorporated:

- The PAHRODF design is based on a **shift in orientation from a primary focus on individual capacities to a more explicit emphasis on organisational** (and to a more limited extent) **systems capacities** as they relate to organisational outcomes. This shift is the rationale for the **re-naming of the Facility** from PAHRDF **to Philippines Australia Human Resource and Organisational Development Facility (PAHRODF)**.

- This change in PAHRODF focus clearly situates development of **individual competencies** in the context of **broader organisational development strategies**. It also signals the need for investments to be based on a sound understanding of the drivers of organisational change, the need for a reasonable degree of flexibility given the complex nature of organisational change and the need to remain open to emerging requirements and opportunities.

- The **link between Facility activities and the DAS** – support provided by the Facility will be clearly linked to change agendas agreed to under the DAS. The design directly links the goal of the Facility to that of the other AusAID programs putting it in a support role in relation to those programs.

- The Facility will have **primary focus on strengthening capacity of institutions in HR/OD** related areas (e.g. HRD, HRM, organisational change) and only a secondary focus on strengthening technical competencies (e.g. related to service delivery in areas such as basic education, economic growth, infrastructure).

- The PAHRODF design includes **a separate component on knowledge synthesis and dissemination** as one of the core functions of the Facility. This reflects the importance of research, analysis and reflection to good practice, sustainability, achieving multiplier effects and positions PAHRODF to contribute in a more pro-active manner to policy dialogue processes on HR/OD issues.

- The **goal of PAHRODF** is based on what can realistically be achieved by a human resource and organisational development program in light of other factors that affect poverty and sustainable, equitable development.

- The '**demand driven' approach** - The parameters of demand driven approaches have been more clearly defined to ensure that Facility resources are used in a more targeted manner to greatest effect. Moving forward, this suggests the Facility should be more *strategically* demand driven than *reactively* demand driven as it has been in the past (i.e. demands will still be those of GOP organisations, but they will be articulated clearly within the context of the GOP-GOA agreed DAS, and the HR/OD plans of partners, which will serve as touchstones for defining strategically significant demands for assistance).

- The PAHRODF design recognises the need to not only enhance individual competencies but to help organisations make **better use of existing capacities**.[4] This will be encouraged through the HR/OD proposals and plans developed with partners. It also means that greater effort will need to be applied to organisational assessments (i.e. looking beyond gap analyses to supporting analyses and strategies that seek to build on existing strengths and capacities).

- PAHRODF's design recognises the importance of supporting **institutionalisation of HRD functions** in participating organisations as a way of driving organisational change.

- PAHRODF emphasises **working with organisations on a longer term basis** and ensuring that Re-Entry Action Plans (REAPs) meet organisational capacity needs and fit within a program of change within participating organisations. The design also recognises that capacity development is often best understood from a 'systems-thinking' perspective[5] involving reflection, feedback and emergent development of objectives. Simple gap analyses and highly prescribed objectives can obstruct systems approaches that are important for organisational capacity development.[6] This has significant implications for M&E and requires that flexibility be built into traditional logframe approaches, or alternative approaches be adopted.

- **Scholarships will remain a cornerstone, but PAHRODF will include a greater emphasis on better use of awards** with senior managers which may help to overcome some of the difficulties with developing competencies and commitments amongst senior decision makers in organisations. The design also **recognises the desirability of other short-term mechanisms** and opening up to training programs that are both shorter and longer than the 12 month awards in Australia, along with twinning arrangements and sandwich courses which will help to broaden participation.

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[4] See AusAID Capacity Development Principles and Practices (Internal Working Document) 22 November, 2004, Principle 10.

[5] See discussion of systems thinking and approaches in Baser, Heather and Peter Morgan with Joe Bolger, Derick Brinkerhoff, Anthony Land, Suzanne Taschereau, David Watson and Julia Zinke, Capacity, Change and Performance, Study Report, European Centre for Development Policy Management (ECDPM), April, 2008, p.109. This was the final report from a multi-donor funded research project. AusAID was one of the sponsors.

[6] Watson, D Monitoring and Evaluation of Capacity and Capacity Development European Centre for Development Policy Management (ECDPM), April, 2006.

- While PAHRDF has been achieving gender balance for both long-term and short term training activities (as women account for approximately 60% of participants), the PAHRODF design recognizes the importance of promoting gender equality and integrating gender mainstreaming strategies into the operational policies and mechanisms of the facility and will **strengthen the attention given to Gender as well as other cross cutting policy issues** of concern to AusAID such as anti-corruption and include a new focus on disability.

- PAHRODF also includes a range of alternative delivery mechanisms to improve **cost-effectiveness**, to contribute in a coherent manner to organisational change, to support multiplier effects, and to consolidate reforms.

- PAHRODF has introduced new measures to make the **alumni association** attractive to scholars and to create **incentives** for individuals and organisations to partner with PAHRODF to contribute to multiplier effects and to strengthen knowledge networks.

Detailed discussion of lessons learned from PAHRDF, other AusAID programs and international experience and their implications for PAHRODF is in Annex A.

3.4. Consistency with existing AusAID and other Donor Programs

Australia's Aid Policy Framework

Australia's development assistance focus on poverty is guided by the Millennium Development Goals (MDGs) and by the aid program's objective to assist developing countries to reduce poverty and achieve sustainable development in line with Australia's national interest. As such, the MDGs have been brought to the centre of Australia's aid program.

In delivering development assistance, the Australian Government recognises that capacity building forms an important part of supporting effective government and is committed to helping enhance the capacity of partner countries to manage their own affairs. The aid program will also have an ongoing focus on gender equality and helping marginalised and disadvantaged groups. Given the importance of Leadership to the success of development efforts, Australia intends to build upon its 50-year history of providing scholarships to strengthen skills of leaders in developing countries.

Australia's Development Cooperation Program in the Philippines

Consistent with the goals outlined in the MTPDP and to complement the efforts of other bilateral and multilateral donors, Australia's Development Assistance Strategy (DAS) for the period 2007-2011 focuses aid interventions on three themes: Economic Growth; Basic Education; and National Stability & Human Security. There is significant geographic emphasis on southern Philippines, with a large proportion of programs focused on Mindanao.

With the Australian Government's 2009 policy statement on international development assistance and the Philippine elections in 2010, Australia will review the current DAS with a view to develop a new country program strategy that is consistent with GOA priorities and can support the priorities of the incoming Philippine government. However, given PAHRODF's role of supporting the delivery of the overall DAS and focus on HR/OD activities to complement the DAS sectoral activities, the new Facility is designed to respond and adjust to any change to the DAS.

Australian Scholarships

Australian Scholarships seeks to promote sustainable development and excellence in education in the Asia-Pacific region. Through the provision of scholarship opportunities, Australia seeks to contribute to long-term development, stability and security of Australia's partner countries and establish and maintain mutually beneficial linkages. Australia also recognises the important role alumni networks have in meeting these objectives and improving overall effectiveness of scholarships.

Australian Scholarships and Fellowships for the Philippines

Since the 1950s, Australia has funded scholarships for Filipinos to undertake tertiary study in Australia.

Australian Development Scholarships (ADS) are a long-standing bilateral program within the Australian Scholarships program. ADS provides opportunities for people from developing countries to undertake full time undergraduate or postgraduate study in Australia. From the start of ADS in 1997 until 2004, Australia funded more than 800 scholarships for students from the Philippines.

In 2004, the Philippines ADS was combined with the PASTTF into a single Facility (PAHRDF) to build capacity of targeted institutions in service delivery and its corresponding administrative governance support, particularly in human resource management and development. PAHRDF has since then mobilised an additional 400 ADS scholars to Australia. Of the 400 scholarships, 60% have been awarded to women. Through PAHRDF, the targeted application of ADS to address specific gaps in capacities of partner institutions and adoption of Re-Entry Action Plans (REAPs) for returning scholars has been considered as significantly contributing to the effectiveness and sustainability of Australian scholarships.

Additional ADS awards specifically for studies in public policy and information management at Carnegie Mellon University and courses on transnational crime prevention at University of Wollongong have also been offered in recent years. These scholarships are managed directly by AusAID Canberra. Nineteen Filipinos have been awarded these scholarships at CMU and UoW.

Australian Leadership Awards Scholarships and Fellowships aim to develop leadership, build partnerships and linkages within the Asia-Pacific, and address priority regional issues. The ALA program is intended for those who are already leaders or have the potential to assume leadership roles that can influence social and economic policy reform and development outcomes.

ALA Scholarships are offered to high achievers to undertake postgraduate study and undertake an extensive Leadership Development Program while in Australia. ALA Fellowships for short term study, research and professional attachment programs in Australia delivered by Australian organisations. ALA Fellowships complement the longer term ALA Scholarships by providing opportunities to senior officials and mid-career professional who cannot leave their positions for extended periods.

Since the start of ALA in 2006, about 33 Filipinos have been awardees ALAS while 50 individuals representing various organisations in the Philippines have participated in ALAF programs.

Contractor Support for Australian Scholarships

Apart from managing the ADS scholarships that are integrated in PAHRDF, the Managing Contractor (MC) also manages some aspects of the application, selection and mobilisation processes for all the other AusAID-funded scholarships. The MC assists in the publicity and communications, mobilisation, and pre-departure briefings for all the scholarships. Specifically for ALAS, the MC assists in the selection process by providing secretariat support in the short-listing of applications and conduct of interviews by a Whole-of Government panel. For ALAF, the MC helps facilitate development of relationships between Philippine and Australian counterpart organisations through publicity and provision of institutional profiles.

Coordination and harmonisation of donor programs

In-country donor coordination is managed through the Philippines Development Forum (PDF). The PDF is the primary mechanism of the Philippine Government for facilitating substantive policy dialogue among stakeholders (such as bilateral and multilateral donors, private sector and civil society) on the country's development agenda. AusAID will also continue to collaborate closely with other development partners through the PDF to ensure complementation of efforts, consistency in policy engagement with GOP and mutually reinforcing programming. Such collaborative efforts will help AusAID to maximise the benefits of its programming (including PAHRODF) while helping to ensure that GOP fully realises its own objectives. In addition, new policy and sector expertise resulting from programming efforts such PAHRODF will reinforce the effectiveness of Australia's contributions in the working groups of the Philippines Development Forum. In the area of gender, in-country donor coordination occurs in the ODA GAD Network. This covers the application of the Harmonized GAD Guidelines and the monitoring of GAD efforts in projects and programs, particularly those funded by donors. The incorporation of these elements in PAHRODF is consistent with continuing commitment of the GOP and the donors to promote gender equality and women's empowerment in the Philippines.

Foreign scholarships opportunities are highly valued in the Philippines and there are a number of donors providing stand-alone scholarship and training opportunities. Close neighbours Japan and South Korea lead the way in terms of numbers though scholarships offered by the US (Fulbright) and Spain are also highly sought by Filipinos, presumably because of historical links. Several European countries such as the Netherlands, the United Kingdom and Germany also provide limited scholarship places from the Philippines. The World Bank and Asian Development Bank provide

scholarships to the Philippines for similar development objectives as Australia and the GOP also has a number of locally-funded scholarship programs, demonstrating its commitment to human resource development.

ADS can be considered unique in the Philippines as it is the only scholarship program that has been integrated into a donor-funded capacity development facility. The ALA Scholarships and Fellowships have gained increasing interest among Philippine institutions since it was started in 2006 but space remains for greater use and publicity for this program.

3.5. Rationale for AusAID Involvement

This design document reflects the continuation of the types of support offered under PAHRDF, building on its strengths, but shifting the orientation with a clearer focus on organisational development and change. PAHRODF is to focus on improving *organisational capacity* of key Filipino DAS partner organisations[7]. Within that vision, development of individual competencies through scholarships and other means, remains an important objective, but one which is informed by recognition of the need to combine such investments with others in integrated capacity development packages to effect change at the organisational level. In particular it focuses on those aspects of organisational capacity that relate to functions such as human resource development and management, planning, management and administration and systems, procedures and partnerships to support technical service delivery.[8] PAHRODF is to apply this focus taking account of the wider enabling or disabling context within which organisational practices occur (leadership, incentives, policies, politics, the economy and so on).

The design corresponds with contemporary thinking on capacity development which underlines the complexity of organisational change and the need for holistic approaches. The approach also reflects the need to think of the Facility more as a mechanism for capacity development, rather than simply an HRD program. PAHRDF has contributed to increased skills of Filipino participants but the impact at the organisational level has not always been as clear. PAHRODF will thus have a more explicit focus on the organisation as the unit of engagement, and access to a broader range of capacity development tools to support change strategies. In addition, PAHRODF may entail continued support to organisations that were involved in PAHRDF, either to consolidate gains and/or to allow a proper 'graduation'. Continued support may also be offered to strengthen or consolidate programming in AusAID priority sector areas.

Finally, the high level of GOP support (at national and sub-national levels) for PAHRDF, as well as the directions for PAHRODF outlined during the design

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[7] For the 2007-2011 DAS some of the key partner organisations include the Departments of Education, Public Works and Highways, Budget and Management, and Finance, and several provincial governments.

[8] While the substantive priority will be on human resource and organisational development issues, consideration will be given to provision of assistance to individuals seeking support in sectoral technical areas in specific instances.

mission, bodes well for continued GOP support and engagement during the implementation of PAHRODF. [9]

4. Program Description

4.1. Theory of Change

Background to the theory of change

To varying degrees, the practices of Filipino government and other organisations are not always conducive to the advancement of reform agendas and achievement of results for the public, including those reform agenda and results to which DAS programs relate. To some degree, these practices stem from a lack of organisational capacity. In some cases, the capacity and competencies exist within organisations but are not being well used, further developed, multiplied or sustained. Potential for sharing lessons learnt about what makes organisations effective is not being realised.

As a result, DAS programs and the GOP programs that they support are not implemented as well as they might be, expected outcomes are not achieved consistently, and resources can be wasted. Following from this, the credibility of AusAID programs may suffer, and there is a risk that inappropriate funding decisions will be made based on erroneous assumptions about the potential of partner organisations to deliver results.

The theory of change

The theory of change is about <u>what</u> results PAHRODF is to achieve, <u>why</u> those results are seen as important (by referring to the 'background' described above), and the <u>specific role</u> of the program in achieving those results. The theory of change gives rise to the goal and objectives of the program in relation to intermediate outcomes to be achieved. These are portrayed diagrammatically in Figure 1.

The theory of change is presented as a series of 'if-then' statements. It starts with the point at which PAHRODF commences engagement with strategically selected organisations and leads through to the intended outcomes and goal of PAHRODF. Further detail is provided in Annex B concerning some of the assumptions that need to be made for these 'if-then' relationships to hold. Annex B also includes a similar analysis in relation to the implementation processes of PAHRODF.

> *If* the facility facilitates enhancement of capacity of key DAS partner organisations and selected other strategic partner organisations and competencies of individuals in those and other organisations *then* there is a greater likelihood that organisations will be able to change their practices in constructive ways.

> *If* the facility assists organisations to identify and make better use of existing and new organisational capacities and individual competencies *then* there is increased

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[9] National government agencies and sub-national local government units were closely consulted during the design process. A key partner, NEDA, committed staff to work with the design team throughout the in-country consultations.

likelihood that organisations will more effectively use that capacity and those competencies to change their practices. In particular the practices of concern will be those that have been agreed to by AusAID and the GOP as being necessary (but not sufficient by themselves) for the implementation of DAS programs.

If these practices improve *then* DAS programs and related GOP reform agenda and priorities will be in a better position with respect to implementation and outcomes. They will be in a better position by virtue of removing or reducing those obstacles, shortcomings or poor use of existing strengths and opportunities that have stood in the way of optimal delivery of DAS programs and related GOP agenda and priorities.

If organisations see the benefits of human resource and organisational development, including an awareness of and competency to identify and respond to gender-related issues, *then* they will have a greater commitment to internal organisational development on an ongoing basis.

If the commitment to human resource and organisational development within organisations improves *then* they will build on that development and institutionalise further changes. They will also become increasingly independent of external support for HR and OD assistance.

If organisations and participants are encouraged by PAHRODF to do so (e.g. through incentives, continuing constructive relationships with Alumni; assistance to conduct knowledge synthesis & research projects) *then* they will share what they have learnt within and beyond their organisations. Lessons learnt will be available to a wide range of stakeholders including GOP policy makers, AusAID and others.

If there are improvements to commitment of organisations to sustainable HR/OD practices, and *if* multiplier effects occur through building relationships amongst partners, sharing lessons learnt and through research and knowledge synthesis *then* there will be even greater and more sustainable benefits with respect to DAS programs, the DAS goal and objectives and related GOP reform agenda and priorities.

If continuing relationships are fostered with alumni, *then* these relationships will contribute to ongoing positive relationships between the Philippines and Australia including (but not limited to) those relationships that can further enhance capacity and practices of Filipino organisations through joint activities.

The Theory of change is accompanied by *an intervention theory*. This is about <u>what the program will do and how it will</u> achieve or contribute to the chain of intended outcomes included in the theory of change. The intervention theory includes such considerations as how to prioritise, target and engage organisations, how to identify and prioritise competencies and capacities to be developed, human resource (HR) and organisational development (OD) delivery modes, how to multiply and sustain organisational development practices, how to manage, monitor and evaluate the program. 'How to' decisions need to be made by reference to what is needed to achieve the goal and objectives of the program.

Figure 1 summarises the intervention theory in the description of the outputs that need to be delivered. Of particular note is the fact that the lowest level of output

(development of the strategy) is directly linked to the analyses that need to be undertaken of what types of organisational capacity and in which organisations are currently creating impediments to the effective delivery of DAS programs.

The various features of the intervention theory are addressed under **Program Components and Implementation Arrangements**. Table 1 links the Theory of Change (Goal and objectives) to the Intervention Theory (Components).

Figure 1: Theory of Change showing movement from Facility outputs to its intended outcomes, goal and link to DAS thematic objectives and higher order goal

DAS High Order Goal	**To contribute to improving the prospects for economic growth, poverty reduction and national stability in the Philippines**

From DAS:
Objectives of the DAS Program Themes, objectives, focus and projected outcomes that apply at the time (e.g. as shown in the **Performance Assessment Matrix.** Annual review of changing priorities, emerging needs)

Program theme 1: Economic Growth.
Objectives for:
o   Economic governance
o   Infrastructure
o   Rural and business development

Program theme 2: Basic Education
Objectives for:
o   System strengthening and resource management
o   Infrastructure
o   Teaching

Program Theme 3: National stability and human security. Objectives for:
o   Peace building and conflict resolution
o   Trans-national crime; terrorism
o   Health and population
o   Natural disasters

Other agenda relevant to DAS goal and other GoP organisation needs/mandates

Line of direct accountability for the Facility: above it, DAS programs and partner organisations contribute more directly to outcomes than the Facility does

Facility Goal

DAS programs and reform agenda will be in a better position to deliver on their objectives.

Intermediate Outcomes that will be achieved if Development Objectives 1 to 3 are met

Individuals and organisations that have been assisted by the Facility *make better use of* competencies and organisational capacities to improve organisational practices

Individuals and organisations *share and build on* enhanced competencies and capacities, *and lessons learnt from research and knowledge synthesis initiatives and build and maintain partnerships, networks and relationships*

Individuals, organisations and groups of organisations that have been assisted by the Facility *develop or strengthen* competencies and organisational capacities to support organisational change processes.

Factors other than the Facility will also affect outcomes, and increasingly so at higher levels of outcomes hierarchy

Outputs that will need to be delivered in order to achieve the intended outcomes and goal

Appropriate types and quality of HR/OD support are delivered by or through the Facility as planned to targeted organisations, groups of organisations and individuals in order to enhance and better utilise individual competencies and strengthen organisational capacity

Effective engagements are established and maintained in appropriate ways by the Facility with strategically selected organisations, groups of organisations and individuals to identify their needs with respect to development of competencies and capacity in relation to DAS programs and the wider DAS agenda and to develop their plans for organisational development.

A strategy for the operation of the Facility that ensures efficient and effective targeting of organisations and delivery of human resource and organisational development assistance will support the implementation of the DAS programs, the wider goal of the DAS and the related GOP objectives, including gender equality and women's empowerment, in ways that maximise the effective use and impact of resources available to the Facility.

Program inputs, and program management, partnership formation, monitoring, evaluation, and continuous improvement strategies **contribute to all outputs and all outcomes**

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4.2. Goal and Objectives

The goal has been set at what is considered an achievable level in recognition of the fact that the more encompassing aspirations of improving prospects for economic development, poverty reduction and national stability outlined in the DAS will be affected by a range of many other factors beyond the improvements in individual competencies and organisational capacity facilitated by PAHRODF.

The goal also reflects the reality that, given the limits of its resource base and its time frames, PAHRODF can address only some competencies and capacities and cannot address all of the capacity development needs that might be associated with all of the DAS programs, the wider DAS agenda and related GOP programs. The processes for prioritising the efforts of PAHRODF are included in the description of the components.

GOAL

> To enhance the effectiveness of selected programs and reform agenda under the Australia-Philippines Development Assistance Strategy.[10]

PAHRODF will enhance competencies and capacities of Filipino organisations in order to contribute to improved organisational performance. Improved organisational performance is, in turn, expected to facilitate more effective delivery of Australia's Development Assistance Strategy (DAS) supported programs.

Figure 1 above shows the links between the goal of PAHRODF, the achievement of Facility objectives and their contribution to DAS goals. The line of accountability is drawn at the point above which PAHRODF has little control. Its goal is set at that point.

Major assumptions beyond that point are that the DAS programs have been able to effectively identify priorities for capacity building that will assist with program implementation, that the programs themselves have objectives that are achievable, that the programs have sound and feasible theories of change that link their objectives to DAS goals, and that the DAS goals themselves are realistic and worthwhile.

Progress towards this goal will be made through achieving the objectives which also relate to the *Theory of Change*. Specific objectives for particular organisations will be identified and incorporated in HR/OD plans for working with each organisation.

OBJECTIVES

Development Objectives (relating to intermediate outcomes to be achieved by the Facility)

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[10] Economic growth, basic education and national stability are the three pillars in the current DAS (2007-2011). The program objectives mediate between the DAS pillars and the Facility and are hence more directly relevant to the Facility. These will almost certainly change for the next DAS, though the role of the Facility is not expected to change hence the Goal statement may not need to be changed. Nevertheless, once new DAS program objectives are identified, PAHRODF may reconsider how it assists with the achievement of those objectives.

1. To *develop or strengthen* HRD, HRM, planning, management, administration competencies and organisational capacities of targeted individuals, organisations and groups of organisations and support systems for service delivery.
2. To enable targeted individuals and organisations *make better use of* HRD, HRM, planning, management, administration and support systems for service delivery competencies and organisational capacities.
3. To enable individuals and organisations to *build and maintain relationships, share and build on enhanced competencies, capacities, and lessons learnt from research and knowledge synthesis initiatives*

Management Objectives (relating to strategic planning, management and implementation outputs)

1. To ensure *efficient and effective targeting* of organisations and delivery of human resource and organisational development assistance in support of the implementation of the DAS.
2. To ensure *effective engagements with strategically selected* organisations, groups of organisations and individuals *to identify their needs* with respect to development of PAHRODF targeted[11] competencies and capacity in relation to the DAS.
3. To ensure that selected organisations, groups of organisations and individuals *receive appropriate types and quality of support*.

As the objective statements above suggest, the Facility will be expected to contribute to the strengthening of individual competencies, as well as organisational capacities. By focusing strategically on selected organisations, or groups of organisations though, the Facility will promote synergies by contributing to the strengthening of a critical mass of complementary capacities. This will help to support broader change processes and establish foundations for sustainable change.[12]

These objectives are further explained in Annex B. They are also portrayed in Figure 1 as key factors underpinning the achievement of outcomes and the goal and are incorporated in the logical framework (Logframe) discussed in the Monitoring and Evaluation section below.

Key Implementation Principles

There are several key principles for the way in which the Facility should operate to achieve the outcomes. The Facility, in undertaking its activities, should:

- be responsive to demands of stakeholders including GOP organisations and AusAID within agreed frameworks and plans;

- maximise use and enhancement of local capacity and solutions

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[11] These are the competencies and capacities identified in the goal: HRD, HRM, planning, management, administration and support systems for service delivery.

[12] Facility contributions to individual competencies and organisational capacities will necessarily include strengthening in cross-cutting areas of gender, anti-corruption, disability and environment when relevant. It is however unrealistic to include these themes within the wording of the objective statements.

- foster self reliance and sustainability

- contribute in a meaningful way to strengthening of bilateral relationships between Australia and the Philippines;

- ensure transparency and probity;

- ensure access and equity, including sensitivity to gender and disability; and

- be flexible and innovative.

Finally, it is acknowledged that GOP agencies will have a key role to play in the attainment of Facility objectives through their involvement in the Facility management structures (see Section 5.1) as partners in the implementation of PAHRODF activities and by their implementation of GOP gender policies. Active engagement of national GOP agencies (such as NEDA, DepEd, CHED and DILG) in support of the objectives identified above is considered key to sustainability of results.

4.3. Form of Aid Proposed

HRD and OD assistance in relation to the DAS will continue to be delivered by a Facility based on a commercial contract with a Managing Contractor.

The Benefits that a Facility can offer as a centre of excellence

The Facility modality offers the opportunity to have a centre of excellence and focal service point for human resource and organisational development issues. It enables a more co-ordinated and responsive approach to HR/OD development to support the DAS with economies of scale that may be difficult to achieve were individual programs or projects to arrange their own HR/OD capacity development activities.

Human resource development and organisational development is an area of professional expertise in its own right that requires a range of skills that can be brought together collectively in a Facility and developed over time in ways that are unlikely to occur through specific projects or programs. These skills include, amongst other things:

- understanding of change management principles;

- organisational assessment;

- capacity to establish ongoing constructive relationships with organisations (and to know when and how to disengage or change the terms of engagement);

- facilitation and advisory skills (e.g. to identify needs with respect to organisational capacity, identify the strengths and weaknesses of various alternative ways of meeting them);

- capacity to match HRD and OD opportunities to organisational development needs which in turn requires a good understanding developed over time about those opportunities (general types of capacity building activities and specific examples of each type) and who is best suited to provide them;

- capacity to mainstream gender , disability and corruption issues into HR and OD activities

- procurement and management processes for obtaining capacity development assistance and associated administrative procedures; and

- M&E processes specific to HR/OD which include indicators to monitor progress in responding to gender, disability and corruption issues.

Arguments against disbanding the Facility

- With respect to long term scholarships: loss of economies of scale, increased transaction costs, loss of consistency of approach and quality of advice and expertise (e.g. in terms of matching scholars to particular universities) could all occur if the processes of administration were to be distributed either amongst AusAID programs or amongst Filipino organisations (e.g. with each allocated a certain number of scholarships).

- Potential loss of a critical mass of instruments/inputs in one entity to support HR/OD issues across programs supported under the DAS. This could include loss of opportunities for joint capacity development exercises, potential for greater fragmentation of capacity building activities and 'reinvention of the wheel' (unless AusAID had its own internal HR/OD capacity).

- Potential loss of a growing body of knowledge about what works for whom and under what circumstances with respect to organisational development.

- Potential loss of opportunities for knowledge synthesis by tapping the growing knowledge of a facility acquired across a range of different organisations and contexts. However, some recent attempts have been made towards tapping that growing knowledge (e.g. The Facility was commissioned to prepare a paper on the Organisation Development Drivers and Constraints in Public Sector Institutions) so that it becomes AusAID 'knowledge' and can become part of AusAID corporate memory rather than being locked into a particular Managing Contractor (MC).

- Difficulties in trying to fold HR/OD activities back into other AusAID programs given the limited HR/OD capacity within those programs. To some extent this may reflect a legacy of dependence on the Facility which may have precluded the programs from building up their own HR/OD capacity and more explicit integration of such activities in their plans. Management and staff may also lack the time to move in this direction given their other responsibilities. Over time, staff may develop some of the necessary skills and contacts and their reliance on external assistance, such as the Facility, could decrease. However, staff turnover in the other programs, loss of corporate memory and personal contacts, and lack of cohesion within AusAID around HR/OD issues will continue to be constraints to a broader and more uniform embrace of HR/OD issues in the absence of a Facility-like mechanism. This problem could be reduced somewhat if AusAID had its own internal HR/OD experts or advisors.

- Transition management difficulties that could arise from the staggered nature of HR/OD activities already underway. However this would not be an insurmountable problem and separate transition arrangements could be made with various partner organisations.

- Reduced capacity to be responsive to emerging and unanticipated needs for HR/OD assistance. There will be occasions during which programs have

unanticipated needs for short term assistance or other custom tailored forms of assistance. A Facility has the potential to respond in a more timely manner by having its 'finger on the pulse' of what is available in terms of HR/OD assistance and being able to mobilise capacity development activities more quickly than the programs and projects are likely to be able to do themselves.

The Facility approach from the perspective of GOP organisations

The Facility has a role in developing the capacity of partner organisations themselves to become experts in HRD and OD issues. Over time, a Facility working relatively intensively with particular organisations (perhaps across several DAS programs) may assist with developing that HRD and OD capacity within organisations so that they become less dependent on the Facility as a source of advice. This should especially apply in the case of the larger organisations. It would be some years, however, before the Facility is likely to become fully redundant in this respect.

The Facility offers advantages in terms of relationships with targeted organisations in that they may regard it as being more at arms length from AusAID and therefore they may be more willing to engage in HR/OD assessments and planning as equal partners with the Facility.

4.4. Program Components

PAHRODF is made up of three components: a) Strategic Planning; b) Delivery of Human Resource and Organisational Development (HR/OD) Support; and c) Research, Knowledge Synthesis, Management and Diffusion. This section summarises the types of capacity building support to be provided by PAHRODF and the systems and processes required to deliver on the Facility's mandate. Detailed descriptions of these are included in Annex C.

Links between the goal and objectives, the design components and the M&E framework

The following table shows the links between:

- the *theory of change* as shown in the goal and objectives of PAHRODF and in Figure 1; and

- the *implementation theory* that underpins the three components of PAHRDOF

Note that each component contributes to several objectives in different ways and conversely more than one component contributes to most of the objectives. Applying a theory of change approach, there is not necessarily a one to one relationship between a specific component and an intended outcome. The link to the M&E framework comes through structuring the Logframe around the components and the objectives to which each component contributes.

Table 1: Likely direct or indirect contribution by each component to each intended development outcome

COMPONENTS	Intended outcomes		
	Individuals, organisations and groups of organisations *develop or strengthen* (HRD, HRM, planning, management, administration) competencies and organisational capacities and support systems for service delivery	Individuals and organisations *make better use of* (HRD, HRM, planning, management, administration) competencies and organisational capacities and support systems for service delivery	Individuals and organisations *share and build on enhanced competencies and capacities* within their own organisation and/or in other organisations, *and lessons learnt from research and knowledge synthesis initiatives, and build and maintain partnerships, networks and relationships*
1. Strategic Planning	Contributes through applying theory of change processes to planning and targeting of organisations that situate capacity development within organisational change processes	Contributes through applying understanding about what is needed to link competencies and capacity to broader organisational change	Contributes through deliberate planning for diffusing knowledge, developing partnerships e.g. piloting university twinning arrangements Criteria for continuing engagement will include commitment to achieve multiplier effects within and/or beyond their organisation. Support for PA3i will include encouragement to participate in diffusion activities, foster continuing positive relationships with Australia
2. Delivery of HR/OD support (Long Term training and other modes)	Contributes directly to this objective : a major purpose of Facility service delivery	Contributes directly to this objective: a major purpose of Facility service delivery	Contributes by building in sharing and participation in research and knowledge synthesis activities as part of REAPS. Scholarships (ADS and ALAs) and, potentially, institutional twinning, can foster partnerships and positive relationships with Australia, including ongoing relationships with Australian Universities and businesses.
3. Research, knowledge synthesis, management, diffusion	Contributes through development of knowledge synthesis and research products that can help individuals, organisations and groups develop or strengthen competencies Research organisations develop capacity in the course of conducting research projects e.g. better data bases, staff skills and organisational capacity through collaborating with Australian Universities.	Contributes through diffusion of lessons learnt about effective and sustainable HR/OD practices Research organisations gain experience in making better use of capacity and by applying capacity in the course of undertaking research, knowledge synthesis management and diffusion activities	Contributes directly to this objective by facilitating extraction and diffusion of lessons learnt by/from recipients of PAHRODF assistance, and lessons from research and knowledge synthesis initiatives. PAHRODF processes encourage organisations to adopt an organisational learning approach. Research awards that involve collaboration with Australian universities can foster partnerships and bilateral relationships

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Component One – Strategic Planning

Activities under Component One will focus on the development and implementation of strategies to support the operation of the Facility. PAHRODF's Strategic Planning will be based on a four step process which is highlighted and described below.[13]

September	*Oct- Nov*	*Jan-Feb*	*March-April*
Step 1: Annual Strategy Paper developed, incl identification of priority organisations, endorsed by FB ⟶	**Step 2: PAHRODF facilitates org'l assessment of target organisations** ⟶	**Step 3: PAHRODF facilitates development of HR/OD proposals** ⟶	**Step 4: Proposals endorsed by FCC and factored into Annual Plan.**

Sub-Component 1.1 Strategy Paper

The Managing Contractor (MC) will draft a Strategy Paper (SP) to guide implementation of Facility activities. The SP will be developed through a consultative approach involving key GOP national agencies (e.g. NEDA), and sub-national institutions (or a representative body such as the League of Provinces), AusAID, other AusAID initiative MCs and delivery organisations, and other donors.

The SP will identify:
 ➢ priority DAS programs requiring human resource or organisational capacity development support in a given year (including consolidating assistance given to legacy programs)
 ➢ types of organisational capacity (in broad terms) that need to be developed to support implementation of particular DAS programs and wider DAS agenda and that are within the scope of the Facility's mandate (i.e. focusing primarily, although not exclusively, on HRD, HRM, planning and policy and other issues identified further below)
 ➢ potential Key Partner Organisations (KPOs) and types of Strategic Partner Organisations (SPOs) that may be supported by the Facility
 ➢ key approaches for promoting gender equality or equity
 ➢ the expected budget to achieve Facility objectives for the given year

The SP will be updated annually by the MC in the light of emerging GOP and GOA priorities and feedback about progress being made in relation to those HR/OD priorities that it has established for the previous year. Beginning Year 2, development of the SP will be informed by results arising from Component 3 (*Research, Knowledge Synthesis, Management and Diffusion)* as well as lessons from monitoring and evaluation reports. The SP (and its annual update) will be subject to endorsement by the Facility Board (FB).

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[13] The MC will have to be mindful of GOP planning cycles, including for HR issues.

Focus of Support

The Facility will focus primarily on HR/OD issues based on the acknowledged importance of HR issues and as the comparative advantage of PAHRODF in adding value in support of the DAS. However, to provide the Facility a degree of flexibility, support to strengthen technical competencies may also be provided.

Targeting and Identification of Organisations

Targeting and identification of partner organisations will be an important aspect of the strategic planning process. The Facility will continue with the approach of engaging a wider array of partners (i.e. not just government but also business and civil society organisations, especially at the sub-national level) though at the same time, narrowing the total number of partner organisations through more strategic targeting of partners.

To achieve this, organisations will be engaged with the Facility based on the following classification:

Key partner organisations (KPOs) will include organisations (public and private, and to some extent NGOs) associated with a sub-set of DAS programs agreed to by GOP and AusAID, operating at various levels (e.g. sub-national Local Government Units to National Government agencies). They could include individual organisations (e.g. bureaus/agencies, provincial governments) or clusters of organisations (e.g. associations, business councils, leagues of LGUs, formal and informal partnerships amongst organisations.) KPOs will have access to the full range of capacity building support provided by the Facility. The total of KPOs for a given year is expected to be 8-10 organisations. All KPOs should have implemented or are committed to implement Philippine gender policies, including having GAD plans and budgets that could be leveraged by the Facility for creating gender-responsive competencies and organizational capacities.

Strategic Partner Organisations (SPOs) will include a smaller number of strategically important Filipino organisations whose mandates are aligned with the DAS but who are not necessarily involved directly in AusAID sectoral initiatives. SPOs are those deemed by GOP and GOA as key to realisation of objectives associated with the DAS priority themes. SPOs will have access to fewer types of capacity building support than KPOs, and support provided to SPOs will not require Facility-endorsed organisational assessments or HR/OD Plans. However, like KPOs, public sector SPOs will be required to have GAD plans and budgets.

Some organisations engaged by PAHRDF may continue to be supported by the new Facility either to build on or consolidate gains realized through PAHRDF, assuming these organisations remain relevant to the new DAS. Moreover, agencies supporting core themes and programs in the new DAS (e.g. DepEd for Education; provincial governments for PRMF) may be engaged on a multi-year basis under the new Facility.

Further discussion of Strategic Planning considerations, including focus of support and targeting of organisations, is in Annex D. It will be incumbent on the MC and the FB to balance the various considerations noted above regarding selection of activities and targeting of activities and organisations. As part of the process of finalising target

organisations, the justification for selecting each organisation should be clearly documented and summarised in the Annual Plan. This documentation should outline the links between the proposed activities and the objectives of the Facility.

The remaining sections under Component 1 are concerned primarily with KPOs given the nature of their involvement with the Facility. For SPOs, the MC shall provide advice to identify both HR/OD and technical requirements to be supported by the Facility.

Sub-Component 1.2 – Organisational Assessment of KPOs

Following endorsement of the SP by the FB, including the list of targeted KPOs, the Facility will approach the KPOs identified as prospective partners to determine their interest in collaborating with PAHRODF. If the organisation signifies its interest, the two parties will discuss requirements for an organisational assessment. In some cases, prospective KPOs may have undergone an organisational assessment in the recent past. If such an assessment has been undertaken within the previous 24 months, and if it meets the Facility's standards and requirements, a decision may be made to either forego the assessment or to update it, as necessary. Once completed, MC staff will review the organisational assessments and recommend to the Facility Coordinating Committee (FCC) whether to proceed to the next step, or not.

Sub-Component 1.3 – Support to Partner Organisations to Develop HR/OD Proposals

After the organisational assessments have been endorsed by the FCC, the MC will provide advice to KPOs to develop their HR/OD proposals. Through this advice, the MC will inform the organisations about the menu of HR/OD options available from the Facility, and the types that may be most suitable for the organisation concerned. Packages will be tailored to the individual needs of the target organisations, and the MC will be expected to encourage or introduce innovative solutions to the HR/OD needs of the targeted organisations, as well as advising on evaluation strategies, as necessary. In considering the type(s) of HR/OD support to be provided in the HR/OD Plan, the MC and KPO should take into account the costs and benefits of the various options available through the Facility, taking into account, in particular, the opportunity costs associated with some of the more costly interventions.

Another available option is for the MC to recommend that a detailed program of assistance be provided to develop an HR/OD plan for a specific organisation. In this case, an assessment would be done of the merits of providing more extensive assistance for HR/OD planning rather than actual HR/OD support. It is envisaged that any such assistance would be limited to only a small number of organisations that are very well placed strategically to support the objectives of the DAS, but in need of organisational strengthening. It would also be expected that HR/OD support would be available to the organisation in subsequent years, as appropriate.

Development of the HR/OD proposals will provide an opportunity for the KPOs, with the support of the Facility, to think critically about their capacity needs and to develop strategies to address them. The proposals developed will include specific and fully costed interventions required (e.g. LTT, STT, technical assistance, work placements) to support the needs identified. The MC will support the organisations to think about

integrated packages of capacity development support to promote synergies and a holistic approach.[14] For example, while the substantive focus will be on HR/OD issues (e.g. HRD, HRM, planning, management, administration competencies and organisational capacities and support systems for service delivery), proposals may give consideration to provision of assistance (i.e. LTT/scholarships) to individuals seeking support in sectoral technical areas. The expectation is that the LTT at Masters/Post Graduate Diplomas levels will offer the most potential for strengthening management and other HRD skills, while PhD awardees are likely to focus more on technical skills (e.g. economics, peace studies). Since many of the LTT awardees graduating with 'technical degrees' (PhD or otherwise) are likely to become managers, it may also be worth considering ways in which the Facility can supplement the technical LTTs with short-term support to strengthen management skills. The HR/OD proposals will be relatively brief, but the rationale and benefits of the proposed assistance should be clearly outlined.

Incentives

The MC should be proactive in identifying opportunities to advance DAS objectives (including gender, disability and other relevant cross-cutting themes) through incentive approaches incorporated into the HR/OD proposals. For example, providing support which assists KPOs to meet HR/OD milestones associated with sector reform incentive programs/payments.

Different Types of Engagement

In preparing the HR/OD Plans, the MC will help the KPO consider different possible types of engagement with the Facility depending on their needs, their history of involvement with PAHRDF/PAHRODF or other similar initiatives (if any), and the extent to which they have progressed on relevant issues. Four possible categories are posited here reflecting different possible types of engagement.

  a) 'new engagement' (e.g. organisational assessment processes) – Engaging KPOs under this category would entail a relatively small investment, in part to gauge responsiveness and commitment to HR/OD reforms.

  b) 'engaged and progressing' – This category would entail a higher level of financial commitment by PAHRODF with clearer strategic integration of activities with DAS priorities.

  c) 'substantial and strategic progress' – This category is for KPOs requiring support to consolidate HR/OD gains realised under PAHRDF/PAHRODF, or other similar programs. It would be a less intensive investment than (b)

  d) 'outward focus' (diffusion) – The emphasis in these organisations would be more on spreading the benefits of previous investments (diffusion strategy) so would involve organisations that have already participated in PAHRDF or

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[14] The HR/OD proposals are seen as an important means of ensuring that the initiatives supported by the Facility are 'demand-driven' in that they reflect the priorities and needs of the partner organisation. However, the proposals will situate the specific demands (e.g. for awards, linkages etc.) within a strategic framework that articulates how the interventions proposed will contribute to broader organisational change processes. In that sense the 'demand' is meant to be strategic and pro-active, rather than reactive or non-strategic.

PAHRODF programs (or other similar initiatives) but are now in a position to provide support to other organisations. For example, PAHRODF could facilitate efforts by 'lighthouse' provinces to share their skills and experiences on HR/OD issues with local government units (LGUs) within their province. While PAHRODF's involvement in cases like this would be largely facilitative, it could also include provision of short-term capacity development opportunities for local partners.[15]

These categories could help to inform decisions about continuing engagement by the Facility with organisations based on progress against expected results. They could also provide a basis for thinking about graduation or disengagement. The MC will review these categories and refine them, as appropriate, prior to the first round of HR/OD proposals.

Generally speaking though, and consistent with lessons learned about the importance of long-term engagement for effective capacity development, KPOs will be eligible for longer-term support from the Facility. The rationale for the duration of the engagement will be laid out in the HR/OD proposals and will be re-visited annually, taking into account performance, continued demonstrated commitment and progress towards expected capacity results.

Suggested elements for the HR/OD proposals are listed in Annex E.

Sub-Component 1.4 – Endorsement of HR/OD Proposals

At this stage, the HR/OD proposals will be reviewed by the MC and then endorsed by the FCC (or be subject to revisions) based on the following priority considerations:

Endorsement of Proposals – Key Considerations
  a) congruence of proposals with the organisation's HR/OD plans,
  b) the degree to which the proposal corresponds with the Facility's objectives
  c) the extent to which the specific type(s) of HR/OD support proposed meets efficiency standards, e.g. whether the stated need is best met by a PhD for one person or a short course for many
  d) the likely effectiveness of the proposed activities (e.g. are the right positions or units being targeted?)
  e) the quality of the proposed activities, including their appropriateness
  f) the likely sustainability, including consideration of the organisation's contribution and support.
  g) degree to which the proposal will enhance capacities and competencies to identify and address issues relating to gender equality or equity in the organization

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[15] For organisations and individuals in this category, rather than 'disengaging' once they have become less 'dependent' on PAHRODF, they could serve as partners in diffusing new practices or products, sharing case studies etc. PAHRODF could support them, e.g. through train the trainers, facilitation assistance, and with small amounts of financial assistance). Such provinces could be granted 'special status', under PAHRODF and/or a partner government department, in recognition of what they have achieved, as well as their ongoing role vis a vis other actors. With PAHRODF's assistance, these processes could be facilitated by 'graduates' of PAHRODF (e.g. awards graduates, short-term trainees, or others involved in PAHRODF-sponsored organisational development work). This would also provide a way of engaging alumni more actively as part of the program.

Once the proposal is endorsed, the KPO will be notified and a process will be established to review the next steps required to initiate and implement the proposal. The planned engagements with the KPOs (and SPOs) will then be factored into the Annual Plan of the Facility to be developed by the MC.

The MC will formalise engagements with KPOs (and SPOs) by signing partnership agreements that outline respective roles and responsibilities and bases for continued engagement or disengagement by the Facility.

Box 1 – Example of Engagement with a GOP Department or Unit

Targeting and identification of interested GOP Departments or units (as well as other partners) will be done through the Facility's annual strategic planning process. A key consideration will be the Department's association with a sub-set of DAS priorities agreed to by GOP and AUSAID. Assuming the national department meets the criteria for engagement, an organisational assessment will be carried out, in most cases, to identify priority capacity areas for support, e.g. HR management, planning capacity. This will be followed by the preparation, by the partner, of an HR/OD proposal which, once approved, will provide the basis for the support to be offered by the Facility. Support could include scholarship(s) for long-term training (LTT), or other HR/OD investments that are seen as consistent with the plan developed by the department and endorsed by PAHRODF.

The Facility will support the department in the development of the HR/OD Plans, as necessary, preparing scholars for LTT, and in identifying resources (national or international) to respond to the other capacity needs in their plans. The duration of support will depend on the partner and the details laid out in their HR/OD Plans. Returning scholars will be supported in the implementation of Re-Entry Action Plans (REAPs) to ensure benefits from their training are brought back into the organisation. Support will also be provided to monitor and evaluate the HR/OD inputs provided through PAHRODF.

Throughout, attention will be given not only to the specific capacity needs identified by the GOP department involved, but opportunities to strengthen links with other departments, private sector actors or non-governmental organisations engaged in similar areas in order to promote synergies and complementarity of activities.

Component 2: Delivery of HR/OD Support

While Component 1 deals with Facility planning issues, Component 2 covers the major programming areas supported under PAHRODF. This will include integrated packages of capacity development support for KPOs based on clearly identified organisational development objectives identified by the partner organisation in their HR/OD proposals. The Facility inputs, in combination with technical or sector-specific support through other AusAID-sponsored programs, will contribute, in a complementary manner, to broader change processes within partner organisations.

Component 2 will also include more discrete support for SPOs in areas of strategic importance, as determined by the GOP and GOA. Funding for initiatives to support SPOs will come from the annual Facility budget, as approved by the FCC in the Annual Plan, but will not be allocated for specific capacity building activities. This will enable the Facility to respond to SPO priorities in a flexible manner.

As noted in earlier sections, the primary focus of the Facility will be on enhancing non-technical competencies and capabilities. This is based on an assumption that

capacity development in technical areas will be provided mainly through AusAID's sectoral initiatives.

Funding by Type of Partner Organisation

The table below outlines the estimated proportions of funding by type of organisation.

Proportions of Support by Type of Organisation	
KPOs – approximately 70% of overall capacity development (CD) funding to support integrated CD packages	**SPOs –** approximately 30% of overall CD funding (i.e. access to Long Term Awards such as ADS/ALAS and STT/fellowships)

The 70/30 split reflects an expressed desire to: a) maximise benefits by focusing the majority of program funding on a select group of partner organisations, while b) maintaining a 'reasonable' degree of flexibility to allow the Facility to be responsive to emerging priorities and strategic opportunities that may arise over the course of the program, and to address issues of equitable access.

This 'split' though is considered notional as it recognises that the KPO proposals, for example, may or may not require support at that level in any given year. And while the budget estimates for the Facility are based on assumptions about the proportions of different types of capacity development support to be provided by the Facility, the overall approach being advocated is based on a shift away from "number-based" allocations, to an approach focused on the HR/OD proposals and plans developed by partner organisations and the determination of the types of interventions required to support their implementation, whether it be LTT, STT or other kinds of support.

Sub-Component 2.1 – Long Term Training

This sub-component is concerned with enhancing the competencies of strategically important individuals within partner organisations through long term training (LTT) overseas to address needs identified in the HR/OD proposals. Specifically, the support provided will be for LTT at Australian universities, mainly graduate level, supported by Australian Development Scholarships (ADS) awards. It will also include targeted promotion of Australian Leadership Awards Scholarships (ALAS)[16] and other AusAID-funded Australian Scholarships should they become available.

As noted, the overall Facility budget will include allocations for programming to support KPOs and a lesser amount for SPOs. The proportions allocated for LTT for KPOs and SPOs will be roughly similar to the overall programming allocation for Component 2. These allocations are considered notional but should provide some guidance to the FCC in affirming annual activities and budgetary commitments through its approval of the Annual Plan. However, the FCC will also be able to authorise adjustments in these allocations depending on the results of the screening processes for candidates.

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[16] ALA is a globally competitive program so it is difficult to predict the number from any country in a given year. In 2008, for example, the Philippines had 10 ALAs while the year before it had 17.

LTT for KPOs

LTT awards are expected to support implementation of the HR/OD proposals advanced by KPOs. In the proposals submitted by the KPOs, they will identify the types of LTT (if any) being recommended and how, specifically, the LTT will contribute to organisational change processes. The proposal will not specify the names of individuals for any proposed awards.

A limited proportion of ADS awards for KPOs will be considered 'open' to provide a degree of flexibility within that relationship and to address equity concerns as necessary.

LTT for SPOs

SPOs are considered 'open category' given that their participation is not tied to the targeting and organisational assessment processes that apply to KPOs. SPO beneficiaries will either be nominated by the SPO or be self-nominated. SPO candidates will also be subject to the applicable eligibility criteria for the program which they are being considered (e.g. ADS, ALA, other Australian scholarships).

The selection processes in KPOs and SPOs for LTTs to be supported by ADS or ALAS are explained in detail in the Program Components annex (Annex C).

Application Profiles

Building on experience in other Australian award programs, PAHRODF will take a more nuanced approach to selection of scholars. Rather than asking 'who do we want to select?' after applications are received, the question posed by the Facility and partner organisations will be 'who do we want to apply?' In order to ensure applications are received from suitable candidates, PAHRODF and its partners will therefore rely on 'applicant profiles' which will outline the features of applicants considered likely to contribute to DAS priorities and the substantive area described in the particular profile (e.g. HR management, planning, management or administration).

For KPOs, this approach will allow the Facility to draw out individuals within KPOs against a particular profile, rather than simply receiving applications from people seeking training opportunities. The profiles will also provide a basis for selection criteria appropriate to each profile. Relying on applicant profiles will allow the Facility to have a more focused approach to identification and selection of LTT awardees in KPOs, ensuring that there is a clear link between the prospective awardees' roles and responsibilities in the organisation and the priorities being advanced by the organisational partner.

For SPOs, the profiles can be used for promotional strategies to attract prospective awardees from SPOs whose nomination and selection will not be linked to an HR/OD proposal (as with the KPOs). The appropriate profile can be used to identify SPO staff who have current or potential influence on national, provincial or local policies, procedures, systems, and practices, especially in key strategic or emerging priority areas.

The MC, as part of the Annual Planning process, will review and update the profiles as required or develop new profiles as priorities in the programming environment change. The profiles will then be approved by the FCC. Selection criteria for ADS LTTs and examples of 'Applicant Profiles' are in Annex F.

Management of ADS and ALAS

By putting together responsibilities for Australian Scholarships (ADS, ALAS and others) in the Facility, this will allow the individual nature and requirements of the various award programs to be maintained, while achieving economies of scale in the logistics of managing them.

The MC will be responsible for managing ADS as part of its overall management responsibility, including mobilisation and management of the awardees and support to the implementation of re-entry action plans upon return to the Philippines. The MC will also oversee the various steps leading up to mobilisation, including IELTS (International English Language Testing System) preparation and examination, medical examinations, course counselling and pre-departure briefing.

As ALA Scholarships are managed centrally by AusAID in Canberra, these are subject to guidelines and processes beyond the control of the Facility. However, for both KPOs and SPOs, the MC will identify ways for ALAS to strategically fill gaps in programs by finding opportunities where ALAS can be the suitable mechanisms for support. The MC will provide guidance to potential applicants from KPOs and SPOs in identifying appropriate study programs and Australian universities. The MC will similarly be responsible for the administrative support to AusAID in the overall promotion of ALAS as well as selection and mobilisation process for ALAS awardees. The MC (with guidance from AusAID) will be proactive in promoting ALAS and take advantage of their prestige and to exploit the good relations built through the DAS program.

Piloting Flexible Delivery Modes

While the interest in experimenting with flexible delivery modes is clear, there is still a need to assess the feasibility of various modalities in more detail. The new MC should build on PAHRDF's initial experiences and explore the feasibility of such flexible modes as well as the impact of GOA policies and regulations on the options being considered. As part of this, the MC, together with AusAID Manila, should engage Australian Scholarships Group to address any issues that could be a hindrance.

At present, current ADS policy does not allow alternative ADS delivery models which entail delivery of the course of study outside of Australia. Nevertheless, the Australian Scholarships Group is supportive of flexible modes of delivery and has "encouraged their use, through pilots, with adequate evaluation of effectiveness in meeting the scholarship excellence and development objectives of ADS.[17]"

Stakeholders in the Philippines interviewed by the design team noted the potential value to be derived from greater reliance on more flexible approaches. These

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[17] AusAID Scholarships for Development in Vietnam (2009 – 2016) Design Document

approaches are valued for various reasons, including cost effectiveness, relevance, increasing links with Filipino partner organisations. Examples of flexible delivery modes cited include:

a. In-country, long-term capacity development

Providing long-term in-country opportunities for capacity development would increase the number of Filipinos benefiting from graduate level academic support. Supporting long-term study programs in the Philippines would also reinforce the mutual interest in strengthening links between Filipino and Australian organisations. In addition, it could help to ensure that the academic programs supported by the Facility are relevant to Filipino participants

On the other hand, Filipino universities would have to meet Australian Accreditation Standards if they are to be associated with Australian funded awards. Another risk could be the potential to diminish the number of Filipino scholars choosing to study at Australian universities and the consequent weakening of Australian-Filipino relationships.

The feasibility of in-country scholarships as a modality is being explored in the final year of PAHRDF through a mining education initiative in collaboration with Australian mining companies. While, in this case, the private sector is sponsoring individual scholars, the PAHRDF MC has developed a business process for applying student selection, monitoring and support procedures locally in addition to negotiating partnership agreements with selected Philippine universities. Acknowledging that in-country scholarships are intended for those situations where this is the only appropriate form of support (as in-Australia scholarships will remain the major form of long-term training), the new MC should seek to review the current in-country pilot with a view to continuing and strengthening its implementation should the review support this.

b. Institutional twinning (domestic or with Australian organisations)

Institutional twinning arrangements would serve various purposes, such as:
- promote sharing of knowledge and skills between participating organisations
- help to institutionalise relationships established through awards or other means
- deepen professional and personal relationships among participants
- enhance the credibility of participating groups
- provide incentives and a framework for ongoing engagement of alumni with colleagues in Australia or the Philippines
- promote mutual understanding and foster long-term relationships between Australia and the Philippines

Filipino stakeholders noted a desire for more formalised relationships with domestic and Australian organisations under PAHRODF as a way of maintaining institutional links and sustaining capacity gains realised through other types of engagement. In that sense, twinning arrangements could be a valuable complement to award programs.

Twinning arrangements, however, are not without their challenges or risks, including the substantial commitment of resources that is often required to sustain them.

The PAHRDF MC has already taken initial steps to promote such partnerships between Philippine and Australian universities and assist in developing concrete areas for collaboration such as twinning arrangements. It has also been reviewing existing linkages between institutions such as:

- De La Salle University and Macquarie University, University of New Castle, University of Notre Dame and University of Wollongong.
- International Academy of Management and Economics and University of Southern Queensland
- Entrepreneurs School of Asia and Curtin University for joint-programme in Masters in Accounting, International Trade, Financial Planning and International Finance
- Joji Ilagan-Bian Technical Vocational School in Mindanao and TAFE Sydney.

Early in the contract period, the new PAHRODF MC should investigate, opportunities for building on these partnerships, and/or others, and clarify the appropriate role for the Facility in facilitating such relationships. [18]

If found to be feasible, the MC should identify one or two specific pilots, potentially building on the examples cited above, for approval by the FCC. The MC would then report back on the experience with the pilot(s) and build on that experience to move forward with flexible delivery modes. The FCC could also be called upon to offer strategic advice on twinning or other arrangements, including input on accreditation issues or criteria for prospective partner organisations. The latter would take into account factors, such as commitment to the arrangement, availability of organisational resources to make it work, and prospects for sustaining the relationship beyond AusAID's assistance.

Assessing the Benefits of LTT

The MC will be required to undertake an assessment of the benefits of the long term training provided. The prime reasons for undertaking such assessment are: (i) to assess whether the training is contributing to the HR/OD requirements of the target agencies, (ii) to inform future programming and, iii) to contribute to the objectives of Component 3.

<u>*Sub-Component 2.2 – Other HR/OD Support*</u>

This sub-component is primarily concerned with the provision of HR/OD support (other than long term overseas training). [19] For KPOs, activities that address the

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[18] One possible resource the MC should examine is the UNESCO-sponsored UNITWIN (a university twinning and networking scheme) - http://portal.unesco.org/education/en/ev.php-URL_ID=41557&URL_DO=DO_TOPIC&URL_SECTION=201.html

[19] Under PAHRODF (as with PAHRDF), LTT returning scholars will be eligible for STT, assuming the latter is consistent with the needs identified in the organisation's HR/OD plan.

organisational capacity needs will be based on HR/OD proposals. Other HR/OD activities for SPOs will be identified by the MC with the SPOs.

The majority of the 'Other HR/OD Support' will be sourced from within the Philippines. While some of these may be considered new modes of delivery, others have been supported extensively under PAHRDF since 2004.

Menu of HR/OD Options

In-country, short-term capacity development (e.g. short term training; on-the-job training; mentoring; coaching; train the trainer; support for communities of practice; domestic work placements; facilitating the formation and development of associations of organisations [across public and private sector enterprises or at the provincial level] to achieve impacts at a strategic level; support for implementation of REAPs.)

This option reflects a desire to broaden the menu of capacity development options available under PAHRODF for various reasons, including cost-effectiveness, accessibility and relevance. As such, these have been formalised as part of the Facility's repertoire of capacity development modalities.

Much of the support in this area is likely to be provided by Local Service Providers (LSPs). However, the MC may also provide in-country, short-term capacity development assistance to LSPs as they have been under PAHRDF. This has proven to be beneficial under PAHRDF in terms of enhancing the capacity of the LSPs, but also in ensuring that the support they provide under PAHRODF is informed by a clear understanding of the program's objectives and methods.

Some of the specific options noted above, such as support for communities of practice, would be relatively, if not completely, new for the Facility so would need to be phased in and tested in the early days as to their feasibility. The MC should ensure that it engages the right mix of staff to support these types of options.

International short-term capacity development (e.g. formal training, work placements, exchanges, study tours)

While the preceding options reflect a desire for more 'made in Philippines' solutions, this option reflects the desire for and value of ongoing links between the Philippines and Australia, beyond those realised through LTT. Some of this already exists, for example, through the ALA Fellowships, but this option would allow for an expansion of this type of short-term CD in Australia. This option may be particularly important for SPOs seeking out high level support from Australian partner organisations for emerging DAS priorities or on specific issues where opportunities for support are limited in the Philippines but for which a degree granting program is not necessary.

Provision of technical assistance/ expert advisors (mainly short-term – international or domestic)

This would be a relatively low priority under PAHRODF (in financial terms) given availability of other mechanisms for Filipino organisations to access technical assistance (including through existing DAS activities). Nevertheless, it would provide the option of accessing high level, targeted, strategically important technical

assistance (TA), particularly in PAHRODF's primary areas of focus (e.g. HRD, HRM, strategic planning and management). The TA could also support, among other things, organisational assessments, strategic planning exercises, gender mainstreaming or organisational change processes. In some cases, foreign TA would be appropriate, but in most instances the Facility would draw on domestic TA from Filipino institutions, including PA3i. Aside from the direct benefits to Filipino organisations working with the TA engaged, investments of this type could help to connect PAHRODF alumni with program partners, and otherwise strengthen links between partner organisations and Filipino specialists who could offer ongoing support on HR/OD issues.

Box 2 – Illustrative Example of HR/OD activities for a Provincial Government delivered by PAHRDF

PAHRDF's work with the Provincial Government of Agusan del Sur (PGAS) provides an example of what a package of HR/OD activities might look like under PAHRODF. It has entailed a combination of long term scholarships and short term training initiatives. Program interventions in the province have included the following:

Short Term Training Activities:

➢ Capability Building for Enhanced Human Resource Management and Development Program
➢ Enhancing Performance Evaluation Systems
➢ Strengthening Training and Development Management Functions
➢ Development of a Pool of Trainers
➢ Enhancing Qualification Standards and Tools for Effective Recruitment and Selection
➢ Training on Development Management
➢ Enhancing Capacity on HRM - Career Development Management

Box 2 (*continued*)

Long Term Training Activity:

➢ Diploma Course in Human Resource Development and Management

The support provided by PAHRDF has, among other things, strengthened PGAS' HR systems, supported development of a data base for land tax revenue, included supply of mapping equipment for a community-based monitoring system and training on enterprise development. PAHRDF has also strengthened project management skills to complement the efforts of the AusAID-funded Provincial Road Management Facility (PRMF) in the province. This combination of activities has helped develop a critical mass of change agents in the province who are guided by motivated leadership. In addition, PAHRDF has supported the provincial government on a range of issues, including tax collection, financial management, digitalized mapping and personnel management. Looking forward, the province sees more opportunities to build on these investments, including continued sharing of newly developed skills with other actors in the province (e.g. municipal LGUs, through cascade training).

Assessment of Other HR/OD Support

The MC will undertake a review of the 'Other HR/OD support' provided to each partner organisation to: (i) assess whether and how it has contributed to the HR/OD requirements of the partner organisation, and (ii) use this information to guide and direct any onward support to maximise its effectiveness. Two processes will inform this review: exit interviews with participating organisations once the engagement has finished, and an annual organisational review to assess the status of the collaboration and what has been achieved. The MC will outline the procedures for undertaking these reviews in the initial M&E Framework and revised annually thereafter.

Support to the Philippine Australian Alumni Association (PA3i) - A Special Case

The AusAID Scholarships Alumni Network Implementation Plan (2009-2011) outlines five key objectives for AusAID alumni networks as follows: a) Increased (individual and institutional) contributions made by alumni network members to respective country/regional scholarship program objectives; b) Increased M&E coverage of country/regional scholarship programs, both in terms of proportion of alumni/recipient institutions monitored and the range of modest outcomes able to be assessed; c) Increased networking and communication by alumni network members at the local, regional and global level relevant to respective country/regional scholarship program objectives; d) Increased engagement of alumni network members with AusAID and other Australian organisations relevant to country/regional scholarship program objectives or broader AusAID program objectives; and e) Alumni network members are productively utilised as a resource for AusAID scholarship and broader country/regional program areas.

To support these objectives, PAHRODF will provide specific assistance to PA3i. This alumni association is registered as a non-profit organisation and has a small Secretariat in Manila and a Board with 15 members. Its activities include fund-raising campaigns for its outreach projects, establishment of alumni chapters, participation in Australian embassy activities, alumni conferences, promotion of Australian education and continuing education program for its members. The Secretariat maintains a database of returned scholars, but not all scholars are registered.

PA3i is included under this component as a 'special case' in that it is a Filipino organisation that will benefit from PAHRODF support, but unlike the KPOs it will not be the subject of a targeting or assessment process. Nor, like the SPOs, will it have to justify support in relation to how it is aligned with the DAS priorities. For PAHRODF, PA3i is both a partner in the delivery of the program and an 'object' of the program which will benefit from interventions aimed at enhancing its capacity.

PAHRDF has already supported PA3i in various areas. Support to PA3i will be extended under PAHRODF and will be guided by three objectives:

1) Strengthening PAHRODF operations through reliance on PA3i members as valued assets to the Facility (this objective corresponds to priorities identified under Components 1, 2 and 3).

   Alumni members have been called upon under PAHRDF to support aspects of the Facility's operation and this will be continued under PAHRODF. Specifically in relation to the annual cycle of award-related activities, the Facility will engage alumni members as follows:

   - *Targeted Promotion* - Appropriate alumni members will assist in disseminating information on awards to organisations and candidates matching the applicant profiles
   - *Selection* - Appropriate alumni members may be invited to participate in relevant selection panels
   - *Pre-Departure/Mobilisation* – Alumni members will provide advice to new awardees on participation in the award program at pre-departure briefings

- *On-award* - Members will serve as mentors to awardees, based on organisation or sector
- *Completion/Returning home* - All new returnees (*new alumni members*) will attend a debriefing session (short-course awardees at completion of short course, long awardees at appropriate hub on/after arrival in Philippines); Alumni members will participate in mentoring of awardees on return, based on organisation or sector.

The Facility will also look to increasing numbers of alumni to act as resources for in-country programming under Component 2 (e.g. short training programs or advisory support to partner organisations) or in relation to Component 3 (e.g. participation in knowledge management initiatives). PA3i, through its database and ongoing contacts with alumni, can help PAHRODF to identity alumni members who are best suited to respond to the various needs specified.

2) Strengthening PA3i as an association

While PA3i is not presently in a position to maintain its activities at a high level without external funding, support from PAHRODF could help to move it in that direction, by increasing the quality and relevance of its services, including its activities outside of Manila. If this can be realised, the prospects for individual alumni committing to the association fees and enhancing their participation levels should increase. An ultimate objective in strengthening PA3i is to have in place, on a sustainable basis, an association that can facilitate sharing of skills and learning on issues related to PAHRODF's mandate through a various means from workshops to seminars, newsletters, professional networking and personal relationships.

As such, activities to support this objective moving forward under PAHRODF may include[20]:

- *Alumni network activity grant* for alumni networks of 10 or more members to support establishment and strengthening of local activities
- *Professional development seminars/workshop* on sector priority themes or HR/OD issues, delivered at the hubs, and other locations as appropriate
- *Up-to-date database* with contact details and other member information.
- *Philippine alumni network website* with member log-in access (to be incorporated within overall program website)
- *Alumni biannual newsletter* published by the MC with articles written by network members (for on-awardees, returnees and other stakeholders)

Other incentives to motivate alumni members to become more active in PA3i should be explored by the MC and PA3i. Options include formal recognition for engagement, e.g. with the awards program. This could entail granting of titles/awards such as 'PAHRODF Associate' when alumni have demonstrated a sustained and active involvement with PA3i, for example, through knowledge

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[20] Tenderers will be given the opportunity to expand and revise on the proposed activities that can meet this objective in their respective bids.

synthesis and diffusion activities (speaking at symposia, contributing to lessons learnt bulletins of cross organisational themes etc), or mentoring scholars.

3) Strengthening relationships between the Philippines and Australia

This is an overarching priority of Australian programming in the Philippines, particularly in the scholarships programs, as awardees are seen as important 'ambassadors' who bring a keen understanding, through their experiences, of Australia and the Philippines and the importance of the relationships between the two countries. In recognition of this, PAHRDF awardees have already been involved in activities aimed at supporting and strengthening these relationships, from informal contacts with AusAID or GOA officials to alumni participation in Australian embassy activities.

The MC should explore opportunities to expand these types of engagement through PA3i looking at, for example,

- Facilitating linkages between AusAID and other Australian organisations (such as Whole-of-Government partners or research/academic institutions)
- Providing opportunities to enhance mutual understanding of development issues, especially those related to the Facility's mandate and DAS priorities, and to promote Australia as an active partner in the Philippines
- Increased support for alumni conferences in the Philippines, and/or abroad
- Reliance on alumni to expose Filipinos to the benefits of Australian education.

Alumni members also could be called upon to provide advice on alternative programme modalities, such as twinning arrangements or work placements with Australian organisations, which could, among other benefits, contribute to strengthening of relationships between the Philippines and Australia.

Component 3: Research and Knowledge Synthesis, Management & Dissemination

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Between 2004-2009, PAHRDF provided training or other capacity building opportunities to 400 ADS recipients.[21] It also provided 153 short-term training opportunities to 52 partner organisations involving approximately 4,342 participants in the public and private sectors. Through these engagements, considerable knowledge has been gained on HR and OD practices and strategies in the Filipino context. PAHRDF undertook to ensure that such learning was shared widely and this practice will be maintained and expanded on in PAHRODF.

PAHRDF also facilitated the diffusion of products and skills developed through short term and long term training. This approach is to be continued by PAHRDF. An example cited by PAHRDF in its Rapid Scoping Study of PAHRDF Interventions vis-à-vis other AusAID Projects is in the box that follows.

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[21] Total number does not include the 80 for the 2010 intake.

> **Box 3 – Knowledge Diffusion in PAHRDF**
>
> The next level of complementation-collaboration takes place between the PAHRDF Partner institutions and BEAMs partner Teacher Education Institutes (TEIs) through the LTT awardees/scholars serving as resource persons. Upon completion of the LTT, PAHRDF awardees report back to their respective school institutions equipped with Re-Entry Action Plans (REAPs). This is the document that awardees/scholars have collaboratively prepared in consultation with the management of the institution. The REAP serves as guide (cum covenant) for the awardees/ scholars to follow on how learning and skills acquired during the LTT can be shared and passed on to the institution and the other TEIs within the BEAM cluster. Mechanisms are then set up to facilitate the process between the awardees and partner institutions on one hand and between the partner institutions and the BEAM TEIs on the other. This collaboration-complementation is characterized by the series of trainings, designing of syllabi and curriculum, proposal preparation, and mentoring by the scholars for the partner institutions and for the rest of the BEAM TEIs.
>
> All the learning materials developed are therefore shared and passed on to other TEIs within the cluster for possible adoption. In this process all BEAM TEIs and PAHRDF partner institutions benefit practically from all the rest of the awardees and PDs. As increasing expertise is developed, the number of adopters of the new pedagogy also increases, influencing other non-BEAM collaborating schools and other programs.
>
> Worth mentioning here is the fact that, in their personal capacity the scholars, outside of their official academic involvement with their respective schools and BEAM TEIs, are also invited by other institutions to share their knowledge and skills.

Sub-Component 3.1 – Synthesis and diffusion of research on activities of PAHRODF and its partners and informing and influencing government policy relating to HR/OD

The first sub-component will involve supporting and strengthening the efforts of the Facility as a knowledge broker on lessons learned relating to HR/OD issues, building on the experiences in this realm under PAHRDF. Specifically, it will involve synthesis of learnings, management and diffusion of research and knowledge relating to OD and HR activities in the Philippines, and using these to inform and influence national government policy on HR/OD issues, drawing largely, but not exclusively, on the experiences emanating from PAHRODF. The MC will rely on information from its monitoring and evaluation to identify emerging lessons about practices and methodologies. These will be shared amongst project stakeholders through a variety of means that will be detailed by the MC in the Annual Plan (e.g. regular donor reports, lessons learned reports or bulletins, policy briefs, workshops, etc.). The MC is expected to continually develop creative ways to broaden access to the knowledge produced and managed by the Facility.

Beyond that, the MC will also collaborate periodically with Filipino organisations (e.g. universities, research institutes) as well as policy discussion groups, such as the Philippine Development Forum, that are positioned to either conduct research or to facilitate sharing of lessons on relevant issues with Filipino stakeholders. The purpose of such undertakings would be to tap into existing organisational capacity that can contribute to learning experiences relating to HR/OD, to build up linkages among organisational actors with complementary interests and capacities, and to contribute to a critical mass of interested parties around these issues, with potential to contribute to policy dialogue. The latter could entail, for example, bringing together HR practitioners, researchers, academics and government officials in an annual PAHRODF-sponsored policy fora focusing on HR issues.

Inclusion of this sub-component is based on the following considerations: a) the demonstrated value of research, analysis and reflection to good practice; b) the value of systematic research and analysis to deepening understanding of organisational change processes, including how to scale up, identify key entry points for programming, or how to enhance capacity to build capacity; c) the potential for PAHRODF to contribute more in a more pro-active manner to policy dialogue processes, and; d) the potential for PAHRODF to contribute to AusAID's own research and learning initiatives with respect to capacity development.[22] The different outcomes and impacts on men and women and on gender relations of HR and OD practices shall form part of PAHRODF's research and knowledge-building outputs.

Sub-Component 3.2 – Enhancing the organisational capacity of Filipino research and policy groups

The second sub-component will involve PAHRODF facilitating efforts to enhance the capacity of Filipino organisations as researchers and knowledge brokers. This will entail provision of support for research organisations, think tanks, universities or government agencies with the capacity (and/or potential) to conduct research, undertake policy analysis, facilitate sharing of learning experiences or promote policy dialogue on issues relevant to PAHRODF's mandate.

Australia has experience in enhancing the organisational capacity of research and policy groups, including with the Smeru Research Institute in Indonesia. PAHRODF will build on this type of experience to strengthen the research, analytical and policy capacity of selected Filipino institutions, while establishing mechanisms through which AusAID can avail itself of this expertise to undertake program-specific policy analysis. This reflects AusAID's broader interest in enhancing analysis and understanding of the constraints to development priorities in the Philippines. It also underlines recognition of the importance of enhancing domestic organisational capacity in this area - in government, academe and civil society. And it follows from a realisation that some of the key generators of policy advice and reform in the Philippines – public universities and think tanks – have suffered as a result of declining resources in recent years.[23]

Organisations receiving support under this sub-component would be subject to the same targeting and identification processes described under Component 1.[24] This means that they will have to include explicit discussion of gender considerations in proposals. Suitability of prospective partners would be assessed, in part, on the basis of their interest in HR/OD issues, but as importantly in relation to their potential to: contribute to knowledge generation on these issues, link up with other actors involved in this area, and contribute to synergies or multiplier effects on HR/OD issues either within their own organisation or beyond, or contribute to policy reforms. The overall extent to which the capacity of research and other institutions will be strengthened

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[22] AusAID has actively supported a number of research initiatives on capacity development and has established a Capacity Development Panel of Experts to provide advice on capacity development to AusAID projects.

[23] Arsenio Balisacan and Hal Hill, "Developing Philippine and AusAID Research and Analytical Capacity," AusAID Manila Mission Report, April 7, 2009.

[24] Applicant Profile 3 refers to staff from research and policy groups

through this sub-component is expected to be relatively modest given the level of resources being committed.

Specific options to support these two objectives will be detailed by the MC and subject to approval by the FCC, but could include the following:

> Research grants - These would be allocated on a merit-based, competitive bidding basis within the general areas of interest identified by PAHRODF, and endorsed by the FCC. Preference would be given to emerging scholars (i.e. up to five years experience post completion of their PhD).[25] Research grants could involve support for Filipino scholars collaborating with Australian universities on HR/OD issues.

> Academic exchanges or book-writing projects – To ensure continuing exposure of Filipino academics to other academics in the international community, the MC could also give consideration to other options such as: support for participation in international conferences (e.g. through travel grants), exchange programs, post-doctoral fellowships for recent PhD graduates from Philippine universities, or support for Australian academics committing to a semester of relevant teaching or research at a university in the Philippines.[26]

> Conferences or workshops – These would be held in Manila or other locations around the Philippines and would involve sharing of research findings on HR/OD practices as well as exploration and discussion of related policy concerns. One option could be an annual PAHRODF retreat or workshop on HR/OD involving selected PAHRODF partners and interested Filipino actors (e.g. academics, researchers, government officials).

Component 3 will also provide opportunities for substantive engagement with PAHRODF alumni, and ADS/PAHRDF alumni. Many alumni will be in a position to share learning associated with their studies in Australia, or the Philippines, as well as lessons directly linked to the application of new skills in their work environment.

4.5. Estimated Program Budget & Timing

The estimated budget for PAHRODF for the period 2010-2015 will be A$68.2 million based on the breakdown in the Table 2 below. The budget is based on the following assumptions:

Long Term Training Awards (ADS only)[27]:

– 350 Masters Degrees or Graduate Diplomas

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[25] Some of these ideas are drawn from a paper prepared in April, 2009 for AusAID by Arsenio Balisacan and Hal Hill called 'Developing Philippine and AusAID Research and Analytical Capacity'.

[26] See Balisacan and Hill. Support for these various options is contingent upon the specific proposals being consistent with relevant AusAID policies.

[27] In-Australia costs of ALA Scholarships are funded directly by AusAID Canberra.

–   50 PhDs

–   No restrictions on time spent away[28]

Other HR/OD Support (excluding ALAF)[29]:

–   Including all modes of delivery discussed in the design document

Research, Knowledge, Synthesise, Management and Diffusion

–   Allocation of funds for research grants, dissemination activities, capacity building, etc. to be determined through the strategic planning process

Managing Contractor costs, including:

–   Facility personnel

–   Management costs of program

–   Reimbursable costs of In-Philippine costs of Long Term Training Award administration (for all Australian Scholarships)

Table 2: PAHRODF Estimated Budget (2010-2015)

COST BREAKDOWN	TOTAL EXPENDITURE
Long Term Training Awards	$ 44,000,000
Other	$ 28,500,000
TOTAL	**$ 72,500,000**

The estimated budget highlights the continued priority the GOA places on long term awards as instruments for enhancing Filipino capacity and strengthening relationships between the Philippines and Australia. The estimated cost of Australian Development Scholarships (for Long Term Training awards) for the PAHRODF are higher than the previous five-year period on the assumption that ADS awards will be eligible for two-year Masters programs as well as a few PhDs. While ADS awards for the previous Facility were limited to one-year Masters only, consideration has been given in the design for longer degree programs because of their potential benefits (e.g. greater exposure to out-of-classroom professional experiences in Australia) and address challenges of one-year programs (e.g. highly intensive study programs). At the same time, it reflects an increased commitment to 'Other HR/OD Support' based on some of the lessons learned noted through PAHRDF.[30]

For the long-term awards, the total costs each year will vary due to several factors, including the granting of extensions to the planned duration of study programs, and

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[28] If a decision is made to continue to limit the long term awards to one year, the estimated figure for Long Term Awards would be $37,392,566 which would reduce the overall budget to $63,992,566.

[29] In-Australia costs of ALA Fellowships are funded directly by AusAID Canberra

[30] The proportion of LTT to 'Other HRD Support' in the PARDHF design budget was approximately 3:1 vs 2:1 in this budget.

the proportion of awardees each year who gain entry to PhD, Masters or Graduate Diploma programs. The total costs per year for Other HR/OD support will also vary depending on the proposals advanced by partner organisations.

The budget for research-related activities is relatively modest given its 'newness' as a distinct activity area for the Facility. Furthermore, some of the activities described under Component 3 will be supported through the Managing Contractor Costs (e.g. M&E personnel) and prospectively through the other programming categories (e.g. long term awards).

Costs for supporting implementation through the MC contract have been estimated based on experience to date operating the PAHRDF in the Philippines from 2004 to 2009 and estimates are deemed appropriate relative to the proposed scope of the Facility.

Personnel Inputs

It is envisaged that the MC will have two offices in the Philippines (Manila and a field office[31]) with a total of approximately 12-14 professional staff and administrative staff and short term consultants. It is anticipated that majority of the Philippines-based staff (long and short term) will be Filipino.

Equipment

The Facility will be able to provide modest equipment or technological support to partner organisations. As part of the Facility's Procurement Guidelines, the MC will outline the conditions for which equipment may be provided. This may include, for example:

- when equipment (including technological support) is regarded as an integral part of the assistance;
- when the equipment (and its use) are regarded as sustainable (including capacity to replace the equipment, if necessary); and
- when the organisation makes a commitment to maintain the equipment and use it as part of its regular functions.

Partner organisations will also have access to equipment under incentive schemes established by PAHRODF. The cost of any equipment will be limited to 10% of the overall cost of assistance provided to such organisations. The equipment will be clearly specified in the HR/OD proposals.

GOA Costs

The GOA will provide – as a grant – a contribution to the Facility tentatively estimated at A$68.2 million over a period of five years, the majority of which will be for in-Australia long-term awards.

GOP Inputs

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[31] Based on the assumption that even with a change in overall focus of the DAS, the emphasis and engagement with southern Philippines (particularly Mindanao) will remain.

The GOP contribution to the Facility will focus on recurrent budget items (i.e. resources that are normally available to GOP agencies), including:

- the provision of personnel required for effective coordination of the Facility;

- all costs associated with the interviews conducted for long term training candidates;

- the continuation of salaries and other allowances paid to any government employees selected for long or short term training;

- costs associated with the preparation and delivery of travel and other relevant documents for trainees (including the clothing allowance for long term trainees from the public service);

- inputs by target organisations to prepare HR/OD and associated plans, provide progress reports, and monitor and evaluate activities;

- costs that can be or are normally charged against their GAD budget;

- the provision of venues for PAHRODF meetings (other than those hosted by AusAID);

- follow-up medical costs for GOP staff (if required)[32]; and

- the provision of training venues, administrative support and other inputs (to be negotiated on a case-by-case basis for each institution).

5. Implementation Arrangements

5.1. Governance Structure and Management Arrangements

Some revisions to past structures are proposed to ensure that:

- each part of the governance structure has a unique role and adds value to the entire structure; and

- the Annual Plans and subsequent evaluation of impacts of PAHRODF are linked to DAS programs and their objectives. This includes structural arrangements and responsibilities to ensure that some assessment of the role and contribution of PAHRODF is built into the evaluations of those programs.

Governance Structure

The governance structure for the Facility will be as follow (arrows show the direction of reporting relationships and the oval shapes show what the reporting relates to):

Facility Board (FB)
Strategic role

AusAID Sectoral
Teams

Strategic Paper,
Annual M&E
reports,
Research & KM

mination will be paid by GOA.

Facility Co-ordinating Committee (FCC)

AusAID Program Enabling Unit

Annual Plan, Scholarships, All M&E and Research/KM Reports

Managing Contractor (MC)

AusAID HR/OD Specialist

Facility management
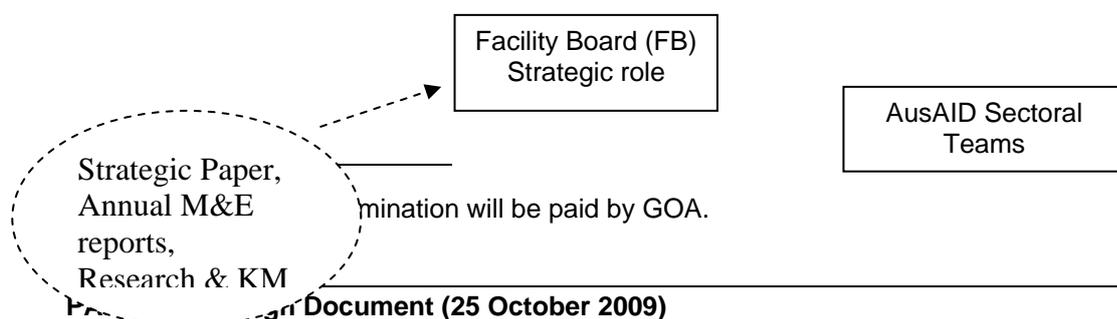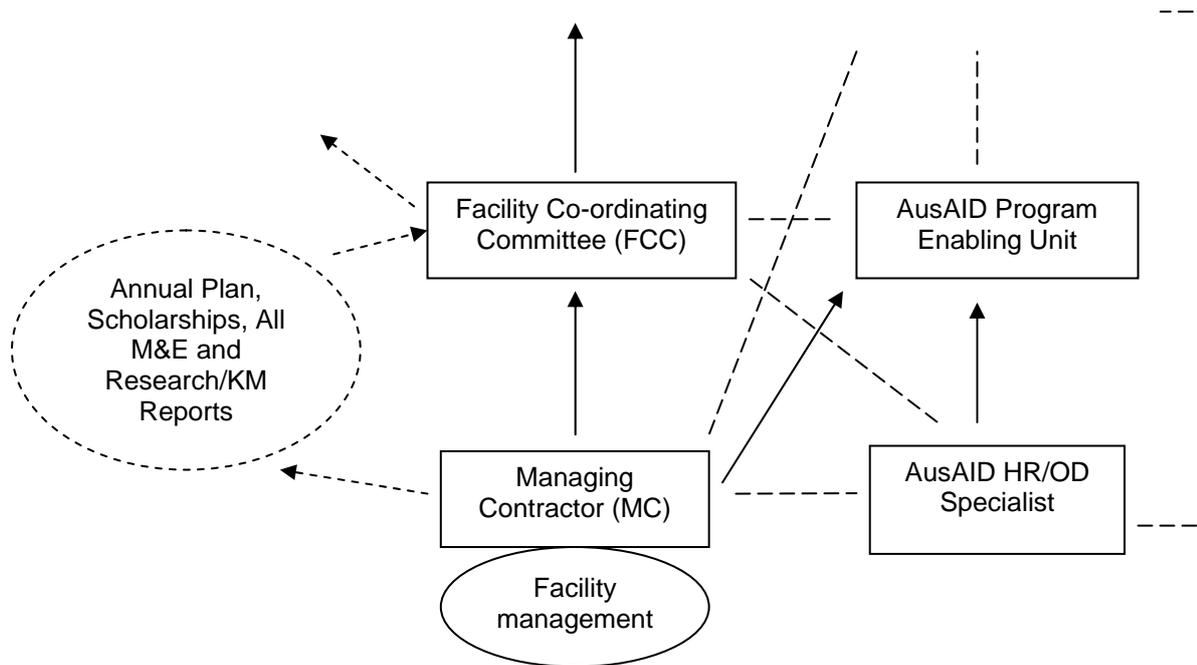
Roles and membership of Facility Board and Facility Coordinating Committee

Facility Board (FB)

The FB will have dual roles of strategic planning and strategic oversight of the implementation and outcomes of the Strategy Paper and the Facility's Annual Plan. The FB will meet twice a year. The first meeting (around September) will:

1. Set high level strategic priorities in line with what is identified as needed to implement the DAS including:

   a. priority DAS programs requiring human resource or organisational capacity development support in a given year (including consolidating assistance given to legacy programs)

   b. types of organisational capacity (in broad terms) that need to be developed to support implementation of particular DAS programs and wider DAS agenda and that are within the scope of the Facility's mandate (i.e. focusing primarily, although not exclusively, on HRD, HRM, planning and policy and other issues identified further below)

   c. list of potential Key Partner Organisations (KPOs) to be approached for an organisational assessment and development of HR/OD proposal and types of Strategic Partner Organisations (SPOs) that may be supported by the Facility

   d. the expected budget to achieve Facility objectives.

2. Oversight the achievements of the Facility in relation to the goal and higher level objectives of the Facility around organisational changes and their impacts

on program and service delivery. This oversight will be at a strategic rather than operational level and will feed back into its planning processes.

3. Review the findings of Research and Knowledge Management activities for any implications for setting strategic directions for the following year.

For the second meeting (around April), the discussion will focus on #2 (strategic oversight) and #3 (research & KM findings) including policy issues relevant to the HR/OD sector arising from Facility implementation.

Members will include:

1. **AusAID –** represented by the Minister Counsellor

2. **National Economic and Development Authority (NEDA)** – as main project counterpart; represented by the Deputy Director General for Investment Programming

- From time to time the committee may also seek the involvement of additional specialists as observers and resource persons to provide guidance and input to the FB, The FB should endeavour to have fair and equitable representation of females and males on the FB. Agencies that may be invited include: **Civil Service Commission (CSC)** – given its role as the main HR/OD agency of GOP; represented by a Commissioner

- **People Management Association of the Philippines (PMAP)** - Peak private sector body of HR/OD practitioners to inform Facility of best practice approaches; represented by a PMAP Officer/Director

Facility Co-ordinating Committee (FCC)

The Facility Coordinating Committee will be responsible for:

- endorsing the organisational assessments for KPOs and the subsequent HR/OD proposals for KPOs;

- affirming annual activities and budgetary commitments through approval of the Annual Plan (which includes finalising the selection of organisations and the level of engagement and types of HR/OD support, applicant profiles; Research and Knowledge Management activities) around April;

- approving the main categories of applicant profiles for scholarships;

- approving ADS nominees;

- reviewing six-monthly and annual M&E reports and Research and Knowledge Management outputs; and

- reviewing the draft Strategy Paper and other high-level reports and updates to be provided for the FB.

- providing guidance in relation to new modes of delivery such as twinning, public-private sector partnerships and on research and KM activities to be pursued;

To fulfil these roles, the FCC will meet approximately 2-3 times a year (or as needed). The timing of the meetings should consider the schedule of the two FB meetings.

Standing members will include:

1. **AusAID** – Portfolio Manager
2. **NEDA –** Director of Public Investment Staff

The AusAID HR/OD Specialist will participate in the FCC in an advisory capacity. From time to time the committee may also seek the involvement of additional specialists as observers and resource persons to provide guidance and input to the FCC. The FCC should endeavour to have fair and equitable representation of females and males on the FCC. Agencies that may be invited include:

- **CSC**

- **DILG/Local Government Academy** – to provide advice and support on disseminating to local governments the knowledge products developed through the Facility

- **Department of Budget and Management** – the Organisation and Productivity Improvement Bureau sets standards and monitors and evaluates the organisational performance and development of government departments and agencies

- **CHED** – to also provide advice on matters relating to in-country scholarships; universities, research institutes for institutional twinning; and research and knowledge management

- **Academe (PAASCU)** – to provide technical advice and input in developing accredited twinning arrangements with Philippine universities

- **National Commission on the Role of Filipino Women/Philippine Commission on Women** – to provide advice on integrating and promoting Gender and Development in all Facility activities and processes

In addition to its formal sign-off responsibilities described above, the FCC:

- will review the draft Quality Systems Manual (which will outline all operational aspects of the Facility, the roles and responsibilities of all parties concerned, the budget and other parameters), provide input/suggestions for change, then endorse the Manual when completed

- will provide recommendations for subsequent changes to the Manual, and endorse these/other changes;

- will advise the MC with respect to its procedures relating to scholarships, noting that the advice would need to be in line with ASG requirements;

- will provide necessary assurances relating to transparency, probity, equity and fairness with respect to selection of scholarship applicants;

- will ensure that the applicant profiles are applied and that scholarships for Key Partner Organisations are situated within an organisational capacity development strategy; and

- will bring some technical expertise especially in relation to research initiatives.

Managing Contractor (MC)

The main roles of the MC in supporting the FB and FCC are to:

- consult with AusAID and GOP to prepare the Strategy Paper for FB approval;

- outline HR/OD and research & knowledge management activities in consultation with GOP counterparts, KPOs and SPOs, other MCs, the HR/OD Specialist and AusAID;

- report to FCC and obtain its approval for Annual Plan, Scholarship recommendations, six-monthly and annual M&E reports and research outputs;

- implement approved activities in Annual Plan and regularly report to FCC;

- prepare high-level reports (e.g. outcome reporting; key findings from research and knowledge management activities; national and local HR/OD policy issues facing Facility implementation) for the FB

- prepares and implements the Facility's gender strategy and ensures that the documents used by the FB and FCC are in accordance with the gender mainstreaming standards indicated in AusAID's gender policy and in GOP's Harmonized Gender and Development Guidelines

- act as Secretariat for the FB and FCC.

AusAID's relationship to the PAHRODF governance structure

PAHRODF will underpin implementation of the DAS by providing a direct support role for other AusAID programs with a more explicit focus on the organisation as the unit of engagement. As mentioned, the Facility will have a primary focus on strengthening capacity of institutions in HR/OD related areas (e.g. HRD, HRM, organisational change) and only a secondary focus on strengthening technical competencies (e.g. related to service delivery in areas such as basic education, economic growth, infrastructure).

Within AusAID, management of PAHRODF will be the responsibility of the Program Enabling Unit. Given the above considerations, there will be greater cross-program coordination within AusAID (Program Enabling Unit with sectoral teams) and significant interaction between AusAID sectoral initiatives (managed by other MCs and delivery organisations) with the Facility. [33] For example:

- In identifying potential KPOs and SPOs for the Strategy Paper, the MC should also consult AusAID's Program Enabling Unit and Sectoral teams;

- In the conduct of organisational assessments for KPOs, the MC will inform AusAID (Program Enabling Unit, sectoral teams; MCs and delivery organisations for other AusAID initiatives and the HR/OD Specialist) of the outcomes.

- In the preparation of HR/OD proposals, the MC should work with the KPOs, AusAID (Program Enabling Unit, sectoral teams, MCs and delivery organisations for AusAID intiatives) and the HR/OD specialist to identify

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[33] The Program Enabling Unit within AusAID Manila Post is responsible for cross-program issues such Gender, Anti-Corruption, Program Quality while Sectoral Teams refer to those who manage sector-based initiatives (e.g. Economic Growth, Education, Human Security).

activities to be delivered by the Facility to complement activities to be conducted by other AusAID initiatives.

- In conducting Independent Progress Reviews for the Facility, the AusAID Program Enabling Unit should seek input from the sectoral teams in the preparation of Terms of Reference to address mutual areas of interest. The same consultation will happen for IPRs of other sectoral initiatives that are supported by the Facility.

- In the design of new initiatives, AusAID sectoral teams should, with input from the HR/OD specialist, identify the role of the Facility to provide HR/OD activities to support and complement the sectoral activities.

The types of interactions described above are particularly important since the Facility is not likely to be factored explicitly into the design of other programs or the contracts of other MCs.

To support and facilitate the increased internal and external interaction, AusAID will directly contract a HR/OD Specialist for technical and management support. The specific roles of the HR/OD Specialist will be to:

- engage with AusAID to identify HR/OD needs in KPOs associated with their programs and to determine the areas of development that would be most relevant for improving the effectiveness of the DAS programs;

- assist AusAID to identify how improvements in HR/OD capacity could contribute to program effectiveness, to set objectives against which the effectiveness of PAHRODF assistance could be assessed and to incorporate the evaluation of PAHRODF assistance into the evaluations of other sectoral programs. Similarly, the HR/OD specialist may identify program needs for information that should be incorporated in the PAHRODF evaluations;

- provide specialist input to AusAID to review HR/OD activities developed by MC prior to approval of Annual Plan and other advice as required (This input will be through the Program Enabling Portfolio Manager who will be AusAID's representative on the Facility Co-ordinating Committee.);

- undertake external review of annual Facility M&E reports with particular focus on monitoring improvements in HR/OD capacities in KPOs & SPOs and how those improvements are contributing to more effective DAS programs and more effective KPO programs; and

- provide technical mentoring for the AusAID Initiative Manager

The expertise of the HR/OD specialist will need to include expertise in M&E of HR/OD activities and programs. It is anticipated that this position will be filled by an external contractor with 6-months intermittent input per year.

Key groups and players to which the Facility relates

In addition to the formal structures of the Facility Board and the Facility Co-ordinating Committee, there are many other key players to whom the Facility will routinely relate. These include:

- KPOs and SPOs

- AusAID Australian Scholarships Group in Canberra (ASG)

- Local Service Providers of HR and OD support (LSPs)

Detailed discussion on how the governance structures interact and additional information about the roles and responsibilities are in Annex G.

Facility Management

This design document recognises that the services of the MC will be based substantially on the procedures and materials already established by PAHRDF, with changes to be made based on the new features and activities under PAHRODF. Ownership of the materials developed under the PAHRDF contract is vested in the Government of Australia so all the operating documents and other support materials[34] and the office assets[35] will be made available for the use of the next MC. The next MC is expected to improve on the existing operational manual and other materials to manage the Facility. During the inception period the MC will be expected to review and update the operating documents to incorporate the new guiding principles and requirements as set out in this Design Document.

As the focus and engagement with institutions in southern Philippines is expected even with the change in the DAS, the Facility should have an office located in Manila (headed by the Facility Director) and a field office (headed by a Deputy Facility Director who reports directly to the Director). A team of specialist advisers in the fields of Human Resource Development, Organisational Development and Monitoring and Evaluation will form part of the team. Draft duty statements for these positions are included in Annex H.

Other fields of expertise required for the MC to manage the Facility include: a) knowledge of Australian higher education sector and broader Australian government sector; b) knowledge of Philippines higher education sector; c) experience managing scholarships programs; and other expertise relevant to the various capacities required of the Facility to work with organisations. It is expected that nominated technical staff will accompanied by an additional appropriate number of staff for administration, contracting, finance, information technology and other support. Tenderers for this activity will be required to identify relevant positions for undertaking its work in order to meet the above desired characteristics of the Facility as a whole.

Details of the Managing Contractor's responsibilities for facility management (in relation to establishment of offices and systems and continuing facility management) are discussed in Annex I.

5.2. Implementation Plan

Inception Report

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[34] PAHRDF documentation on processes may also be provided to prospective bidders even during the tender process.

[35] Subject to conditions outlined in the PAHRDF Subsidiary Arrangement agreed to by GOP and GOA.

The MC will produce an Inception Report within six weeks of commencement of responsibility (after completion of any handover period).

Transition Phase

The transition from the current management of PAHRDF to PAHRODF will need to be managed carefully to ensure continuity of support for existing students and organisational partners and to ensure a smooth transition to the new features introduced to the Facility. The PAHRDF MC will be submitting its Transition Plan to AusAID by February 2010.

Scholarships

The current PAHRDF MC will initiate the process for and support current students in Australia up til the end of their contract. The new MC will be expected to assume full responsibility for those students already undertaking studies upon commencement of their contract (e.g. for matters relating to award variations).

By June 2010, there will be 92 ADS awardees in Australia and 20 ALAs (this number will increase when the January 2010 cohort is mobilised). No more Carnegie Mellon University (CMU) scholars are anticipated, unless Filipino candidates are successful when awards are granted in January 2010. As agreed with AusAID, the current PAHRDF MC will identify institutions and LTT/ADS nominees for the January 2011 intake (and facilitate until the conduct of IELTS and medical examinations in June 2010) as part of its (last) extension year. The PAHRDF MC will brief the incoming MC on commencement around June 2010, outlining the current status of students studying overseas, progress made in selecting and mobilising students for the January 2011 intake, and arranging for a handover of mobilisation to the new MC.

Other HR/OD support

The pipeline of Other HR Support activities initiated under PAHRDF will be completed when the current MC's contract ends in June 2010. For PAHRODF's initial year, it is envisaged that the Strategic Planning process outlined in Component 1 can already begin (in preparation for the 2011/2012 Annual Plan). However, the MC can identify a limited number of short-term activities for identified target organisations that may be already implemented during its initial year. Activities under the 'Other HR/OD Support' sub-component will therefore be limited in 2010/11 and full PAHRODF-initiated programming (for 'Other HR/OD Support) will commence in 2011/12.

Initial "Annual" Plan

As the new MC for the Facility is expected to commence in June/July 2010, it is expected that an initial "Annual" Plan will have to be prepared within three months of mobilisation. For simplicity, the "Annual" Plan to be submitted by 30 September 2010 should report on inception activities for the first three months (July-September 2010), outline long-term training and other HR/OD activities as described above, and other Facility activities that will be appropriate to undertake in the initial year. The initial plan will cover the period from mobilisation (around July 2010) to 30 June 2011.

AusAID and the new MC will need to reach agreement on the activities to be undertaken prior to the approval of the first "Annual" Plan. These activities are expected to include:

- briefings with AusAID (Canberra and Manila);

- the establishment of offices and recruitment and training of staff;

- initial FB and FCC meetings; and

- support for ongoing programming.

In addition, the MC will be expected to initiate work on the Quality Systems Manual (as some aspects of the QSM will need to be finalised in order to undertake some of the above activities); the format for the HR/OD proposals; the establishment of a Facility website; the preparation/refinement of an M&E Framework and initiation of discussion with PA3i.

Gender Strategy

The MC will develop a gender strategy that promotes gender equality in the delivery and management of Facility activities within the first six months of mobilisation. Considerations to be covered by the strategy are outlined further in Section 5.5 below.

Communications and Publicity Strategy

The Managing Contractor will develop an internal and external communications and publicity strategy for the Facility within the first six months of mobilisation. The strategy should address, among others, the following issues:

- Ensuring that the Facility clearly supports the objectives of the new DAS and Australia's broader diplomacy objectives

- Close coordination and cooperation with AusAID Post, delivery organisations for other AusAID initiatives and relevant donor programs

- Active promotion of Australian Study and Professional Development Awards, particularly to attract sufficient, eligible, and high quality individual candidates for ALA Scholarships and organisations for ALA Fellowships

- Supporting the objectives of knowledge diffusion under Component 3

- Maximising opportunities from Facility-supported activities (e.g. Pre-Departure briefings; symposia; alumni events)

- Providing accessible information for men and women, including those with disabilities, from across the Philippines

The MC will also establish a Facility website as a communication and publicity mechanism (in addition to its role in supporting Monitoring and Evaluation for the Facility) which will provide appropriate information to the general public, potential scholarship applicants and alumni. Website usage statistics and other relevant information will be included in the MC's M&E reports. The website will adhere to Australian Scholarships and/or Australian Government branding as directed.

The Communications and Publicity Strategy must be approved by AusAID.

5.3. Monitoring and Evaluation Plan

The Logical Framework in Annex J shows types of performance information that are likely to be required for each component picking up on the objectives that are relevant to each component. It draws heavily on the data provided by PAHRDF (especially for outputs and lower level outcomes) but adds indicators relating to organisations and DAS programs that will be more relevant to the new design. It also organises the performance information so that its usefulness to particular objectives of the Facility can be demonstrated.

As shown in Figure 1 (p.11), the links to the Performance Assessment Framework of the DAS are through the DAS programs that PAHRODF will support. The particular objectives of particular programs that it will support will be identified:

a) In broad terms, as part of the Strategy Paper, PAHRODF will work on a selection of programs and parts of programs following preliminary consultations with AusAID and GOP organisations and endorsement by the FB.

b) In more specific terms, in the HR/OD plans with organisations and project plans for research and knowledge synthesis and diffusion projects that will be part of the PAHRODF Annual Plan. These HR/OD plans will be developed following more in-depth consultation with KPOs and with AusAID, and other AusAID managing contractors and delivery organisations. They will include specific objectives that can be shown to be relevant to achieving one or more DAS program objectives and against which the performance of PAHRODF in supporting those objectives will be assessed.

Note that PAHRODF is to play a contributing role in relation to enhancing the effectiveness of DAS programs and will not be held directly or solely accountable for the effectiveness of those programs. For the purposes of assessing contribution the method known as Contribution Analysis[36] could be useful. Both the theory of change for PAHRODF and Contribution Analysis are built around a program logic model. These methods are primarily useful for strengthening the plausibility of claims made about the contribution made by a program to particular impacts but like most evaluation methodologies do not conclusively prove impact.

The Logframe will provide a structure for reporting. Performance information included in the Logframe will be complemented by other routine reporting to AusAID through the PAHRODF Initiative Manager about such matters as Facility expenditure relative to allocations that are built into the contract with AusAID.

The MC shall review the M&E Framework and develop a full M&E plan in the first six months of the operation, including developing some additional data analysis tools and data reporting formats or suggest some rationalisation or re-assessment of the indicators. The main types of development required will be related to documenting

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[36] See John Mayne's seminal 1999 paper "Addressing Attribution Through Contribution Analysis: Using Performance Measures Sensibly" and Kotvojs, F & Shrimpton, B. 2007, "Contribution Analysis: A new approach to evaluation in international development", Evaluation Journal of Australasia 7(1) pp27-35.

and analysing information that has been routinely collected (e.g. systematic ways of recording, summarising and aggregating information from exit interviews and organisation review meetings, content analysis of REAPs, aggregating data about ratings of progress with REAPS). The M&E plan should be reviewed by the MC annually and recommend improvements to the FCC as necessary.

These new types of analyses should be applied in the first six months to existing data from PAHRDF for purposes of a) piloting the analysis processes and b) producing baseline data for comparing PAHRODF with PAHRDF for comparable aspects of performance (e.g. REAPS) where sufficient data of acceptable quality is available. Suggested types of data for which new types of analyses or other types of improvement would be useful are also identified the M&E Annex.

The Logframe also includes various other comparators such as comparisons from year to year over the five year contract, for different target groups and sub-groups (gender etc), comparisons with Australian scholarship programs in other countries, progress over time within particular organisations, comparisons amongst DAS programs, qualitative comparisons of the relative influence of PAHRODF compared with other factors in facilitating or inhibiting progress at the level of individuals, teams and organisations.

Links with AusAID M&E

a)   Quality at Implementation

AusAID prepares Quality at Implementation (QAI) reports at least once a year for all substantive, monitored aid activities across all aid modalities. The QAI provides an opportunity for AusAID to periodically reflect on the following key issues relating to quality (based on *AusAID Guidelines for a Quality at Implementation report, November 2008*) [37]:

1. Key Results
2. Summary of Objectives
3. Implementation Progress
4. Achievement of Objectives
5. Monitoring & Evaluation
6. Sustainability
7. Gender Equality and Cross-Cutting Issues
8. Risk Management
9. Current issues

To facilitate reporting, the Facility's Annual and Six-monthly reports described below will be structured along the QAI headings.

b)   Independent Progress Reviews

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[37] A revised QAI template is expected to be released in late 2009. The new headings are expected to be: 1) Relevance, 2) Effectiveness, 3) Efficiency, 4) M&E, 5) Sustainability, 6) Gender Equality, 7) Cross-cutting Issues, 8) Risk Management, 9) Current Issues

Independent evaluation of an aid activity is required by AusAID at least once every four years for all monitored activities (activities of $3 million or over or of strategic/political importance). Independent Progress Reviews (IPRs) are evaluations that are independent of the activity in question.

The likely timing of an IPR would be during the third year of operation of the Facility (subject to direction by the Facility Board) and a Final IPR (i.e. Independent Completion Review) no later than 6 months before the completion of the five year period. Given the five year time span of the Facility and the fact that it is introducing new HR/OD approaches for working with organisations in a more holistic way it is appropriate to have these two IPRs.

Key evaluation questions will be addressed in the Independent Progress Reviews (IPR) to be commissioned by AusAID. The key evaluation questions will be structured around the standard criteria referred to in the *AusAID Guideline: Manage the Independent Evaluation of an Aid Activity (November 2008)*, namely:

    a. Relevance
    b. Effectiveness
    c. Efficiency
    d. Impacts
    e. Sustainability
    f. Monitoring and evaluation
    g. Gender equality
    h. Analysis and learning

Specific evaluation questions will need to be developed for each of these criteria. Some are suggested in the M&E annex and some questions will derive from other AusAID guidelines such as those that have been prepared for Scholarships in the *Introductory Guidance on Monitoring and Evaluation for AusAID Study & Professional Development Award (SPDA) Programs (2009)* and for Gender in *AusAID, Gender Equality in Australia's Aid Program: Why and How? Canberra, March 2007* and GOP's *Harmonized Gender and Development Guidelines*.

To the extent possible, the Facility's annual reports discussed below should attempt to address the key evaluation questions foreseen in the IPRs, noting though that organisational changes are not always observable on an annual basis.

The results will be reported to the FB highlighting the effectiveness and efficiency of the Facility, and the extent to which it is on course to make valuable contributions to the achievement of DAS program objectives specified for attention in KPO HR/OD plans and plans for other activities, GOP program outcomes and is contributing to longer-term DAS priorities. The FB will consider the recommendations and, as appropriate, instruct the MC to modify the targeting strategy or operational processes accordingly.

At all stages of each evaluation (design, data collection and reporting), the various evaluation teams will be expected to consult with members of the FB, other facilities/projects supported by AusAID (in particular, those with a working relationship with PAHRODF), relevant AusAID staff, other donors, target

organisations, service providers and trainees. The MC will assist by facilitating access to people and information.

c)   DAS Program evaluations

AusAID and its contracted Program/Facility/Project Directors together will be requested to set realistic objectives for the types of results that they would expect and hope for from HR/OD assistance in relation to their programs. Referring to these objectives, they will then build M&E of the Facility's contribution into the evaluations of their own programs. This will be done in consultation with the MC and KPOs and with assistance from the HR/OD Specialist.[38]

AusAID will provide that information to the MC on an annual basis or as part of reports on external evaluations of programs (e.g. IPRs). AusAID will need to determine how it will do this once the Annual Plan has been approved. Information provided through these program evaluations will be incorporated in the MC's annual reports to the FCC and FB.

Reciprocally, AusAID Portfolio Managers should be consulted when developing the TOR of the IPRs of PAHRODF to see whether any of the information they need in order to evaluate their own programs could come from the IPRs.

Links with GOP M&E agencies and systems

It is recognised that may GOP national oversight agencies would have strong interests in monitoring organisational development of the Facility's partner organisations in the public sector. The design also acknowledges that these national agencies have existing monitoring and evaluation systems that the Facility should seek to align with and potentially support. Relevant examples include:

b) Civil Service Commission's Performance Management System - Office Performance Evaluation System (PMS-OPES)

    Through the PMS-OPES, the CSC aims to establish a high-performance culture by aligning individual objectives to the organizational objectives. The new performance management system would meaningfully and objectively link employees' performance vis-à-vis an agency's Organizational Vision, Mission, and Strategic Goals. Moreover, an agency's overall performance can then be linked to the Organizational Performance Indicator Framework (OPIF), to the Agency Strategic Plan, and to the MTPDP.

c) Department of Budget and Management

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[38] Engagement of Program/Facility/Project Directors of AusAID initiatives in this process has a number of benefits: it helps them to clarify and communicate what they want from PAHRODF and this is important given that the role of PAHRODF is essentially to serve them; it provides more specific 'program by program' objectives against which the achievements of PAHRODF will be measured than are available through the broad statements of objectives for PAHRODF; the process has the potential to enhance internal theory of change and M&E understanding of AusAID program staff.

Within the DBM is the Organisation and Productivity Improvement Bureau which sets standards and monitors and evaluates the organisational performance and development of government departments and agencies.

d) Department of Interior and Local Government's Local Government Performance Management System

LGPMS serves as the on-line national information system of Philippine local governments units (LGUs). It is a self-assessment, management and development tool that enables LGUs to determine their capabilities and limitations in the delivery of essential public services. One area of indicators that measures LGU performance is on "administrative governance," includes Human Resource Management and Development.

e) National Economic and Development Authority's Regional Project Monitoring and Evaluation System

The RPMES primarily aims to facilitate project implementation, and devolve project facilitation, problem-solving, monitoring and evaluation to the regional, provincial/city and municipal levels. While the system focuses on specific project-level outputs, it also looks at higher-level outcomes.

f) National Economic and Development Authority's GAD Monitoring

The NEDA GAD monitoring seeks to ascertain the responsiveness of a project to relevant gender issues, and how it is addressing these issues. This monitoring report will be submitted by PAHRODF to AusAID which will incorporate it in its annual report to NEDA.

In developing the Facility's M&E framework, the MC should consider how M&E tools and indicators can be aligned with, and how reports can contribute to, these GOP systems. The Facility should also be open to supporting strengthening of partner organisations' M&E systems through specific interventions if identified as a priority in the HR/OD proposal.

Key Reports to be produced by the MC

Six-monthly and annual reports of Facility performance will be structured according to the headings in the AusAID Guidelines for a Quality at Implementation reports as described above. The Six-Monthly report will primarily report on data for monitoring outputs and may include some reflective analysis about issues that have arisen over the previous six months. Annual Reports will incorporate data from the mid year report and achievements for each organisation PAHRODF is working with, against the objectives from the agreed HR/OD plan and in relation to DAS priorities. Annual reports will also include a series of case study reports as described in the M&E annex. The MC will also produce a Facility Completion Report (FCR) approximately at least six months prior to the end of the Facility. The FCR should follow AusAID reporting

formats and should be closely integrated with AusAID's independent evaluations to avoid overlaps and maximise the usefulness of each report.[39]

Levels of information and units of analysis

Information will be collected and either aggregated and/or qualitatively synthesised at several levels or cut in several different ways as follows:

Mandatory for 6 monthly and annual reports other than where exceptions are noted

- PAHRODF component:
    1. Strategic Planning and Management
    2. Long term training and Other HR/OD support
    3. Research, knowledge synthesis, management and diffusion

- Individuals: Information about individual participation, progress and outputs could be presented in four different forms:
    1. aggregates
    2. breakouts by organisation, province (or other sub national unit), program, competencies, gender and other participant attributes
    3. integrated into holistic reports about progress that are specific to each major organisation, province (or other sub national unit) or AusAID program with which PAHRODF has worked - *mandatory for annual report only*
    4. individual vignettes (mini case studies, success stories, lessons learnt) especially for scholarship holders - *mandatory for annual report only*

- Key Partner Organisation, section within an organisation or vertical slice of an organisation with different interventions at different levels - *more in-depth analysis in annual report than in 6 monthly report*

- DAS program (or focus) -- *more in-depth analysis in annual report than in 6 monthly report*

- Specific projects such as OD knowledge synthesis projects

Additional units of analysis to be determined by the Facility Coordinating Committee as part of the Annual Plan with advice from the MC

- Sectors – public, business, tertiary education, civil society

- Cross program competencies, capacities (e.g. what's been achieved in terms of improved capacity for financial management across different partner organisations that have been assisted in relation to financial management)

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[39] New AusAID guidelines on Completion Reporting are expected to be released in late 2009/ early 2010.

- Cross cutting themes such as gender issues that are relevant to HR/OD.

Data collection methods, sources of information and responsibilities

Methods for data collection and sources of data are included in the M&E Annex. Most of those methods have already been in use in some form by PAHRDF. Some special purpose tools such as focus groups, interviews and Most Significant Change methods will need to be used in conjunction with particular research or evaluation studies such as IPRs rather than routinely. Decisions would need to be made at the time of designing those studies as to what types of tools would be relevant.

PAHRODF will make more analytical use of the information available from individual or team REAPS than has been made in the past. Relative to the approach adopted by PAHRDF, PAHRODF evaluation and reporting will place a much greater emphasis on strategic achievements at the level of KPOs and DAS programs.

As noted, the design team considers the M&E system that has been developed by PAHRDF to be largely a robust and comprehensive system that has evolved over time but whose potential as a source of strategic information is not being realised as well as it might be. There are opportunities to improve the quality of some of the methods and to make better use of some of the existing data. Some opportunities are identified in the annex along with PAHRDF reflections on what has worked particularly well with the current M&E approach.

It is very important that these strengths be considered and not lost when making any adjustments to methods. On some occasions there will need to be deliberate trade-offs between improving the measurement accuracy of data collection methods on the one hand and ensuring buy-in, usefulness for organisational change purposes and feasibility on the other. Benefits to the organisations as learning organisations should be of paramount concern.

Specific responsibilities for particular methods are identified in the annex. They fall into 3 categories, those that are:

1. Managing Contractor responsibility to conduct or commission

2. Australian Scholarships Group responsibility to conduct or commission

3. AusAID Manila Post responsibility to co-ordinate or commission.

Incorporation of issues relating to gender, corruption, disability, Paris Declaration/Accra Agenda for Action (PD/AAA), and environment in the M&E framework

The M&E framework incorporates some routine monitoring data that relates to each of these issues. This monitoring data will be included in six-monthly and annual reports.

The six monthly reports, for example, will provide quantitative and qualitative data about services delivered, numbers and types of participants, with breakdown by gender, disability, location and type of activity. The annual reports will include similar data as well as reports on one cross cutting theme per year. The regular reports will also be able to drawn on feedback from gender and disability sensitive training

given to LSPs as well as feedback (received through routine questionnaires) about ease of access, and gender and disability sensitivity of delivery processes for Facility programs.[40]

Information about the cross cutting issues will also be included in reviews of the QSM and its application.

IPRs will include reference to gender, disability, environment, PD/AAA and anti-corruption related **processes** in their TORs. The final IPR will include reference to gender, disability, environment, PD/AAA and anti-corruption related **outcomes** in their TORs.

Subject to FCC direction, the MC will conduct one thematic evaluation relating to a cross-cutting theme (e.g. gender, disability, environment, PD/AAA and anti-corruption) per annum. Thematic evaluations could be standalone and related only to the work of the Facility or could be part of a wider thematic evaluation being conducted by AusAID across all portfolios.

Gender, disability and other equity related considerations

Reporting against Gender related indicators is a requirement for AusAID and for GOP. Thus, the six-monthly report and the annual report will need to address the issues identified in the GOP Harmonised GAD Guidelines checklists and actions to improve noted and reflected in the QAI reports.

As shown in the Logframe and supplementary Output tables in the M&E Annex, information on participation rates and other quantitative data is to be included in 6 month and annual reports. Examples of gender and other equity related indicators (such as disability, location, age) that are currently incorporated in the Logframe and supplementary tables are those relating to:

- **disaggregation of data** by gender and by other equity considerations for indicators that relate to participation and to the various outputs (promotion/selection/engagement and service delivery) and intermediate outcomes (development and application of competency and organisational capacity, achieving multiplier effects, networking etc);

- information about **specific activities** that the MC undertakes **to promote gender and other equity considerations in relation to participation and intended outcomes.** Examples of specific activities that have been incorporated in the Logframe include reporting on activities to support scholars where gender or disability related issues may be involved e.g. promotion of services, ease of access, support for scholars while they are undertaking studies; gender and disability sensitivity of delivery processes

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[40] The Gender Action Plan for the Australia Philippines Development Assistance Program (December 2008) suggests that gender training be made available for all staff in the Philippines program. Implementing partners, managing contractors and technical advisers involved in the initiatives will also be expected to undertake gender training that is tailored to the initiative in question. AusAID will brief implementing partners on the elements of the Action Plan and the implications of implementing the Plan in current and pipeline initiatives.

including how team processes are applied when delivering HR/OD activities, monitoring and evaluation of the experiences of women and men in PAHRODF sponsored activities, and attention to structural and career promotion issues that may hold women back from contributing to organisational performance following assistance from PAHRODF; and

- information about the inclusion of gender, disability and environment issues in the **subject matter** of capacity building activities e.g. gender and disability as part of developing the HRD function in organisations and as part of developing the gender sensitivity and capacity of local service providers.

For the sake of brevity these indicators are shown in abbreviated form in the Logframe. Considerations identified above will be built into the design of particular data collection instruments (e.g. exit interviews) and for reporting findings.

Environment and anti-corruption issues

The Logframe also includes indicators of the extent to which issues relating to environment and anti-corruption are addressed by PAHRODF.

With respect to environment:

- the **processes** that have been used to reduce impacts of Facility activities on the environment (e.g. location of courses relative to participants and possible environmental costs of moving large numbers of people to other locations for HR support services, electronic communication); incorporation of environmental issues in training of LSPs, encouraging organisations to incorporate environmental considerations in the design of systems and procedures. The IPR will include attention to these processes in its TOR.

- HR/OD activities that assist DAS Programs or GoP activities that relate to environmental issues and the **outcomes** of those activities. The ICR will include attention to these outcomes in its TOR.

With respect to anti-corruption:

- the **processes** for selection of participants and the way in which they endeavour to make application processes fair and open; transparency and fairness of processes for selecting LSPs and other providers; subject matter of capacity building work that relates to reducing corruption e.g. improvement of internal audit processes. One role of the Facility Co-ordination Committee is to ensure that fair and transparent processes are applied to selection of applicants for scholarships. IPR will include attention to these processes in its TOR.

- HR/OD activities that assist DAS Programs or GOP activities that relate to anti-corruption issues and the **outcomes** of those activities. ICR will include attention to these outcomes in its TOR.

5.4. Sustainability

External reviews of PAHRDF have recognised that sustainability has been integrated right throughout its processes. However, reviews have also noted key issues that may hinder sustainability, such as:

a. Information systems and how they are to be maintained in the next phase – Much of the performance material is collected, stored and disseminated using an IT system that is built and maintained by the current managing contractor. Much of the material in the system is fundamental to providing on-going support to the capacity building program and a protocol for handing over the data should be established prior to program completion.

b. Stability of the institutions receiving targeted support – Many organisations have very high turnover of staff and management that is determined by the political cycle. When these positions change, staff members are forced out of their roles and replacements come in with their own agenda. This can dilute the impact of capacity building roles and makes investment in institutions problematic.

c. Mix of LTT and STT and how they fit together in the institutional assessment model – Many targeted institutions are small in scale and have extremely limited budgets. Without external funding, they may not be able to fund further training and HRD activities. This threatens the impact of returning LTTs who, without adequate funds to implement their REAPs and with limited managerial support, might leave the institution and take their enhanced skills into the market.

d. Confusion regarding the graduation process and what constitutes a successfully reformed institution – There was no real clarity in PAHRDF about what it means to graduate from the program, nor an articulation of what successful institutions might look like. The M&E framework of PAHRDF was inadequate in covering this key component of sustainability.

The following section explains these sustainability principles that have been incorporated into the design of PAHRODF and addresses the issues identified above.

Strategic targeting of capacity development assistance
- Making capacity development an integral part of DAS program planning so that it is well focused on outcomes and makes more targeted and consolidated use of scarce resources.
- More strategic selection of key partners and concentration of Facility support, including consideration of PAHRDF-supported partner organisations to build on or consolidate gains from the previous Facility.
- Inclusion of HR/OD support to SPOs in the enabling environment of those key partners and relevant to DAS agenda e.g. the tertiary education and research sector, the business community and civil society.
- Ensuring that development of individual competencies is set within the context of other key organisational attributes that affect organisational practices (e.g. leadership, performance management and incentive systems, ICT systems).

Developing local capacity to develop capacity
- Fostering appropriate local solutions to HR/OD for organisational change.
- Employing and developing the capacity of local HR/OD and technical service providers as part of 'Other HR/OD Support' and inclusion of a scholarship applicant profile that relates to Capacity Building Organisations.
- Focus on developing the capacity of the HRD function in organisations and in AusAID so that over time they will become less reliant on PAHRODF.

Fostering application, consolidation and diffusion of learning and capacity
- Adoption of work based approaches to learning such as use of Re-Entry Action Plans for individuals and teams and use of other work based projects where capacity development occurs in situ.
- Incentives for individuals to implement their action plans and to engage in knowledge generation and diffusion activities.
- Engagement of teams so that there is less reliance on individuals.
- Incorporation of a knowledge synthesis, research and diffusion component in the PAHRODF design to capture and build on what has been learnt.
- Actively engaging individuals (including but not limited to alumni) in knowledge synthesis and diffusion activities of PAHRODF.

Fostering productive levels and types of engagement with organisations
- Fostering longer term engagement of key organisations with PAHRODF in order to consolidate and institutionalise capacity development impacts.
- At the same time, applying criteria, processes and incentives for engaging organisations in ways that foster organisational growth and reduce reliance on PAHRODF.

Fostering long term relationships between the Philippines and Australia
- Inclusion of processes and incentives for more active engagement of and with alumni.
- Piloting twinning arrangements between tertiary education and research organisations in the Philippines and in Australia.

Further explanation of how each of these features contributes to sustainability is included in Annex K.

5.5. Overarching Policy Issues

PAHRODF touches on a number of important policy issues that are central to the delivery of the Australian aid program. The sections below provide an overview to the Managing Contractor which will be charged with addressing these issues in further detail. (Detailed analysis provided by the design team is at Annex L.)

Anti-Corruption

Consistent with the Philippines Australia Anti-Corruption Action Plan (2008-2011), the Facility will seek to strengthen local efforts to combat public sector corruption and to reduce the corruption risks to Australia's aid program. The Facility will minimise corruption risks to Australian funding by adopting transparent and merit-based scholarships selection processes and providing payments for scholarship tuition fees

directly to Australian universities. Anti-corruption as an overarching issue should guide proposed reforms in organisational structures and procedures. As such, the MC should develop a strategy that outlines how anti-corruption will be mainstreamed in Facility activities in line with the ACAP including consideration of, but not limited to:

- references to the Integrity Development Review and Integrity Development Action Plan in the development of HR/OD proposals for partner organisations
- ensuring that all in-country short-term training activities should include the GOP (through the Office of Ombudsman) standard module on Anti-corruption
- exploring possible areas of anti-corruption-related research as it relates to HR/OD.

The MC will include an assessment of risks and vulnerabilities and develop risk mitigation plans as part of the pilot studies on flexible delivery modes (e.g. in-country scholarships where funding may be provided directly to local universities). Finally, the MC should also ensure that the M&E system and Risk Management plan include mechanisms for potential corruption to be documented, immediately addressed and advised to AusAID.

Gender

AusAID's gender policy identifies four key interrelated factors that need to be addressed in development programs: a) access to economic and other resources; b) participation and leadership in decision making; c) respect for the human rights of women and; d) an increased capacity to tackle gender inequalities.[41] Similarly, the GOP three key gender and development objectives are: 1) increased economic empowerment of women; 2) protection and fulfilment of women's human rights, including access to basic social services; and 3) gender responsive governance.[42]

To ensure that the Facility is actively addressing GOP and GOA's priorites on gender, the MC will develop a Gender Strategy for the Facility within six (6) months of mobilisation that promotes gender equality in the delivery and management of its activities. The strategy should include, but not be limited to, the following considerations:

- review and application of lessons learned from PAHRDF
- appropriate gender objectives, strategies and activities as well as monitoring and evaluation indicators are incorporated in all Facility documents.
- special measures to encourage women applicants from southern Philippines equal access by women and men to be provided for by requiring at least 50% of long-term training (i.e. ADS) opportunities to be awarded to women
- mainstreaming of gender in its strategies and activities where appropriate, such as: a) inclusion of a selection criterion that KPOs should be implementing or at least committed to implement Philippine gender policies, including having GAD plans and budgets that could be leveraged by the Facility for creating gender-responsive competencies and organizational capacities; b) learning materials are free of gender-biased stereotypes and respect gender equality (as

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[41] AusAID, Gender Equality in Australia's Aid Program: Why and How? March 2007.

[42] Philippine Plan for Gender Responsive Development (PPGD) 1995-2025

well as cultural and religious diversity); c) incorporation of gender mainstreaming-related questions and explicit discussion of gender consideration and of interest in (or at least, non-hostile attitude to) gender mainstreaming efforts part of organisational assessments; d) inclusion of consideration for the endorsement of HR/OD proposals the degree to which the proposal will enhance capacities and competencies to identify and address issues relating to gender equality or equity

- a Gender and Development (GAD) assessment be part of institutional assessments and gender considerations are explicitly explained in HR/OD proposals
- integration of a GAD training program for all Key Partner Organisations
- working with the GOP agencies' Gender Focal Point in the conduct of gender analysis on HR/OD systems of GOP institutions
- ALA Scholarships promotion activities support obtaining applications from adequate numbers of both men and women
- detail a design for the M&E system to collect, analyse and use sex-aggregated data for all activities to inform strategic planning processes and all facility reporting and to be able to identify any gender-related implementation issues and how to address them
- documentation of outcomes and impacts on the both men and women and on gender relations of HR/OD practices form part of research and knowledge management outputs
- pre-departure briefings should address Australian policies and laws on gender and expectations of gender relations in Australia
- other mechanisms that promote gender equality and mainstream gender into operational policies and mechanisms

The Strategy should be submitted to the AusAID for approval. A gender specialist may be locally hired to support the development of the strategy and provide specific services to the Facility, including helping the MC develop gender-sensitive systems (guidelines, etc.), reviewing proposals or profiles for their gender content, reviewing research and knowledge materials, and the like.

The Facility will be monitored for its implementation approach to gender using GOP's Harmonised Gender and Development Guidelines and through AusAID's Quality at Implementation processes. The MC will be involved in these processes at least annually.

Disability

With the release of *Development for All: Towards a Disability-Inclusive Australian Aid Program* in 2008, the Australian Government expressed its commitment to extending the benefits of development to all, and to promoting the dignity and well-being of people with disability. In line with this policy, the AusAID Philippines Program will seek to develop an action plan in late 2009 to address and mainstream disability concerns into the overall country strategy. To ensure that the Facility is actively addressing GOP and GOA's priorites on disabilities, the MC will also develop a Disability Strategy for the Facility within six (6) months of mobilisation.

Partnerships

The Facility is designed to work with key partner institutions and encourages organisations to work cooperatively with the program. The Facility will work in close partnership with GOP institutions, using and building upon their respective HR/OD analysis and planning systems for the identification and nomination of Long-Term Training and Other HR/OD activities. The Facility Board which is responsible for the overall direction and strategic priorities of the program promotes strong GOP ownership and participation. Finally, a key principle that will continue to underpin the Facility is the strengthening of people to people and institutional linkages between Australia and the Philippines.

Environment

Viewed in the context of AusAID's five key marker questions in the *Environmental Management Guide for Australia's Aid Program*, the Facility is not expected to have a significant environmental impact. However, the MC should still assess all activities for potential environmental effects and the M&E system should include indicators for environmental impacts should there be any.

AusAID Child Protection Policy

The Facility will follow Australia's Child Protection Policy (March 2008) which articulates a zero tolerance approach to child abuse and child pornography and provides a framework for managing and reducing risks of child abuse by persons and entities engaged in delivering Australia's aid program activities. AusAID has assessed this Facility will not involve personnel in working with children. (i.e. Personnel employed to work in positions funded in this initiative will not need to engage with or be involved with children in order to fulfil the duties of the positions.)

5.6. Critical Risks and Risk Management Strategies

PAHRODF has a number of risks that are similar to the risks under PAHRDF. The risk management strategies for these risks are well known, and it is reasonable to expect that they can be managed effectively under PAHRODF. Risks outlined in the Risk Matrix (see Annex M) touch on a variety of issues from Program Design, to Management, Implementation, Relationships with Partners, Links to other Activities, and External Risks. Selected risks, and associated risk management strategies, are discussed below.

A risk relating to PAHRODF's design is the limited time frame for the program and the associated challenges of **institutionalising change** with partner organisations and ensuring sustainable reforms. This is a risk in any program of this duration. However, the design includes a number of features which will help to minimise this risk. The first is the overall shift in PAHRODF, from PAHRDF, with its increased emphasis on organisational capacities, as opposed to individual skills and competencies. With this orientation, there will be a clearer focus on enabling conditions and capacities required to institutionalize change. This emphasis will be reflected in the targeting and selection processes and reinforced in the organisational assessments and the HR/OD Plans. The latter will include 'integrated packages' of support that will reinforce the focus on institutionalisation of broader changes in the work environment.

Other risk mitigation strategies for this risk include:

- consolidating HR/OD gains through multi-year engagements with partners

- ensuring that REAPs are supported effectively and situated within a clearly defined program of organisational change

- promotion by the Facility of a 'culture of continuous improvement'

- emphasising strategic, complementary and mutually reinforcing investments, e.g. working with clusters of related organisations

- improving the enabling environment for HR/OD issues

- ensuring CD interventions are demand-driven, but situated within a strategic approach to CD

- focusing on tangible and practical workplace-related results

It is also recognised that the challenges of institutionalising change will become more significant as the Facility takes on more far reaching **challenges at the organisational or multi-organisational level**. Strategies to be embraced by the MC to respond to this will include ensuring staff are engaged who are capable of working effectively at the organisational or multi-organisational level, strengthening linkages among partners, building up communities of practice and encouraging sharing of lessons and innovations relating to HR/OD issues. PAHRODF will also have to maintain a reasonable degree of flexibility given the complex nature of the change processes being supported and the need to remain open to emerging requirements and opportunities, particularly when working with groups of organisations.

Other risks include the **absorptive capacity** of partner organisations, and the potential for losing staff after they've been sent on training programs. The design includes a number of strategies for dealing with these risks, including conducting organisational assessments with partner organisations before support is provided. Among other things, the assessments will examine the existing capacity of the organisation and its potential to absorb and manage change. The results of the assessments will be factored into the HR/OD plans and should help to ensure that the plans include realistic expected results. Progressive engagement will be another strategy for dealing with absorptive capacity concerns (i.e. starting with small/ focussed activities, building trust and relationships with partners, and then extending support as circumstances warrant). In addition, the emphasis on core capacities, such as HRD and HRM, will help to ensure that partners have the capacity themselves to make reasoned assessments regarding their absorptive capacity.

The challenge of retaining staff will be addressed in various ways, including support for implementation of the REAPs. This will include provision of incentives for individuals to implement their action plans and to ensure that their new competencies contribute to organisational objectives. This type of support, along with more innovative approaches to CD, provision of a wider range of CD options (including shorter-term, work-based options), and encouragement to participate in knowledge generation and diffusion activities, should motivate staff to stay on with their Department or agency for longer periods of time. In addition, the Facility will work with partner organisations to makes sure that they are in a position to support

awardees upon return (beyond the REAPs), whether it be through a re-examination of organisational structures, or looking at possible career paths.

At the same time, it is recognized that some risks, such as the departure of staff, or changes in organisational leadership, are substantially beyond the control of the Facility (and to a certain extent participating organisations themselves). Any of these risks, if realized, may lessen the impact of the support provided.[43]

The design also recognizes that the Facility will be operating in **a policy or political environment** which may at times be constraining and thus could limit realisation of objectives. Some of the policy constraints can be addressed directly by AusAID through its engagement with GOP counterparts or through AusAID sectoral activities. The Facility will also support practices, as well as research and dissemination activities, that can potentially contribute to policy dialogue on issues such as civil service reform. Enhancing Filipino organisational capacity for research and policy engagement will be another means by which PAHRODF will address this risk on a longer-term basis.

Another key risk for the Facility will be the **commitment of leaders**, including whether they will be prepared to commit to the types of broader interventions planned under PAHRODF, as opposed to discrete training programs which some may be inclined to prefer. Uncertain commitment may be reflected in the partner organisation not finding the resources required to fully and effectively implement the reforms associated with PAHRODF investments. The MC will address these risks through the targeting and selection processes by assessing the commitment of the leadership of prospective partner organisations to reforms, as well as the availability of resources to mobilise in support of those reforms. The Facility will also have to engage Filipino organisations through its communications strategy on the merits of broader interventions of the type supported by PAHRODF.

Overall, the most important risk is the **sustainability** of the changes brought about with PAHRODF's support. This risk is linked to various issues, including the existing capacities of participating organisations, their commitment to change and the influence of higher-level policy issues on partner organisations. As suggested above, this risk will be addressed in various ways including ensuring proper organisational assessments are carried out (factoring in considerations such as the commitment of partners and variables in the external environment that could affect planned changes), followed by drafting of realistic HR/OD plans. Committing to integrated CD packages, situated within a broader process of organisational development, will also enhance prospects for sustainability,

Other specific risk strategies to support sustainability will include focusing on key core competencies, including those relating to human resource development and human resource management that are necessary to drive ongoing and continuous improvement in those areas that are central to PAHRODF's mandate. The emphasis under PAHRODF on research, learning, dissemination and policy engagement will also help to ensure that HR and OD issues are addressed at a strategic level with

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[43] GOP has its own requirements for awardees to serve in government after completion of training which will help with retention of staff from within the public service ranks.

prospects for shaping policies and practices more broadly and in a manner that can facilitate sustainable change. Measures to support the alumni association will also strengthen knowledge and practitioner networks, contribute to multiplier effects, and enhance the sustainability of PAHROF interventions.

In sum, PAHRODF is regarded as feasible and a reasonable mechanism to address human resource and organisational development challenges of DAS partners in the Philippines. All risks will be routinely monitored during the implementation of the Facility and the Risk Matrix will be updated during the annual planning process.

See detailed Risk Matrix in Annex M.

Philippines-Australia Human Resource and Organisational Development Facility (PAHRODF)

Design Document
Volume II - Annexes

Final Version

25 October 2009

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Annex A – Analysis of PAHRDF and Lessons Learned

a) Strengths and Weaknesses of PAHRDF identified through external reviews and studies

Engagement of Organisations

According to the 2007 Strategic Review, a strength of PAHRDF has been how it has focused on organisational shortcomings, not just weaknesses in individual competencies. The review also noted that the Facility has done a good job in terms of up front scoping, as well as researching and analysing the programming context and associated needs. This has included effective use by the Managing Contractor of organisational diagnoses to identify capacity areas in need of strengthening, although the design team noted that the diagnoses haven't always focused adequately on non-technical issues affecting organisational performance.

The Facility's demand-driven orientation has also been described as a strength (see Strategic Review) in so far as the Facility has responded well to priorities articulated by partners. However, the approach has also led, at times, to assistance that is reactive, somewhat dispersed and difficult to sustain. As the Strategic Review noted, too many organisations have been involved in PAHRDF, and inclusion has been based more on Partner Government wishes than a planned application of resources. Under such circumstances 'reintegration strategies' have often not been as effective as they could have been, partly due to the lack of 'buy-in' above a highly transient 'direct-supervisor' level.

The Facility's approach to progressively engaging organisations (i.e. starting with small/ focussed activities, building trust and relationships, then extending support as circumstances warrant) has also been described as a success by the Strategic Review. However, questions have also been raised about the consistency and transparency with which criteria for graduation and discontinuation have been applied.

Another positive aspect of the Facility's approach has been the way it has consolidated Human Resource and Organisational Development gains through successive engagements with partner organisations, provinces or municipalities (e.g. Agusan del Sur and Bohol) using a variety of short term and long term capacity development tools.

The design team noted that alumni have sometimes returned to new placements within their organisations or to old work-units from which their supervisors had moved on. Under such circumstances, it was difficult to implement their Re-Entry Action Plans (REAPs). On the other hand, experience showed that results were positive when PAHRDF had a higher level and longer-term engagement with partner organisations.

Motivating alumni to participate in PAHRDF activities has been challenging at times. Consequently, opportunities for alumni (whether from Long Term Training or Short Term Training) to contribute to multiplier effects, or to establish ongoing relationships between the Philippines and Australia, have been less than hoped for.

Capacity Building Support

Some of the successes noted under PAHRDF have been linked to how it has integrated its initiatives within larger programs of change (e.g. broader human resource development (HRD) and human resource management (HRM) processes). PAHRDF has also been able to improve the effectiveness of scholarships by complementing them with before, during and

after support processes (PAHRDF *Review of Scholarship Delivery Modes* (2009) and PAHRDF *Rapid Scoping Study of PAHRDF Interventions vis a vis Other AusAID projects* (2009)).

However, the link between Facility activities and the DAS has not always been as clear as it might be. The *Rapid Scoping Study*, for example, showed that the relationship has sometimes been forged at a project to project level (e.g. between the Managing Contractor for the Facility and the project contractor) but this often depended on the existence of designated contacts for both projects, good interpersonal relationships and stability of personnel. When such links were favourable, program staff at AusAID risked being outside of the loop.

The Strategic Review and the design team noted the value of 'indirect approaches' to capacity development, with emphasis on support and facilitation rather than direct action and delivery of outputs. This is consistent with findings from the international literature on capacity development.[1]

The success of PAHRDF's capacity building activities has depended, to a considerable extent, on the performance of Filipino Training Service Providers (TSPs). The Facility has successfully engaged a number of TSPs to develop local capacity. It has also invested in strengthening the capacity of TSPs, including in areas such as gender and corruption. TSPs are now required to report on how they address these issues under PAHRDF-sponsored initiatives.

Another positive aspect of PAHRDF's capacity building activities has been the focus on tangible and practical workplace-related results translated into action through the REAPs (*Strategic Review*). Implementation of the REAPs has also benefited from coaching support. When collaborating with other AusAID projects, PAHRDF participants have been encouraged to develop REAPs that support those projects (*Rapid Scoping Study*). PAHRDF has also been effective in supporting long term scholarship holders, including the appointment and capacity building of mentors from their organisations

Finally in terms of the approach to capacity building, the Strategic Review noted how PAHRDF's openness to learning and adaptation has allowed it to push the boundaries with respect to the types of capacity building assistance offered.

Monitoring, Evaluation and Learning

PAHRDF has had a strong focus on monitoring and evaluation, consistent with the GAD guidelines, including use of a range of quantitative and qualitative information, inclusion of information about outcomes, participation rates by gender and reporting on processes to reduce gender discrimination, and continuous improvement of monitoring and evaluation (M&E) systems. However, as noted in the 2009 IPR, there is still potential to make greater use of the information collected by the Facility (e.g. analysis of REAP impacts rather than just describing what arose from each individual REAP) to provide a better overview of performance to the Facility's governing bodies. Nevertheless, the approach to M&E adopted by PAHRDF has served as a model for many of the organisations with which it has worked.

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[1] Baser, Heather and Peter Morgan with Joe Bolger, Derick Brinkerhoff, Anthony Land, Suzanne Taschereau, David Watson and Julia Zinke, *Capacity, Change and Performance, Study Report,* European Centre for Development Policy Management (ECDPM), April, 2008, p.109. This was the final report from a multi-donor funded research project. AusAID was one of the sponsors.

Over the past five years, PAHRDF has fostered some knowledge networks and has, occasionally, assisted participants to spread learning within their organisations (e.g. through training and dissemination of products arising from the REAPs). It has also started to undertake separately funded knowledge synthesis projects for AusAID. Overall, it has been reflective in terms of learning about organisational capacity building. However, the design team felt that additional opportunities could be pursued which may require more 'time out from program delivery' for reflection and continuous learning processes.

Gender

PAHRDF has succeeded in mainstreaming gender equality in the Facility and in its work with its partners. The 2006 Rapid Assessment noted that "PAHRDF has a good gender balance across all its training activities and monitors this routinely." In fact, approximately 58% of the participants in Facility activities, including scholarship programs, are women. To guide its implementation, PAHRDF has adopted principles that commit the Facility to ensure learning materials are free of gender-biased stereotypes and respect gender equality (as well as cultural and religious diversity) in partner institutions. It has also followed the Gender and Development (GAD) guidelines requiring the collection of sex-disaggregated data and gender-related information to support the project's GAD monitoring.[2] It also required that if a particular human resource activity responds to the institution's identified gender and anti-corruption issues and concerns, the outputs should reflect how these are addressed.

PAHRDF has demonstrated its commitment to continuous improvement based on ongoing learning. For example, an analysis undertaken by the Facility[3] found that gender was not seen as a priority by partner institutions and there was minimal gender capacity or understanding of gender issues among trainees and training providers. In response, the Facility organised a training session for TSPs and partner institutions on GAD mainstreaming.

PAHRDF Design

PAHRDF's goal was set at too high a level to provide useful guidance to the direction of the Facility or the means by which its success could be measured and evaluated. (See further discussion below.) In addition, the design and implementation were not always clear on how investments at the human resource level were linked to organisational change objectives. This concern resonates with findings in the international literature on training and capacity development (see Box 1 below). Examples were also noted by the design team where highly competent individuals (whether competent through PAHRDF training, or other means) may not have been used to best effect in their organisation following training suggesting a need in the design for clearer measures to ensure effective use can be made of newly developed competencies.

The design team also found that the current mix of capacity development tools in PAHRDF's design and their operating requirements (e.g. length of scholarships, age of candidates) has not always resulted in engaging those individuals most capable of contributing to organisational change. The maximum age limitation of 45, in particular, was frequently noted as a limiting factor in that respect.

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[2] NEDA, NCRFW, and ODA-GAD Network, *Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation*, October 2004.

[3] See *Concept Document: Human Resource Development Assistance to the Philippines*, Annex 6.

> **Box 1 - Lessons learned about capacity development through long-term training**
> USAID's African Graduate Fellowship (AFGRAD) and African Training for Leadership and Advanced Skills (ATLAS) programs were evaluated over the period 1962-2003. The following are some of the lessons drawn:
> • It is better to aim at changes in key organisations than to focus on improving the capacity of individuals. Not only does this lead to improvements in organisational performance, but the impact on the individuals is more beneficial.
> • The gains to individuals of long-term overseas training abroad include changes in work attitudes, critical thinking, and other "non-technical" attributes (such as self-confidence). These qualities may be less easily instilled by short-term training, yet they may be among the most important for making a measurable difference in trainees' home countries.
> • Having a critical mass of staff in a particular organisation that have been trained abroad in the same country may be a factor in making changes more possible, more sustainable and more effective. If so, this is an additional factor in favour of a long-term and selective approach targeted at key organisations.
> • The costs of different training options should be assessed in relation to the desired impact. Of critical importance is the cost of obtaining the desired impact, not the cost of providing the training.
> • Follow-up support in organisations where trainees are employed should be factored into programs. Maintaining contact with returned trainees can help those who encounter difficulties in introducing changes in their workplaces, a situation reported particularly by women. This, too, calls for a long-term commitment by the donor.
> *Source:* Adapted from USAID (2004) "Generations of Quiet Progress: The Development Impact of U.S. Long-Term University Training on Africa from 1963 to 2003," Washington, D.C., and quoted in Organisation for Economic Cooperation and Development, Development Assistance Committee (2006) "The Challenge of Capacity Development: Working Towards Good Practice," Paris, France.

Questions were also raised by some Filipino stakeholders during the design mission about the relative cost-effectiveness and relevance of long term awards in Australia, compared with long term scholarships or short term training in the Philippines, leading to suggestions about a more cost-effective mix of long term training (LTT) and short term training (STT), and increased use of other HR/OD tools and approaches.

Implications for PAHRODF design

Some of the successes achieved by PAHRDF have been due to the Facility taking the initiative, when opportunities have arisen, to expand the types of assistance it provides beyond its obligations relating to LTT and STT (e.g. organisational analyses, arranging for consultants to provide change management guidance, work on job descriptions, establishment of knowledge management and information and communications technology (ICT) systems, HR activities to computerise payroll systems, use of consultants to undertake independent audits, and provision of small but important amounts of technical assistance or equipment). The PAHRODF design seeks to reinforce the past successes of PAHRDF and to give license to some of the more innovative and successful approaches that PAHRDF has tried

The PAHRODF design also places a greater emphasis on knowledge synthesis and dissemination as one of the core functions of the Facility. This is to support reflective practice, continuous improvement and sustainable change. Giving prominence to knowledge management also avoids having it being treated in isolation or as an add-on.

In addition, the design seeks to build on lessons learned from other similar AusAID programs, such as the *AusAID Scholarships for Development in Vietnam* and the *Pakistan Scholarships Program*. These programs have highlighted the importance of: close links between scholarships and other AusAID-sponsored activities; aligning programming with the joint country strategy; clear targeting of organisations to support sustainability; effective

selection of trainees or award recipients; the importance of maintaining good relationships with national partners; the need for significant support post-training to ensure reintegration and on-going professional development, and; effective monitoring and evaluation to allow for meaningful analysis of results at different stages.

Beyond AusAID's experiences, the design is informed by lessons from other international experiences with capacity development which recognise the importance of: locally owned processes; external actors playing a facilitative role; linking investments in individual competencies to group, organisational or system level changes; the need to think about capacity development not solely in technical terms, and; being cognizant of the importance of incentives and motivations in capacity development initiatives.[4] Filipino and international studies on organisational change and public sector reform[5] have also been factored into the PAHRODF design.

b) Findings of Design Team

The following problems that were identified in PAHRDF have contributed to the position taken by the design team in relation to the future design of PAHRODF.

The goal of the program is set too high.

While it is useful to have a high level aspiration (such as reduction in poverty) to assist other AusAID programs with setting priorities and assessing needs, it is not helpful to expect that the performance of PAHRODF should be judged in terms of achievement of this goal.

Conceptually and operationally, there is a large gap between development of organisational capacity and reduction in poverty. Moreover, given the focus of much of the work of the Facility on issues such as governance, the direct links to improved results for the population can be tenuous also. This is consistent with the external review observation that 'while the logframe objective of contributing to a reduction of poverty is an overly lofty goal, there is an opportunity to focus on the components underpinning institutional change and how services should be delivered'. It also resonates with the World Bank Evaluation Group report on Public Sector Reform which underlines the need for setting realistic objectives and sequencing of reforms.

Uncertain links between investments at the human resource level and organisational change objectives – 'the missing middle'

The links between development of individual competencies and organisational change appear not have been spelt out in other than general terms through the standardised organisational diagnosis and there are often large gaps in the theory of change – the 'missing middle steps'.

Flowing from this, there appear to have been some unrealistic expectations that success of HRD would be measured in terms of organisational changes and improved service delivery arising from particular HRD events. Working backwards, there has also been some

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[4] See presentations from AusAID's November 2008 Capacity Development Panel Showcase for more on recent lessons learned on capacity development.

[5] See, for example, PAHRDF, *Organisational Development Drivers and Constraints in Public Sector Institutions*, August, 2008 and World Bank Independent Evaluation Group, *Public Sector Reform: What Works and Why? An IEG Evaluation of World Bank Support*, 2008

expectation that where organisational changes are observed they can be attributed to development of individual competencies. From an M&E perspective this has resulted in some questionable claims about the importance of the role of REAPs and competencies in bringing about organisational change. The theory of change linking individual competencies to organisational capacity and thence to improved organisational service delivery and outcomes needs to be laid out and to be able to be defended.

Although organisational diagnoses have been applied (either for organisations as a whole or for parts of organisations) they have generally been along broad standardised dimensions of organisational performance such as general competencies, accountability and consistency of practice. The linkages between improving performance with respect to these dimensions and achieving organisational objectives that relate to effective service delivery have not always been clear.

The organisational diagnoses have been used to identify general aspects of performance that might be improved but not a comprehensive organisational development plan related to organisational change agenda that would show how the development of individual competencies would relate to and contribute to other aspects of organisational development and ultimately to implementing change agenda that will affect the lives of Filipinos.

Also while the organisational diagnoses (facilitated self assessments) have been useful as a tool for organisations to identify and reflect on areas in which they might like to improve and to record perceptions of change they are too blunt an instrument to use for purposes of accurately measuring change over time, attributing change to the effectiveness of HRD activities, comparing organisations or developing reliable baseline data. The measures are also highly dependent on PAHRDF staff professional skills. Lack of documentation of criteria and descriptors for various ratings of performance make it difficult to seek objective confirmation of ratings. If these ratings were used as measures of the performance of PAHRODF rather than as a tool for organisations then they could be somewhat self serving. Comparability across organisations is also a problem if the intention is to obtain objective measures of progress. More documentation of descriptors for various levels of performance is needed in relation to capacity areas.

Linking individual competencies to organisational change has been largely through REAPs. If well constructed and implemented, these can go some way towards institutionalising changes but may be in relation to relatively isolated practices that could be difficult to sustain without attending to changes needed in the broader organisational context, including managerial commitment to change agendas. An additional process that might help with further institutionalisation would be 'next step' plans with organisations following the completion of REAPs and preferably as part of the wider HR/OD planning that will have preceded the selection of HR/OD experiences and the development and implementation of REAPs. REAPs would be set in a wider HR/OD context looking at what has happened in the past, concurrently and what will happen in future.

Human resource development may not always be treated by organisations as an integral part of organisational development. Many participants have reported that they see its main purpose in terms of their own career development. This may arise from a lack of appreciation in organisations of the importance of an organisational development strategy. There may also be a lack of understanding about how to construct an organisational development strategy that is closely linked to the overall theory of change or reform agenda for the organisation. It is also possible that AusAID programs may need assistance with taking an organisational

development perspective so that they can engage in more useful dialogue with HRDF about HR/OD needs and how HR/OD support and other strategies such as technical assistance can contribute.

Lack of cohesive strategy over time for human resource development as part of organisational development

For many organisations that had worked with PAHRDF, there appeared to be a lack of a cohesive strategy over time for human resource development as part of organisational development.

Starting small can be an appropriate approach especially in situations where there is no initial commitment, no broad HR/OD strategy and there may even be resistance to change agenda. However where there is already commitment in an organisation, some track record of change and AusAID is working closely with the organisation then there are opportunities for a more planned, cohesive and strategic approach when establishing an organisational development 'program'.

As noted some substantial synergies have been achieved amongst different HR/OD activities in particular organisations and across related organisations. However, for the most part, where there have been repeated human resource development investments in an organisation, the process of committing the investments appears to have been an incremental and reactive process rather than a planned and proactive process.

In some situations, especially where there has been little history of human resource development or recognition of its importance, there are definite advantages to starting small and taking an 'unplanned' incremental and/or opportunistic approach to human resource development. However, where a foundation has already been laid for engendering commitment to human resource development there are advantages in taking a more strategic and integrated approach to planning human resource development so that it will contribute to the achievement of organisational objectives. That said, it will always be desirable to allow for some unplanned human resource development to address emerging needs and take advantage of opportunities as they arise.

Lack of attention to factors other than competencies that contribute to effective implementation of change agenda

There was also sometimes a lack of attention to other organisational factors that contribute to effective implementation of change agenda (e.g. incentives, commitment, organisational culture and systems, inconsistencies, tensions and different rates of progress between national and sub-national levels) and to the operating context of organisations (e.g. the extent to which the capacity and practices of business, civil society, universities, political systems support or impede organisational development and organisational change agenda).

It will be important to ensure that organisational assessments and HR/OD plans take into consideration and actively address other organisational factors that contribute to effective implementation of change agenda (e.g. by working with organisations to develop better incentive systems as part of performance management systems). Consideration of these other factors may affect decisions about with whom to work and sequencing of HR/OD efforts in an organisation.

A coherent approach to situating human resource development within organisational development would pay greater attention to affecting the operating environment within which human competencies will be applied (e.g. by working with selected partners in the operating context of the organisation such as business organisations). PAHRDF has given consideration to these issues in at least two different ways: as part of the organisational diagnosis when determining what competencies need to be developed and then assessing commitment of an organisation by its preparedness to develop and then actually implement a REAP. A number of stakeholders commented on the importance of the trainees' REAPs which have helped to ensure that training was seen as 'more than an event'. The focus on REAPs has produced many advantages and is a good model for emphasising the importance of applying learning.

However its task orientation, while useful for producing tangible outputs by which the success of training can be measured, may have drawn attention away from the importance of addressing 'softer' issues such as organisational incentives, commitment, need for a supporting operating environment (e.g. from businesses, civil, society and other levels of government) and other challenges that are faced when influencing behaviour of organisations, especially larger organisations. The breadth, depth and sustainability of impacts from some REAPs may therefore be quite limited. The implementation of REAPs can be conducted as somewhat isolated events, taking on the semblance of an assignment with a fixed completion period rather than an integral part of organisational development and leading on to further developments.

In the new phase, the design team sees a need to reinforce and build on the REAPs and to expand the work based application from 're-entry projects' to tasks that might be undertaken with assistance on the job rather than by necessarily leaving the job. Collections of carefully sequenced mutually supportive REAPs and other on the job work assignments may have the potential to create a more enduring impact. STT has provided opportunities for teams to work on REAPs and this also may have the potential to create more widespread commitment within an organisation than that which can be achieved by individual long term scholars.

Possible failure to make best possible use of existing competencies in an organisation

The design team also noticed instances in which highly competent individuals were not being used to best effect in their organisation. Reference is made here not just to those people who had received training or scholarships through PAHRDF but also those who had acquired competencies in other ways. This may occur for many reasons including simple oversight or lack of understanding of what individuals could offer and how they could contribute to organisational change, structural impediments, power and other relationships.

Inadequate use of alumni and participants

To date there has been inadequate use of alumni (whether from LTT or STT) to achieve multiplier effects or to establish ongoing relationships between the Philippines and Australia.

While alumni associations have been formed at national level and with some provincial chapters the energy levels in the chapters has varied considerably and a clear sense of purpose and desire to make the alumni associations work appears to lacking. The review team questioned scholars about what they would like from such an association and how they might become involved but with a few exceptions did not detect strong interests in such an association. The Australian Government is however keen to have alumni associations play a continuing role in strengthening the links between Australia and the Philippines.

Individual competencies developed through HR/OD support can also be used for wider purposes beyond the organisation by active and supported engagement of 'graduates' in knowledge networks, multiplier activities, and more productive alumni associations.

PAHRODF will need to find creative ways of making the alumni association attractive to scholars and to creating incentives for individuals and organisations that partner with PAHRODF to participate in achieving multiplier effects and contributing to knowledge networks. Giving the scholars more status as 'funded and supported' roving ambassadors to facilitate the development of knowledge networks, and provide support for starting and returning scholars may be one means of making the alumni more attractive. However any time out from their organisations would need to be negotiated with their organisations and the benefits of public profile and enhanced credibility both for the individuals and their organisations would need to be promoted.

Constraints with respect to 'training' as a tool for organisational development.

The history of the development of PAHRDF as a facility that would bring together long term training (LTT) in the form of scholarships and short term training (STT) has contributed to an orientation on the tools for organisational development rather than what is to be achieved, a focus on form rather than on function.

The design team concluded that there is a need for a clearer articulation of the Facility's approach to capacity development, in particular how it seeks to influence change beyond the level of individual capacity. The contractor has made progress in this respect but has been limited, in some respects, by the design with its substantial focus on 'training' as a tool for change (i.e. LTT and STT rather than on the organisational development needs).

The design team thus encourages a shift in orientation in the next phase from a primary focus on individual capacities to a more explicit emphasis on organisational (and to a more limited extent) systems capacities as they relate to organisational outcomes – in other words, to think of a continuum of options or entry points for capacity development. As suggested above, this shift is reflected in the proposed new name for the Facility: Philippines Australia Human Resource and Organisational Development Facility (PAHRODF).

Stakeholders suggested that the Facility should rely on a wider array of tools to support capacity development of participating organisations. Various tools or approaches were recommended including joint scholarships, domestic or regional scholarships, more training of trainers, support for networks of practitioners or communities of practice, domestic work placements, work placements, exchanges, study tours, provision of technical assistance (international or domestic but short-term) and promotion of organisational twinning (domestically, regionally or internationally.)

There have been occasions on which the provision of a small amount of technical assistance (including equipment) might have made all the difference to whether changes (such as those included in a REAP) could be followed through and sustained. The design team also saw examples of the powerful effect that providing just a small amount of assistance could have.

The full range of capacity development tools available to PAHRODF needs to be treated as a tool kit from which the tools most fit for purpose are selected in a strategic way focusing more on the organisation than on administering each tool (e.g. the administration of the scholarships). This will require a period each year in which PAHRODF works with the key

organisations and their AusAID program counterparts to identify the total package of organisational development needs and the range of tools and targeting strategies that will be used to address each need. These decisions will then be fed into the administration of the scholarships.

The current mix of capacity development tools has not necessarily attracted the best participants

Features such as length of scholarships, age of candidates has meant that LTT in particular have not necessarily been attracting and/or successfully engaging the people who would most be able to contribute to their organisations (by virtue of competency, credibility, level and strategic location in the organisation).

It is understood that the 45 year age limitation placed by the Government of the Philippines on scholarships is able to be lifted and this should occur for PAHRODF. At the same time it will be important to ensure that once lifted, the scholarships are not then excessively biased to older workers, who are more likely to be in senior positions that approve the scholarships, thereby closing off opportunities to younger candidates. It is suggested that some notional limit could be placed on the percentage of scholarships that are available for use with people over 45 years of age (e.g. 30%). Better use of Australian Leadership Awards Scholarships with senior managers may also help to overcome some of the difficulties with developing competencies and commitments amongst the more senior decision makers in organisations. However recent difficulties in attracting candidates for them would need to be addressed. Links to Civil Service Commission Executive Development programs have been suggested.

Scholarships that are both shorter and longer than 12 months and the use of twinning and sandwich courses should be explored as possible additions in the mix to meet the needs of individuals and organisations.

Questionable cost–effectiveness of Australia based scholarships as a major tool for organisational change

Other observations noted from meetings with stakeholders and review of project documents included concerns with the cost effectiveness of Australia-based scholarships. Although it has been difficult to obtain exact figures about the relative costs, some have suggested that a single scholarship in Australia could fund up to 20 local scholarships in the Philippines. Moreover, Filipino organisations reported that they still had to pay the wages of students while they were in Australia and unless the workload of a student could be distributed amongst other employees, an additional employee may need to be paid.

This led to suggestions from some respondents that greater emphasis could be placed in future on short-term training or in-country scholarships. This was seen as allowing for higher participation levels, greater access by people in the provinces who might otherwise have difficulty in leaving their jobs and families and overcoming some language issues. Use of in-country scholarships could also contribute to strengthening of Filipino tertiary organisations while helping to ensure the relevance of course content for participants.

However, many respondents still underlined the value of overseas scholarships (e.g. in bringing in new ideas, in establishing links with overseas organisations, and other Filipino scholars, as well as increasing the confidence of Filipinos as change agents in their

organisations). The team saw evidence of these positive benefits, especially at the sub-national level.

Demand driven approaches that have sometimes been reactive and scattergun rather than proactive, strategic and focused

Tensions have sometimes arisen from the differing views of stakeholders about whether demand driven approaches are necessarily reactive or can be proactive. Those who favour the reactive approach consider demand driven to mean that any demand should be met on a case by case basis as long as resources are available to do so. Those who favour a proactive approach see demands as being assessed within an agreed framework which has itself been constructed in response to demands. Pressure to adopt a reactive approach may have contributed to what appears to have been a somewhat scattergun rather than strategic approach to human resource development.

The design team also agreed with stakeholders who recommended that the Facility narrow its focus to a smaller number of organisational partners and to think more strategically about niches for engagement. This, it was argued, would allow for deeper engagement with a more select group of partners (government, private sector and NGOs), while promoting synergies within participating organisations, and among organisations with complementary mandates. In addition, the design team noted a need for greater clarity on the issue of graduation or disengagement from the Facility.

Several stakeholders pointed to the importance of achieving change through strategically targeting different levels in organisations and sectors to achieve vertically integrated impacts and through working with a range of key players in the operating environment of organisations (e.g. the private sector and civil society groups can be key partners in the operating environment of public sector organisations). Universities that have research and analytical capacity can support the development of policies and programs. The need to develop that capacity in universities has led some to conclude that they might be recipients of capacity building assistance facilitated by PAHRODF.

Other priorities identified by stakeholders included a need to focus more on organisations or groups which have the potential to have a multiplier effect (e.g. associations, networks, clusters, capacity building organisations). This could include, for example, training institutes, the Leagues of Provinces, or Chambers of Commerce. Experience under PAHRDF with the Provincial Government in Agusan del Sur demonstrates the potential benefits associated with such complementary investments, especially when they are underscored by a shared vision of change and strong commitment from organisational leaders.

The design team recommends that demands for OD assistance from prospective partners be informed by expected outcomes in terms of capacity to be developed and applied to achieve organisational results (e.g. better services to the public, better access to resources for organisational survival) rather than mode of delivery – i.e. what is to be achieved rather than how to do it, function rather than form. Choice of a smaller number of key partners linked to DAS programs will also assist with managing demand and generating sustainable impacts.

Modes of operation with the different partners will need to vary depending on many factors including the extent to which there has been a successful track record of working with those partners, trust has been developed, there is a genuine willingness, readiness and absorptive capacity with respect to organisational development.

Different organisations (and parts of organisations within an organisation) will be at different stages of readiness, have different histories with respect to developing capacity and using capacity and be operating in vary different contexts ranging from relatively simple to highly complex, functioning as relatively closed systems to very open systems. It will therefore be important to eschew any organisational development model that implies that 'one size will fit all'.

In general there was an appreciation that with a limited amount of resources relative to the scope of the issues to be addressed, PAHRDF could not alone directly forge the critical mass required to drive through reforms especially in larger organisations that are often the focus of AusAID programs. Critical mass has sometimes been more achievable at the sub-national level e.g. at the level of local government.

There were, however, some who harboured an expectation that PAHRDF would keep training more and more people until a critical mass had been reached and in such cases insufficient attention may have been given to identifying points and people in the organisations through which most leverage could be exerted – quality and relevance rather than quantity.

The design team did, however, see examples of movement towards critical mass through multiplier effects arising from the outreach activities of PAHRDF participants and their colleagues and through institutionalisation of changes that have been made in association with PAHRDF projects.

The need for more active and planned links between PAHRDF activities and the DAS

The team also noted a need for better links between PAHRDF and other AusAID programs. The Facility currently has ongoing relationships with the other AusAID programs that work with key organisations such as DepED and DPWH and has been responsive to requests for support from them.

Most if not all of the HRD activities that have been undertaken by the Facility could be justified as being in some way related to the DAS. However, there is not a strong sense that the DAS and its programs have actively, systematically and strategically driven choices of HRD priorities. On the contrary some have expressed the view that the Facility has been used as a stop gap source of assistance to cater to situations that might not have arisen had there been better and more timely identification of HR/OD needs planning. As a consequence, opportunities for maximising benefits from PAHRDF may not have not been fully realised.

One of the ways in which PAHRODF can be used more strategically and potentially with more concentrated and sustainable impacts is to tighten the selection of partners with which it will work. The Facility should continue to be demand driven but with demands being clearly linked to organisational development and change agendas agreed to under the DAS.

Annex B – Theory of Change and Goals and Objectives

<u>Introduction</u>

In the light of the country analysis, the problem analysis with respect to PAHRDF, and lessons learnt, the following theory of change and intervention theory underpin the objectives, intended outcomes and intended outputs of PAHRODF. It is presented as a series of 'if-then' statements, 'assumptions' and 'however' statements about other factors that may affect achievement. It starts with the point at which PAHRODF commences engagement with strategically selected organisations and leads through to the intended outcomes and objective of PAHRODF.

The intervention theory and the theory of change includes a series of 'If-then' statements, assumptions and other considerations that are relevant to PAHRODF outputs (PAHRODF annual plan developed in conjunction with AusAID and key Filipino organisations, organisations engaged and services delivered).

Intervention Theory

1. Effective prioritising, targeting and planning

<u>If</u> AusAID and key GOP institutions to which AusAID programs relate are able to work with PAHRODF on a regular basis to identify and prioritise those organisations whose practices could better support implementation of DAS programs and whose current practices are limited somewhat by human resource and organisational development capacity

<u>then</u> AusAID, partner organisations and PAHRODF will be able to establish and budget for a program of assistance that better targets its efforts to contribute to the delivery of DAS programs and the GOP programs and reform agenda that those programs support. [6] Ultimately, through the chain of if-then statements that follows, the implementation of these DAS programs is likely to be more successful.

The <u>assumption</u> is that in the past, inadequate articulation of priorities as they relate to DAS programs and lack of active engagement with PAHRODF in communicating and discussing these priorities have contributed to capacity building efforts that have sometimes been scattergun and missed their mark in supporting DAS programs. Better planning could make the efforts more targeted strategically.

An assumption for the future operation of PAHRODF is that AusAID and key GOP organisations will be willing and able to jointly identify and prioritise current poor practices that are affecting the delivery of programs and to identify the ways in which poor practices are arising from poor capacity or lost opportunities to apply capacity. AusAID and key GOP organisations will need to have theories of change that show how organisational capacity is relevant to bringing about desired results. They may need assistance to do this, using a combination of program theory and organisational development expertise. (Note that the management structure includes a new position of external HR/OD specialist providing advice to AusAID).

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[6] Henceforth for the sake of brevity the term 'DAS programs' will be used to refer to DAS programs and the GOP programs and reform agenda that those programs support.

However, organisations may be reluctant to engage in this type of work given the relatively small amount of assistance available from AusAID. The broader value of thinking about theories of change for their programs will need to be promoted. This should be done on a small scale at first say with one organisation and one cross organisation theme in year 1.

Even with better articulation of priorities, there will be other factors that will affect selection of agencies for engagement in capacity building, including their willingness to engage and their absorptive capacity. Available resources and the capacity of the managing contractor will also affect the process of prioritising organisations for assistance.

The continuation of the long term scholarship program in Australia and the AusAID and GOP desire to keep some scholarships open will mean that the nexus between DAS programs and capacity building assistance will not be a perfect one. Moreover, while some capacity development needs can be identified in advance some will emerge. Also, some capacity development assistance will be in relation to opportunities that arise at a particular time to support the wider DAS agenda.

2. Effective engagement

If PAHRODF has a clearer perspective on the organisations with which it should work and the broad areas of capacity development that require attention and if these can be tied to the DAS programs already working with those organisations

then it will be able to more successfully engage with the right organisations around the right issues and in a sustained and strategic way. The link to the DAS programs will provide an incentive for organisations to participate in capacity development and provide a focus that goes beyond developing individual competencies for their own sake. One factor affecting extent of engagement and disengagement will be the stage in the life cycle of the DAS program that PAHRODF is supporting, continuing assistance to legacy programs and so on.

If PAHRODF engages with an organisation over time

then it will enhance its understanding of the organisation and its operating context and the organisation will develop a better understanding of how PAHRODF can help it and how it can develop its own HRD capacity.

As a result, PAHRODF will be able to assist the organisation to identify what is needed in terms of an appropriate mix and sequencing of capacity development activities, and monitor the impacts on organisational functioning in consort with the organisation and AusAID. Depending on the starting position of an organisation this successful engagement could involve movement from no or low engagement to increasingly strategic engagement to consolidation, graduation and/or continuing partnership. In some cases disengagement may be chosen in consultation with relevant GOP organisations and AusAID.

An assumption is that one of the reasons that assistance has been somewhat reactive in the past is that strategic focus for working with organisations on a sustained basis within an overall framework of change management for that organisation has sometimes been lacking. Much assistance has been given to those who are enthusiastic and when opportunities arise. While both of these factors are important for engagement, further criteria for prioritising amongst all those that are enthusiastic may have been lacking.

For PAHRODF, it is assumed that organisations that have been identified as key targets for capacity building assistance will have some level of enthusiasm to participate. This may come from the links with other DAS programs with which they are engaged. Their enthusiasm will need to extend to being prepared to engage in the relatively intensive model that PAHRODF has employed requiring REAPs and other follow-up actions.

Another assumption is that PAHRODF will have effective processes for working with organisations to assist them to identify more specific capacity development needs and appropriate ways of addressing those needs. PAHRODF will also need to have in place appropriate criteria and processes for engagement and disengagement, linked where possible to incentives.

However, some organisations will be reluctant to tie the capacity development to AusAID programs and will focus on gaining access to training, scholarships etc as ends in themselves. They may need to be convinced of a model that ties development of individual competencies to organisational development. Organisations may also find other models of capacity development (e.g. by other donors, other parts of AusAID programs) less taxing and demanding in terms of mutual obligations.

Not all organisations will initially understand the importance of developing organisational capacity and individual competencies as part of the overall process of improving organisational functions. There may be a need to start small, develop trust and demonstrate the usefulness of the approach rather than attempting to prematurely develop the grand organisational development plan.

Also some organisations (e.g. some business organisations, civil society or universities) may not be central to AusAID programs and may not see themselves as part of those AusAID programs even though bringing about changes with them could assist government programs (national, provincial etc). This may affect the nature and intensity of engagement with those organisations and may have implications for how AusAID programs need to be conceived and structured to draw in such key partners.

3. Effective service delivery

If PAHRODF is able to successfully engage with organisations over time and if it has at its disposal a more comprehensive kit of capacity development tools than it has had in the past and is able to use them to best effect,

then it will be able to provide capacity building services that are relevant, timely, accessible, of appropriate quality, reach the right people (including consideration to issues of gender and disability), reach enough people and are effective in terms of developing competencies and targeted aspects of organisational capacity.

Past experience of PAHRDF supports the if-then proposition relating to length of engagement. There is some evidence that prolonged engagement (e.g. in some cases for several years) using a range of different LTT and STT can produce changes as reported by organisations with respect to aspects of organisational capacity for which organisations have received assistance from PAHRDF.

An <u>assumption</u> behind the need to have an expanded range of tools is that in the past a somewhat limited range of tools and/or particular focus on training may have constrained the effectiveness of PAHRODF.

PAHRODF will need to have appropriate quality management processes in place (e.g. for selecting, supporting, monitoring and evaluating various capacity development service providers, for matching participants, including recipients of scholarships) with appropriate capacity development activities, for supporting participants before, during and after engagement.

<u>However,</u> PAHRODF will be limited by the resources that are available to it, how much flexibility is built into the PAHRODF design, the extent to which various strategies for capacity development can be effectively introduced (e.g. Australia-Philippines University and TVET twinning arrangements), and whether organisations identify the right people and parts of the organisation to be involved in on-site capacity development and/or are prepared to release the most appropriate personnel for some of the off-site capacity development activities.

<u>If</u> PAHRODF provides services and support to alumni *then* it will be in a better position to entice them to have ongoing constructive relationships with Australia and with PAHRODF as part of its capacity building resource.

<u>However,</u> PAHRODF will be limited by what it can offer by way of incentives to entice alumni to have ongoing relationships.

Theory of Change:

This includes a series of 'if-then' statements that are relevant to intended outcomes of improved and expanded competencies, improved and expanded organisational capacity, and application of capacity to change organisational practices.

4. Enhancement of competencies and organisational capacity

<u>If</u> PAHRODF contributes to enhancement and expansion of competencies of individuals and other aspects of organisational capacity in key relevant organisations and groups of organisations

<u>then</u> organisations will be in a better position to use and apply those capacities. In particular PAHRODF will focus on the non-technical side of organisational change i.e. the organisational functions such as human resource and organisational development issues that support the delivery of the core business of an organisation.

The <u>assumption</u> is that, for such organisations current practices have been at least to some extent a function of lack of competency and organisational capacity that relate to these organisational functions.

<u>However,</u> many other conditions will need to be in place for competencies and organisational capacities that have been developed in association with PAHRODF to have the potential to make a difference. For example, the organisation will also need to have technical competencies. Part of the assessment of what competencies and capacities could be usefully developed and how widely they should be developed, when to do so and whether doing so

would be a good investment of scarce resources must give consideration to these other factors.

Since PAHRODF can address only some competencies and capacities given its resource base, time frame and so on it will be important to identify how other competencies that are identified as critical are being addressed (e.g. by determining whether they already exist), whether the AusAID programs that PAHRODF supports are separately developing those other competencies; whether organisations have in place their own arrangements or arrangements with other donors to assist with the development of those competencies; whether with a relatively small amount of effort PAHRODF itself could address those competencies to good effect.

5. Better use of competencies and organisational capacity

If PAHRODF successfully assists organisations to make better use of their competencies and capacities (regardless of whether those competencies and capacities were developed through PAHRODF)

then the exercise of organisational functions is likely to improve in ways that will better support the delivery of programs.

An assumption is that poor exercise of organisational functions is at least to some extent a function of poor use of existing competencies and organisational capacity and 'lack of capacity to use capacity'. In such circumstances PAHRODF will need to tackle reasons for non-utilisation rather than simply build more competencies.

However, there will be many other factors that will contribute to poor functioning including willingness to change, entrenched systems that need to be dismantled, organisational norms, ethos, lack of accountability and incentives, political will and power factors, and resources available to the organisation.

Other aspects of the operating environment can also shape organisational behaviours, often in unhelpful ways (e.g. an organisation's history, political influences, informal relationships, limited capacity among civil society actors to demand effective and accountable governance, changing resources and external factors including unpredictable elements such as political, economic or cultural instability).

Poor functioning may also arise from inconsistencies across levels in organisations or levels of government or amongst different sectors (public, private, tertiary education and research etc).

PAHRODF may be able to assist with managing the risks associated with some of these. Some may be addressed through other non-AusAID programs and some not at all.

6. Multiplier effects, networks, relationships and sustainability

If PAHRODF is able to identify individuals and organisations that have developed, enhanced or made better use of important competencies and capacities

then it may be able to work with those individuals and organisations to achieve multiplier effects within and beyond their own organisations. This would make more efficient and

sustainable use of scarce PAHRODF resources and expand the extent to which PAHRODF can contribute to achieving its objective of supporting DAS programs.

An assumption is that some of the competencies and capacities that are developed through PAHRODF will have relevance (or could be relatively easily adapted to become relevant) beyond the specific site at which or context within which they were developed. There have been some successful examples of scaling up and out under PAHRDF. However there is potential to do more.

However, organisations and individuals would need to be willing to spread what they have learnt to others. In order for this to happen there may need to be incentives for organisations and individuals to be involved. Difficulties in the past in motivating and activating alumni organisations as one channel through which some scaling up could occur suggest that stronger incentives and better assistance may be needed.

Also, even those that are willing to assist with achieving multiplier effects may not have the necessary train the trainer, facilitation, mentoring, writing or speaking skills. PAHRODF may need to assist with developing these competencies, including through provision of technical assistance. PAHRODF might also undertake or manage knowledge synthesis and applied research work relating to organisational development.

If PAHRODF is able to continue to engage scholars, individuals, teams and organisations with which it has worked in positive ways, including Australian universities, businesses and other organisations

Then it may assist with contributing to bilateral relationships.

However, those relationships, especially in the case of scholarships, will depend on the quality of the experience while studying in Australia. PAHRODF can take some steps to make that a positive one but many other factors beyond its control will be more important. Its support for the Alumni organisation is one means of continuing positive relationships.

'If-then' statement relating to the goal of PAHRODF

7. Better supported DAS programs more empowered to achieve their outcomes

If relevant practices of organisations that are engaged in delivering DAS supported programs to achieve GOP reform agenda can be improved

then it is more likely that the DAS programs will be able to be successfully delivered, their results achieved and progress made towards the wider outcomes of the DAS (economic growth, reduced poverty, and national stability under the current strategy).

The assumption is (see country analysis) that some current practices are impediments to effective program delivery and hence ultimately to achieving the intended results of programs. Some practices will be technical in relation to service delivery. Others will relate to how various organisational functions to support service delivery are executed. Amongst these would be such practices as Planning and Policy, Project Management, HRM, HRD, Leadership, ICT, Financial Management, working in partnerships. Improving the exercise of these functions can remove impediments and create potential for improved program delivery.

However, improving the delivery of organisational functions cannot be expected to guarantee improved program delivery. Improved program delivery should not therefore be the direct measure of success of the program. There will be many other factors, in addition to the operation of those functions (including other aspects of governance such as exercise of political power, external factors and changing circumstances) that will also contribute to or impede effective program delivery and achievement of intended outcomes. Furthermore, effective program delivery itself will be one of many factors that will affect achievement of program objectives and end results in terms of economic growth, reduced poverty, and national stability.

Explanation of goal and objectives.

Statements about goals and objectives are necessarily brief. The statements need to be unpacked by the MC for the purpose of guiding program design and identifying performance measures.

About the goal

> To enhance the effectiveness of the wider reform agenda under the Australia-Philippines Development Assistance Strategy.

The design team has set the goal in terms of enhancing the effectiveness of DAS programs This reflects the desire to have PAHRODF interventions result in valued change agreed to by the GOP and AusAID under the DAS. Monitoring of results at this level will include assessment of whether the extent of improvement was minor, modest or highly significant.

Development of competencies and other aspects of organisational capacity cannot guarantee that programs will be more effective. However, where lack of competencies and problems with capacity have been identified as particular barriers to effective delivery of services or there are opportunities to strengthen achievements then PAHRODF can help to remove these barriers and better position an organisation to seize opportunities if and when they arise.

Other barriers (e.g. resources, political considerations) may remain that are beyond the power of PAHRODF to anticipate or influence. To the extent that these other barriers can be anticipated they may affect whether PAHRODF, in conjunction with AusAID and GOP, considers that development of competencies and other aspects of organisational capacity would be a good investment in that organisation at that particular time or whether it would make more sense to see that other barriers were removed first or in parallel.

Further explanation of the objectives

The goal is to be achieved by developing the capacity of key partner organisations with which the Facility will work. These partner organisations will have been identified as 'key' because they are part of the DAS programs and because there are various aspects of their capacity that are relevant to achieving DAS program objectives.

Particular aspects of capacity that are the focus of PAHRODF are those competencies and aspects of organisational capacity for which some causal association can be demonstrated with the assistance provided by PAHRODF either directly or indirectly. There is no expectation that PAHRODF would be the only influential factor but it should be possible for stakeholders to identify what might/might not have happened without PAHRODF assistance.

Competencies will primarily relate to individual capacities to design and/or implement organisational processes such as those relating to human resource management, planning, financial management, information communications technology, M&E, performance management systems, and to a lesser extent sectoral specific (e.g. health, education, roads) technical competencies for service delivery.

Other organisational capacities will go beyond the level of individual competencies and will relate to organisational change processes and drivers, leadership, systems for incentives, rewards and sanctions, development of organisational morale, energy, focus and commitment, partnership development and engaging with external stakeholders, resource mobilisation and advocacy strategies.

Development Objectives (concerning intended outcomes for organisations as a result of engaging with PAHRODF)

I. To *develop or strengthen* HRD, HRM, planning, management, administration competencies and organisational capacities of targeted individuals, organisations and groups of organisations and support systems for service delivery.

This refers to:

a. Scholarship holders in i) Key Partner Organisations and ii) Strategic Partner Organisations

b. Individuals and teams from Key Partner Organisations that have received assistance from the Facility

c. Groups of organisations and networks that have received assistance

PAHRODF will work with organisations and with AusAID Portfolio Managers (with support from the external HR/OD Specialist) to identify competencies and organisational capacities required for their change agendas and how best to develop or strengthen them. This requires organisations and AusAID Portfolio Managers to have a clear view of what success would look like for the organisations and more specifically for the programs and how developing capacity might contribute to that success. PAHRODF may have a role in facilitating the type of analysis that would help organisations (and possibly AusAID Portfolio Managers and program staff) to clarify what success would look like, the drivers of and barriers to success, and the extent to which these drivers and barriers relate to organisational capacity and individual competency.

The specific competencies and the time frame for achieving them will be incorporated in the HR/OD plan developed with the individual or organisation and achievement will be assessed both in relation to that plan and by capturing other 'unplanned' and relevant competencies that may be developed through association with PAHRODF and the services to which it provides access and support (e.g. training, scholarships, mentoring).

The M&E framework will capture clusters of related competencies that have been developed in an organisation (i.e. progress at the level of the organisation or section within an organisation) as well as the competencies acquired through specific training or other activities focused on individuals. This involves a shift from the individual (or trained team) as the

primary unit of analysis to the individual, team and the organisation as the units of analysis. It reinforces a shift that commenced in the 2008 and 2009 M&E reports of PAHRDF.

II. To enable targeted individuals and organisations *make better use of* HRD, HRM, planning, management, administration and support systems for service delivery competencies and organisational capacities.

This refers to:

a. Scholarship holders through REAPs and ongoing support from Facility

b. In-country individuals and teams through REAPs and other action plans

c. Organisations and groups of organisations through combinations of types of assistance over time

For KPOs, the organisational practices will be those that are needed to support the implementation and outcomes of key DAS programs being implemented in partnership with those organisations.

For SPOs organisations the organisational practices will be those that support the mandate of that organisation in line with the broadly agreed areas of change in the DAS.

The specific applications and time frame for achieving them will be incorporated in the HR/OD plan developed with the individual or organisation as it relates to the agreed change agenda.

Achievement will be assessed both in relation to that plan and by capturing other 'unplanned' and relevant organisational changes that may have occurred through association with PAHRODF and the services to which it provides access and support (e.g. follow-up assistance with implementation, encouragement and monitoring of implementation; use of incentives to encourage implementation).

Completed REAPs and other on the job projects will be outputs that can serve as one type of indicator of application but it will be important to identify, classify and report on the particular outcomes of those REAPs (e.g. outcomes that relate to personnel management, financial management, technical developments).

Other outputs of engaging with PAHRODF would be organisational plans for what will happen beyond the REAPs with clear action points for multiplier effects and sustainable outcomes.

Note that in the current model, REAPs are about re-entry and imply that a person or team of persons has exited the organisation and needs to 're-enter'. In the proposed future model some types of assistance may be given in situ rather than taking the person, team etc out of the organisation. For example, one output could be the development of an HRD plan facilitated by or through PAHRODF.

The M&E framework will capture clusters of related applications that have been made in an organisation (i.e. progress at the level of the organisation or section within an organisation) as well as the progress made through specific REAPs to answer the evaluation question of whether the organisation is successfully moving towards the agreed change agenda. This

involves a shift from the individual as the unit of analysis to the individual and the organisation as the units of analysis.

The M&E framework will also capture cross agency thematic developments where these have been the focus of clusters of activities of PAHRODF (e.g. if PAHRODF has undertaken activities to improve public financial management across several organisations and perhaps ranging from a focus on policy to implementation processes, then improved financial management could be the organising theme for reporting on progress).

III. To enable individuals and organisations to *build and maintain relationships*, *share and build on enhanced competencies, capacities, and lessons learnt from research and knowledge synthesis initiatives.*

This refers to:

a. Scholarship holders i) through nature of REAPs for diffusion within their own organisation and ii) through Alumni iii) through Facility assisted diffusion activities (e.g. seminars, workshops, bulletins, knowledge synthesis projects and case stories).

b. Individuals and teams assisted by the Facility i) through nature of REAPs and Action plans to diffuse practices, contribute to other changes in their own organisations ii) through Facility assisted diffusion activities (e.g. seminars, workshops, bulletins, knowledge synthesis projects and case stories)

c. Organisations and groups of organisations that have received combinations of assistance over time.

d. Development of networks for continuing development and support. Enhanced social capital can be an important outcome of networking that can in turn feedback into sharing experiences, co-operative projects and so on.

e. Alumni maintaining continuing relationships with each other and with Australia as part of fostering good relationships between the two countries.

This is about achieving multiplier effects and sustainability with respect to competencies and capacities and about fostering relationships that can have multiple benefits, including stronger bilateral relationships.

With assistance from PAHRODF as required, individual competencies and organisational practices are expected to be scaled up vertically within sectors and organisations and horizontally from site to site and adapted as needed.

For some strategically placed participants, this expectation could be built into their HRD plan and/or REAP as part of that plan and for others it may emerge afterwards. Not all participants would be expected to be engaged intensively in scaling up and PAHRODF would be selective about applying its resources to assisting with scaling up. Achievements would be in relation to scaling up plans.

As organisational capacity develops and organisations become less dependent on PAHRODF they may take on a new relationship with PAHRODF as a partner and may receive assistance from PAHRODF to exercise this role. Alumni might also play this partnering role. These opportunities are expected to have additional individual benefits such as enhancing the status

of individuals and potentially their career options. Distribution of such opportunities by gender, disability, national/sub national; urban / rural will be important.

This objective is also about organisations becoming learning organisations and taking ownership for further organisational development. One role of PAHRODF will be to work with organisations to develop a change management orientation and appreciation of the role of human resource development and organisational development as part of a change agenda.

The research, knowledge synthesis, management and diffusion component of the design is especially focused on achieving this objective. Support for PA3i is also a means of doing this that is built into the activities to be undertaken by the Facility as part of component 1 and as part of supporting returned scholars (under component 2).

Alumni maintaining continuing relationships with each other and with Australia as part of fostering good relationships between the two countries could occur not only through participating in PA3i but also through maintaining relationships with their host universities and perhaps becoming engaged in mutual exchanges and twinning arrangements between Filipino and Australian Universities. The Facility will support alumni to do this. For ALA Fellowships, business relationships may predominate.

Management Objectives (relating to Facility processes and outputs)

These objectives are not part of the formal objectives of the program. Those objectives are focused on intermediate outcomes. The achievement of other objectives relating to facility processes and outputs such as appropriately targeted strategic planning and management, engagement of organisations and participants and delivery of services underpins the achievement of outcomes. They are therefore referred to in Figure 1in the main section of the design document.

Strategic planning and management

1) To ensure efficient and effective targeting of organisations and delivery of human resource and organisational development assistance in support of the implementation of the DAS.

This will be done through the development and implementation of a strategy for the operation of the Facility that will ensure that targeting of organisations and delivery of organisational development assistance will support the implementation of the DAS programs, the wider goal of the DAS and the related GOP objectives in ways that maximise the effective use and impact of resources available to the Facility. This includes:

    a.   Consultative identification of a clear annual HR/OD strategy for working with GOP organisations to facilitate their development of competencies and capacities that are within the remit of PAHRODF and that are relevant to DAS priorities and programs.

    b.   Effective management of the Facility to enable successful implementation of the strategy.

This is a foundational outcome needed to ensure that the organisations that are targeted for assistance and the competencies and capacities that are addressed can be prioritised and directly linked to what is required to support DAS programs and wider DAS agenda. It depends on DAS programs and the partners engaged in those programs having a sound

understanding of what is needed to make the programs successful and how developing competencies and capacities can contribute. The role of the MC in supporting the Facility Board to make those strategic choices and develop a Strategy Paper is key.

It is also about making sure that all the appropriate systems, procedures and staffing arrangements as described are in place and working well. Performance management will be undertaken by the appropriate staff in AusAID.

Engagement

2) To ensure effective engagements with strategically selected organisations, groups of organisations and individuals to identify their needs with respect to development of PAHRODF targeted competencies and capacity in relation to the DAS. This includes:

    a. Effective processes for identifying nature and extent of engagement with key partner organisations and other strategic partner organisations, groups of organisations that have been identified in the annual Strategy Paper

    b. Effective identification of human resource and organisational needs and types of support needed, including developing plans for organisational development.

    c. Effective processes for attracting and selecting applicants for scholarships in line with targeting profiles established under component 1.

Definitions of success include reference to the selection of appropriate organisations for engagement, level of engagement relative to what can be achieved and relevance to DAS; effective processes for managing progression through stages of engagement, disengagement through graduation or discontinuation as appropriate and a process that is effectively managed with appropriate incentives. Engagement will also look at who is being engaged, including issues relating to gender, disability, urban-rural etc.

The words 'As needed and as appropriate (assist them) to develop their plans' are included in this objective in recognition of the fact that not all organisations will require assistance with developing an organisational development plan. They may already have a plan and it may be presumptuous to expect that the Facility would play a major role in influencing or changing that plan. In other cases, the amount of assistance being proffered by the Facility may be relatively small and would not warrant a detailed organisation development plan.

Services

3) To ensure that selected organisations, groups of organisations and individuals *receive appropriate types and quality of support* from the Facility This includes:

    a. Effective administration of and support for long term scholarships (Australian Development Scholarships and Australian Leadership Award Scholarships) including effective:

        i.   processes for matching applicants to universities and courses

        ii.   pre-departure processes including use of alumni

        iii. preparation of and quality assurance in relation to host Universities in Australia

    iv.   support while in Australia

    v.   support upon return to the Philippines including engagement in alumni, mentoring support, other work with their organisation to assist it to make better use of what the awardee has learned, small amounts of technical assistance or funding.

b.   Effective delivery of in-country assistance (short-term training, mentoring, work placements, development of organisational change strategies, development of new OD approaches etc) including

    i.   effective selection of service providers, capacity development and support for service providers and quality control of service providers

    ii.   high quality, relevant types of HR and OD support to organisations.

The types of support provided should be those that have the capacity to enhance and better utilise individual competencies and to strengthen organisational capacity. This means making appropriate choices from the menu of long term training and other HR/OD support taking into consideration organisational assessments and their readiness and commitment to capacity development. It also includes what is done to ensure that the support is delivered in appropriate and high quality ways. Amongst other things this would include processes for selecting and capacity building of Local Service Providers.

For scholarships, the types of support needed will include those that relate to the application process, the pre-departure preparation, support during and after the period of the scholarship including support to re-enter the organisation, follow through with REAPS. They may also relate to how supervisors and peers make maximum use of learning. Quality and appropriateness of scholarship experience may also be affected by work that the Facility undertakes with host universities.

Annex C – Program Components

This annex includes additional details on various elements described in the Program Components section of the design document. The processes described are indicative and therefore may be subject to change once PAHRODF is operational.

Component 1 – Strategic Planning

The Strategy Paper for the FB

Early in the fiscal year (July/August), the Managing Contractor (MC) will draft a Strategy Paper (SP) to guide implementation of Facility activities. The SP will be developed through a consultative approach involving key GOP agencies (e.g. NEDA), AusAID, other AusAID initiative MCs and delivery organisations and other donors. The SP will be updated annually by the MC in the light of emerging GOP and GOA priorities and feedback about progress being made in relation to those HR/OD priorities that it has established for the previous year.

The SP will identify:

- **Strategic priorities** identifying which DAS programs are highest priority for capacity development and why.

- In broad terms, **the types of organisational capacity** (e.g. HRD/HRM; Planning; Financial management) that need to be developed for each key partner organisation or across several organisations to support the implementation and outcomes of the selected DAS programs.

- **Key Partner Organisations** (KPOs) engaged in those programs and other organisations whose capacity and practices is relevant to the achievement of program outcomes (e.g. business, civil society, capacity building organisations) and who should be approached with a view to undertaking an organisational assessment and developing an HR/OD assistance plan and types of **Strategic Partner Organisations** (KPOs) that may be supported by the Facility.

- the **expected budget** to achieve Facility objectives for the given year

The SP (and its annual update) will be submitted (around September) and subject to endorsement by the Facility Board.

Development of the draft Strategy Paper

The MC will consult with AusAID (Counsellors, Program Enabling Unit, Portfolio Managers, HR/OD Specialist), relevant KPOs that they have identified and others with which the MC has continuing relationships and that may also be relevant to DAS programs. These initial consultations will assist with providing advice to the FB for its Strategy Paper (and its annual update).

Initial consultations with KPOs (around 10-15) will be to conduct preliminary organisational assessments (not formal 'Dashboard' types of assessments at this stage) that identify such features as the strength of the human resource (HR) function in an organisation, and the level of interest in the organisation in receiving some of the types of assistance that the Facility is

able to offer. The consultations will also glean some indication of the level of likely commitment to undertaking HR and OD activities that require substantial administrative and leadership commitment including commitment to institutionalise individual competency and organisational capacity gains from assistance.

There may also be some preliminary discussions around capacity development modes that are likely to be regarded positively by KPOs but without at this stage developing specific plans. Development of specific plans comes after the FB has agreed that those organisations be amongst the KPOs.

The MC will co-ordinate this information and provide it to an FCC meeting for the purpose of identifying priorities and making recommendations about KPOs and HR/OD priorities to take to the FB.

Organisational Assessment of KPOs
Following endorsement of the SP by the FB, including the list of targeted KPOs, the Facility will approach the KPOs identified as prospective partners to determine their interest in collaborating with PAHRODF. If the organisation signifies its interest, the two parties will discuss requirements for an organisational assessment. The purpose of the assessment will be to identify priority capacity areas for support. The MC will facilitate the process, or engage expertise to assist in the assessment, as necessary.

In some cases, prospective KPOs may have undergone an organisational assessment in the recent past. If such an assessment has been undertaken within the previous 24 months, and if it meets the Facility's standards and requirements, a decision may be made to either forego the assessment or to update it, as necessary. Once completed, MC staff will review the organisational assessments and recommend to the Facility Coordinating Committee (FCC) whether to proceed to the next step, or not.

Part of the formal organisational assessment will entail completion of the Dashboard exercise (see described in the M&E section) which will be used later to monitor progress and support organisational reflection.

Support to Partner Organisations to Develop HR/OD Proposals

After the organisational assessments have been endorsed by the FCC, the KPOs will be notified and the MC will meet with senior KPO staff to share information on processes and formats to initiate the preparation of HR/OD proposals. The MC will provide advice to KPOs to develop their HR/OD proposals. Through this advice, the MC will inform the organisations about the menu of HR/OD options available from the Facility, and the types that may be most suitable for the organisation concerned. Packages will be tailored to the individual needs of the target organisations, and the MC will be expected to encourage or introduce innovative solutions to the HR/OD needs of the targeted organisations, as well as advising on evaluation strategies, as necessary. In considering the type(s) of HR/OD support to be provided in the HR/OD Plan, the MC and KPO should take into account the costs and benefits of the various options available through the Facility, taking into account, in particular, the opportunity costs associated with some of the more costly interventions. This should help to ensure that the choices made represent the best value for money, that options such as scholarships are not treated routinely as 'free goods' and that partners don't feel limited to the "usual" options, whether it be long-term training or reliance on technical assistance.

The MC will have expertise in areas such as training needs assessments and HR/OD proposal development from within its own staff, though the MC can draw on domestic and international expertise to provide assistance to organisations during the preparation of their HR/OD proposals. In particular, technical assistance on gender mainstreaming work shall be provided, if needed.

Another available option is for the MC to recommend that a detailed program of assistance be provided to develop an HR/OD plan for a specific organisation. In this case, an assessment would be done of the merits of providing more extensive assistance for HR/OD planning rather than actual HR/OD support. It is envisaged that any such assistance would be limited to only a small number of organisations that are very well placed strategically to support the objectives of the DAS, but in need of organisational strengthening. It would also be expected that HR/OD support would be available to the organisation in subsequent years, as appropriate.

Development of the HR/OD proposals will provide an opportunity for the KPOs, with the support of the Facility, to think critically about their capacity needs and to develop strategies to address them. The proposals developed will include specific and fully costed interventions required (e.g. LTT, STT, technical assistance, work placements) to support the needs identified. The MC will support the organisations to think about integrated packages of capacity development support to promote synergies and a holistic approach.[7] For example, while the substantive focus will be on HR/OD issues (e.g. HRD, HRM, planning, management, administration competencies and organisational capacities and support systems for service delivery), proposals may give consideration to provision of assistance (i.e. LTT/scholarships) to individuals seeking support in sectoral technical areas. The expectation is that the LTT at Masters/Post Graduate Diplomas levels will offer the most potential for strengthening management and other HRD skills, while PhD awardees are likely to focus more on technical skills (e.g. economics, peace studies). Since many of the LTT awardees graduating with 'technical degrees' (PhD or otherwise) are likely to become managers, it may also be worth considering ways in which the Facility can supplement the technical LTTs with short-term support to strengthen management skills. The HR/OD proposals will be relatively brief, but the rationale and benefits of the proposed assistance should be clearly outlined.

For SPOs, the MC shall provide advice to identify both HR/OD and technical requirements to be supported by the Facility and on appropriate use of ADS and/or ALAS awards. Activities should be identified, where possible, for appropriate opportunities to find an Australian counterpart with a view to using the ALA Fellowship mechanism.

<u>Development of Annual Plan and Budget</u>

Following FB agreement to the draft Strategic Plan (including proposals for selection of KPOs), then subject to interest of those KPOs, more in-depth organisational assessments such as those that have been part of Dashboard assessments used previously by PAHRDF would be undertaken with KPOs that had not had such an assessment within the previous two

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[7] The HR/OD proposals are seen as an important means of ensuring that the initiatives supported by the Facility are 'demand-driven' in that they reflect the priorities and needs of the partner organisation. However, the proposals will situate the specific demands (e.g. for awards, linkages etc.) within a strategic framework that articulates how the interventions proposed will contribute to broader organisational change processes. In that sense the 'demand' is meant to be strategic and pro-active, rather than reactive or non-strategic.

years. These assessments would inform the development of detailed HR/OD proposals that would become part of the Annual Plan and Budget. Identified activities for SPOs will also be included in the Annual Plan.

The MC will also bring DAS program perspectives to the development of KPO HR/OD proposals. In concert with the AusAID HR/OD Specialist, MC Consultations with AusAID Portfolio Managers will focus on developing:

- an understanding of their change agenda and their theories of change for their programs

- an appreciation of current impediments to implementing their theories of change that arise specifically from issues relating to organisational capacity. In particular the MC will identify impediments that relate to HRD, HRM, planning management and administration and support systems, procedures and partnerships for service delivery

- an appreciation of how capacity development activities could become an integral part of their programs

- what else is being done by the program and by others to enhance that capacity and what the program is doing to enhance service delivery capacity (a secondary focus of the Facility). Without these other parallel service delivery capacity efforts (e.g. for education: training new teachers) then the work of the Facility in relation to HRD, HRM etc could well have limited impacts.

The MC will also seek guidance from the FCC on the following elements to be included in the Annual Plan and Budget:

- **Approximate distribution of funds across programs and across key partner organisations** under the various components. These provide a guide to the Facility when working with those organisations to develop an organisational development plan for engagement with it.

- **Applicant profiles for scholarships**. These are expected to be along the lines of those included in the design document but may require some further development as specific capacity development needs relating to particular programs become apparent.

- Proposed **pilots for new proposed modes** such as twinning of universities and research centres.

- Significant **research or knowledge synthesis** projects to be undertaken under Component 3 and advice on modalities for the activities. Descriptions of these projects will need to consider the multiple purposes of undertaking such research (e.g. knowledge generation, development of research competencies, development of in country research capacity such as better data bases).

- Significant **cross program thematic capacity development projects** that the Facility is to facilitate, manage or conduct. These could be capacity development projects in relation to a particular area such as public financial management across several organisations. They could also be thematic research and knowledge synthesis projects

e.g. lessons learnt about how to address gender or disability issues as part of HR/OD support.

The MC will submit the draft Annual Plan and Budget to the FCC for approval by 30 March.

Component 2 - Long Term Training and Other HR/OD Support

Long Term Training

LTT for KPOs and SPOs

LTT awards are expected to support implementation of the HR/OD proposals advanced by KPOs. In the proposals to be developed by the KPOs with assistance from the MC, they will identify the types of LTT (if any) being recommended and how, specifically, the LTT will contribute to organisational change processes.

The LTT requirements in the proposals should specify HR/OD related gaps that can be best supported by an ADS award. A limited proportion of ADS awards for KPOs will be considered 'open' to provide a degree of flexibility within that relationship and to address equity concerns as necessary. Also, in consultation with AusAID (Portfolio Managers, HR/OD Specialist) and other Managing Contractors and delivery organisations for other AusAID programs, the proposals should also identify key technical-related needs (if any) that can be supported by an ADS award. The proposal will not specify the names of individuals for proposed ADS awards. However, based on the organisational assessment and consultation with other AusAID programs, the MC should identify key senior leaders (if any) that support the wider HR/OD and/or sectoral reform agenda who may be appropriate to invite to apply for an ALA Scholarship.

SPOs are considered 'open category' given that their participation is not tied to the targeting and organisational assessment processes that apply to KPOs. SPO beneficiaries for the ADS award will either be nominated by the SPO or be self-nominated. However, the MC and the SPO should identify key senior leaders (if any) who may be appropriate to invite to apply for an ALA Scholarship. SPO candidates will also be subject to the applicable eligibility criteria for the program which they are being considered (e.g. ADS, ALA, other Australian scholarships).

Selection Process for Scholars

After approval of the HR/OD proposals through the approval of the Annual Plan, the MC will distribute the respective applicant profiles for KPOs and SPOs to solicit appropriate applications for the LTT (ADS only). The internal Scholarships Selection Committee in the KPOs and SPOs will be responsible for processing applications and providing nominees and alternates to the MC. If there is none, the KPO/SPO will set up a selection committee for this purpose to ensure a transparent and internally competitive selection process. The applicants should meet the general eligibility criteria as well as the additional criteria specified in the applicant profiles.

For those individuals in KPOs and SPOs to be invited to apply for the ALAS, the MC will provide guidance on appropriate study programs. ALAS applicants will be encouraged to apply at universities and secure an unconditional letter offer as early as possible and apply for the ALAS scholarships as soon as it opens (normally around March every year). It will be

made clear to these individuals that they are not assured of a scholarship award as they will be subject to the rules and competitive selection processes for the ALAS as administered by AusAID Canberra. (While the MC is providing specific assistance to KPOs and SPOs on ALAS, the MC will still be responsible for broader publicity and administrative support for ALAS more generally.)

Award Level

ADS awards will be provided only at the Masters and Graduate Diploma level. A few PhD awards under ADS may be provided for KPOs or SPOs but will need to be carefully justified. ALAS applicants can apply for either Masters or PhD level programs.

IELTS and Medicals

All ADS candidates will be required to complete IELTS tests and medical examinations. The GOA will be responsible for all costs associated with IELTS for both ADS candidates and identified ALAS applicants from KPOs and SPO. The MC will forward information to candidates on the locations and times when IELTS testing can be conducted, and the list of Embassy-authorised physicians and time requirements for medical examinations to be completed. The forms completed by the physicians are provided by the Department of Immigration and Multicultural Affairs (DIMIA). Embassy-approved Panel Doctors that examine award candidates will forward these results directly to DIMIA within the Australian Embassy.

Endorsement to FCC

The MC will assess all KPO and SPO nominations for ADS awards against the HR/OD proposals for KPOs, the eligibility criteria and relevant applicant profiles and forward only those nominations satisfying the eligibility criteria and applicant profiles to the FCC for approval. The MC will advise those candidates not satisfying the eligibility criteria that they were unsuccessful and record and present to the FCC information summarising the number of ineligible nominations, and reasons why.

Course counselling

The MC will provide advice and support to nominated ADS candidates from KPOs and SPOs in connection with course selection (relevant to HR/OD proposal in the case of KPOs) throughout the selection process, including organising university and course information days. The MC will report on the validity of individual course selection during the M&E process.

Offers, Approvals and Acceptance

The MC will manage the placement of awardees in Australian courses in line with the provisions of the ADS Handbook. The MC will advise relevant KPOs and SPOs of those ADS candidates who have accepted awards.

Mentoring and Re-Entry Action Planning

The MC will provide support and guidance to all LTT (ADS and ALAS) awardees to develop Re-Entry Action Plans (REAPs) that meet organisational capacity needs and fit within a program of change within participating organisations. The MC will also identify mentors

within the respective KPOs and SPOs that can provide support to LTT awardees during and after their study programs.

Pre-Departure Briefings

The MC will conduct a pre-departure briefing which all ADS and ALAS will be required to attend. The briefing will include GOP and AusAID and will cover a number of important aspects, including but not limited to:

- the GOA and GOP requirements of students while undertaking study abroad;

- the conditions of family entry and process to follow for family entry;

- academic requirements (and process that occurs if appropriate standards are not achieved);

- allowances and payment details; and

- the role of the AusAID Liaison Officer of the universities.

In addition, the briefing provides an opportunity for candidates to ask any questions they may have about the award conditions or living conditions in Australia. The MC should arrange 2 to 3 previous ADS scholars to talk at the briefing about experiences they had. This can be arranged in collaboration with PA3i.

The GOA will be responsible for all costs associated with the briefing (including return airfares and overnight accommodation for awardees when required).

Mobilisation

The MC will be responsible for mobilising the students to Australia, including booking return travel to Australia (from the airport nearest to the candidate's usual residential address).

Cost Details

Payments to Australian tertiary organisations will be made directly by AusAID. The MC will, however, record cost information on ADS scholarships and present summaries in Annual Plans and progress reports. Cost information will also need to be used if a student breaches the contract and must repay some funds.

Monitoring Student Progress and Dealing with Variations

While the MC will play a secondary role to the universities concerned, the MC will be required to monitor student progress, and help deal with any particular issues or concerns. The most common issue to be raised is likely to be a request for an award extension.

Invariably, some students will request a variation to their long term training award. Award variations can take the form of an extension, suspension, transfer (to another course), or termination. Given the extensive planning exercise undertaken (to identify organisations, then select candidates and courses to support each organisation's HR/OD priorities) award variations should in general be minimised.

The MC will request, from each tertiary organisation with students funded from the Facility, an annual assessment of the MC's performance (covering aspects such as, the MC's interaction with the organisations during student placement, and its management of award variation requests). The results of the assessments will be presented to the FCC.

Assessing the Benefits of LTT

The MC will be required to undertake an assessment of the benefits of the long term training provided. The prime reasons for undertaking such assessment are: (i) to assess whether the training is contributing to the HR/OD requirements of the target agencies, (ii) to inform future programming and, iii) to contribute to the objectives of Component 3. The procedures for undertaking the assessment will be outlined in the initial M&E Framework and revised annually thereafter. It is envisaged that a number of assessment tools will be utilised by the MC, including but not limited to:

> • assessment of long term training on return to the Philippines (including, for example, an assessment of the knowledge and skills gained and its perceived relevance);

> • tracer studies and other methods of impact assessment (e.g. targeting the participants and their employees, and describing reintegration for long term trainees, work-related benefits, changes in workplace practices, and career changes); and

> • a comparison of the above assessments with the organisations' initial Action Plans.

The latter should provide the basis for a useful analysis of perceived vs actual benefits fro long term training, and guide the development of subsequent HR/OD proposals.
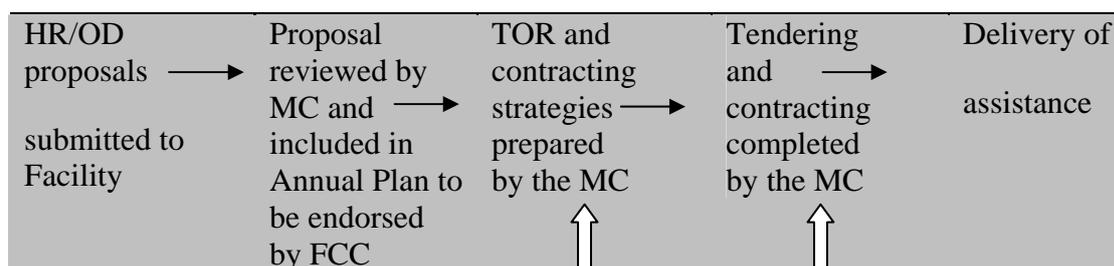
Other HR/OD Support

Similar to the LTT awards, other HR/OD activities are based on the HR/OD proposals advanced by KPOs. In the proposals to be developed by the KPOs with assistance from the MC, they will identify the types of Other HR/OD activities being recommended and how these will contribute to the organisational change processes. Other HR/OD activities should complement the capacity building activities of other AusAID sectoral initiatives.

As SPOs are not tied to the targeting and organisational assessment processes that apply to KPOs, other HR/OD support should be identified by MC and SPO. Moreover, the MC and the SPO should identify opportunities where it may be appropriate to find an Australian counterpart with a view to using the ALA Fellowship mechanism.

Contracting/Approval Process

The contracting/approval process for 'other HR/OD support' is illustrated below.

HR/OD proposals submitted to Facility	→	Proposal reviewed by MC and included in Annual Plan to be endorsed by FCC	→	TOR and contracting strategies prepared by the MC	→	Tendering and contracting completed by the MC	→	Delivery of assistance

	The contracting strategy will specify how service providers will be identified, how they will be selected, how they will be contracted, and the estimated cost.	If the cost of the preferred service provider is within 20% of the estimated cost, the MC will proceed with contracting.

The MC will prepare Terms of Reference (TORs) and contracting strategies for the delivery of HR/OD support to partner organisations. The TORs will outline clearly the objectives and intended outcomes; the support to be provided by the service providers; the timing; and reporting and assessment requirements. The contracting strategy will indicate how the service provider will be identified; how the proposals will be assessed; and the proposed nature of the contract (including estimated total cost and payment schedule):

- the contract between the MC and each service provider will specify a series of payment milestones, which give due consideration to a balance between the need to provide cashflow for relatively small service providers, and the desire to ensure the delivery of satisfactory services prior to final payment;

- to help identify local service providers, the MC will utilise a database on local service providers developed for PAHRODF.

To further encourage local service providers, particularly in Mindanao, capacity development support will be provided by PAHRODF to those with potential to manage small-scale activities.

Any procurement included in a successful proposal will be procured by the MC. However, reference will need to be made to this equipment/software in the TOR, to ensure it is fully integrated with the support provided.

Once the TORs and contracting strategies have been approved, the MC will tender and contract service providers following the contracting strategy (i.e. by notifying a short-list of organisations and/or advertising).

Selection of service providers will be based on criteria outlined in the contracting strategy, and will involve an assessment of:

- quality – in terms of personnel, variety of support provided and experience on HR/OD issues;

- the degree to which the assistance is tailored to the needs and level of the organisation (rather than being a standard package of assistance that may not be completely

relevant or appropriate in the Philippines, and in particular, in various regions in Mindanao);

- cost; and

- capacity for sustainability (e.g. likelihood of follow-on contact between the organisation and service provider).

The MC will be responsible for the selection of service providers. The selection will be based on the criteria outlined in the contracting strategy, and a summary of this will be duly recorded. The MC will have the authority to contract the preferred service provider providing the total cost is within 20% of the cost estimated in the contracting strategy. For any proposals outside this range the MC will need to seek the endorsement of AusAID (as this may have cost implications on the annual work program, and the benefit of this particular activity may need to be assessed against other activities scheduled for the current year).

The MC will have the capacity and will be expected to negotiate costs with the preferred tender prior to entering a contract for the delivery of services. The MC will ensure that all sub-contracted service providers are aware of and incorporate, as required, the Facility's anti-discriminatory, environmental and disability policies. This will include reporting on information disaggregated by gender, as appropriate.

Prior to entering a contract with a service provider, the target organisation will be required to sign an agreement with the MC, specifying the organisation's responsibilities and obligations in respect of the activity. This will include (i) nominating a contact person who will be available as and when required; (ii) confirming the availability of proposed training candidates; (iii) confirming the availability of resources to be provided by the organisation; (iv) agreeing to provide reports, feedback on the assistance provided, etc., on completion of the activity, and in the future (for evaluation purposes) and, where appropriate (v) agreement to a strategy of progressive engagement.

The sub-contracted service providers will have an obligation, as outlined in their TOR, to report on progress to the MC on a regular basis, and undertake an initial evaluation of the assistance provided. The final progress report submitted by the service provider will provide data on all participants (e.g. name, position, age and gender, disability), course design and training methodology, duration, the results of the initial participant and trainer evaluation, and feedback on training providers, along with comments and suggestions (by the service provider) concerning the level of support and cooperation from the recipient organisation, constraints or difficulties experienced, opportunities for additional support, and suggestions to improve service delivery. All results will be disaggregated by gender. The end evaluation will include an assessment of the MC's performance from the perspective of the target organisation.

For activities that involve participants travelling outside the Philippines, the MC will be required to assist in terms of visa issue. Recipient organisations will be required to meet the cost of passport and other travel documents (although Australian visas are issued *gratis* to all AusAID scholars).

A database will be maintained by the MC, recording the following information:

- the dates tenders were called and strategy for inviting service providers to bid;

- the name of those service providers submitting tenders;

- the assessment of tenders and rationale for selection;

- the payments made;

- a summary of the end-of-assignment assessment by the service provider;

- performance assessments made by the MC (including cost efficiency); and

- other information relevant to the performance.

As noted earlier, the majority of activities under this sub-component will be delivered by local service providers. In some case, local service providers may not have sufficient capacity to deliver integrated packages to local partner organisations. In those instances, collaborative arrangements among service providers could be pursued. Other activities under this sub-component will be facilitated and administered by the MC (e.g. local awards, twinning arrangements, work placements, exchanges, study tours) after relationships or formal agreements between Australian and Filipino organisations have been established.

The table below summarises the indicative timelines and activities for Component 2.

Summary of Component 2 Processes and Indicative Timeline

TIMING	STRATEGIC PLANNING	LONG-TERM TRAINING (*Note: To be applied to 2012 intake onwards*)					OTHER HR/OD	AUSAID POST AND OTHER AUSAID PROGRAMS
		KPOs – 'Targeted' ADS (HR/OD)	KPOs – 'Open' ADS (technical fields)	KPOs – ALAS	SPOs – ALAS	SPOs – ADS 'Open' (HR/OD & technical)	KPOs and SPOs	
SEPTEMBER	Strategy Paper approved by FB (KPOs, types of SPOs)							
OCTOBER - NOVEMBER		MC to conduct Organisational Assessments for KPOs			MC to identify potential SPOs			MC to inform AusAID PMs and other MCs of KPO Org Assessments findings
DECEMBER		MC to endorse KPOs Org As to FCC			MC to endorse list of SPOs to FCC		ALAF Application Round	
JANUARY - FEBRUARY		MC & KPO to develop HR/OD proposals and identify which activities will be supported by targeted ADS in HR/OD areas to be included in Annual Plan	MC & KPO to develop HR/OD proposals and identify what activities can be supported by targeted ADS in technical areas to be included in Annual Plan	Based on Org Assessment, MC & KPO to identify senior leaders that may be appropriate for ALAS and invite to apply; individuals to apply to unis already (including IELTS, etc.)	MC & SPO to identify key leaders in SPOs and invite to apply for ALAs; individuals to apply to unis already (including IELTS, etc.).	MC & SPO to identify both HR/OD and technical LTT requirements to be supported by ADS	MC to identify which activities in HR/OD proposal will be supported by other HR/OD activities (non-LTT), including ALAF, to be included in Annual Plan	MC to consult with AusAID PMs, HR/OD specialist and other MCs to inform preparation of KPO HR/OD proposals Facility activities for KPOs and SPOs should be considered in preparation of Annual Plans of other AusAID programs
MARCH	MC to submit draft Annual Plan by 30 March			ALAS Application to open	ALAS Application to open			AusAID deadline for Annual Plans (30 March)
APRIL	Early April – FCC Meeting to approve Annual Plan Late April – 2nd FB meeting	MC to distribute applicant profiles to KPOs to solicit applications	MC to distribute applicant profiles to KPOs to solicit applications			MC to distribute applicant profiles to SPOs to solicit applications	Upon approval of Annual Plan, MC to conduct tender process and implementation of Other HR/OD activities	MC to inform AusAID PMs and other MCs on outcome and on implementation of other HR/OD activities on continuing basis
MAY		KPOs internal Scholarships Selection Committee to select and identify nominees	KPOs internal Scholarships Selection Committee to select and identify nominees			SPOs internal Scholarships Selection Committee to select and identify nominees		
JUNE		Nominees to take IELTS and medical exams	Nominees to take IELTS and medical exams	Close of ALA applications	Close of ALA applications	Nominees to take IELTS and medical exams		
JULY	MC to consult GOP and AusAID to draft Strategy Paper	MC to provide course counselling	MC to provide course counselling	MC shortlisting	MC shortlisting	MC to provide course counselling	ALAF Application Round	
AUGUST	MC submits draft Strategy Paper to FCC for review	FCC endorse nominees for LTTs	FCC endorse nominees for LTTs	Whole-of-Government Selection Panel Interviews	Whole-of-Government Selection Panel Interviews	FCC endorse nominees for LTTs		MC to inform AusAID PMs and other MCs on outcome of LTT selections
SEPTEMBER	*Strategy Paper for next FY approved by FB (KPOs, types of SPOs)*	MC to facilitate placement in Australian Universities	MC to facilitate placement in Australian Universities			Placement in Australian Universities		
OCTOBER		*MC to conduct Organisational Assessments for KPOs for next FY*	*MC to conduct Organisational Assessments for KPOs for next FY*	Final Global ALAS results released	Final Global ALAS results released *MC to identify potential SPOs for next FY*	*MC to identify potential SPOs for next FY*		
NOVEMBER		MC to conduct pre-departure activities for January intake *Organisational Assessments for KPOs for next FY*	MC to conduct pre-departure activities for January intake *Organisational Assessments for KPOs for next FY*	MC to conduct pre-departure activities for January intake	MC to conduct pre-departure activities for January intake *MC to identify potential SPOs for next FY*	MC to conduct pre-departure activities for January intake *MC to identify potential SPOs for next FY*		
DECEMBER		Mobilisation of January intake	Mobilisation of January intake	Mobilisation of January intake	Mobilisation of January intake *MC to endorse list of SPOs to FCC*	Mobilisation of January intake *MC to endorse list of SPOs to FCC*	ALAF Application Round	

Note: Items in Red – Timelines outside control of MC

Annex D – Strategic Planning Considerations

Focus of Support

Primary Focus

The Facility will focus primarily on strengthening capacity of Filipino organisation in the following areas:

> ➢ Human Resource Development (HRD) (e.g. organisational capacity in training, training management, coaching, mentoring)

> ➢ Human Resource Management (HRM) (e.g. organisational capacity in HR planning, recruitment & selection, competency profiling, organisational design)

> ➢ Other 'softer' organisational capacities and competencies (e.g. Performance Management Systems (PMS), planning, management, leadership development, financial management, Information and Communications Technology (ICT), monitoring and evaluation(M&E)

> ➢ Organisational change processes

> ➢ Partnership development, coordination and integration

> ➢ Organisational awareness/ understanding of what's needed to support organisational change with a focus on delivering results

This reflects an acknowledgment of the importance of HR issues to organisational performance, as well as a recognition that HR and other related issues listed above have not always received sufficient attention in the Filipino context. It is also seen as the area where PAHRODF can best add value to other AusAID-funded programs under the DAS.

Secondary Focus

> ➢ Technical competencies (e.g. related to service delivery in areas such as basic education, economic growth, and infrastructure) in support of selected GOP-GOA shared program objectives.

As a secondary focus, support to strengthen technical competencies will be provided, but only when it is not readily available from other sources (e.g. other projects or programs sponsored by AusAID, or other donor or GOP agencies). This reflects a desire to have PAHRODF maintain its focus primarily on a select set of HR/OD issues that are seen as key to the improvement of partner organisation performance, while retaining a reasonable degree of flexibility. In some cases, support to strengthen service delivery capacity may be used as an entry point for addressing broader organisational capacity issues.

In developing the Strategy Paper, the MC will also have to take into account what other similar or related activities are being supported by other facilities/projects under the DAS to avoid duplication and to ensure, to the extent possible, complementation.

Targeting

Two Types of Organisations: Key Partner Organisations and Strategic Partner Organisations

PAHRODF will provide capacity building support to two types of organisations in the Philippines:

Key Partner Organisations (KPOs) will include organisations (public and private, and to some extent NGOs) associated with a sub-set of DAS programs agreed to by GOP and AusAID, operating at various levels (e.g. sub-national Local Government Units to National Government agencies). They could include individual organisations or clusters of organisations (e.g. associations, business councils, formal and informal partnerships amongst organisations.) KPOs will have access to the full range of capacity building support provided by the Facility which collectively will represent approximately 70% of the total programming support available through the Facility.

KPOs will be subject to an annual targeting and selection process. As noted below, prospective KPOs will be identified in the annual Strategic Plan (SP) developed by the MC, with input from key GOP central agencies such as NEDA, AusAID (Counsellors, Advisors, Portfolio Managers with advice from its external HR/OD Specialist), and key partner agencies. The Facility Coordinating Committee (FCC) will be responsible for endorsing proposals subsequently developed by the KPOs. The list of KPOs will be updated annually with new organisations joining each year and others graduating or disengaging, as appropriate. The total number of KPOs for a given year is expected to be 8-10 organisations.

Strategic Partner Organisations (SPOs) will include a smaller number of strategically important Filipino organisations whose mandates are aligned with the DAS but who are not necessarily involved directly in AusAID sectoral initiatives. Organisations eligible for support will be those deemed by GOP and GOA as key to realisation of objectives associated with the DAS priority themes. SPOs will have access to fewer types of capacity building support than KPOs, and support provided to SPO beneficiaries will not be linked to Facility-endorsed organisational assessments or HR/OD Plans. Nevertheless, beneficiaries will be expected to implement Re-Entry Action Plans (REAPs), as per KPO beneficiaries (see additional details in the description of Component 2). Beneficiaries from SPOs are expected to receive approximately 30% of the programming support available through the Facility.

SPOs will not be subject to a formal targeting process, although guidance on the *types* of SPOs that may be supported by the Facility will be outlined by the MC and endorsed by the FB as part of the SP. As suggested below, an essential criterion for determining which SPOs will be supported will be the alignment of their mandate with the DAS. The Facility's relationship vis-à-vis the SPOs will not be a 'full partnership' as with the KPOs. In essence it will entail supporting individual beneficiaries from the SPOs (e.g. through long-term awards or STT) who are positioned to make a significant contribution to their own organisation, sector or thematic area. Inclusion of SPOs provides PAHRODF with the flexibility to respond to emerging or strategic priorities of important Filipino organisations beyond the KPOs.

SPO beneficiaries will either be nominated by the SPO, or be self-nominated. They will be selected based on a match with Applicant Profile 4 which refers to key staff from SPOs who are in a position to contribute to improved organisational practices. The MC may choose to rely on Applicant Profile 4, as necessary, to ensure appropriate SPO candidates are engaged.

SPO candidates will also be subject to the applicable eligibility criteria for the program for which they are being considered, e.g. ADS, ALA, STT.

SPO participants are considered 'open category' given that their participation, as noted above, is not tied to the targeting and assessment processes that apply to KPOs.

However, a limited proportion of the awards or other benefits offered to KPOs (est 15-20%) will also be considered 'open' to provide a degree of flexibility within that relationship and to address equity concerns, as necessary.

Considerations regarding Targeting and Identification of KPOs

Primary considerations on types of KPOs to be targeted and identified in any given year will include the following:

(a) Alignment of organisational mandates with agreed DAS priorities

The targeting and identification process will be guided by agreement between GOP and AUSAID on a sub-set(s) of DAS priorities that can be addressed effectively by PAHRODF. The DAS priorities at the time of program design are:

- Economic Growth;

- Basic Education;

- National Stability and Human Security

(b) Potential for the Facility to contribute to the organisation's longer-term organisational objectives

(c) Potential to contribute to synergies, complementation, knowledge generation within the organisation, and with other Filipino organisational actors, including other prospective Facility partners, within the priority areas identified. This would include organisations with potential to cascade benefits or ensure multiplier effects (e.g. training institutes, research groups, associations, networks, communities of practice).

(d) Demonstrated commitment to HR/OD issues, as evidenced through organisational policies and/or practices, including clear commitment to using returning scholars and short-term trainees effectively within their structures to contribute to organisational change processes.

(e) Organisations or networks (formal or informal) which can strengthen relevant linkages, e.g. vertical linkages (such as within the education sector) or horizontal linkages (e.g. within provincial governments, or among association members)

(f) Organisations with potential to support broader change processes associated with PAHRODF's core objectives (e.g. the Civil Service Commission).

In addition, deliberations will be informed by other considerations, including the following:

- *Mix of Organisations by Type* – the strategy should include a mix of organisational types, (e.g. private and public sector, as well as civil society); the relative emphasis may

change from year to year based on annual reviews. The mix of organisational types will be driven by an analysis of needs of selected DAS-related programs, and consideration of the Facility's capacity to address them effectively. Regarding the private sector, the Facility could target, for example, select priorities related to privatisation under the Economic Growth pillar of the DAS (e.g. road maintenance with 1 or 2 pilots per year to address particular priorities identified by GOP and GOA and to derive lessons about how to utilise the Facility to support broader reform processes). There will be a need to think clearly about who the Facility supports in the private sector and how. Particular attention should also be given to *intermediary organisations.* Interventions with organisations of this type will have a dual focus: i) to establish or strengthen partners as intermediary organisations (i.e. to address their own needs) and, ii) to support their capacity development efforts with other partners. The latter would encourage cascading of benefits and multiplier effects in strategically significant areas. Types of intermediary organisations to be supported could include Leagues of Provinces or Municipalities, Chambers of Commerce, Business Councils, the Local Government Academy (part of DILG), and Local Development Council.

- *Strategic groupings of organisations* – within and across sectors: this could include: i) vertically connected groups of organisations (e.g. sub-national and national) within a sector, such as education, public works and highways), and/or, ii) a horizontal group of organisations within a sector (e.g. public, business, academia), and/or iii) horizontal or vertical sets of organisations who have an important role to play in creating an enabling environment for effective use of new competencies or capacities;

- *A Blend of National and Sub-National Organisation* – Indicatively, the targeting strategy is expected to lead to KPOs from the following groupings:

  o *National organisations* – a limited number of national organisations (or units within) (4-6 per year) with some engaging over a longer period of time, depending on their capacity needs and their requirements for support from PAHRODF. Priority consideration will be given to:

    a) National level organisations that have already demonstrated a commitment to addressing HR/OD issues seriously

    b) National level organisations whose engagement through PAHRODF is key to other national or sub-national initiatives

    c) Organisations involved in national level pilots aimed at developing or consolidating a 'model' approach to HRD or HRM issues

Overall, PAHRODF is expected to have an increased focus on the sub-national levels, compared to PAHRDF, for two main reasons: a) PAHRDF appears to have been able to get more traction at that level, and in a more strategic manner (better value for money), and; b) Decentralisation of responsibilities to sub-national levels (e.g. by CSC, Agriculture, Social Welfare, Health, some aspects of roads) has led to a need for enhanced capacity development at that level.

  o *Provinces* – a select group of provinces (3 or 4) will be chosen initially. These could include provinces which have already been involved in PAHRDF. Selection of provinces should take into account the needs identified related to DAS

priorities, as well as the capacity of PAHRODF to service those needs. As with PAHRDF, particular priority will be given to provinces in the southern Philippines.

- *Other Factors to be Considered*

Aside from the considerations noted above, the following points may help to guide decisions on identification of specific KPOs as well as helping to determine the extent or nature of engagement:

- o Commitment, existence of champions/ leadership (including potential leadership); evidence of progress for those who are already engaged with PAHRODF and AusAID programs; willingness to commit to a program of interventions, if needed, rather than simply discrete training events;

- o Willingness to apply learning (e.g. through REAPs and other mechanisms), including willingness to commit time and resources to mentoring, supervision etc (as a condition of engagement);

- o Willingness to participate in M&E for their initiatives and PAHRODF as a whole;

- o Availability of resources; willingness to mobilise and commit resources to reforms;

- o Values, norms, organisational ethos (e.g. on HR issues and other organisational practices); commitment to Integrity Development Action Plan (anti-corruption);

- o Incentives and motivations influencing organisational behaviour;

- o Organisational structures, networks, partnership to work through;

- o Organisational history and relationships;

- o Organisational understanding of what's needed for change; and

- o External factors that may affect the utilisation of new competencies or organisational capacities – e.g. transparency & accountability, political influence

- o Some of these considerations may also be targeted in the interventions if there is some evidence of opportunity to do so.

Annex E – Sample Outline of HR/OD Proposals

The proposal will generally include:

Content of HR/OD Proposals

• the names and positions of one or more persons who will coordinate
  support with the MC;

• a statement of the organisation's mandate;

• an organisational chart;

• a summary of staff and qualifications (limited to divisions within the
  organisation that will be targeted for assistance, if appropriate);

• the objectives of the assistance requested;

• how they will contribute to the objectives of DAS programs;

• the relationship of this support to any HR/OD or strategic plans;

• the type of HR/OD support required (including any
  equipment/technological support and why this is required);

• the names and basic information for all staff proposed for training (e.g.
  position in the organisation, qualifications and training, age, etc.);

• an Action Plan, indicating activities in preparation for training or other OD
  support, and follow up;

• based on the above Action Plans, the perceived benefits and impact of the
  support, and how it will be evaluated;

• an estimated cost (excluding the following):

- contributions to be made by the organisation (e.g. training venues, access to
  office equipment, office space and administrative support for trainers while
  in the organisation, local travel costs, etc.); and

- verification of support from the organisation's senior management.

Where possible, the Managing Contractor should be proactive in identifying opportunities to advance DAS objectives through incentive approaches and incorporate these into the HR/OD proposals. For example, providing support which assists KPOs to meet HR/OD milestones associated with sector reform incentive programs/payments. Details re incentives will be worked out by the MC with AusAID.

Annex F– Eligibility Criteria and Applicant Profiles for Scholarships

Eligibility Criteria (applicable to all applicant profiles) for ADS

All applicants must:
- be a citizen of the Philippines and be resident in the Philippines at the time of first application
- have citizenship of and be currently living in an ADS participating country
- not have permanent residence in Australia or any other country
- not be married to/or be a defacto of, or engaged to be married to, a person who holds or is eligible to hold Australian or New Zealand citizenship or permanent resident status
- not hold or have held an Australian Government funded scholarship in the preceding two years at the time of application
- have met, or be able to meet before commencement of the course, the academic entry requirements and English language levels of proficiency set by the Australian university for the study program for which enrolment is sought
- have worked for a minimum of two years relevant employment in the Philippines
- be supported by their employers and have signed a written agreement for continuing employment with the employer for at least a minimum of two years after graduation ; and after selection
- be able to satisfy Australian government requirements for international student visas for entry to Australia (health, character etc)
- not hold another scholarship that will give overlapping benefits

Applicants must inform Post of any connection or relationship to staff employed at Posts or with Managing Contractors at the time of application.

PLUS

- Applicants must outline a case (written in the personal statement attached to the application form) that is clear about their objectives and motivation to make a contribution to development in the Philippines and is specific about the area of development priority in which they seek to make the contribution.

Selection Criteria –The MC will use the personal statement and the selection criteria set out in each applicant profile to determine who amongst the eligible applicants will be shortlisted to become candidates, and who will finally be awarded scholarships. The FCC may also be asked to review the preliminary screening of applicants that has been undertaken by the MC and, as needed, suggest changes. Suggestions for change might be made taking into consideration such factors as distribution relative to applicant profiles, creative ways of using the open category to expand the influence of scholarships beyond the KPOs and SPOs.

The selection criteria are set out separately below in each profile. Selection criteria vary across the profiles. The MC will make judgments on the degree to which each applicant has made an appropriate case about where and how they plan to make an effective contribution to future development in the Philippines in the priority areas, and the relative merit of their case, together with the degree to which they also meet other selection criteria designated for their profile.

Applicant Profiles [Note: these applicant profiles will be subject to annual review]

Profile 1: Staff from HR Development/Management Departments in national level organisations involved directly or indirectly in the implementation of AusAID-GOP agreed programs under the Development Assistance Strategy (DAS).

Profile 1 - Enablers	**HRD/M Managers and Practitioners – Support to Improve HRD/M Organisational Practices**: HRD/M government staff working at different levels in the national government, provinces or local governments who have current or potential influence on national, provincial or local policies, procedures, systems, and practices and who can facilitate the further development of HRD/M practices in support of broader organisational objectives consistent with the DAS.
Purpose	To increase the number of applicants for study in fields or disciplines that will enhance individuals' competencies to make direct contributions to HRD/M in governments at various levels.
Outputs	The number of awardees from all Component 2 scholarships from 2010-2015 who are expected to have enhanced competency to contribute to improved HRD/M is expected to be significant but will depend on targeting decisions made by the FB (combining Profiles 1 & 2; plus any from other profiles who also return to work in areas directly contributing to HRD/M).
Outcomes	Demonstrated changes in national, provincial or local HRD/M policies, procedures, systems and practices that better position relevant actors to deliver on their DAS-associated objectives more effectively.
Eligible Groups/Areas	This profile may include applicants who are employed in public organisations at the national, provincial or district levels, including, for example: Civil Service Commission, HR units of government departments, and similar bodies at the provincial and district level. Most applicants in this profile are expected to be from Key Partner Organisations (KPOs). It is expected that personnel from this profile will return to work in the same area they came from (or a closely related one) and will contribute to organisational reforms in that unit/department relying on their Re-entry Action Plan (REAP), with the support of a designated mentor.
Strategies to gain Applications	• identify a select number of national departments, provinces or districts that are prepared and committed to support improvements in HRM/D systems in order to more effectively address DAS priorities. Targeting will be done annually with strategies endorsed by the FCC • identify specific organisations that may offer the best opportunity (or potential) for addressing key HRD/M areas • deliver direct presentations during visits to selected locations around the country, especially southern Philippines • access to hard-copy application forms distributed via government agencies, other organisations, communes and alumni; and • arrangements for direct assistance for candidates to complete applications
Selection Criteria	• the minimum eligibility criteria – PLUS • have a minimum of two years of work experience in relevant agency or department • can demonstrate a commitment to reach IELTS 6.5 **or** a particular course's English proficiency entry requirements (i.e. no requirement to prove an IELTS minimum at application) • be seeking a post-graduate course of study directly relevant to the organisation's need • the degree to which the personal statement clearly articulates how the new skills could influence change in government policies and practices relating to HRD/M and is persuasive about motivation to sustain the commitment to make the contribution.
Support Service Options	• Additional ELT as required to meet minimum 6.5 IELTS or the entrance requirement for English of the selected course of study • Additional time for pre-departure training in academic study, English for Academic Purposes and adapting to Australian living / culture environment.

Profile 2: Planning, Management and Administrative Staff in National Level Departments or Units involved directly or indirectly in the implementation of AusAID-GOP agreed programs under the Development Assistance Strategy (DAS).

Profile 2 - Enablers	**Planners, Managers and Administrators (Government) – Support to Improve Organisational Practices**: Planning, management and administrative staff working at different levels in the national government, provinces or local governments who have current or potential influence on national, provincial or local policies, procedures, systems, and practices and who can facilitate the further development of planning, management and administrative practices in support of broader organisational objectives consistent with the DAS.
Purpose	To increase the number of applicants for study in fields or disciplines that will enhance individuals' competencies to make direct contributions to planning, management and administration in governments at various levels.
Outputs	The number of awardees from all Component 2 scholarships from 2010-2015 who are expected to have enhanced competency to contribute to improved planning, management and administration is expected to be significant but will depend on targeting decisions made by the FB. (combining Profiles 1 & 2; plus any from other profiles who also return to work in areas directly contributing to HRD/M).
Outcomes	Demonstrated changes in national, provincial or local planning, management and administration policies, procedures, systems and practices that better position relevant actors to deliver on their DAS-associated objectives more effectively.
Eligible Groups/Areas	This profile may include applicants who are employed in public organisations at the national, provincial or district levels, including, for example: planning units, Treasury Departments. The majority of applicants in this profile are expected to be from Key Partner Organisations (KPOs). It is expected that personnel from this profile will return to work in the same area they came from (or a closely related one) and will contribute to organisational reforms in that unit/department relying on their Re-entry Action Plan (REAP), with the support of a designated mentor.

Strategies to gain Applications	• identify a select number of national departments, provinces or districts that are prepared and committed to support improvements in planning, management and administration in order to more effectively address DAS priorities. Targeting will be done annually with strategies endorsed by the FCC.
	    • identify specific organisations that may offer the best opportunity (or potential) for addressing key local planning, management and administration areas
	    • deliver direct presentations during visits to selected locations around the country, especially southern Philippines
	    • access to hard-copy application forms distributed via government agencies, other organisations, communes and alumni; and
	    • arrangements for direct assistance for candidates to complete applications

Selection Criteria	• the minimum eligibility criteria – PLUS
	    • have a minimum of two years of work experience in relevant agency or department
	    • can demonstrate a commitment to reach IELTS 6.5 or a particular course's English proficiency entry requirements (i.e. no requirement to prove an IELTS minimum at application)
	    • be seeking a post-graduate course of study directly relevant to the organisation's need
	    • the degree to which the personal statement clearly articulates how the new skills could influence change in government policies and practices relating to HRD/M and is persuasive about motivation to sustain the commitment to make the contribution.

Support Service Options	• Additional ELT as required to meet minimum 6.5 IELTS or the entrance requirement for English of the selected course of study • Additional time for pre-departure training in academic study, English for Academic Purposes and adapting to Australian living / culture environment.

Profile 3: Key Staff from Capacity Development Organisations at the national or provincial level that develop or facilitate the effective use of capacity required to support, directly or indirectly, the implementation of AusAID-GOP agreed programs under the Development Assistance Strategy (DAS). This could include, for example, public or private teacher training institutes, research and policy groups, or convening organisations.

Profile 3 - Enablers	**Capacity Development Organisations – Support to Enhance Human Resources to Contribute to Improved Organisational Practices**: Staff of capacity development organisations (public and private) working at the national or provincial level who have current or potential influence on national, provincial or local policies, procedures, systems, and practices that could lead to the enhanced performance of their organisation, particularly in areas that support DAS objectives. Capacity development initiatives relating to this profile could also focus on bringing the participating organisations to a level where they are able to meet Australian quality standards e.g. so that universities, for example, could collaborate in twinning arrangements.
Purpose	To increase the number of applicants for study in fields or disciplines that will enhance individuals' competencies to contribute to capacity building in governments or the private sector at various levels.
Outputs	The number of awardees from all Component 2 scholarships from 2010-2015 who are expected to have enhanced competency to contribute to improved organisational performance of Capacity Development Organisations is expected to be relatively modest but will depend on targeting decisions made by the FCC. Nevertheless, it is expected that they will use newly developed knowledge and skills to contribute to their organisation's priority activities, consistent with the DAS.
Outcomes	Demonstrated changes in the policies, procedures, systems and practices of capacity building organisations that better position them and their clients to deliver on DAS-associated objectives more effectively.
Eligible Groups/Areas	This profile may include applicants who are employed in public or private organisations at the national or provincial levels, including, for example: teacher training institutes, research and policy groups, universities or convening organisations. It is expected that personnel from this profile will return to work in the same area they came from (or a closely related one) and will contribute to organisational or policy reforms in that unit/department relying on their Re-entry Action Plan (REAP), with the support of a designated mentor.
Strategies to gain Applications	• identify a select number of capacity development organisations that are prepared and committed to support improvements in planning, management and administration in order to more effectively address DAS priorities. Targeting will be done annually with strategies endorsed by the FB. • identify specific organisations that may offer the best opportunity (or potential) for addressing key local planning, management and administration areas • deliver direct presentations during visits to selected locations around the country, especially southern Philippines • access to hard-copy application forms distributed via government agencies, other organisations, communes and alumni; and • arrangements for direct assistance for candidates to complete applications
Selection Criteria	• the minimum eligibility criteria – PLUS • have a minimum of two years of work experience in relevant agency or department • can demonstrate a commitment to reach IELTS 6.5 **or** a particular course's English proficiency entry requirements (i.e. no requirement to prove an IELTS minimum at application) • be seeking a post-graduate course of study directly relevant to the organisation's need • the degree to which the personal statement clearly articulates how the new skills could influence change in government policies and practices relating to HRD/M and is persuasive
Support Service Options	• Additional ELT as required to meet minimum 6.5 IELTS or the entrance requirement for English of the selected course of study • Additional time for pre-departure training in academic study, English for Academic Purposes and adapting to Australian living / culture environment.

Profile 4: Key Staff with Departments or Agencies whose mandates are aligned with DAS priorities. This profile is to cover potential award recipients from *Strategic Partner Organisations (SPOs)* - strategically important Filipino organisations whose mandates are aligned with the DAS but who are not receiving the broader range of HR/OD options available to Key Partner Organisations (KPOs) under Component 2.

Profile 4 - Enablers or Implementers	**Key Staff from Strategic Partner Organisations (SPOs) – Support to Enhance Human Resources to Contribute to Improved Organisational Practices**: Staff of SPOs (public and private) working at the national or provincial level who have current or potential influence on national, provincial or local policies, procedures, systems, and practices that could lead to the enhanced performance of organisations whose mandates contribute to realisation of DAS objectives. Priority would be given to applicants involved directly in key strategic or emerging priorities of applying agencies.
Purpose	To increase the number of applicants for study in fields or disciplines that will enhance individuals' competencies to contribute to DAS objectives.
Outputs	The number of awardees from all Component 2 scholarships from 2010-2015 who are expected to have enhanced competency to contribute to improved organisational performance in relevant areas is approximately 400.
Outcomes	Demonstrated changes in the policies, procedures, systems and practices of SPOs that better position them to deliver on DAS-associated objectives more effectively.
Eligible Groups/Areas	This profile may include applicants who are employed in public or private organisations at the national or provincial levels. It is expected that personnel from this profile will return to work in the same area they came from (or a closely related one) and will contribute to organisational reforms in that unit/department.
Strategies to gain Applications	• MC shares materials on available awards and Applicant Profile with *types* of organisations profiled by the FB as prospective Strategic Partner Organisations, including those that are prepared and committed to enhance human resources of key personnel in a manner that will to contribute to improved organisational practices and will support DAS priorities. • deliver direct presentations during visits to selected locations around the country, especially southern Philippines • access to hard-copy application forms distributed via government agencies, other organisations, communes and alumni; and • arrangements for direct assistance for candidates to complete applications
Selection Criteria	• the minimum eligibility criteria – PLUS • have a minimum of two years of work experience in relevant agency or department • can demonstrate a commitment to reach IELTS 6.5 **or** a particular course's English proficiency entry requirements (i.e. no requirement to prove an IELTS minimum at application) • be seeking a post-graduate course of study directly relevant to the organisation's need • the degree to which the personal statement clearly articulates how the new skills could influence change in organisational policies and practices and is persuasive about motivation to sustain the commitment to make the contribution.
Support Service Options	• Additional ELT as required to meet minimum 6.5 IELTS or the entrance requirement for English of the selected course of study • Additional time for pre-departure training in academic study, English for Academic Purposes and adapting to Australian living / culture environment.

Profile 5: Key Staff from Departments or Agencies Involved in Service Delivery. This includes applicants from *Strategic Partner Organisations (SPOs)* - strategically important Filipino organisations whose mandates are aligned with the DAS but who are not receiving the broader range of HR/OD options available to Key Partner Organisations (KPOs) under Component 2.

Profile 5 - Implementers	**Key Staff from Strategic Partner Organisations (SPOs) – Support to Enhance Human Resources to Contribute to Improved Organisational Practices Relating to Service Delivery**: Staff of SPOs (public and private) working at the national or provincial level who have current or potential influence on national, provincial or local policies, procedures, systems, and practices relating to service delivery, i.e. not front-line service delivery staff, but those who are responsible for enhancing or making better use of service delivery agents. This could include, for example, support for educational management or curriculum development skills. As with the other profiles, there would be a basic requirement for applicants to be working in areas that support DAS objectives. Priority would be given to applicants involved directly in key strategic or emerging priorities of prospective partner organisations.
Purpose	To increase the number of applicants for study in fields or disciplines that will enhance individuals' competencies to contribute to DAS objectives.
Outputs	The number of awardees from all Component 2 scholarships from 2010-2015 who are expected to have enhanced competency to contribute to improved organisational performance in relevant areas is approximately 400.
Outcomes	Demonstrated changes in service delivery policies, procedures, systems and practices of SPOs that better position them to deliver on DAS-associated objectives more effectively.
Eligible Groups/Areas	This profile may include applicants who are employed in public or private organisations at the national or provincial levels. It is expected that personnel from this profile will return to work in the same area they came from (or a closely related one) and will contribute to organisational reforms in that unit/department that are expected to contribute to improvements in service delivery.
Strategies to gain Applications	• MC shares materials on available awards and Applicant Profile with *types* of organisations profiled by the FB as prospective Strategic Partner Organisations, including those that are prepared and committed to support improvements in service delivery in order to more effectively address DAS priorities. • deliver direct presentations during visits to selected locations around the country, especially southern Philippines • access to hard-copy application forms distributed via government agencies, other organisations, communes and alumni; and • arrangements for direct assistance for candidates to complete applications
Selection Criteria	• the minimum eligibility criteria – PLUS • have a minimum of two years of work experience in relevant agency or department • can demonstrate a commitment to reach IELTS 6.5 **or** a particular course's English proficiency entry requirements (i.e. no requirement to prove an IELTS minimum at application) • be seeking a post-graduate course of study directly relevant to the organisation's need • the degree to which the personal statement clearly articulates how the new skills could influence change in government policies and practices relating to service delivery and is persuasive about motivation to sustain the commitment to make the contribution.
Support Service Options	• Additional ELT as required to meet minimum 6.5 IELTS or the entrance requirement for English of the selected course of study • Additional time for pre-departure training in academic study, English for Academic Purposes and adapting to Australian living / culture environment.

Annex G – Governance Structure

Further information on the roles and plans of key groups and individuals

Facility Board (FB)

The FB with senior level representation from AusAID (Minister Counsellor), the GOP (NEDA Deputy Director General and Civil Service Commissioner) and a private sector representative (e.g. peak professional association such as the Personnel Management Association of the Philippines),– will take overall responsibility for setting the strategic direction of, and approach taken by, the HRD Facility. The FB will meet twice a year.

In particular, the FB will:

1. Review and endorse an annual Strategy Paper that identifies:

   - Priority programs requiring organisational capacity development in a given year (including consolidating some assistance given to legacy programs)

   - Key Partner Organisations and <u>types</u> of Strategic Partner Organisations

   - In broad terms, the types of organisational capacity that need to be developed to support implementation of particular DAS programs and wider DAS agenda and that are within the scope of the Facility's mandate, and

   - Monitor progress and initiate changes in the operational processes or targeting strategies as required.

2. Oversight the achievements of the Facility in relation to the higher goal and higher level objectives of the Facility around organisational changes and their impacts on program and service delivery. This oversight will be at a strategic rather than operational level and will feed back into its planning process.

3. Review the findings of Research and Knowledge synthesis and management activities to identify any implications for setting strategic directions for the following year.

Recommendations relating to the strategy and target organisations are expected to reflect the focus and objectives identified in the DAS. As these decisions will set the framework for the Facility, they will be fully transparent and documented in the Annual Plans (and Progress Reports as necessary). The MC will submit to the FB (after review by the FCC) the draft Strategic Plan for its approval.

For the second meeting (around March), the discussion will focus on #2 (strategic oversight) and #3 (research & KM findings) including policy issues relevant to the HR/OD sector arising from Facility implementation.

The Facility Director will attend FB meetings and the MC will provide secretariat services to the FB, including:

- organising meetings;

- preparing briefing/other materials and distributing to members one or two weeks prior to the meeting (including the Minutes of the previous meeting, any relevant progress reports, etc.);

- recording the Minutes of the meeting and distributing these, as a draft, within three working days (seeking comment/alterations); and

- revising the Minutes and re-distributing within three weeks of the meeting.

The MC will also provide advice to the FB concerning strategic direction and appropriate organisations to target.

Facility Co-ordinating Committee (FCC)

The Facility Coordinating Committee will be responsible for:

- endorsing the organisational assessments for KPOs and the subsequent HR/OD proposals for KPOs;

- approving the main categories of applicant profiles for scholarships and ensuring that the applicant profiles are applied and that scholarships for KPOs are situated within an organisational capacity development strategy;

- providing guidance in relation to new modes of delivery such as twinning, public-private sector partnerships and on research and KM activities to be pursued;

- affirming annual activities and budgetary commitments through approval of the Annual Plan (which includes finalising the selection of organisations and the level of engagement and types of HR/OD support, applicant profiles; Research and Knowledge Management activities) around April;

- approving ADS nominees;

- reviewing six-monthly and annual M&E reports and Research and Knowledge Management outputs;

- reviewing the draft Strategy Paper and other high-level reports and updates to be provided for the FB;

- providing necessary assurances relating to transparency, probity, equity and fairness with respect to selection of scholarship applicant; and

- bringing some technical expertise especially in relation to research initiatives

To fulfil these roles, the FCC will meet approximately 2-3 times a year (or as needed). The timing of the meetings should consider the schedule of the two FB meetings. The FCC will

include representation from AusAID (including the HR/OD specialist in an advisory capacity), NEDA, and CHED (to provide advice on matters such as scholarships, research institutes for institutional twinning, and knowledge management).

In addition to its approval roles as identified in the main design document the FCC has some additional advisory roles in relation to the MC. These include:

- reviewing the draft Quality Systems Manual (which will outline all operational aspects of the Facility, the roles and responsibilities of all parties concerned, the budget and other parameters), provide input/suggestions for change, then endorse the Manual when completed;

- recommendations for subsequent changes to the Manual, and endorse these/other changes;

- procedures relating to scholarships, noting that the advice would need to be in line with Australian Scholarships Group requirements;

- specific promotional strategies for use with organisations to implement the applicant profiles established for scholarships and to market Australian Leadership Awards (Scholarships and Fellowships)

- how make best use SPO category including how to identify potential SPOs and market to them

- how to ensure that issues such as gender and disability have been adequately addressed at all points of the scholarship management process.

- how to engage applicants from sub-groups that have been difficult to attract and, as needed, provide support for them to reach criteria (e.g. language training; practical support for applicants with families)
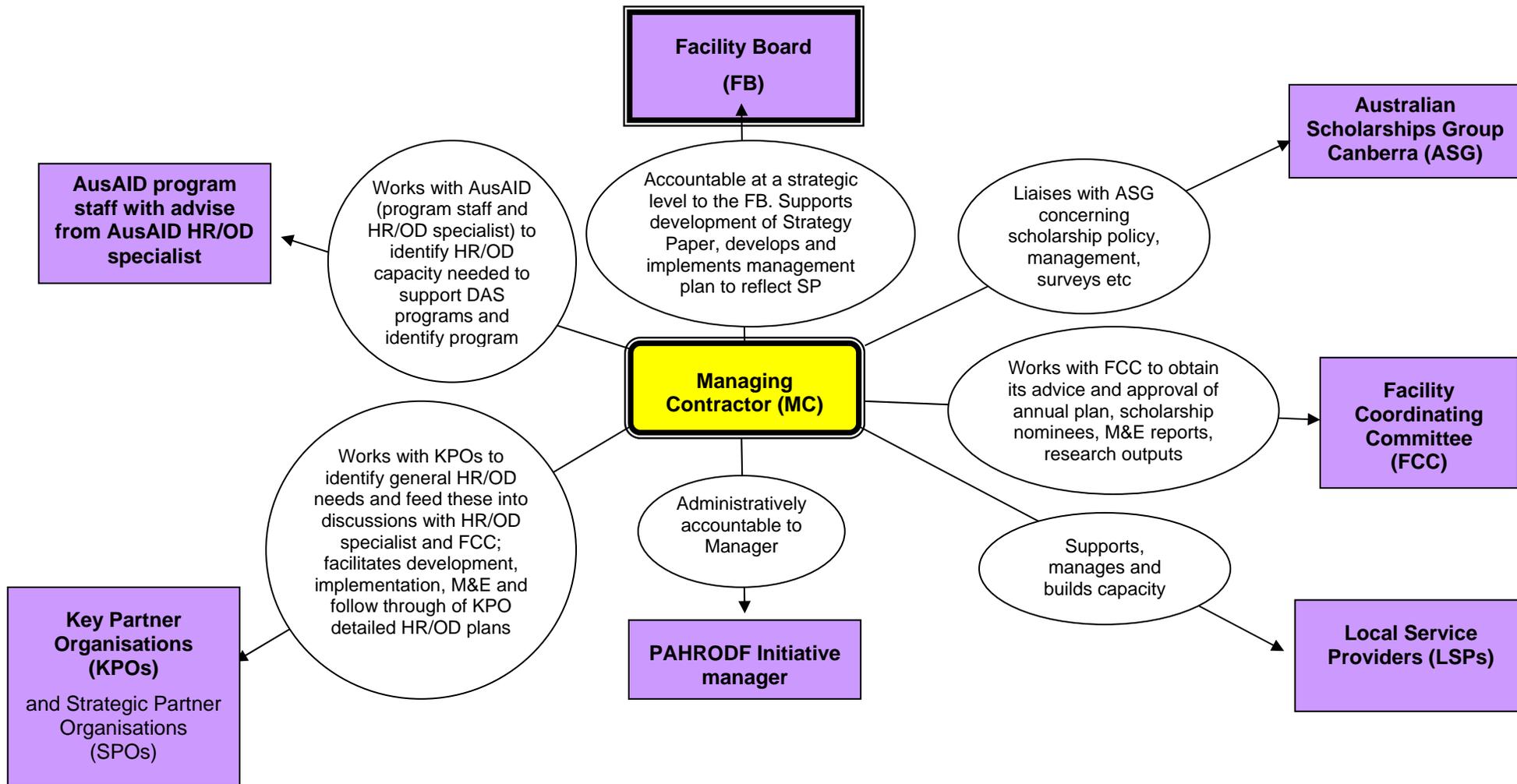
Key groups and players to which the Facility relates

In addition to the formal structures of the Facility Board and the Facility Co-ordinating Committee, there are many other key players to whom the Facility will routinely relate. These include:

- Key Partner Organisations identified in the Strategic Plan for the Facility (KPOs)

- Australian Scholarships Group in Canberra (ASG)

- Local Service Providers of HR/OD support (LSPs)

Figure 3 below shows the ways in which the Facility will work with these key players including those that are part of the formal structure.

Figure 3: Key players with which the Managing Contractor works and the nature of the working relationships

Facility Board (FB)

Australian Scholarships Group Canberra (ASG)

AusAID program staff with advise from AusAID HR/OD specialist

Works with AusAID (program staff and HR/OD specialist) to identify HR/OD capacity needed to support DAS programs and identify program

Accountable at a strategic level to the FB. Supports development of Strategy Paper, develops and implements management plan to reflect SP

Liaises with ASG concerning scholarship policy, management, surveys etc

Managing Contractor (MC)

Works with FCC to obtain its advice and approval of annual plan, scholarship nominees, M&E reports, research outputs

Facility Coordinating Committee (FCC)

Works with KPOs to identify general HR/OD needs and feed these into discussions with HR/OD specialist and FCC; facilitates development, implementation, M&E and follow through of KPO detailed HR/OD plans

Administratively accountable to Manager

Supports, manages and builds capacity

Key Partner Organisations (KPOs)

and Strategic Partner Organisations (SPOs)

PAHRODF Initiative manager

Local Service Providers (LSPs)

Annex H – Draft Position Descriptions

Position: Facility Director

Goal of PAHRODF

To enhance the effectiveness of selected programs and reform agenda under the Australia-Philippines Development Assistance Strategy.

Purpose of Position

As the representative of the Managing Contractor, the Facility Director will be responsible for the provision of technical and administrative support to the Facility. In addition, the Facility Director will have prime responsibility for providing strategic advice to the FB concerning targeting strategies and the selection of target organisations and to the FCC.

Duties

The Facility Director will:

- oversee the finalisation of the QSM, in consultation with members of the FB and others;
- provide advice to the FB regarding targeting strategies;
- provide advice to the FB concerning the selection of target organisations;
- oversee – from the MC's perspective – the preparation of annual work programs; the selection and placement of long term trainees; and other HR/OD support, including support for local service providers;
- establish an office in Manila as well as a field office, procure equipment, recruit staff, and provide training/orientation on the Facility, AusAID's program in the Philippines, the roles and responsibilities of all parties concerned, anti-discriminatory, environmental, gender and disability policies, monitoring, reporting and accounting requirements, and other aspects as required;
- establish (or oversee) the establishment of financial systems;
- oversee the establishment of a website for the Facility;
- ensure adequate and appropriate secretariat services are provided to the FB and FCC;
- ensure adequate coordination with DAS partners and with other donors;
- supervise the preparation of all reports;
- take responsibility for the M&E Framework and monitoring and evaluation activities;
- liaise with and provide support to the external review team, as required; and
- take overall responsibility – from the MC's perspective – for quality control at all stages and in all aspects of the Facility.

Qualifications & Experience

(A) Essential:

1. Five years experience in strategic and operational management of development programs preferably in human resource development, organisational development or capacity building, including demonstrated experience in the provision of strategic advice to policy formulating bodies.

2. Demonstrated effective recent experience in leading teams in the implementation of ODA programs in cross- cultural environments.

3. Demonstrated excellent oral and written cross cultural communication skills including the ability to produce timely, lucid and concise reports.

4. Demonstrated sensitivity to Gender and Development and Disability issues.

(B) Desirable:

1. Working knowledge of Filipino.

2. Recent significant working experience in South East Asia.

3. Knowledge of Australian tertiary education systems and processes.

4. Qualifications in adult education and experience in training needs analysis, training design, delivery and evaluation.

Location

Manila, with frequent travel to Mindanao and any other area of PAHRODF programming.

Duration

Five years total (minimum input by any one individual expected to be approximately 2.5 years).

Position: Deputy Director (located in field office)

Reports to: Facility Director

Goal of PAHRODF

To enhance the effectiveness of selected programs and reform agenda under the Australia-Philippines Development Assistance Strategy.

Purpose of Position

The Deputy Director will work with the Facility Director to provide HRD planning advice to participating organisations. The Deputy Director will also take a leading role in the coordination of the work of Australian and Philippines-based sub-contracted training providers.

Duties

The Deputy Director will:

- provide support to the Facility Director;

- establish and maintain a sound working relationship with HRD staff in the participating targeted organisations;

- develop a strategy to provide HRD planning assistance to participating organisations in support of their organisational development strategies and plans, consistent with Facility objectives;

- assist participating organisations to carry out training needs assessments (TNAs);

- work with organisations in the preparation of training specifications;

- assist organisations to determine their HRD needs and assist in the development of course specifications to address these needs;

- coordinate training participant nomination and selection processes with appropriate GoP agencies;

- liaise with AusAID, other bilateral and multilateral projects and NGOs with a view to training cooperation;

- review training needs and priorities and conduct necessary consultations to prepare training plans;

- work with participating organisations and those nominated to attend training to develop initial plans related to the training proposed. Assist in planning appropriate and realistic re-entry plans (REAPs) for trainees to maximise transfer of knowledge and competencies to the organisations;

- work with organisations to establish a process to achieve formal agreements concerning the organisations' commitments to implementing plans for the transfer of trainee knowledge and competencies;

- assist in the preparation of documents relating to the sub-contracting of training courses;

- manage the procurement of training sub-contractors;

- provide briefings to sub-contracted training providers to maximise the effectiveness of training courses;

- monitor sub-contracted training providers in the Philippines;

- strengthen the role of local training providers;

- monitor organisation and participant inputs to the M&E system;

- advise on strategies to use feedback data from M&E processes to improve all aspects of the professional and administrative performance of the HRD planning functions of the Facility; and

- provide professional advice on the design and content of information and publicity to participating organisations and the Facility website.

Qualifications & Experience

(A) Essential:

1. Demonstrated senior experience in a training or HRD role and working with diverse public and private sector organisations in skill-formation programs.

2. Demonstrated leadership in project management and/or training management or equivalent experience.

3. Tertiary qualifications (preferably post-graduate) and significant and relevant experience in an area such as human resource development or training.

4. Demonstrated experience in carrying out Training Needs Analysis and designing courses/curricula to meet these needs.

5. Demonstrated successful experience as a mentor to those with whom he or she works.

6. Excellent inter-personal and liaison skills and experience in working in a cross-cultural setting.

7. Demonstrated analytical skills and sensitivity to Gender and Development and Disability issues.

8. Excellent presentation and communication skills.

9. Competence in work processing and use of spreadsheets and internet.

10. Fluency in written and spoken English.

(B) Desirable:

1. Fluency in Filipino.

Location

Field Office, with frequent travel throughout the Philippines, but in particular, the southern Philippines.

Duration

Five years total (minimum input by any one individual expected to be approximately 2.5 years).

Position: Organisational Development Adviser

Reports to: Facility Director

Duties

The OD Adviser will:

- work with the Facility Director and the PAHRODF team to provide OD advice to partner organisations (e.g. assist them to identify their needs with respect to development of organisational capacity and, as needed and appropriate, to develop their plans for organisational development.)

- establish and maintain a sound working relationship with key people from the partner organisations;

- develop a strategy to provide OD assistance to partner organisations to contribute to the achievement of their development and change agenda;

- work with partner organisations and those nominated to attend training to develop OD specifications related to proposed OD issues;

- assist the partner organisations develop appropriate and realistic focus of re-entry action plans for trainees to maximize transfer of knowledge and skills to the organisations;

- work with partner organisations to establish a process to achieve formal agreement concerning the organisations' (supervisors, top management, other key stakeholders) commitments to implement the re-entry action plans, specifically in relation to organisational change;

- assist in the preparation of documents relating to the sub-contracting of OD solutions;

- assist in the management of training sub-contractors in line with prepared plans in the Philippines;

- provide briefings to sub-contracted OD consultants and local service providers to maximize the effectiveness of OD solutions;

- monitor sub-contracted training service providers in the conduct of OD solutions;

- assist in strengthening the role of local training service providers;

- monitor partner organisations and trainees outputs to the M&E system;

- assist in research, knowledge synthesis, management and diffusion activities;

- advise on strategies to use feedback data from M&E processes to improve all aspects of the professional and administrative performance of the HR/OD planning functions of the Facility; and provide professional advice on the design and content of information and publicity to participating organisations and the Facility website.

Qualifications & Experience

(A) Essential:

1. Demonstrated senior experience in a training or HRD role and working with diverse public and private sector organisations in skill-formation programs.

2. Demonstrated leadership in project management and/or training management or equivalent experience.

3. Tertiary qualifications (preferably post-graduate) and significant and relevant experience in an area such as human resource development or training.

4. Demonstrated experience in carrying out Training Needs Analysis and designing courses/curricula to meet these needs.

5. Demonstrated successful experience as a mentor to those with whom he or she works.

6. Excellent inter-personal and liaison skills and experience in working in a cross-cultural setting.

7. Demonstrated analytical skills and sensitivity to Gender and Development and Disability issues.

8. Excellent presentation and communication skills.

9. Competence in work processing and use of spreadsheets and internet.

10. Fluency in written and spoken English and Filipino.

(B) Desirable:

1. Fluency in other Philippine languages (e.g. Cebuano).

Location

Manila, with frequent travel to Mindanao and any other area of PAHRODF programming.

Duration

Five years

Position: Human Resource Development Adviser

Reports to: Facility Director

Duties

The HR Adviser will:

- work with the Facility Director and the PAHRODF team to provide HRD advice to partner organisations, e.g. assist them to identify their needs with respect to development of competencies and capacity and, as needed and appropriate, to develop their plans for organisational development.

- establish and maintain a sound working relationship with key people from the partner organisations;

- develop a strategy to provide HRD assistance to partner organisations to contribute to the achievement of their development and change agenda;

- work with partner organisations and those nominated to attend training to develop HR Specifications related to proposed HR issues;

- assist the partner organisations develop appropriate and realistic focus of re-entry action plans for trainees to maximize transfer of knowledge and skills to the organisations;

- work with partner organisations to establish a process to achieve formal agreement concerning the organisations' (supervisors, top management, other key stakeholders) commitments to implement the re-entry action plans for the transfer of learning of the trainees;

- assist in the preparation of documents relating to the sub-contracting of HR solutions;

- assist in the management of training sub-contractors in line with prepared plans in the Philippines;

- provide briefings to sub-contracted HR consultants and Local Service Providers to maximize the effectiveness of HR solutions;

- monitor sub-contracted Local Service Providers in the conduct of HR solutions;

- assist in strengthening the role of Local Service Providers;

- monitor partner organisations and trainees outputs to the M&E system;

- assist in research, knowledge synthesis, management and diffusion activities;

- advise on strategies to use feedback data from M&E processes to improve all aspects of the professional and administrative performance of the HRD planning functions of the Facility; and provide professional advice on the design and content of information and publicity to participating organisations and the Facility website.

Qualifications & Experience

(A) Essential:

1. Demonstrated senior experience in a training or HRD role and working with diverse public and private sector organisations in skill-formation programs.

2. Demonstrated leadership in project management and/or training management or equivalent experience.

3. Tertiary qualifications (preferably post-graduate) and significant and relevant experience in an area such as human resource development or training.

4. Demonstrated experience in carrying out Training Needs Analysis and designing courses/curricula to meet these needs.

5. Demonstrated successful experience as a mentor to those with whom he or she works.

6. Excellent inter-personal and liaison skills and experience in working in a cross-cultural setting.

7. Demonstrated analytical skills and sensitivity to Gender and Development and Disability issues.

8. Excellent presentation and communication skills.

9. Competence in work processing and use of spreadsheets and internet.

10. Fluency in written and spoken English.

(B) Desirable:

1. Fluency in other Philippine languages (e.g. Cebuano).

Location

Manila, with frequent travel to Mindanao and any other area of PAHRODF programming.

Duration

Five years

Position: Monitoring and Evaluation Adviser

Reports to: Facility Director

Duties

The M&E Adviser will:

1. re-design or update (as necessary) and implement the PAHRODF M&E framework and systems that links to AusAID performance assessment matrix of the new Country Program Strategy and maximises the use of Philippine government reporting systems;

2. strengthen, as necessary, and implement a high quality M&E strategy and associated web-based business systems process for implementation by PAHRODF;

3. provide focus for the team on issues relating to monitoring & evaluation for PAHRODF;

4. ensure establishment of baseline data for partner organisations, and regular updating of data

5. develop and implement the M&E training and coaching activities to partner organisations;

6. provide high quality M&E reporting as per the head contract (bi-annual)

7. supervise and quality assure data collection and reporting;

8. Participate in, or contribute towards, the preparation of the AusAID Quality at Implementation (QAI) and Annual Program Pillar Reports (APPR)

9. Ensure the Facility M&E system complies with GOP reporting requirements.

Qualifications & Experience

(A) Essential:

1. Experience in the development and management of M&E frameworks on donor assisted programs and projects.

2. Demonstrated experience in M&E of HR/OD solutions

3. A good understanding of Philippine government national and sub-national M&E systems

4. An understanding of the cross-cutting themes (poverty alleviation, gender equity, health and HIV/AIDS, anti-corruption, environmental management, peace and conflict) and experience incorporating these in M&E system..

5. Demonstrated analytical skills and sensitivity to Gender and Development and Disability issues.

6. Excellent presentation and communication skills.

7. Competence in work processing and use of spreadsheets and internet.

8. Fluency in written and spoken English and Filipino

(B) Desirable:

1. Fluency in other Philippine languages (e.g. Cebuano).

Location

Manila, with frequent travel to Mindanao and any other area of PAHRODF programming.

Duration

Five years

Annex I – Facility Management

Management activities described below will provide a basis for effective service delivery and achievement of outcomes.

Establishment of PAHRODF Systems

The MC will be required to develop a comprehensive Quality Systems Manual (QSM) to support the efficient and effective delivery of Facility activities. A first draft will be prepared in the first three months of the contract for approval by the FCC. Contents will include the following:

Quality Systems Manual (QSM)

1. Facility organisation chart

2. Targeting and annual planning strategy

3. Management of long term training

4. Management of other HR/OD, including support for local service providers

5. Administrative handbook, including guidelines for engaging technical assistance

6. Risk Management Matrix

7. Facility budget and budget allocation

8. Anti-discriminatory, environmental, gender and disability policies

9. Procurement Guidelines, consistent with Commonwealth Procurement Guidelines and relevant GOP legislation, including possible use of government procurement systems

10. Asset Management Plan

11. M&E Plan and Processes

12. ICT Plan

13. Roles & Responsibilities of the FB & FCC

14. Duty Statement for staff of the MC

15. Quality Assurance procedures, and

16. Security Plan

The QSM should be seen as a working document for use within the MC office and circulated to all key stakeholders. It should be revised regularly to incorporate improvements, for example, to eligibility and selection criteria, or other aspects of the operational or administrative procedures. The FCC, MC or external review team will be able to propose changes to the Manual. The QSM should be reviewed annually, at a minimum. Any modifications to the Manual should be endorsed by the responsible AusAID initiative manager for PAHRODF, recorded and presented to the FCC for ratification at its next meeting or by some other agreed process so as not to engender unnecessary delays.

Establishment of PAHRODF Offices

The MC will be responsible for establishing two offices in the Philippines and for ongoing management of the Facility.

At the onset of the Program, the MC will establish an office in Manila, as well as a field office, and recruit and train staff. While the number and composition of staff will be determined by the MC in its tender, it is envisaged that the skill requirements and workload will warrant approximately 10-12 professional and various support staff in Manila and the field office.

In Manila, the office should be located within reasonably close proximity of AusAID or NEDA. The Manila and field offices both need to be fully equipped and serviced to meet the needs of the Facility (and in particular, the public face for the Australian Scholarships).

Specific activities will include:

- renting of the offices in Manila and in the field location;

- equipping both offices;

- establishing and maintaining a set of accounts and an assets register;

- organising computing and other office equipment support;

- maintaining full time communication with all project personnel in the Philippines;

- developing a new website, potentially based on the website developed under PAHRDF; and

- advertising and promoting the Facility.

Staff Recruitment and Orientation

The Facility should have a Facility Director located in Manila and a Deputy Director in the field office who reports directly to the Director. Draft duty statements for these two positions are included in the previous annex. The successful MC should identify relevant positions for undertaking its work in order to meet the above desired characteristics of the Facility as a whole and the draft role statements for the Director and Deputy Director. It should establish an organisation chart for the Facility as part of the QSM.

In addition to the Director and Deputy Director it is expected that there will be a team of specialist advisers on HRD, OD and M&E and other expertise relevant to the various capacities required of the Facility to work with organisations. These technical positions would be accompanied by appropriate numbers of staff for administrative, budget, IT and other support.

The recruitment of non-nominated staff is expected to occur over a period of up to three months. All staff will need to be familiar with:

- the objectives of the Facility and the delivery mechanisms;

• the process for handling requests, complaints or other inquiries;

• the roles and responsibilities of the MC, the FB, FCC, AusAID, NEDA, the various counterpart organisations and service providers;

• the participatory approach to be followed;

• the Facility's non-discriminatory policy (including the approach to gender and disability);

• an understanding of GOA and GOP environmental requirements (and when they need to be applied);

• other facilities and programs funded by AusAID in the Philippines, and the requirement for linkages with them;

• protocol concerning contracts, financial matters and information; and

• accounting and administrative requirements.

Towards that end, the MC will develop and conduct an induction course for all staff.

Communications and Coordination

The MC will establish communications systems for PAHRODF including a website, compatible with AusAID and GOP systems, with:

• information on the Facility;

• aspects of the Quality Assurance Manual;

• copies of Annual Plans and progress reports; and

• other information that may be required (e.g. copies of Nomination Forms for long term training, or proposal formats for other HR/OD support);

• M&E data base, including the potential for organisations and individuals that have been assisted by the Facility to access and update their information about progress with REAPs or other relevant activities, and;.

• links to the PA3i web site.

The website will be established within three months of commencement, and will be updated on a regular basis. The resources allocated to updating the website should be proportional to its usefulness, as indicated by the organisations, service providers and others involved or interested in the Facility.

The success of the Facility will depend to a considerable degree on the capacity of the MC to support relationships with other key actors. To that end, the MC will organise regular meetings with GOP agencies, AusAID, other Managing Contractors and delivery organisations for other AusAID programs. The meetings will focus on HR/OD needs within those organisations being supported (or targeted for support) under the DAS. The meeting

should serve to clarify what HR/OD assistance is being provided; the degree to which cooperation between facilities/projects is possible; how such cooperation will be managed; and what assistance will be provided (under each facility/project). It is envisaged that AusAID Manila will attend most, if not all, these meeting. The meeting should have a pre-agreed agenda; the Minutes should be recorded; and agreed plans of action should be developed (and recorded in the Minutes), and subsequently incorporated in the respective work programs.

The MC will liaise with other donors to help ensure complementation and to avoid duplication of activities.

Work Plans and Progress Reports

The MC will prepare Annual Plans for each Australian financial year, along with Six Monthly Progress Reports, Monthly Exception Reports and a Facility Completion Report. Monthly Exception Reports shall only be submitted when significant issues emerge, or progress varies from that outlined in the current Annual Plan. The format of the Six Monthly Progress reports shall be finalised in consultation with AusAID (Manila) but reflect the format of AusAID's Quality at Implementation (QAI) report. All reports will be distributed to members of the FCC.

Monitoring and Evaluation

An M&E framework, with indicators, has already been designed and is included in this design document. It builds on what was established under PAHRDF while reflecting the new emphases under PAHRODF.

The MC is expected to build further on the framework included in the design with particular attention to improving existing methods. This should be done in the first six months and be included in the Quality Systems Manual.

Annex J – Monitoring and Evaluation Framework

This annex includes 2 parts:

- An elaboration of some aspects of the summary of the M&E framework as shown in the main design document

- A Logical Framework matrix.

Audiences and purposes

The main purposes of M&E in relation to PAHRODF

These include:

1. **Accountability** of managing contractor; compliance with obligations and contractor performance management

2. **Contribution to AusAID's Quality Reporting Systems** (e.g. Quality at Implementation Report, Pillar Reports, Annual Program Performance Report, Performance Assessment Framework, Independent Progress Reviews).

3. **Managing and improving** PAHRODF on a continuous basis at an operational level

4. **Proving and planning,** assessing overall value and merit for purposes of making strategic decisions about PAHRODF as a whole and its direction e.g. annual planning, establishing general principles for setting priorities and targeting but not the specific tools for doing so.

5. **Systematically identifying lessons learned across organisations, sectors, etc,** for organisational learning, for knowledge development and synthesis concerning organisational development and to assist with corporate memory for AusAID and organisations receiving assistance. This includes organisational learning arising from the M&E processes. Information about past successes, what's worked well and not so well and about what other factors have affected success may also be used with potential partners to help them decide how they should progress with their own organisational development and whether and how they should engage with PAHRODF.

Main audiences of PAHRODF M&E:

M&E will serve several types of audiences in different ways. These audiences include the Facility Board and Facility Coordinating Committee, GOP agencies and AusAID Manila and Canberra, and importantly, the organisations that are recipients of PAHRODF assistance and engaged in M&E and the Managing Contractor itself for purposes of management, continuous improvement and meeting accountability requirements.

Secondary audiences will include other Filipino organisations that are interested in what works with respect to organisational development, considerations for adapting successful practices to their own contexts and how PAHRODF might be able assist them.

Audience refers to the intended recipients and users of M&E information. Audiences include:

1. **Facility Board (FB).** M&E information will assist it with determining future strategic directions of PAHRODF. FB will oversight the operation and achievements of the program at a strategic level - not at a 'micro' level. FB will use M&E information to develop an understanding of what is working and not working for whom under what circumstances and to assist it to provide the strategic directions for PAHRODF.

2. **Facility Coordinating Committee (FCC)** – Information provided through program evaluations will be incorporated in the MC's annual reports which will be submitted to the FCC and FB. Based on annual reviews, the FCC will also consider recommendations from the MC re possible improvements to the M&E plan. In addition, the FCC will rely on M&E information to guide decisions regarding the selection of one thematic evaluation to be carried out on a cross-cutting theme each year.

3. **Managing Contractor (MC).** M&E information will be useful for its own ongoing management and continuous improvement and for contributing to knowledge generation and synthesis about effective HR/OD practices. The Scope of Services will need to include provision for time to be spent on analysing data to identify patterns of effectiveness, reflection and action research.

4. **AusAID Minister Counsellor, Counsellors, Advisors, Portfolio Managers**. M&E information will enable them to see whether the program is supporting AusAID programs in the desired manner and to make decisions about future priorities, design etc. They may also play a role in capturing some of the PAHRODF M&E information as part of the M&E of AusAID programs.

5. **AusAID manager(s) of the MC – Initiative Manager and Program Enabling Portfolio Manager, and HR/OD Specialist.** M&E will assist them with performance management of the contractor and with future planning and decisions. The HR/OD Specialist may also co-ordinate some of the M&E information that will need to be collected from AusAID staff.

6. **AusAID Scholarships Group**. M&E information will assist it to assess the effectiveness of delivery of scholarships. It will also assist with performance management in relation to scholarships and what can be learnt from PAHRODF that might be useful for other countries and scholarships programs as a whole.

7. **Philippines Organisations that are recipients of PAHRODF assistance, as well as** potential recipients, to enable them to make judgements about what has been achieved through PAHRODF assistance and from that the value or potential value of their engagement with PAHRODF and how the engagement could be improved. They will also be contributing data for M&E and should be provided with feedback about findings.

8. **Other organisations** that may be able to learn from the experience of their peers (other Filipino organisations) and PAHRODF about what works with respect to HR/OD. Exposure to evaluative information may encourage them to engage with PAHRODF and/or other capacity development initiatives, initiate their own internal processes, or identify ways in which they could improve their own practices.

Matrix of M&E purposes by audiences

The number 1 is used to show a primary purpose and the number 2 a secondary purpose for that audience.

Audience	Accountability; contractual compliance of PAHRODF	Contribution to AusAID's Quality Reporting Systems	PAHRODF continuous improvement	Proving, assessing value of PAHRODF, making strategic decisions	Lessons learned, knowledge generation, synthesis and organisational learning
FB	2			1	1
FCC	1		1	1	1
Managing Contractor	1	1	1	1	1
AusAID advisors, portfolio managers		1		1	1
AusAID MC manager & HR/OD Specialist	1	1	1 for MC manager 2 for HR/OD specialist	1	1
ASG - in relation to scholarships component	1	1	1	2	1
Assisted organisations			1	1	1
Other organisations – to learn from the experience of PAHRODF assisted organisations				1	1

Timing of M&E reports and main purposes

The following reports will be produced at the following times:[8]

1. **A Mid year (six-month) report** primarily reporting data for monitoring outputs. This will include quantitative and qualitative data about services delivered, numbers and types of participants with breakdown by gender, disability, location and type of activity (e.g. scholarship, or other activities listed in menu of HR/OD assistance) and outputs of students and participants such as stage of implementation of REAPS, stage of engagement with scholarships, activities undertaken in implementing the Annual Plan and milestones met, activities undertaken in relation to implementing the QSM. The latter will include actions to implement anti-corruption, environmental, gender and disability policies. The report may also include some reflective analysis about issues that have arisen over the previous six months and any information that is particularly pertinent to the key evaluation questions.

   MC to produce within one month after the end of the period.

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[8] As the Facility's Annual and Mid-year Reports are expected to inform AusAID's annual and mid-year QAI reports, the timing of submission by the MC will need to be agreed upon during contract negotiations.

Main purposes: Accountability, program management and continuous improvement, including mid year adjustments to the overall HR/OD plan for PAHRODF, as needed. Contribute to AusAID's Quality Reporting Systems

2. **An Annual Report** incorporating data from the mid year report, additional data for the ensuing six month period and other types of qualitative data, further analyses of quantitative data. This will inform the annual discussion of progress in conjunction with planning for the next year. The report may also include some reflective analysis about issues that have arisen over the previous year and any information that is particularly pertinent to the key evaluation questions and that may therefore be relevant when an IPR is undertaken.

Annual reports would also include reporting on achievements for each major organisation, province or other sub-national level with which PAHRODF is working, against the objectives from the agreed HR/OD plan and in relation to DAS priorities.

Annual reports will be structured according to the headings 1 to 9 in the AusAID Guideline for a Quality at Implementation report (November 2008):[9]

1. Key Results
2. Summary of Objectives
3. Implementation Progress
4. Achievement of Objectives
5. Monitoring & Evaluation
6. Sustainability
7. Gender Equality and Cross-Cutting Issues
8. Risk Management
9. Current issues

Annual reports will include case study reports (or other agreed means of reporting) for a selection of:

a. Key and Strategic Partner Organisations, bringing together all the relevant types of information for that organisation (up to 4 KPOs and at least 3 SPOs in which the Facility has invested considerable resources or from which particular lessons can be learnt).

b. A sample of DAS programs selected in consultation with the FB (at least 3 per annum).

c. Cross cutting themes (one per year e.g. in relation to gender, anti-corruption and disability policies).

d. Cross organisational activities to develop particular competencies or capacities, if these were a focus of PAHRODF activities in a given year or over several years (e.g. strengthening HRD functions) (up to 3 per year)

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[9] A revised QAI template is expected to be released in late 2009. The new headings are expected to be: 1) Relevance, 2) Effectiveness, 3) Efficiency, 4) M&E, 5) Sustainability, 6) Gender Equality, 7) Cross-cutting Issues, 8) Risk Management, 9) Current Issues.

e. Integrated reports on specific sectors or thematic areas (e.g. public sector reform , private sector development, tertiary education, civil society strengthening) if these were targeted in the annual plan

f. Vignettes (mini case studies) would be prepared for a selection of scholarship holders (approximately 8-10 of the expected 80 awardees from each year) one year after returning and then followed up two years after returning to assess sustainability and other relevant issues. Selection could be based on the Most Significant Change method or some other criteria or process agreed to with the FB (e.g. selection by DAS program area, competency/capacity area, geographical area, type of degree, whether it was a single scholarship within an organisation or one of several).

PAHRODF to produce within 2 months of the end of the calendar year.

Main purposes: Proving, assessing value of PAHRODF, making strategic decisions, planning; lessons learned, knowledge generation, synthesis. Will contribute to AusAID's Quality Reporting Systems, especially APPRs.

3. A **Facility Completion Report** to document activity achievements and lessons, MC compliance with contractual terms and obligations, information on location of key activity documents, assets and staff, ongoing needs and Recording agreements for continuing support. It will collect information to address and report on key evaluation criteria identified in AusAID guidelines (to be issued late 2009/early 2010 or subsequently updated).

PAHRODF to produce at least 6 months prior to the end of the Facility.

Main purposes: Proving, assessing value of PAHRODF, lessons learned, knowledge generation, synthesis. Will contribute to AusAID's Quality Reporting Systems, especially Final QAIs and IPR.

4. A **Quality at Implementation Report** reports at least once a year for all substantive, monitored aid activities across all aid modalities. The QAI provides an opportunity for AusAID to periodically reflect on the following key issues relating to the key evaluation criteria identified in AusAID Guidelines on QAIs described above. The QAI will be informed by the MC's Six-monthly and Annual Reports, other reports (e.g. Annual Plans) produced by the MC, as well as by meetings and regular discussions between the MC and AusAID.

AusAID Initiative Manager to produce at least once a year

Main purposes: Proving, assessing value of PAHRODF, lessons learned, knowledge generation, synthesis. Part of AusAID's Quality Reporting System

5. **Mid-Term Independent Progress Review** (IPR) focusing on progress with implementation, results achieved, lessons learnt, improvements recommended for the remainder of the five year period. It would draw on information from previous 6 monthly and annual reports, among other sources, and explore implementation issues raised by the FB. It will also collect additional information needed to address the key evaluation

criteria identified in the Guideline for managing the independent evaluation of an Aid Activity (November 2008 or as subsequently updated). The report will be structured around those criteria.

AusAID to contract external team to conduct mid-term IPR in FY12-13.

Main purposes: Continuous improvement; Proving, assessing value of PAHRODF, making strategic decisions, planning; lessons learned, knowledge generation, synthesis

6. **Thematic evaluations**, including those arising from knowledge synthesis projects and reports on achievements in relation to cross cutting themes, such as gender or corruption, that would be more in-depth than the case studies in annual reports (as agreed annually by the FB as part of the PAHRODF plan for the coming year).

PAHRODF or other commissioned party to produce. Some could be agreed as part of an annual report – see 2 above.

Main purposes: Proving, assessing value of PAHRODF, making strategic decisions, planning; lessons learned, knowledge generation, synthesis

7. **Independent Completion Review** (also in preparation for any follow up activity). This will draw on information from routine monitoring, IPR and thematic evaluations, as well as consultations with stakeholders in the Philippines, plus collection of supplementary data where there are gaps in information. It will also collect additional information needed to address the key evaluation criteria identified in the Guideline for managing the independent evaluation of an Aid Activity (November 2008 or as subsequently updated). The report will be structured around those criteria.

AusAID to contract external team to conduct ICR in early FY14-15.

Main purposes: Proving, assessing value of PAHRODF, making strategic decisions including those about the design of a next phase, planning; lessons learned, knowledge generation, synthesis.

Partner organisations with whom PAHRODF has worked may choose to prepare their own summaries of what has been achieved with respect to HR/OD relying, as necessary, on assistance from PAHRODF. This may help them with future HR/OD planning, with or without PAHRODF involvement. It may also help them to reflect on any needs for further assistance.

PAHRODF-prepared bulletins of success stories and lessons learnt about HR/OD would be a by-product of M&E information. These could be distributed through GOP channels and/or AusAID channels to a range of audiences, including those with little or no direct involvement with PAHRODF. They could be produced on a regular basis (say twice a year) or in conjunction with particular activities, such as organisational development seminars, in which alumni might be involved as speakers, facilitators or participants.

Primary purpose of report/ value added by report	Type and timing of report					
	6 month report progress report	Annual report	Independent Progress Review - in year 3	Thematic evaluations- each year as directed by FCC	Facility Completion Report	Final Independent Progress Review - in year 5
Accountability and contractual compliance	X	X			X	
Contribution to AusAID's Quality Reporting Systems	X	X	X		X	X
PAHRODF ongoing management, continuous improvement	X	X	X			
Proving, assessing value of PAHRODF, making strategic decisions, planning		X	X	X	X	X
Lessons learned, knowledge generation, synthesis		X	X	X	X	X

Evaluation criteria and questions to be addressed by Independent Progress and Completion reviews

Key evaluation questions for PAHRODF as a whole.

These will be addressed in the two IPRs. A set of 8 criteria as shown in the IPR guidelines will provide the structure of the report. Some specific questions that will be relevant to some of these criteria follow. Within each of these specific questions, even more specific sub-questions need to be developed for each component (e.g. the specific questions that have been identified for Scholarships in the AusAID M&E guide for Scholarships).

1. Relevance

What has been the value of what has been achieved? How sustainable are the achievements?

How relevant and important have these achievements and benefits and for whom have they been relevant and important? (contributions to AusAID programs, GOP programs and additional benefits for organisations etc)

What have been the most significant achievements and benefits from the perspectives of different stakeholders (regardless of whether those benefits were explicitly intended or emphasised in the program design)? What has been learnt about 'surprise' benefits (for individuals, partner organisations, AusAID, others)?

2 & 3. Effectiveness and impacts

What has been achieved? What have been the effects of engagement with PAHRODF?

Overall, to what extent have the intended outcomes of PAHRODF been achieved and can their achievement be attributed at least to some degree to the role played by PAHRODF in working with partners?

How effective has the program been with respect to different contexts, different partners, cross cutting themes (gender, disability, corruption, environment, as appropriate)? Specific questions that AusAID has developed to evaluate programs with respect to gender, disability, corruption and environment will be included as sub-questions.

Similarly, specific questions that have been identified as relevant to scholarships in M&E guides for scholarships (e.g. concerning awardee satisfaction, alumni contributions, effective implementation of re-entry plans) will be included here as sub-questions.

What unintended outcomes or effects have there been for the various stakeholders (partner organisations, individuals, AusAID, PAHRODF itself/MC, others) and what implications are there, if any, for the way in which the program should operate?

4. Efficiency

How efficient has PAHRODF been (e.g. in terms targeting and applying its resources to best effect, managing risks)?

5. Sustainability

How sustainable are these achievements and do they lay the groundwork for further achievements? Will benefits continue after funding has ceased? Are multiplier effects occurring within organisations (Objective 3) that will help to ensure that changes are sustainable and more far reaching?

6. Monitoring and Evaluation

How successfully have the M&E processes measured progress towards objectives, facilitated understanding of what affects progress and been used for program management and improvement purposes?

7. Gender Equality

Refer specific questions in GAD guidelines. Key information will relate to processes for engaging women and men in design, and M&E processes, participation rates, gender sensitive processes and activities, short and long term outcomes and what is done to manage risks associated with gender issues.

8. Analysis and Learning

What has contributed to the achievements realised? What has/has not worked well, for whom and which organisations, under what circumstances?

What has PAHRODF done to achieve outcomes and what aspects (e.g. program design, management, delivery) have contributed to those outcomes? Amongst the sub-questions for this question would be some that have been identified as relevant to the success of scholarships e.g. extent to which host universities in Australia are meeting their key performance measures. For in-country activities, such as those provided through Local Service Providers (LSPs), the equivalent questions would be about the extent to which LSPs are meeting their key performance measures. There would also be questions relating to gender, disability and corruption.

What other factors, including the operation of the FB and FCC, AusAID's involvement, GOP partners, other Filipino partners and other external factors have affected achievement?

What processes and approaches have worked well / not so well, for whom and under what circumstances? What lessons have been learnt and what are the implications for future strategy?

From all of the above: What are the implications for future implementation and design?

Responsibilities for data collection

The MC will have primary responsibility for co-ordinating data collection especially data for routine reports and annual reports and any data for knowledge synthesis or thematic projects that it is commissioned by AusAID to undertake. It may use agents such as LSPs to collect some of the data for routine monitoring.

M &E processes used by the MC should provide role models for the organisations that they are assisting and be conducted in a way that enhances the M&E capacity of organisations, including the use of M&E findings. KPOs and SPOs will be encouraged to apply systematic M&E processes that will foster organisational learning. MC facilitated organisational self assessments (less and less facilitated over time) will assist with the process.

Some of the M&E data will come from the processes in which organisations will be encouraged to engage as part of their organisational development e.g. organisational assessments, and organisational development planning processes that take account of what has been achieved so far, what has worked well and not so well. Participatory processes such as identifying Most Significant Change method may also be used on occasion. .

Note that an important feature of the current web-based data bases of PAHRDF is that individuals and organisations enter their own information with respect to REAPs, their outputs and outcomes, facilitating and inhibiting factors, and unintended outcomes. Although the categories for reporting are provided to participants, the practice of having them enter their own data and updating it as needed is an empowering M&E approach that encourages reflection more than one that is externally driven. This practice should continue. It will require the new MC to actively follow-up with participants and organisations.

The feasibility of this approach has now been demonstrated and its general direction should be retained. PAHRODF can add value by making better use of the data e.g. using content analysis and /or carefully explained categories, rankings or ratings within which participants can locate their qualitative responses so that more quantitative data can be provided (e.g. number of REAPS falling into each category, ranking or point on a rating scale). The MC

should propose a method for doing so as part of preparing the M&E framework for the Facility.

AusAID will commission the IPRs. These evaluations will collect more in-depth and more qualitative information than can typically be collected through routine monitoring data and will assist with understanding, interpreting and judging the monitoring data.

It would be unreasonable to place too much emphasis on observed improvements in service delivery and results for the public as the main arbiter of the success of the program. However, in those occasional situations where there is evidence that improved competencies and capacities and their application are having a recognisable effect on outcomes, then it will be important to capture those examples. Reporting and analytical categories should direct the attention of data gatherers to such potential outcomes

Sources of information and Data collection methods

Sources of information:

Recipients of PAHRODF assistance

- Participants – e.g. individuals, organisations, provincial government and other sub-national units e.g. LGUs.

- LSPs as recipients of PAHRODF capacity building assistance

- FB, FCC and AusAID receiving assistance from PAHRODF with developing the overall OD plan

Beneficiaries

- Those in GOP organisations that work with participants, and those whose work should be supported by the competencies and capacities that are to be enhanced – supervisors, staff, other relevant colleagues

- AusAID program staff in relation to how well the DAS programs (and wider/other agenda for which PAHRODF support was to be provided) have been supported by PAHRODF

- GOP representatives for DAS programs, concerning how well the DAS programs (and wider/other agenda for which PAHRODF support was to be provided) have been supported by PAHRODF

Providers

- MC

- Local Service Providers (LSP and other) contracted or engaged by MC

- Scholarships – universities who provide services

Data collection methods

Most of the following methods and the specific performance indicators included in the Logframe are already in use by PARHDF to some degree. Also within each method, much of the data identified for collection in this M&E framework is already collected by PAHRDF. Overall the M&E approach has been robust and comprehensive.

The main changes that need to be made include:

Better use of existing methods and types of data

- **Development and application of categories for classifying REAPs, their outputs and their outcomes** that enable more analytical use and summary of the REAPs information than has been made in the past. Rather than simply reporting individual REAPs it will look for patterns in them, classify them according to such criteria as Program, type of Competency or Capacity and will report summary data on the extent to which REAPs have progressed. PAHRDF has included REAP progress ratings in the organisation and student data bases. If aggregated, this could be useful baseline data.

- **Similar development and application of categories for recording, analysing and reporting data from the large number of interactions with individuals and organisations** (exit interviews, LSP end of service feedback sessions etc) in order to identify patterns or trends. The interview records could include categories that would enable rapid aggregation of data across some key variables of interest such as type of capacity, type of outcome rather than just descriptions of these on a case by case basis.

- **Improved Organisational Self Assessment** (**dashboard) processes** that, amongst other things, provide descriptors for the various levels reached with respect to capacity attributes – Fully, Largely, Partially, Minimally. Documentation of these descriptors would help to improve the comparability across organisations and inter-facilitator reliability. The Capacity areas will also need to be adapted in line with the new areas of emphasis proposed for PAHRODF, but retaining some common elements. Analysis against common elements will provide some but limited baseline data.

  More accessible reporting of the association between improved dashboard assessments and extent and duration of assistance to KPOS and SPOs is required. PAHRDF M&E report number 8 conducted some such analyses but the results need to be reported and interpreted in succinct form for the benefit of FB, FCC, AusAID Portfolio Managers and others. Interpretations will include some that relate to causal attribution – the role of PAHRODF in contributing to change

- **Development and application of criteria and processes for judging the credibility/ verifiability of information** included in the reports about outcomes coming from organisations (e.g. in relation to REAPs). This is a task that could be externally commissioned as a form of quality control of the M&E data.

- **Some shifts in emphasis towards** collecting and reporting data that takes the **organisation and/or DAS program as the unit for analysis** and reporting are also needed. This started to occur to some degree in the later years of PAHRDF.

<u>New methods</u>

- **Annual KPO organisation review** in relation to implementation and achievements of HR/OD support plan. Information from these reviews will make an important contribution to the PAHRODF annual report. A checklist and recording format for conducting these reviews will be needed. The review will be facilitated by the MC with involvement of the AusAID HR/OD specialist and/or the AusAID PAHRODF Initiative Manager.

- **Annual DAS review:** AusAID and major GOP organisation Focus Group (FG) discussions of progress made in relation to HR/OD objectives agreed to with PAHRODF, drawing on Facility Annual Report and presenting relevant evidence, including information from evaluations of AusAID programs, where possible.. The discussion will be a facilitated one which will result in, amongst other things, a series of ratings being made about level of contribution to program readiness for implementation and results

- **AusAID evaluation and review reports**: Extraction of information from DAS program evaluations, cross cutting theme evaluations and other relevant program and cross cutting theme documents that relate to the role played by the Facility in supporting DAS programs and cross cutting themes. The HR/OD specialist will assist AusAID programs to build into their own evaluation processes some assessment of the role played by PAHRODF in assisting them to implement their programs.

<u>New individual items of data</u>

- **Some new and adapted items of data for the data bases** to be constructed and maintained by the Managing Contractor are required in order **to reflect the changed emphases of the Facility** e.g. identification of whether an organisation is a KPO or SPO; DAS program to which the HR/OD activity and outcomes relate. These are identified as *'new'* in the sections below. Some of these new items may need to be changed following discussions between the contractor and AusAID, taking into consideration any difficulties that emerge following investigations of how to collect the data. Adaptations required to some current items are also identified. Some suggestions for improvement are also included. Data items that are not marked as either new or needing adaptation are currently used and are therefore definitely feasible to collect and, to varying degrees, effective use has been made of the data[10].

The MC will develop these refinements in the first six months and apply them to existing data from PAHRDF as a means of piloting the new analytical processes and establishing baseline data where it is feasible to do so. At that time some rationalisation or re-assessment of the indicators may be suggested.

The list of different data items to be collected as shown below is much less than it appears from the following descriptions. Many of the tables on the PAHRDF website appear to be reconfigurations of similar data taking either the student/participant or organisation or

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[10] Note that reference is made to various tables and items of data that are on the PAHRDF website in the design document. It may not be appropriate to include these in a tender document, but the AusAID Initiative Manager should be alerted to the importance of drawing the successful contractor's attention to these tables.

activity as the starting point. There is much overlap therefore between what is referred to below as the administrative records, the student data base and the organisation data base. Also the various methods such as exit interviews that are described separately are the source of much data for the student and organisation data bases.

<u>Managing Contractor Responsibility to Collect, Conduct or Commission</u>

About numbers and types of services delivered, focus of services in relation to DAS and who receives the services:

1. **Administrative Records about activities**: Extraction of summary data from Managing Contractor administrative records of each significant HR/OD activity undertaken. Much of this data is recorded on data bases and shown in specific M&E tables on the website

   a) Names of organisations with participants in the activity

   b) Sector (public or private) of organisation involved,

   c) DAS priority location or other location – *new*;

   d) Whether it is a KPO or SPO - *new*;

   e) DAS program to which capacity development (CD) relates - *new*;

   f) Number of participants involved

   g) Gender of participants,

   h) Disability of participants, if relevant *new*

   i) Age – *new (categories to be identified)*

   j) Seniority in organisation – *new (categories to be identified)*

   k) Cost of activity.

   l) Capacity area to which CD relates e.g. planning, HRD, service delivery – drop down menu from list of capacity areas that are to be the focus of PAHRODF – existing list will need to be modified. – *current to be adapted*.

   m) DAC code (included in current reports but is it being used? Is it potentially useful?)

   n) Description of activity e.g. title of course

   o) Type of activity – HR Mode (training; forum/workshop, mentoring/coaching, local benchmarking are categories that are currently reported, but a new drop down list needs to be prepared from menu of HR/OD options in PAHRODF design) *current to be adapted*

   p) Status of activity (designing, tendering, mobilising, ongoing, completed)

   q) Number of days involved (e.g. length of course)

Refer M&E Table C.1 HR Activity Summary information and Table E-1 Sub-contracted LSP summary information on PAHRDF website)

Administrative data also includes records or documents such as minutes of meetings, expenditure statements, Facility documentation of its processes.

About Service Delivery Quality

2. **Short-Term Training** (**STT**) **participant satisfaction survey:** course satisfaction survey to be managed by Managing Contractor through STT service providers. These are routine surveys.

3. **Organisation Exit interview**: Managing Contractor exit interviews with organisations for which a significant CD activity has been delivered. These will be conducted by PAHRODF with KPOs and SPOs and will assess both service quality and outcomes. *Comment: These have been routinely conducted by PAHRDF but records may need to be analysed.*

4. **Local Service Provider (LSP) debrief** : LSP feedback to Managing Contractor on PAHRODF activities that are used to build LSP capacity and debrief on success of their project, including facilitating and inhibiting factors following delivery. This could be collected by survey but could also be by group discussion. The latter may yield more useful information for continuous improvement and has been used in the past.

5. **Australian University feedback:** This is feedback to the Managing Contractor from partner universities in Australia concerning their relationship with the Facility and the support they receive from it before and during attendance by a scholar. A standard format or survey for collecting some of this information will be prepared. Information will also be obtained by Annual Validation visits that are made by the Managing Contractor to a selection of partner organisations in Australia for long term scholarship holders.

About outcomes

6. **Student Data base (DB):** Extraction of summary data from Managing Contractor integrated data base of student records

    a) Name of sponsoring organisation from which the individual comes

    b) Other features of that organisation using the same fields as for 'Extraction of summary data from integrated data base of records of engagement with organisations' see below.

    c) DAS program to which CD relates - *new*

    d) Demographic information about individuals, such as gender, disability, age, seniority *(disability, age and seniority are new)*

    e) Year of engagement with individual

    f) Capacity area to which CD relates (e.g. planning, HRD, service delivery – drop down menu from list of capacity areas that are to be the focus of PAHRODF) - *current list to be adapted to reflect new emphases. However for baseline comparisons purposes the current list should also be included.*

    g) Nature of engagement with individual – training, mentoring etc – drop down list to be prepared from menu of short term and other in-country HR/OD options; long term scholarships, ALAs, Fellowships – *current list to be adapted*

    h) Brief description of project; (may be qualitatively analysed from time to time)

    i) Brief description of REAP (*or other planned action where no re-entry involved)*; As noted in the discussion of method 3, a recording and data aggregation system needs to be developed for REAPs.

j) Status of REAP (*or other planned action where no re-entry involved)* (progress toward completion using an agreed set of categories e.g. refer to 8 categories in M&E Table F-4 on PAHRDF website –- descriptors will need to be developed for the categories and it may be useful to reduce the number of categories by combining some) - *current categories to be adapted*

k) REAP (*or other planned action where no re-entry involved*) outputs in narrative form - see data currently shown in M&E Tables B-3 and F-3 on PAHRDF website. As noted in the discussion of method 3, a recording and data aggregation system needs to be developed for REAPs.

l) REAP (*or other planned action where no re-entry involved)* outputs categorised (*new)* to assist with qualitative analysis on a routine basis - drop down menu could be prepared from past PAHRDF data base shown in M&E Table B-3 on the PAHRDF website to include such standard items as learning modules within the context of Education, guidebooks and manuals, documented plans, policies or strategies such as a marketing strategy, ICT developments – systems or software)

m) Results of follow-up and/or exit interviews for scholarship holders with their supervisors to obtain perceptions about development of competencies and relevance of competencies. Follow up process exists but *rating scales would be new*

n) Any reported organisational outcomes - see data currently shown in M&E Tables B-3 and F-3 on PAHRDF website. As for REAPs: as noted in the discussion of method 3, a recording and data aggregation system needs to be developed for REAPs and for organisational outcomes reported.

o) Classification of reported outcomes according to whether they are verifiable (i.e. could be verified if necessary). *new* - definitions of verifiable would need to be developed.

p) Classification of outcomes according to PAHRODF objective(s) to which they relate - *new* e.g. whether they relate to application of competency or organisational capacity, change in other organisational practices not specifically related to the REAP (*or other planned action where workplace approaches are used and no re-entry is involved*); multiplier effects within or beyond the organisation. They should be cross tabbed by DAS program area and other features. Classification would be *new*

q) Classification of any reported facilitating factors; inhibiting factors, unintended outcomes for occasional qualitative analysis for lessons learnt, knowledge synthesis etc. See data currently shown in M&E Tables B-3 and F-3 on PAHRDF website. Qualitative data is collected but needs to be analysed using a classification system e.g. various types of organisational factors, realism of REAP, personal factors. Classification system would need to be developed *new*

7. **Organisation DB**: Extraction of summary data from Managing Contractor integrated data base of records of engagement with organisations

a) DAS priority location or other location - *new*;

b) National or provincial/sub-national - *new*;

c) Name of organisation

d) Whether organisation is a DAS Key Partner or Strategic Partner Organisation - *new*;

e) Sector of sponsoring organisation – public, private;

f) Other organisational features – association, network – formal or informal community of practice - *new*;

g) Year of first engagement with organisation;

h) Number of years of engagement

i) Status of engagement – new; engaged and progressing; substantial and strategic progress; outward focus (diffusion); disengagement through needs met, discontinuation through lack of commitment, *current levels of progressive engagement to be adapted but draw on existing 'Criteria for Determining the level of engagement'*

j) DAS program to which CD relates - *new*;

k) Capacity area to which CD relates (e.g. planning, HRD, service delivery – drop down menu from list of capacity areas that are to be the focus of PAHRODF); *current list to be adapted*

l) Type of activity using drop down menu as suggested for data base of individuals above. *current list to be adapted*

For STTs and other types of in-country assistance to groups within an organisation:

m) Brief description of project; (may be qualitatively analysed from time to time)

n) Brief description of REAP *(or other planned action where no re-entry involved); -* may be qualitatively analysed from time to time (see previous comments about further analysis of REAPs)

o) Status of REAP *(or other planned action where no re-entry involved); -* progress toward completion using an agreed set of categories e.g. refer to 8 categories in M&E Table F-4 on PAHRDF website –- descriptors will need to be developed for the categories and it may be useful to reduce the number of categories by combining some - *current categories to be adapted*

p) REAP *(or other planned action where no re-entry involved);* outputs in narrative form

q) REAP *(or other planned action where no re-entry involved);* outputs categorised (*new* to assist with qualitative analysis on a routine basis - drop down menu could be prepared from past PAHRDF data base shown in M&E Table B-3 on the PAHRDF website to include such standard items as learning modules within the context of Education, guidebooks and manuals, documented plans, policies or strategies such as a marketing strategy, ICT developments – systems or software)

r) Any reported organisational outcomes

s) Classification of reported outcomes according to whether they are verifiable (i.e. could be verified if necessary). *new -* definitions of verifiable would need to be developed.

t) Classification of outcomes according to which one or more of the outcome objectives they relate to - *new* e.g. whether they relate to application of competency or organisational capacity, change in other organisational practices not specifically related to the REAP; multiplier effects within or beyond the organisation. They could be cross tabbed by DAS program area and other features. See data currently shown in M&E Tables B-3 and F-3 on PAHRDF website

u) Any reported facilitating factors; inhibiting factors, unintended outcomes for occasional qualitative analysis for lessons learnt, knowledge synthesis etc. See data currently shown in M&E Tables B-3 and F-3 on PAHRDF website.

9. **Action plan conference***: Managing Contractor or LSP conference records for REAPs (or other *or other planned activity where no re-entry involved)*. See previous comments about recording and analysing REAPs.

10. **Organisational self assessment**: Managing Contractor or contracted LSP facilitated organisational self-assessments for Key Partner Organisations (using improved dashboard processes that, amongst other things, provide descriptors for the various levels reached with respect to capacity attributes – Fully, Largely, Partially, Minimally. The Capacity areas will also need to be adapted in line with the new areas of emphasis proposed for PAHRODF)

11. **Most significant Change (MSC) method (optional):** Managing Contractor or contracted LSP facilitated Most Significant Change stories for some organisations that elect to be involved and/or for selection of vignettes for inclusion in Annual Performance Reports. This is a systematic process of identifying and selecting those stories that best represent what an organisation would like to achieve or consider it has achieved. It is a useful process for organisational development through reflection and discussion that assists with values clarification. Because it can be resource intensive, it is most likely to be used occasionally (e.g. as part of an evaluation study) rather than as a routine method.

12. **Annual KPO organisation review**: This will occur using structured discussions of progress with KPOs to give an overview of what's been achieved collectively by multiple interventions. This would be facilitated by the Managing Contractor with involvement of AusAID IM or HR/OD Specialist.

13. **Organisation Exit interview (see also method 3)**: Managing Contractor exit interviews with organisations for which a significant CD activity has been delivered. These will be conducted by PAHRODF with KPOs and SPOs and will assess both service quality and outcomes*. They will be a significant source of information about achievements in SPOs since SPOs will not have the same level of assessment by other methods such as Organisational (dashboard) assessments of progress or Annual Organisation reviews of the type to be conducted with KPOs.

Comment: These have been routinely conducted by PAHRDF but records may need to be analysed. Much of the information held on the student and organisation databases in the description of REAPS, outcomes and factors that have facilitated and hindered progress is likely to have come from these interviews and 6 month follow-up interviews on REAPS. The interview records could include categories that would enable rapid aggregation of data across some key variables of interest such as type of capacity, type of outcome rather than just descriptions of these on a case by case basis.

ASG responsibility to conduct or commission

14. Scholarship Surveys undertaken by ASG Canberra with data being provided to the Managing Contractor for use in its M&E reports and for continuous improvement

   a) **Pre Departure survey** : Awardee satisfaction on placement and pre-departure briefing

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b) **Academic progress survey**

c) **Survey on course relevancy**

d) **Tracer studies of graduates:** The Managing Contractor or Alumni Organisation could be commissioned to assist with these. The Managing Contractor currently follows up scholars for up to 2 years, as part of following up on REAPS. It would be useful to adopt a longer time lapse for tracer studies. However because of the length of degrees and the time lags the tracer studies will collect data about the cohorts that were placed under PAHRDF rather than under PAHRODF. This will provide baseline data for ongoing monitoring and will contribute to ASG data collections. However it may not be directly useful for M&E of PAHRODF itself.

AusAID Post responsibility to co-ordinate

15. **Annual DAS review** AusAID and major GOP organisation Focus Group (FG) discussions of progress made in relation to HR/OD objectives agreed to with PAHRODF, drawing on Facility Annual Report and presenting relevant evidence, including information from evaluations of AusAID programs, where possible.. The discussion will be a facilitated one which will result in, amongst other things, a series of ratings being made about level of contribution to program readiness for implementation and results

16. **AusAID evaluation and review reports**: Extraction of information from DAS program evaluations, cross cutting theme evaluations and other relevant program and cross cutting theme documents that relate to the role played by the Facility in supporting DAS programs and cross cutting themes. AusAID programs are encouraged to build into their own evaluation processes some assessment of the role played by PAHRODF in assisting them to implement their programs. Includes ASG reports on scholarships across different countries.

17. **Special Purpose Methods**: Custom tailored surveys, focus groups and other methods for occasional in depth evaluation studies, including but not limited to the midterm and ICRs. These are likely to be externally commissioned. They cannot be specified in advance.

Many of the above types of information may be combined to produce a progress report for each key organisation and/or a thematic progress report.

Responsibility for collection

The Managing Contractor will have primary responsibility for collection of data, especially data for routine reports and annual reports and any data for knowledge synthesis or thematic projects commissioned by AusAID. It may use agents, such as LSPs, to collect some of the data for routine monitoring.

AusAID will commission external evaluations or external facilitators for the mid term and final IPRs.

PAHRDF perspectives on what has worked well and not so well with respect to M&E.

It is important to preserve and build on the strengths of the PAHRDF M&E approach and to learn from what has not worked so well.

What has worked well:

- If the REAPs are part of the participant's regular work, the more likely it will be successful. It will have the support of the institution.

- Since the HR activity is demand driven (aligned to the change agenda of the partner institution and not "donor driven"), the support for implementation of the REAP is more often given.

- Partner institutions now consider REAPs as good mechanisms to transfer new skills and knowledge, improve performance, and ensure that trainees do apply what they have learned. One major indicator for this is the adoption of some of our partner institutions of REAPs in their in-house and external training activities.

- The support of the trainee's supervisor is crucial. Without it, the trainee would not be given the opportunity, time and authority to implement or initiate any change through the REAPs; hence mechanisms for building the buy-in of supervisors and management is seen throughout all the components of any PAHRDF HR activities including LTTs. This is alsothe reason why the supervisor must sign the REAP before submission to PAHRDF.

- Because participants are required to report on the status of their REAPs every 6 months, most of them exert effort to ensure that they can report some progress. Pressure from the supervisor, HR contact and heads of institutions, especially after being given feedback, also helps.

- Tracking all 800++ REAPs would have been impossible without a working web database. (Please note that REAPs can be for individual or functional groups)

- Tracking capacity area improvements done as "descriptive" or "developmental" rather than "rated or graded" makes it easy for the partner institution to accept as long as they are aware that they have to provide evidences for their ratings.

- Reiterating the M&E mechanisms, templates, features, progress reporting, etc. is important because most partner institutions and trainees are not keen on M&E. It is a paradigm shift, even for the supervisors in accepting the role and responsibilities of M&E.

- The briefing and orientation (or even training) on the PAHRDF Capdev model (including the REAP) and M&E framework (tracking, sustainability attributes, progress reporting, etc) are already part of the conduct of any HR intervention (short term or scholarship). Participants are made aware that their progress will be monitored even after the training.

- Making the institutions' M&E team involved in briefing the trainees on the PAHRDF M&E during the conduct of any HR activity builds ownership and also accountability.

- Training the TSPs on our model and M&E who are engaged to conduct the training makes it also easy for us in terms of making sure that building buy-in is part of the HR activity including the involvement of supervisors, guiding the trainees in the preparation of the REAPs and making them understand that sustainability attributes must be factored in the development and implementation of the REAPs.

What has not worked so well:

- As with most progress reporting processes, a lot of follow up is needed (through the HR contact and the M&E Team) for participants to submit reports in a timely manner.

- Progress Reporting is still a learning process. Generally employees (especially from the public sector) do not monitor or make progress reports as part of their work habits. Participants have to be constantly reminded and guided on how to report accomplishments and results. Most have difficulty differentiating outputs from outcomes.

- Not all of our participants are computer-literate and have to be coached repeatedly. The M&E web could be made more user-friendly.

Tracking the progress of agencies that are no longer "active partners" of the Facility is a challenge as they are not as motivated to submit their progress reports regularly. Persistent follow up is needed. Effort is made to include them in "common "activities, such as the Annual HR Symposium and M&E workshops, to keep the connection alive.

M&E Logical framework for PAHRODF

The M&E Logframe builds on the current systems and data collections that have been developed by PAHRDF but is now organised around the theory of change articulated in this design. This means that some components have several objectives and several objectives are represented in different components. Component 2: is split into two parts: scholarships and other HR/OD support to organisations. Although, in general terms, the two parts have similar objectives and intended outputs the specific performance indicators for the two parts sometimes differ.

At the end of the Logframe are some additional possible indicators for the goal (Table 1) that could be discussed with the Facility Co-ordinating Committee as part of the process of finalising the M&E framework and some more detail about the indicators for outputs of component 2 (Table 2).

Amongst these supplementary indicators are some further details about indicators that accord with the Gender and Development requirements such as disaggregation of data about participants by gender, information on actions taken by the Facility to achieve gender equity before during and after the delivery of its services. Other indicators are included that are relevant to other cross cutting issues such as disability, environment and anti-corruption. When reference is made in the main Logframe to analysis by type of participant this analysis generally refers to the following: Gender, Disability, Location, Age, Seniority. Other analyses relate, as appropriate, to applicant profiles, DAS programs, types of organisations, types of competencies.

Some of the verifiable indicators in the Logframe would need to be refined by the Facility in the first six months of operation (e.g. by developing and piloting rating scales). Existing methods and indicators would be used for legacy activities during the transition period. However there is some opportunity to incorporate new approaches for legacy activities (e.g. as part of longer term follow-up of effects of engagement with the Facility). The means of verification applies to each set of indicators rather than each single indicator in a set. The methods, already described more fully in the framework, are listed below. Responsibility for data collection is identified in the description of methods and not repeated here.

Methods: See Evaluation Framework for what is included in each method		
Administrative Records of Facility	**Data base of organisations – DB Orgs**	**Pre Depart survey - scholarships**
STT participant satisfaction survey	**Action plan conference for REAPS etc**	**Progress survey - Scholarships**
Organisation Exit interview	**KPO organisational self assessment**	**Course survey - scholarships**
Local Service Provider (LSP) debrief	**Most Significant Change stories - MSC**	**Tracer study - scholarships**
Australian University feedback	**Annual Key Partner Organisation review**	**AusAID reports (including other evaluations)**
Data base of students and participants	**Annual DAS review**	**Special Purpose Methods for evaluations**

NARRATIVE DESCRIPTION	PERFORMANCE MANAGEMENT INFORMATION	MEANS OF VERIFICATION	ASSUMPTIONS
GOAL To enhance the effectiveness of selected programs and reform agenda under the Australia-Philippines Development Assistance Strategy.[11] *Some additional indicators for consideration by the MC in consultation with AusAID are included in table 1 at the end of the Logframe*	Annually and cumulatively over the five years of the contract, the number, names and types of current DAS programs (or parts of programs) that are assessed by key stakeholders as being in a) a much better position b) a somewhat better position c) slightly better position d) no better position e) worse position to achieve their own objectives through work of the Facility. Annually and cumulatively a) the number, proportion and nature of HR/OD plans for KPOs, SPOs and other research and knowledge synthesis/management/diffusion projects with the Facility that have met their intended outcomes as stated in their objectives to varying degrees (partially, fully etc) b) descriptions of achievements and c) demonstrations of how achievement of those objectives contributes to the achievement of DAS and GoP program objectives. The extent to which key informed stakeholders rate the contribution of PAHRODF to the above achievements as a) highly influential, b) influential c) slightly influential d) irrelevant. Descriptions of the verifiable basis for making those judgements. *(MC to develop and pilot appropriate scales for above indicators)*	Annual DAS review Annual organisational review with KPOs AusAID annual program reports, program and cross cutting theme evaluations[12] MC Organisation database Organisation exit interviews Reports: Annual report IPRs	DAS and GOP programs have been able to effectively identify priorities for capacity development that will assist with program implementation. DAS and GOP programs have sound and feasible theories of change with achievable objectives that are linked to achievable DAS goals Each HR/OD plan or other project plan has clear outcomes focused objectives Other relevant factors in organisations or their operating context (e.g. funding, politics, org. restructures)
Component 1: Strategic planning and management. **Objective** To ensure efficient and effective targeting of organisations and delivery of human resource and organisational development assistance in support of the implementation of the DAS.	*Strategic Planning:* Strategy Paper(SP) and Annual Plan (AP) are produced that are considered by key stakeholders to be: • Linked to DAS priorities • Reflect the interests of key stakeholders in AusAID and GOP • Outcomes focused • Feasible and cost effective • Clear in intent and incorporate specific HR/OD objectives related to DAS programs • Reflect sound HR/OD practices and include innovative components as appropriate • Allow for efficient and effective targeting of organisations *Management* The Facility is effectively managed to successfully implement the SP and MP and as a source of ongoing strategic advice to the FB. Management of the Facility also ensures effective targeting of organisations and delivery of HR/OD support.	Administrative records including minutes of FB and FCC meetings Facility Database of engagement with organisations Annual DAS review Reports 6 month reports Annual reports	DAS program staff and KPOs are willing to actively engage in the process of strategic planning and understand and accept that it is important to link the development of HR/OD plans to the DAS GOP and AusAID both accept that the DAS is the touchstone for their engagement with respect to all joint activities
Outputs of component 1 Timely production of well documented SP and AP with clear targeting of organisations	SP for the following calendar year is produced for the FB by Sept. AP produced by April each year for approval by FCC AP shows direct and plausible links between organisations targeted, broad types of capacity to be developed in those organisations and achievement of DAS Program objectives and /or other DAS agenda. AP shows plausible budgets for LTT and other HR/OD support activities and indicative distribution of budget across types of activities	Administrative records including minutes of meetings, correspondence Reports 6 month reports Annual reports	MC is able to access all relevant stakeholders to obtain information and produce the plan on time Consensus is reached about which KPOs, which aspects of capacity need HR/OD support
All services and products satisfactorily delivered as contracted	PAHRDOF management addresses all aspects included in description of Component 1 in a timely cost effective way and to the satisfaction of AusAID.	Administrative records Reports Routine reports to Initiative manager 6 month reports Annual reports	MC selection processes have effectively identified a capable MC Contracting & transition arrangements are smooth

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[11] Economic growth, basic education and national stability are the three pillars in the 2007-2011 DAS. Should these change there would need to be a change in the goal as well. However, the program objectives mediate between the DAS pillars and the Facility and are hence more directly relevant to the Facility. There are no indicators directly relating to economic growth, education or national stability because these are beyond the capacity of PAHRODF to influence in a measurable way.

[12] Built into the full M&E framework is a requirement that AusAID portfolio managers and the MC collaborate to ensure that information concerning the effectiveness of PAHRODF capacity building activities is incorporated in the design of program evaluations and that the MC include in its own evaluations the collection of information that is pertinent to DAS program objectives that relate to the work that it is undertaking with organisations.

NARRATIVE DESCRIPTION	PERFORMANCE MANAGEMENT INFORMATION	MEANS OF VERIFICATION	ASSUMPTIONS
Component 2: **Long-term training and other HR/OD support** **Objectives** *Objective 1* *of component 2:* *To develop or strengthen* HRD, HRM, planning, management, administration competencies and organisational capacities of targeted individuals, organisations and groups of organisations and support systems for service delivery.	LT training: scholarships and awards Numbers, % and types of awardees who successfully complete their awards as an indicator of acquired competence Comparisons of the above from year to year and with baselines established under PAHRDF and other international scholarship programs. Types of competencies acquired through awards and extent to which they were relevant to the Facility focus with respect to HRD, HRM etc Numbers and types of scholars whose degrees focused on other types of competencies such as those relating to technical service delivery. Factors that affected completion and relevance to PAHRODF focus and extent to which these factors relate to a) what the program does to support awardees b) practices of partner organisations in Australia e.g. universities c) other factors (e.g. personal)	Academic progress surveys Student data base Special purpose methods such as interviews, focus groups, case studies REAPs and records from action plan conferences Reports 6 month reports Annual reports IPRs Thematic evaluations	Competencies acquired can be identified from the types of degrees that were done Completion of a degree is a good proxy indicator of competency gained Participant personal circumstances are such that they are able to complete the degree
	Other HR/OD support Numbers, % and types of individuals and teams by organisation that have successfully completed planned competency and organisational capacity development activities Extent to which participants, teams and key contact people in organisations consider they have improved competencies, strengthened organisational capacity through participation and extent to which participation made a difference. Types of competencies acquired and capacity developed compared with HR/OD plans and planned development in relation to DAS and GoP programs as shown in approved Facility Management Plan Extent to which participants successfully developed planned products from participation, including REAPs as evidence of learning Information about reasons for non-completion, departure from plans	Student and org. databases Exit interviews Annual KPO review with Facility KPO (Dashboard) assessments Special purpose methods such as interviews REAPs and records from action plan conferences Reports 6 month reports Annual reports IPRs Thematic evaluations	KPOs are able to commit people, resources etc to participate as planned KPOs agree to the types of activities that are relevant and effective for developing the competencies that have been identified as needed for implementing DAS programs Availability of suitable service providers to facilitate desired development
Objective 2 *of component 2:* To enable targeted individuals and organisations to *make better use of* HRD, HRM, planning, management, administration and support systems for service delivery competencies and organisational capacities.	LT training: scholarships and awards Number, % and subject matter of REAPs of awardees that have reached completion within a) one and b) two years of returning to Philippines and are considered by key stakeholders to have contributed to a) demonstrable impacts b) institutionalised changes in organisations – changes to systems etc. Breakdown of data by type of participant, DAS program, KPO, SPO Description of activities undertaken by the Facility specifically for the purpose of assisting organisation to make better use of what the scholar has learnt Factors that have affected application including organisational support and other features, characteristics of the awardees such as seniority.	Student data base: REAPs Records of Action plan conferences Annual KPO organisation reviews Tracer studies Reports 6 month reports Annual reports IPR Thematic evaluations	Organisations are sufficiently supportive of students when they return; organisational structures, career paths, incentives are appropriate to the desired actions And assumptions as for integrated packages below
	Other HR/OD support Number, % and subject matter of REAPs or other action plans that have reached completion within a) one and b) two years of HR/OD assistance and are considered by key stakeholders to have contributed to a) demonstrable impacts b) institutionalised changes in organisations – changes to systems etc. Breakdown of data by DAS Program, KPO, SPO, participants/teams Number and % of organisations that progress to more sophisticated levels of engagement with the Facility moving towards self sufficiency Description of activities undertaken by the Facility specifically to assist organisations to make better use of existing capacity Descriptions of success stories in organisations Reasons for non-application of competencies and capacities in organisations and whether Facility related or not	Student and organisation data bases : REAPS Records of action plan conferences Annual KPO organisational review KPO (dashboard) self assessments Annual DAS review Special purpose methods Organisation case studies AusAID program and other evaluations Reports as for scholarships	That organisations have appropriate structures, incentive systems, leadership etc to support implementation That the Facility and the organisation have been able to successfully identify where work needs to be done on these other elements and have included them as part of the HR/OD plan

NARRATIVE DESCRIPTION	PERFORMANCE MANAGEMENT INFORMATION	MEANS OF VERIFICATION	ASSUMPTIONS
Objective 3 *of component 2* To enable individuals and organisations to *build and maintain relationships*, share *and build on enhanced competencies, capacities, and lessons learnt from research and knowledge synthesis initiatives*	Scholarships and awards Number, type and % of returned scholars who have undertaken activities to share what they have learnt a) within and b) beyond their organisation. Description of what they have done, and any effects Numbers, types, location and quality of activities undertaken by PA3i Numbers, types and % of returned scholars who participate in alumni activities to share learning and nature of their involvement Membership levels in the various chapters of PA3i from year to year Numbers, types and % of returned scholars who maintain contact with Australia through the Alumni Association, continuing contacts with their host universities in Australia, or other means for up to 3 years. Factors that have affected the capacity of returned scholars to take on a wider impact e.g. career trajectories, participant characteristics	Student data base Records from Action Plan conferences for REAPs Records from Annual KPO organisational review Analysis of Alumni records - Alumni data base Tracer studies Special purpose methods as part of IPR Reports 6 month reports Annual reports IPR	Organisational leadership and support for sharing what they have learnt e.g. willing to give time to do so, fund expenses Credibility of the scholars/ teams within/ beyond their organisations Career structures that are appropriate for promoting or locating returned scholars, teams, individuals so that they can share and build on what they have learnt. Incentives and culture of organisation Gender and other characteristics of scholars that may affect sharing, career Adequacy of capacity of organisations for purposes of twinning and other partnership arrangements
	Other HR/OD support Number, type and % of teams who have undertaken activities to share and further develop learning a) within and b) beyond their organisation Number, type and % of organisations that have developed plans for further HR/ OD development and extent to which HR staff in KPOs and SPOs take on more active roles in HR systems and processes Description of what PAHRODF has done to engage organisations in sharing and to encourage them to build on what they have done, including networks established, activities and outcomes of networks Description of twinning and other partnerships that are established and active and outputs and outcomes of those partnerships Examples of KPOs and SPOs that have received packages of assistance over one or more years that a) demonstrate and b) do not demonstrate progressive development, sustainable organisational impacts Factors that have affected the progress of KPOs, SPOs, & partnerships	Data base of organisations Administrative records Annual KPO organisational reviews Organisational exit interviews KPO (Dashboard) assessments Organisation case studies Reports 6 month reports Annual reports IPR	
Outputs **of Component 2** *Output 1:* Appropriate types and quality of HR/OD support are delivered: • by or through the Facility as planned • to targeted organisations, groups of organisations and individuals • in order to enhance and better utilise individual competencies and strengthen organisational capacity Specific indicators are included in a separate table: output indicators for component 2	Scholarships and awards: Extent to which processes for matching applicants to universities and courses are effective. Extent to which pre-departure processes for preparing awardees are effective Extent to which appropriate processes are in place to prepare host universities Extent to which there is effective support for the awardee while in Australia from the Facility, the awardee's organisation and within Australia Extent to which there is effective support for scholars upon return to the Philippines to assist them to adjust and to use what they have learnt and nature of support given Extent to which alumni are involved in all of the above Comparisons for all of the above across different types of students (gender, age etc), over time and with other scholarship programs	Administrative records Student data base Course relevancy survey ASG reports on scholarships Pre- departure survey Administrative records Feedback from Australian universities Special purpose methods Academic progress survey Reports 6 month reports Annual reports IPRs	Student preferences for universities that are unrelated to best educational opportunities (e.g. preference for particular locations) Availability of appropriate mentors in organisations Interest of students in maintaining engagement with the Facility during and after the scholarship experience Willingness of Alumni to contribute to the various support processes
	Other HR/OD support Extent to which organisational needs and types of HR/OD support that would assist have been effectively identified Extent to which selection of, capacity building of, support for and quality assurance of service providers has been effective Extent to which the HR/OD support provided to organisations is relevant and high quality as indicated by level of satisfaction with it	KPO organisational self assessments Organisation Data base Exit interviews with KPOs Annual KPO org. review Administrative records Participant satisfaction surveys LSP debriefs Special purpose methods Reports 6 month reports Annual reports	Willingness of organisations to engage in organisational assessment processes Availability of appropriately qualified service providers KPO preferences for particular types of HR/OD support that may or may not be the most appropriate for optimal capacity development

NARRATIVE DESCRIPTION	PERFORMANCE MANAGEMENT INFORMATION	MEANS OF VERIFICATION	ASSUMPTIONS
Output 2 of component 2 Engagements are established and maintained: • in appropriate ways by the Facility • with strategically selected organisations, groups of organisations and individuals • to identify their needs with respect to development of competencies and capacity in relation to DAS programs and the wider DAS agenda and • to develop their plans for organisational development.	Scholarships and awards Number of applicants relative to number of scholarships offered for each of the applicant profiles and targeting of specific organisations Number of applicants *selected* relative to number of scholarships offered, distribution across applicant profiles and any other agreed targeting criteria in a particular year Breakout of both of the above by DAS programs and participant type Comparison of all of the above from year to year Description of activities undertaken to market the scholarships with reference to applicant profiles, gender and disability Description of processes used to select scholars from amongst applicants and what is done in relation to gender, disability and to ensure transparency, equity and probity	Administrative records including minutes of meetings of the Facility Co-ordinating Committee Facility data base of students Special purpose methods to explore reasons for interest or lack of interest Reports 6 month reports Annual reports	There is sufficient interest in Aust. scholarships in KPOs and amongst potential applicants that meet applicant profiles – perceived benefits outweigh the costs KPOs are prepared to nominate the most appropriate people GoP / AusAID policies facilitate nomination of most appropriate people
	Other HR/OD support Number and types of organisations receiving services from the Facility over the last reporting period and cumulatively Extent of service delivery to organisations ranging from minimal services through to extensive integrated packages of services Extent of engagement with each organisation in terms of number and types of services provided each year and cumulative over time Extent to which Facility clearly and consistently applies processes to determine level and nature of engagement with organisations Number and % of engaged organisations falling fully or partially into various categories of engagement at time of 6 monthly and annual reports – new; engaged/ progressing; substantial /strategic progress; outward focus; disengagement –self sufficient; discontinuation (why?) Number and types of incentives offered and delivered for productive engagement and information about the effectiveness of those incentives	Organisation database Administrative records Annual KPO review Reports 6 month reports Annual reports IPR	KPO willingness to engage in organisational assessment processes needed to identify appropriate levels of engagement KPO willingness to establish HR/OD contacts for working with the Facility to assist with institutionalising better HR and OD practices.
Component 3: Research, knowledge synthesis (KS), management and diffusion **Objective** To enable individuals and organisations to *build and maintain relationships*, *share and build on enhanced competencies, capacities, and lessons learnt from research and knowledge synthesis initiatives*	*Development of knowledge and enhancement of organisational capacity* Summary of lessons learned and implications from research and knowledge synthesis projects and initiatives a) about service delivery that is relevant to DAS programs and GoP programs and b) HR/OD Extent to which organisations report that they developed and built on competencies and capacity in the course of conducting research projects or through CD activities and engaged in knowledge synthesis initiatives Other benefits to the organisation of participating in these initiatives, e.g. through study programs, exchanges, book writing projects, workshops, conferences etc. *Use of knowledge products* Extent to which there is evidence of use of products and findings from research, KS initiatives by a) GoP organisations b) AusAID, e.g. through workshops, publication of research products or policy dialogue processes on HR/OD issues Focus of research and knowledge synthesis information and products that are used: a) relating the HR/OD b) other issues e.g. related to specific types of services Information about the types of use and benefits arising from use	Extraction of lessons learnt from Research and KS products and reports Exit interviews with organisations engaged in research, KS etc initiatives and projects AusAID reports Annual DAS review Annual KPO review Reports 6 month reports Annual reports IPR	Research yields information that is useful to organisations Organisations engaged in the research and KS initiatives have sufficient base capacity to conduct high quality research/can collaborate with others that do have that capacity e.g. through twinning Dissemination practices are effective and that the information is immediately relevant to organisational needs
Outputs Research, knowledge synthesis, management projects and initiatives are undertaken and completed as planned; and capacity of research and policy groups enhanced	Research organisations are successfully recruited to undertake agreed research projects and knowledge synthesis, management initiatives (including for such purposes as piloting twinning arrangements) Number, types and quality of knowledge synthesis and research initiatives that are completed and produce useful information Extent to which appropriate support is provided to researchers about issues of relevance to the DAS Number, types and quality of CD initiatives that are completed and result in improved competencies or organisational capacity	Administrative records Exit interviews with organisations Special purpose methods Reports 6 month reports Annual reports	Suitable research organisations of appropriate calibre are available and interested in becoming involved
'Products' of research, knowledge synthesis and management initiatives are distributed as planned	Number and type of reports from research and KS projects and initiatives that are distributed, to whom and by whom they are distributed: a) through the Facility b) through partner organisations Other activities undertaken by the Facility– for diffusion of lessons learnt e.g. symposia, conferences, case study reports on cross-cutting themes (e.g. gender); programs, aspects of HR/OD , sectors	Administrative records Special purpose methods Reports: 6 month reports; Annual reports; Thematic evaluations	Reports are cleared for publication and distribution Organisations want to attend symposia and other knowledge diffusion activities

Table 1: Additional indicators for the Goal: These are for consideration by the MC when preparing the final M&E framework in discussion with the Facility Co-ordinating Committee

PERFORMANCE MANAGEMENT INFORMATION	Means of verification

In relation to results about whether programs are in a better position for implementation as a result of PAHRODF assistance: disaggregation according to whether work with a particular program had been :
i) up to 12 months
ii) 12 months to 2 years
iii) 2 year to 3 years
iv) More than 3 years
and the extent of the involvement (numbers and types of activities, locations, levels of government involved etc) with a program.
Descriptions of any examples where there is compelling evidence that capacity developed as a result of support provided by the Facility has significantly contributed to better service delivery and outcomes for the public
All of the above information for legacy DAS programs that have engaged with the Facility.
Descriptions of achievements (and any impediments created) in relation to other aspects of DAS Agenda not specifically linked to particular programs other GoP reform processes not directly captured in the DAS
<u>Contributing role of Facility and other factors</u>
Descriptions/ case studies of ways in which capacity has either been enhanced or used more effectively due to support from the Facility and what would most likely have happened without Facility assistance – the counterfactual.
If progress has not been made, stakeholder assessment with supporting evidence of reasons why not and categorisation of reasons according to whether they relate to:
   a) adequacy, relevance, timeliness of capacity development support provided through engagement with the Facility
   b) other factors (e.g. changing organisational priorities, external factors; difficulty of issues to be addressed, entrenched value systems)
   c) unknown, difficult to know
and relative influence of these different types of factors
Comparison of perceived level of contributions to programs of Facility activities initiated under the 2004-2010 processes for setting priorities with those of activities initiated in response to the new processes for setting priorities.
Collection of this baseline data should be undertaken prior to the completion of the current (PAHRDF) contract but externally facilitated. The process of doing so would also help to clarify criteria and processes for setting priorities in future.
Comparisons for each year of the contract with previous years of the contract concerning the level of contributions to programs and cross cutting themes.
Numbers and types of targeted DAS and GoP programs and other DAS agendas that report being in a stronger position for implementation as a result of capacity developed with assistance from PAHRODF
Nature of improvements reported and how PAHRODF has made a difference and what would have happened without PAHRODF assistance.
<u>Factors that have affected success</u>
Extent to which the strategic planning process for PAHRODF correctly targeted organisations, competencies and capacities for development that could make a recognisable contribution to improved program delivery.
	Annual DAS review : facilitated discussion with AusAID Portfolio Managers and ratings of success
	
	Annual organisational review with KPOs`
	
	Extraction of information from AusAID APPRs, annual program reports, program and cross cutting theme evaluations
	
	MC Organisation database which includes information reported by organisations about changes that have resulted and factors that have facilitated and hindered those changes
	
	Organisation exit interviews
	
	Reports:
	
	Annual report
	
	IPR

Table 2: More detailed output indicators for component 2

PERFORMANCE MANAGEMENT INFORMATION	Means of verification
Outputs **of Component 2** **Output 1***: Appropriate types and quality of HR/OD support are delivered:* <u>Scholarships and awards</u> ***Extent to which processes for matching applicants to universities and courses are effective.*** Mapping of universities and other tertiary education providers and courses with which the Facility has an established relationship onto the list of standard competency areas that are to be addressed by the Facility (HRD etc) to ensure that adequate potential matches are available. Evidence demonstrating there is an established relationship to be provided Number and proportion of requests from potential scholars that can be addressed by a university (etc) /course with which the Facility has an established relationship Description of any difficulties in doing so and what if anything is being done to address those difficulties Number and proportion of scholars who during placement consider that the match of university (etc) and course was an appropriate one for them Number and proportion of supervisors of students in host universities (etc) who consider that the match between the student and the university/course was an appropriate one Breakout of all of the above by a. DAS programs or wider agenda to which scholarships relate including gender, disability, corruption and environment b. Competency type (HRD, HRM, Sector etc)	Administrative records Student data base Survey on course relevancy Feedback from Australian universities collected through visits and other routine feedback processes ASG reports on findings for scholarships in all countries

PERFORMANCE MANAGEMENT INFORMATION	Means of verification
c. Type of organisation (key partner, strategic partner, public/private, single/group or network of organisations; national –sub-national, other) d. Applicant profile group e. Gender f. Disability g. Age group' h. Level of seniority in organisation Comparison from year to year and with other AusAID scholarship programs *Extent to which pre-departure processes for preparing awardees are effective :* Number and proportion of awardees that report satisfaction with various aspects of pre-departure support Breakout of the above by a. Applicant profile groups b. Gender c. Disability d. Language ability e. Location (e.g. urban rural) f. Age group g. Level of seniority Comparisons of all of the above over years and with other AusAID scholarship programs for which similar data are available Description of pre-departure processes (e.g. briefings given to all students, assistance rendered for accommodation, travel , language assistance, any special assistance relating to gender, disability, actions taken to minimise environmental impacts of pre-departure processes etc) and any variations from agreed processes and reasons for variation Number and location of pre-departure briefing sessions in which alumni participated Number of different alumni involved in pre-departure sessions Description of what has been done to get Alumni more involved in pre-departure sessions *Extent to which appropriate processes are in place to prepare host universities:* Description of processes used to prepare host universities (etc) Number and % of key contacts in universities (etc) receiving scholars who are satisfied with their relationship with the Facility and the support they provide them before and during attendance by the awardee *Extent to which there is effective support for the awardee while in Australia from the Facility, the awardee's organisation and within Australia:* Number and proportion of awardees that report satisfaction with various aspects of support while in Australia Breakout of the above by a. Applicant profile groups b. Gender c. Disability d. Language ability e. Location (e.g. urban rural) f. Age group g. Level of seniority h. With/without family Comparisons of all of the above over years and with other AusAID scholarship programs Description of what is done to support the awardee while in Australia including appointment and briefing of mentors, website for peer support etc and evidence of usefulness of this support to awardees *Extent to which there is effective support for scholars upon return to the Philippines to assist them to adjust and to use what they have learnt and nature of support given:* Number and % of returned scholars from the previous year's intake who are satisfied with their re-entry assistance, including support with their REAPs, support with working with colleagues Number and % of returned scholars returned scholars who receive incentive payments (up to $5000) to assist with implementation of REAPS and description of how those grants were used and to what effect Breakout of all of the above by a. Applicant profile groups b. Gender c. Disability	Pre- departure survey Administrative records Feedback from Australian universities collected through visits and other routine feedback processes ASG reports on findings for scholarships in all countries Special purpose methods such as focus groups and interviews as part of mid term and ICRs Feedback from Australian universities collected through visits and other routine feedback processes Feedback from Australian universities collected through visits and other routine feedback processes Academic progress survey ASG reports on findings for scholarships in all countries Special purpose methods such as focus groups and interviews as part of mid term and ICRs Reports 6 month reports Annual reports IPRs ICR

PERFORMANCE MANAGEMENT INFORMATION	Means of verification
d. Location e. Age f. Seniority Total number of follow-up visits by the Facility to returned scholars in their organisations within the year Number and % of scholars who returned during the last 12 months who received one visit or more Description of other types of support given and any evidence of results of giving that support Extent to which alumni are involved in all of the above Comparisons for all of the above across different types of students (gender, age etc), over time and with other scholarship programs for which similar data are available	

Other HR/OD support
Extent to which organisational needs and types of HR/OD support that would assist have been effectively identified:
Number and % of organisations engaged with the Facility that have undertaken some systematic process of identifying capacity development needs within the last two years
Of those that have had a systematic process, the number and % that have participated in a formal organisational assessment process (in relation to capacity attributes and enabling conditions and individual competencies and organisational capacities) facilitated by the Facility and have produced baseline data against which to monitor their own progress
Number and % of organisations that considered that the Facility's organisational assessment processes, discussion of types of capacity development needed and possible ways of addressing those needs were informative and useful in developing an HR/OD plan
Number and % of organisations that consider that an appropriate and useful range of HR/OD options were put before them by the Facility
Breakout of the above by types of organisation - national sub-national, public private, small-large, program area etc
Description of any types of assistance requested that were not able to be able to be met by the current menu of options and reasons why they could not be met, including any general issues of access (e.g. financial, duration of activity, requirements) or access for particular subgroups (e.g. gender, disability)
Descriptions of innovative solutions proposed by partners and /or the Facility and what the Facility did to assist with the development of such proposals to meet the needs of KPOs.
Number, names and description of scoping studies conducted by the Facility per annum concerning potential new partners, new ways of working with partners (e.g. public/private sector combinations, twinning arrangements, new service delivery options, new service providers)
Extent to which selection of , capacity building of, support for and quality assurance of service providers has been effective:
Extent to which sufficient and appropriate service providers can be attracted to address the identified needs of organisations
Extent to which tendering and selection processes can be shown to have followed agreed tendering procedures
Time taken to mobilise the service providers and timeliness of response to organisations
Number and % of service providers that have been briefed by the Facility about gender, disability, environment and corruption issues as part of their preparation for providing capacity development services to organisations
Feedback from service providers about how they applied gender, disability, anti-corruption and environmental considerations to their HR/OD facilitation processes
Number and nature of other activities undertaken to develop the capacity of service providers in order to improve quality of service and feedback from LSPs on the effectiveness and usefulness of activities
Extent to which the Facility has actively sought to recruit and develop local (e.g. geographical) service provider capacity for purposes of local ownership, relevance and sustainability
Number and types of different service providers and distribution across geographical areas, competency/capacity focus.
Number and % of Service providers that rate Facility selection, management and support processes from high to low; and/or other systematically collected qualitative feedback from service providers to the Facility about these processes.
Extent to which the HR/OD support provided to organisations is relevant and high quality as indicated by level of satisfaction with it
Numbers and types of HR/OD support given across all organisations
Description of packages provided to KPOs and SPOs
Number and % of engaged organisations and teams within organisations that express varying degrees of satisfaction with the Facility management of the relationship with the KPO / SPO
Number, and types of support given (from drop down menu e.g. short and longer term – weeks or months – training, coaching /mentoring; work placements etc) across all organisations and profile of support for each KPO and SPO
Number and % of organisations receiving packages of HR and OD services that express varying degrees of satisfaction with that package of services each year
Number and % of a) individuals and/or b) teams that have participated in HR and OD activities provided by or through the Facility who express varying degrees of satisfaction with each activity in terms of quality of delivery, relevance and opportunity for application, management, resources etc.
Analysis by:
    a) type of activity,
    b) type of service provider,
    c) type of organisation (national-subnational, public private, size)
    d) program
    e) demographics of participants: gender, disability, age, seniority
	KPO organisational self assessments
	Facility Data base of engagement with organisations
	Exit interviews with organisations
	Annual KPO organisational review
	Facility Administrative records
	Participant satisfaction surveys
	LSP debriefs
	Special purpose methods such as information about level of accreditation of service providers, routine feedback from participants to service providers
	
	Reports
	6 month reports
	Annual reports

PERFORMANCE MANAGEMENT INFORMATION	Means of verification
Output 2 of component 2 Engagements are established and maintained: • in appropriate ways by the Facility • with strategically selected organisations, groups of organisations and individuals • to identify their needs with respect to development of competencies and capacity in relation to DAS programs and the wider DAS agenda and • to develop their plans for organisational development. Scholarships and awards Number of applicants relative to number of scholarships offered for each of the applicant profiles and targeting of specific organisations Number of applicants *selected* relative to number of scholarships offered, distribution across applicant profiles and any other agreed targeting criteria in a particular year Breakout of both of the above by • DAS programs or wider agenda to which scholarships relate including gender, disability, corruption and environment • Type of organisation (key partner, strategic partner, public/private, single/group or network of organisations; national –sub-national, other) • Gender • Disability • Language ability • Location (e.g. urban rural) • Age group • Level of seniority in organisation Comparison of all of the above from year to year Description of activities undertaken to market the scholarships with reference to applicant profiles and what is done in relation to gender and disability Description of processes used to select scholars from amongst applicants and what is done in relation to gender, disability and to ensure transparency, equity and probity Comparison of selection processes as described with agreed processes and criteria established in QSM as part of component 1	Administrative records including minutes of meetings of the Facility Co-ordinating Committee Facility data base of students Special purpose methods to explore reasons for interest or lack of interest Reports 6 month reports Annual reports
Other HR/OD support Number and types of organisations receiving services from the Facility over the last reporting period and cumulatively Extent of service delivery to organisations ranging from minimal services through to extensive integrated packages of services Extent of engagement with each organisation in terms of number and types of services provided each year (from drop down menu of short term training, coaching, work placements, on the job assistance etc) and cumulative over time Extent to which there is a match between a) KPOs identified in the Annual FB Strategy and extent of expected engagement with each and b) actual inclusion of KPOs and levels of engagement. Reasons for any variations and implications for the future FB Strategy and for likelihood of providing the HR and OD supported needed by DAS programs Extent to which Facility clearly and consistently applies processes for working with organisations to determine the most appropriate level and nature of engagement. Number and % of all Facility engaged organisations for which an assessment of recommended level of engagement and reasons for that assessment is available. Baseline data to be available for all new engagements. Extent to which those assessments are credible to key stakeholders – FB; Key Partner Organisations, other organisations seeking/receiving assistance Number and % of engaged organisations falling fully or partially into various categories of engagement at a point in time (e.g. annual, 6 monthly) – new engagement, engaged and progressing, substantial and strategic progress, outward focus (diffusion); disengagement through self sufficiency, discontinuation (e.g. through failure to meet administrative requirements, lack of evidence of partner preparedness to institutionalise competency and capacity) Any differences amongst types of organisations in what works with respect to point of entry for engagement and continuing partnering arrangements between the Facility and the KPO. Match between a)nature and extent of engagement and b)priorities established in the annual FB endorsed strategy with respect to programs, KPOs, and general areas of human resource and organisational development capacity Number and types of incentives offered and delivered for productive engagement Information about the effectiveness of those incentives	Facility database of engagements with organisations Administrative records Annual KPO review Reports 6 month reports Annual reports IPR

Annex K– Design Features to Foster Sustainability

Sustainability can be regarded from several different but related perspectives:

- Sustainability of individual learning, organisational capacity and organisational changes to which engagement with the Facility has contributed

- Deliberately and progressively building on and enhancing changes and improvements that occur through engagement with the Facility and avoiding erosion that can result when no further action is taken.

- Reduced reliance on the Facility and increasing self reliance even though the up-front investment may need to be greater for a given organisation.

- Multiplier effects through diffusion

The following features of the design should enhance sustainability.

Strategic targeting of capacity development assistance

Making capacity development an integral part of DAS program planning so that it is well focused and makes more targeted and consolidated use of scarce resources. It is expected that over time AusAID Program staff and their GoP counterparts will become more skilled in identifying how to use capacity development in the most strategic way to support their programs. This will reduce their reliance on PAHRODF for undertaking strategic capacity development planning even though they may still turn to PAHRODF as a centre of HR/OD excellence for assistance in sourcing HR/OD support.

More strategic selection of partners, including consideration of PAHRDF-supported partner organisations to build on or consolidate gains from the previous Facility, and support for changes in the enabling environment, as well as concentration of Facility support with a focus on outcomes. This increases the likelihood that the investment will pay dividends as compared to a less focused approach. At the same time the design incorporates potential to respond to emerging needs and opportunities that will avoid some of the risks of putting 'all eggs in one basket' and allow innovative responses and unexpected benefits to flow.

Ensuring that development of individual competencies is set within the context of other key organisational attributes that affect organisational practices (e.g. leadership, performance management and incentive systems, ICT systems). As needed, other HR/OD support will be provided as part of a package to assist with the development of these other aspects. The design emphasises the importance in many situations of having integrated HR/OD support packages rather than, at the other extreme, isolated interventions with individuals.

Making provision for the Facility to provide HR/OD support to other relevant organisations in the tertiary education and research sector, in the business community and in civil society. Engagement of these organisations can assist with buttressing and reinforcing the reform agenda of government organisations to enhance their likely effectiveness and sustainability. Engagement of groups of organisations (e.g. business and civil society) can enhance the multiplier effects.

Developing capacity to develop capacity

Fostering appropriate local solutions to capacity development for organisational change. This will occur through actively engaging organisations in the development, implementation, M&E of 'Other HR/OD support' plans rather than treating them as recipients of whatever HR/OD support services happen to be on offer.

Employing and developing the capacity of local HR/OD and technical service providers as part of the 'Other HR/OD Support' sub-component and inclusion of a scholarship applicant profile that relates to Capacity Building Organisations. This can reduce the reliance on Australian and other HR/OD service providers. Also the more direct association between those local service providers and organisations can assist with ongoing follow-up as needed to enhance organisational changes.

Focus on developing the capacity of the HRM function in organisations so that over time they will become less reliant on PAHRODF. They will become better at assessing their own organisational capacity, identifying elements that need to be developed, and have a better understanding of what works and what doesn't work as well to develop that capacity. Introduction and initial facilitation of organisational assessment processes, active engagement of organisations in M&E processes will actively foster this development.

Fostering application, consolidation and diffusion of learning, competencies and capacity

Adoption of work based approaches to learning that include Re-entry Action Plans for individuals and teams and other work based projects where capacity development occurs in situ. Follow-up and support for the implementation of these plans (e.g. through mentoring, working with the organisation to see how current obstructions to implementation can be removed) is a key feature of the design.

Incentives for individuals to implement their action plans and to engage in knowledge generation and diffusion activities. As noted in the section on incentives some incentives for individuals who have completed Award programs and for teams who have completed short term training and other types of engagement with PAHRODF will be financial. Other incentives for individuals will be in the form of public recognition that may assist the career prospects of individuals within and beyond their own organisations. These incentives would be additional to the incentive effects of making Awards available for those who can demonstrate that their participation in an award program would make a significant contribution to their organisation.

Engagement of teams so that there is less reliance on individuals, less risk associated with the departure of individuals, greater opportunity for integrated work projects, multiplier effects and mutual reinforcement.

Incorporation of a knowledge synthesis, research and diffusion component in the PAHRODF design to capture and build on what has been learnt. This component includes two key aspects:

1. knowledge synthesis, research and diffusion in relation to what individuals and organisations assisted by PAHRODF have done in their organisations and the impacts on organisational practices, but also what has been learnt about what has helped and

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hindered and what has worked in different circumstances. This enhances sustainability through sharing of experiences, multiplier effects and reducing the need for every organisation to reinvent the wheel.

2. knowledge synthesis in relation to lessons learnt about what works and doesn't work under what circumstances with respect to HR and OD support. The Managing Contractor has a 5 year contract to run the Facility. At the end of the 5 year period the Facility may cease to exist and/or the contractor may change. Knowledge synthesis concerning HR and OD support helps to ensure that at least some aspects of the corporate knowledge and experience of the Managing contractor can be captured for future use by AusAID and GoP organisations in supporting and undertaking organisational capacity development.

Actively engaging individuals (including but not limited to alumni) in knowledge synthesis and diffusion activities of PAHRODF so that what they have learnt and successfully applied is to some extent captured, made more widely available and used, as appropriate, for future planning of PAHRODF strategies and approaches.

Fostering productive levels and types of engagement with organisations

Fostering longer term engagement of key organisations with PAHRODF in order to consolidate and institutionalise capacity development results rather than withdrawing too soon. At the same time processes are to be in place that gradually wean organisations, or parts of organisations, off assistance from PAHRODF. New requirements may however emerge in relation to future DAS program needs as these become apparent.

At the same time, applying criteria, processes and incentives for engaging organisations in ways that foster organisational growth and reduced reliance on PAHRODF. This will include transparent criteria for level of engagement by organisations with PAHRODF that require organisations to demonstrate commitment and a willingness to progress through varying stages of engagement over time. Criteria and incentives (especially those relating to continuing HR/OD support and small amounts of financial or technical assistance as described in the section on incentives) will encourage progression through levels of engagement working towards self reliance and reduced or changed nature of engagement with PAHRODF (and discontinuation in some circumstances)

Fostering long term relationships between the Philippines and Australia

Processes and incentives for more active engagement with alumni. Scholarships and other Awards that involve time spent in Australia have been preserved as a key mode of development to be supported by the Facility. More active engagement of the alumni including the use of incentives has been incorporated in the design. At the same time it is important to recognise that only some and perhaps a minority of alumni are likely to want to maintain an active rather than dormant engagement with PAHRODF, AusAID or Australia more generally.

Piloting twinning arrangements between tertiary education and research organisations. These are expected to promote ongoing and constructive relationships between the organisations and their personnel in the Philippines and in Australia as well as building local capacity.

Annex L – Analyses of Gender and other AusAID Overarching Policy Issues

Gender Dimensions of Human Resource and Organizational Development

1. Enabling Gender Policies and Programs

AusAID's gender policy identifies four key interrelated factors that need to be addressed in development programs in order to advance gender equality. These are: a) access to economic and other resources; b) participation and leadership in decision making; c) respect for the human rights of women and; d) an increased capacity to tackle gender inequalities. The initiatives to respond to these concerns include support for women's access to education and economic resources; promotion of women's participation and leadership in decision making at all levels; and promotion of the human rights of women.

The Philippines, for its part, has pursued various gender equality programs in accordance with the principles of the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and following the action plans of the Women's World Conferences in Nairobi (1985) and Beijing (1995). CEDAW was ratified by the Philippine government in l981 and presently signed also by 185 other countries; it consists of a preamble and thirty articles that calls for the following State actions: (a) the incorporation of gender equality principles in the legal system; (b) repeal of all discriminatory laws and the passage of those that prohibit discrimination against women; and the (c) the establishment of mechanisms like tribunals and other public institutions to ensure the protection of women against discrimination.

The 1987 amendments to the Philippine Constitution included provisions that underscore the country's recognition of the need to promote equality between the sexes, and to advance the rights of marginalized groups, especially ethnic minorities and the poor, to development and quality life.

In its capacity as a policy making body for gender concerns under the Office of the Philippine President, the National Commission on the Role of Filipino Women (NCRFW), was strengthened in the early eighties to address not only welfare issues of women but also problems resulting from structural causes of gender inequality and discrimination. Subsequently, it embarked on the process of integrating the Gender and Development (GAD) approach into government policies, plans, programs, and structures. It is translated in operational language in the 30-year Philippine Plan for Gender-Responsive Development (PPGD) that was adopted in l994. The main thrust of this strategic gender plan is to eventually eliminate all forms of discrimination against women in Philippine society and enable them to actively participate in development. The Framework Plan for Women of the current administration has three objectives: increased economic empowerment of women; protection and fulfilment of women's human rights, including access to basic social services; and gender responsive governance.

The NCRFW is presently managed by a 24-member board of commissioners representing the different national agencies such as the Department of Health (DOH), Department of Social Welfare and Development, and the Department of Interior and Local Government (DILG), and DILG) and non-government organizations (NGOs) working in the areas of labour, media, youth, the peasants, the elderly, people with disability, business, education, and indigenous communities. The active participation of women's groups and women's studies practitioners

in policy making and program development functions of the Commission has been instrumental in making the bureaucracy more gender responsive and sensitive to women's issues and gender equality concerns.

Over the last decade, the Philippine government has pursued the goal of gender equality by working in the 12 areas of concern embodied in the l995 Beijing Platform for Action (BPA). These include, among others, the promotion of women's economic empowerment, protection and fulfilment of women's human rights and promotion of gender-responsive governance. Analytical tools for program planning, implementing, monitoring and evaluation have been developed and widely disseminated to all government agencies. These are supplemented by guidelines for the preparation of gender plans and utilization of gender budgets. There has been continuous training as well of government officials and personnel in the legislative, executive and judicial branches of government to ensure the gender responsiveness of their work. This has been carried out with the support of various multilateral development agencies and through the use of the gender budget.

The efforts of the executive branch of government to address the gender dimensions of economic, political and social issues in the country was supported by different enabling laws and policies. These include the Women and Nation Building Act (l994) which establishes the principles of women's participation in national development and those that protect women from rape, domestic abuse, sex slavery and labour as well as sex trafficking. The Philippines is among the few countries in the word which requires the allocation of at least 5 percent of government agency funds to address gender issues. For women in the labour force, there are now laws that provide for credit to those engaged in micro and cottage industries and to guard against gender discrimination in the hiring and termination of employees. . There is also the legislation establishing the family courts and the women's and child desks in all police stations that now expedite the resolution of cases involving abused women and children. Many of these gender laws and policies, however, have not been fully implemented. Poor implementation can be attributed in part to lack of financial support, indifference or ignorance among agencies or bodies mandated to lead or oversee their implementation, and lack of competence to push the policies through.

To ensure the efficient and effective utilization of human and financial resources for gender programs in the country, the National Economic and Development Authority (NEDA), the National Commission on the Role of Filipino Women (NCRFW), and development partners collaborated in 2004 to develop the Harmonized Gender and Development Guidelines (second edition 2007) to be used by donors and government to guide effective programming and to ensure gender equality gaps are identified and addressed. The Guidelines checklists for Design and for Program Implementation, Management, Monitoring and Evaluation are to be used to inform mandatory annual donor reporting to NEDA on the gender responsiveness of aid programs. To date, effective utilisation of the Guidelines and checklists by both government and donors, and reporting back to NEDA, has been weak. NEDA recommends further capacity building and training for donors and for government agencies on the use of the Guidelines.

The gains from the foregoing initiatives are encouraging. For instance, there has been an increase over the years in the number of female participation in education. Recent data (2006-2007) from the National Commission on the Role of Filipino Women show that more girls (67.35 percent) than boys (58.79 percent) were able to complete their primary education. At the secondary level, there was even a higher completion rate of females (61.87 percent)

than the males (48.39). There were also more females who finished their tertiary education during the academic year 2006-2007.

The country's ranking in the Gender and Empowerment Measure (GEM) reflects the positive outcomes of initiatives aimed at attaining the goal of gender equality. It ranked 28th out of the 116 countries in 1995; 46th out of the 64 countries in 2001, and 35th out of 70 countries. In 2007, the Philippines ranked 6th out of 129 countries worldwide.

The gender gap in women's participation across various professional fields has narrowed as well in recent years. Women are better represented now in professions that used to be male-dominated like agriculture, engineering and law. Males, on the other hand, are increasingly entering what used to be female-dominated professions like health service and teaching.

2. Gender Issues Related to Human Resource and Organizational Development

Despite the aforementioned gains in efforts to advance women's welfare in the country, especially the implementation of measures against gender-based violence and discrimination, serious gender issues persist in the country. Numerous sexist beliefs and practices, rigid structures of class and ethnic inequality, and some destabilizing effects of globalization continue to slow down economic growth and political stability. As mentioned in the AusAID "Mainstreaming Gender in Development" paper:

> *The Philippines rates highly in terms of national indicators for gender equality and empowerment of women... However, women's welfare is undermined by poor reproductive health services, and in particular geographic locations gender differences in access to services is evident. For example, while there is no significant gap in literacy nationally, female literacy rates are lower than males in the Autonomous Region in Muslim Mindanao (ARMM), and male rates are lower than females in some parts of the Visayas and Mindanao.* [13]

Unless decisive and sustained measures are taken to address these issues, the past gains of promoting gender equality in the country will surely be compromised. The serious challenges at present include the persistence of gender inequality in decision making, the prevalence of gender-based violence across social classes and ethno-linguistic groups, and the continuing feminization of overseas labour migration. There is a need as well to strengthen the capacity of government agencies, training and educational institutions, the private sector and civil society groups, from the national down to the village level, to fully integrate the gender equality principles into their plans, programs and monitoring/reporting systems as well as implement the laws especially on women and children.

The Framework Plan for Women notes the gendered effects of armed conflict and identifies the need to enhance women's role in peace building and conflict resolution as a strategy for enhancing gender responsive governance. However, more work is needed to systematically document and act on the gender dimensions of peace and conflict. The Philippines has strong examples of women's skills being organised and considered in preparing for and mitigating

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[13] AusAID, "Mainstreaming Gender in Development: Philippines-Australia Development Cooperation Program 2007-2011, " In Improving Prospects for Economic Growth, Poverty Reduction and National Stability in the Philippines. Canberra, 2007.

the effects of natural disasters. However, women's involvement in disaster risk management is still the exception more than the rule.[14]

Gender Inequality in Decision Making. The significant improvement in female access to education and employment has had very little effects on the extent of their participation in top-level decision making roles, both in politics and governance. Filipino women were given suffrage and the right to run for public office in 1939. In the last 64 years, however, very few (i.e. an annual average of 10 percent of all elective posts) won in elections and assumed key leadership roles in the government's judiciary and executive branches (Silvestre 2001:1). Data for 2007 show that females occupy only 21 percent of the 240 seats in the House of Congress; 29 percent of all positions in the first and second level courts and 5 out of 15 seats in the Supreme Court.[15] It must be noted, however, that the middle level positions—the technical teams operating the bureaucracy—are composed of highly educated women; they occupy 74 percent of all second-level career service positions[16]. However, there are slightly more females (58 percent of the 2.32 million employees) working in the executive branch of government. They dominate the technical or second-level positions while the men are either in skilled (e.g. clerk, driver) or in managerial/executive posts.[17]

Various cultural, political, and economic factors—both personal and structural in nature — continue to impede Filipino women's full and meaningful participation in politics and governance. Among these factors are the persistence of sexist beliefs and practices in both the domestic and public spheres, a male-centered ("*macho*") political culture, women's lack of skills and motivation to assume leadership roles, and inadequate support to enable them to enter politics and effectively perform their work.

Beyond the issue of female representation in decision making is the bigger problem of engaging Philippine politics to respond to women's needs and interests. As past experiences show, increasing female representation in public leadership may not directly and immediately help promote women's concerns. Women leaders have to be sensitized and encouraged to put on the gender lens, so to speak, and in so doing use their power and influence to support pro-women policies, mechanisms, and programs.

Other Gender Concerns in Human Resource and Organizational Development. The Gender Action Plan for the Australia-Philippines Development Assistance Program (December, 2008) identifies several gender issues which can be readily addressed and incorporated into the program designs and expected outputs to be supported by PAHRODF.

On issues related to women's economic empowerment, the Action Plan notes that:
- Employment rates for men and women are more or less the same, but opportunities differ in terms of gender, age and education. Unemployment most affects young women in rural areas and young men in urban areas;
- Employment follows socially ascribed gender roles. Women dominate in sectors such as health, education and domestic work; men dominate in construction, agriculture, fishing, transport and mining;

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[14] *Gender Action Plan for the Australia Philippines Development Assistance Program*, December 2008.
[15] National Commission on the Role of Filipino Women. 2008. NCRFW Factsheet, accessed 7 March 2008
[16] National Statistics and Coordination Board, 2004, http://www.nscb.gov.ph/stats/wmfact.asp
[17] Ibid.

- Women are underrepresented in SMEs and lag behind men in formalizing businesses. Businesses tend to be registered under men names. Women are less able to access training and credit.
- A 2007 ILO study found that in the Philippines, in contrast to international trends, employed women are two to three times more likely to work.

In the area of social development, the Action Plan for Australia-Philippines Development Assistance Program specifically mentions lower budgetary allotment to social services which, therefore, hampers the implementation of programs most relevant to women's protection from harm and abuse, as well as their regular access to health and related information. Although there are more women in tertiary education, according to this report, gender stereotyping persists across the professional fields. There is a need to eliminate stereotypes and sexism in schools and in teaching materials. Among the gender-related social protection issues, old women and those with disability, are most vulnerable to inefficient or weak delivery of social services, to natural disasters and economic shocks. It is important, therefore, that action programs pay special attention to them

Other gender-related governance issues mentioned in the Action Plan that the PAHRODF facility can readily respond to is the need to support the institutionalization of the gender budget initiatives. Work here is hampered by the "broader public financial management challenges of attributing budget inputs to programs and linking them to outputs and outcomes."[18] The popularization of the GAD Harmonized Guidelines across organizations all over the country and the enhancement of skills of personnel in the use of the gender analysis and planning tools are good "moving forward" steps in resolving this problem. Finally, there is a need to support current human resource and organizational developments efforts toward the effective and full implementation of existing laws to protect the rights of women and children.

3. Gender Considerations in the Work of PAHRDF

To guide its implementation, PAHRDF has adopted guiding principles that commit the Facility to promote equal access of women and men to training and scholarship; to ensure learning materials are free of gender-biased stereotypes and to respect gender equality (as well as cultural and religious diversity) in partner institutions; and to collect sex-disaggregated data when it monitor and evaluate participation in its programs and activities. The Facility is achieving gender balance in all its training activities as women account for approximately 58 percent of participants including scholarships. However, an assessment by the Facility of its contribution to gender awareness and sensitivity showed that inputs have been inadequate in the aspect of Gender and Development (GAD). Gender issues were not identified in the project design document. although PAHRDF seems to implicity recognize the following potential issues: (a) training designs and materials, (b) selection of participants to the PAHRDF activities and (c) participants' outputs (e.g. manuals, policies, plans, etc.). The assessment also showed that gender is not a priority among partner institutions and there is minimal capacity and understanding of gender issues among trainees and training providers. In response to the assessment, the Facility conducted a training session for training service providers and partner institutions on mainstreaming GAD in partner organisations.

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[18] Gender Action Plan, December 2008. For the Australia Philippines Development Assistance Program. Unpublished report, page 5.

Following the Harmonized GAD Guidelines, PAHRODF support for gender equality will be guided by concerns revolving around the following issues: support of project leadership, which confers high priority to gender equality goals and facilitates the commitment and release of project resources for gender equality activities; commitment and technical competence of the project management staff to undertake or implement the project's gender equality strategy; willingness of the project to tap external GAD expertise to develop internal capacity; and enforcement of procedures and processes that promote women's participation in project activities and benefits.

The development of commitment and capacity should not be limited to project management staff, many of whom are contracted or not regular personnel of the implementing government agency or unit. To ensure that the gender equality initiatives and results continue even after the end of the project, the following issues of agency participation need to be addressed: Involvement of regular agency personnel in the implementation of gender equality activities; Capacity building of agency officials and personnel in undertaking GAD initiatives; and institutionalisation of the project's GAD strategies through their incorporation in the agency's action plans.[19]

Information and data on gender equality needs to be gathered and made available to inform the program's performance and effectiveness agenda. The Australian Government's commitment to scale up the aid program and improve its performance orientation obliges programs to undertake a number of quality and effectiveness exercises including reporting on Quality at Entry, Implementation and Completion (QAE, QAI, QAC), impact and sustainability, and the Performance Assessment Framework. These inform the Annual Program Performance Review (APPR) and contribute to AusAID's overall Annual Review of Development Effectiveness (ARDE) and Thematic Reports on various sectoral and thematic areas (including Gender). All of these require consideration of and reporting on gender equality as an overarching principle of PAHRODF. Implementing partners will be expected to undertake gender training that is tailored to the initiative in question.

The integration of gender equality and women's empowerment principles and approaches into the work of PAHRODF will be facilitated through the adoption of the gender analysis tools in the Harmonized GAD Guidelines.

Anti-Corruption

The Australia Philippines Development Assistance Strategy (DAS) recognises corruption as a major impediment to economic growth, effective government, and poverty reduction in the Philippines, in part because it undermines aid effectiveness. AusAID's anti-corruption strategy draws on the Philippines National Anti-Corruption Plan of Action, the Philippines Development Forum working group on anti-corruption and governance, and other development partners' experiences. Australia focuses on minimising the risks from corruption to Australian aid funds, and instituting anti-corruption measures directly relevant to the pillars of the DAS program. They include improved internal audits in partner institutions, and community participation in government procurement processes.[20]

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[19] National Economic and Development Authority and National Commission on the Role of Filipino Women, *Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation*, November 2007.

[20] *Australia-Philippines Development Assistance Strategy 2007-2011*, May 2007.

The Australia Philippines Development Assistance Program Anti-Corruption Plan 2008-2011 is a companion document to the DAS. The Plan of Action adopts a mainstreaming approach. There is not a separate anti-corruption pillar added to the Strategy; rather anti-corruption measures are implemented within and across the existing Strategy pillars (Economic Growth, National Stability and Human Security and Basic Education). The plan does not introduce new tools to the assessment of corruption risks, but uses existing tools either developed and owned by the Philippine Government or localised by civil society organisations using international models. As well as being practical, this approach is aimed at giving some impetus to the implementation of actions arising from these analyses. Some of the tools that can be used, and could even be further strengthened, are the Philippine Office of the Ombudsman's (OMB's) Integrity Development Review (IDR) and Presidential Anti-Graft Commission's (PAGC's) Integrity Development Action Plan (IDAP) processes; the Philippines Agency Procurement Index and Procurement Compliance Performance Indicators; and the Sector Performance Audit Reports and Agency Performance Reports of the Commission on Audit (COA). These tools have been previously localised and applied to selected national government agencies and local government units by civil society groups.

The Philippines has a strong civil society, vibrant media and active private sector, all working to put corruption on the policy agenda. A proliferation of good governance advocacy groups has sprouted with the intention of keeping a 'watch' on government and minimising the misuse of public resources, e.g. Procurement Watch and Textbook Watch. The Catholic Church has also been a strong advocate for transparency and accountability. Development partners have also worked to sustain anti-corruption efforts in the public sector. This has included a wide array of interventions in judicial reform, procurement reform, civil service reform, public financial management, and anti-money laundering. The Philippines has been a recipient of Millennium Challenge Corporation threshold programming, for example the RATE (Run after Tax Evaders) project. AusAID assistance has been actively sought in the area of public expenditure management.

The work of PAHRDF in developing governance systems has directly influenced anti-corruption, addressing issues such as: regulatory frameworks for provincial revenue generation; relationships between Chambers of Commerce and professional associations with capacities to promote integrity, ethical conduct, and transparency in the private sector; Quality Business Systems Operations Manual for local government units; merit-based and non-discriminatory recruitment and selection; and standard performance management systems in local government units in compliance with the requirements of the Civil Service Commission. Rather than providing capacity building directly to anti-corruption institutions, the Australian aid program engages with select central agencies, national line agencies and sub-national governments to enhance their internal control systems.

The new MC will include an assessment of risks and vulnerabilities and develop risk mitigation plans as part of the pilot studies on flexible delivery modes (e.g. in-country scholarships where funding may be provided directly to local universities). Finally, the new MC should also ensure that the M&E system and Risk Management plan include mechanisms for potential corruption to be documented, immediately addressed and advised to AusAID.

Disability

Strengthening Australia's focus on disability in the aid program is integral to sustainable development and an essential part of achieving the Millennium Development Goal to improve the well-being of the world's poorest people by 2015. The focus also supports Australia in meeting its obligations under the UN Convention on the Rights of Persons with Disabilities.[21]

With the release of Development for All: Towards a Disability-Inclusive Australian Aid Program in 2008, the Australian Government expressed its commitment to extending the benefits of development to all, and to promoting the dignity and well-being of people with disability. In line with this policy, the AusAID Philippines Program will seek to develop an action plan in late 2009 to address and mainstream disability concerns into the overall country strategy

To ensure that the Facility is actively addressing GOP and GOA's priorites on disabilities, the MC will also develop a Disability Strategy for the Facility within six (6) months of mobilisation. Among the considerations that could be included in the strategy are:

- targeting promotion of ALA Fellowships to solicit applications for short-term professional attachments for Disabled People's Organisations as well as ALA Scholarships to support disability-related research and study in Australia.
- ensuring that adequate and appropriate information is disseminated to people with disabilities, in part through communication with their representative/support organizations
- developing accessible information and assistance will be made available, as necessary, in preparation of applications relying on accessible formats and providing accessible interview processes and location.

Environment

Viewed in the context of AusAID's five key marker questions in the *Environmental Management Guide for Australia's Aid Program*, PAHRODF is not expected to have a significant environmental impact. However, the Facility has provided capacity building to institutions (primarily provincial governments) in environment-related fields. These areas for capacity-building were not explicitly identified up front in PAHRDF given the demand-driven nature of the Facility but were seen as having unintended positive impacts only.

There is very limited monitoring for environmental impacts in PAHRDF's current activity monitoring and evaluation process. The PAHRODF MC should still assess all activities for potential environmental effects and the M&E system should include indicators for environmental impacts should there be any.

The following marker questions will be used to assess the potential environmental effects of the activities for PAHRODF:

1. Is the activity in an environmentally sensitive location or sector?
2. Is there potential for the activity to have an impact on the environment?

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[21] AusAID, *Development for All: Towards a Disability-Inclusive Australian Aid Program 2009-2014*, Canberra, November 2008.

3. Is the explicit, or implicit, aim of the activity to have a positive environmental impact?

4. Is the activity relevant to multilateral environment agreements?

5. Will the activity have significant negative environmental impacts?

Annex M – Risk Matrix

Key: H – High M – Medium L – Low

Risks	Probability	Impact	Risk Mitigation	Responsibility
Program Design				
1) The time frame for support provided by the Facility may not be adequate to ensure sustainable reforms.	M	M	1) Commit to multi-year engagements with partner organisations, as appropriate. Encourage a culture of continuous improvement among partners and focus on strategic, complementary and mutually reinforcing investments, including those that can enhance the enabling environment for HR/OD issues.	MC, FB (through Strategic Plans) & FCC (through endorsement of HR/OD Plans)
2) Partners see PAHRDOF solely or primarily as a mechanism to secure training opportunities.	M	M	2) Target organisations that are clearly committed to organisational change and comfortable with PAHRODF's objectives, strategies and modus operandi.	MC, FB & FCC (through targeting & selection of partner organisations)
3) GOA policies, e.g. re Australian standards, risk limiting opportunities with respect to flexible delivery modes, e.g. twinning arrangements.	H	M	3) Support Philippine organisations to develop their capacity so that they meet requirements to allow them to participate in such programs. MC and AusAID engage ASG to explore policy solutions.	MC, AusAID (Manila and ASG)
4) Additional or unforeseen demands made on the Facility during implementation could diminish its effectiveness.	M	M	4) Annual Strategy Plan be clear on parameters for support in any given period.	FB (through endorsement of SP), MC (through implementation)
Program Management				
5) Lack of effective partnership arrangements, especially with GoP, could affect overall management of the program and realisation of objectives.	L	M	5) Engage Facility partners consistently and effectively (at a sufficiently senior level) through regular consultations and planning processes, including through the FB and FCC.	FB, FCC, MC (through support for FB & FCC), AusAID (Program Enabling Unit)
6) The inherent complexity of PAHRODF, e.g. multiple themes, cross-cutting interests, potentially diverse partners etc., enhances the overall management challenge in the program.	M	M	6) Hire capable managers with strong communications skills, support regular engagement with senior level PAHRODF stakeholders (GOP officials and others) through FB, FCC and other means, on DAS priorities, cross-cutting themes and strategic planning related to the Facility. Have formal agreements with partner organisations which outline roles and responsibilities. .	MC (recruitment of appropriate staff and preparation of agreements), AusAID (Program Enabling Unit) (support coordination on cross-cutting issues)
7) The Facility may be challenged to manage the wider menu of capacity development options.	L	M	7) The MC will have to engage appropriate staff (#s and skills) to effectively deliver the range of CD options on offer.	MC (recruitment of appropriate staff); FB (strategic oversight)
8) Reliance on applicant profiles for promotion and selection of awardees will require a more intensive process with the risk that the new processes will not be well understood and could fall short of expectations.	M	M	8) Ensure clear communications with PAHRODF's stakeholders on the applicant profiles and the overall approach to awards.	MC (communication with stakeholders), FCC (approval of applicant profiles)
Program Implementation				
9) PAHRODF activities are responsive to partner 'demands' but are not clearly aligned with the Facility's overall vision and strategic orientation.	L	M	9) Convene the Facility Board early in the program to establish clear agreement on the Facility's strategic directions, including considerations re targeting and selection of partner organisations and types of activities to be supported. Ensure strategic directions, priorities and procedures are understood by Facility staff and communicated clearly to PAHRODF stakeholders through regular communications.	FB, MC

Risk			Treatment	Responsibility
10) The absorptive capacity of partner organisations could preclude assistance adding as much value as expected, and could affect sustainability.	M	M	10) Establish realistic expected results with partner organisations which reflect: the partner organisation's absorptive capacity, the Facility's capacity to deliver, and the potential influence of external or internal factors on the effectiveness of the assistance or the sustainability of results. The Facility should also ensure that absorptive capacity is properly assessed and factored into the HR/OD proposals.	MC, FB (through targeting), FCC (through review & endorsement of HR/OD plans)
11) Some experimental initiatives, including pilots, may not yield demonstrable or easily measurable results, particularly in the short term.	L	M	11) Agree on realistic results with respect to innovative or experimental activities, recognising that it might take considerable time for some to 'bear fruit'.	MC, FB (strategic advice), FCC (advice on new modes of delivery)
12) Departure/transfer of highly skilled and trained staff could reduce sustainability of organisational gains realised through PAHRODF.	M	M	12) This is partly addressed by proposed elements (e.g. use of REAPs, broader engagement with partner organisations, building capacity of TSPs) and by GOP requirement for awardees to serve in government after completion of training. PAHRODF will reinforce by focusing on institutionalisation of broader changes in the work environment through 'integrated packages' of support. More innovative and holistic approaches, supported through the HR/OD Plans (developed by the department or agency, with support from the Facility), may also motivate staff to stay on for longer periods of time with their Department or agency.	MC, FB (targeting), partner organisations (incentives for beneficiaries to remain engaged)
Complementarity of Initiatives				
13) Lack of a clear policy framework, implementation capacity or political will for civil service reform, could undermine efforts by the Facility to promote synergies or encourage multiplier effects; it could also affect sustainability of organisational changes.	M	M	13) Policy issues can be addressed by AusAID directly through its engagement with GOP counterparts or through the AusAID sectoral activities. The Facility will also support practices, as well as research and dissemination activities, that can potentially contribute to policy dialogue on civil service reform. PAHRODF will also have many opportunities to support strengthening of implementation capacity.	AusAID (through policy engagement), MC (through HR/OD programming, including research activities and support for policy engagement)
14) Lack of strategic complementation or effective coordination with other Managing Contractors and delivery organisations for AusAID-sponsored priorities could limit the impact of PAHRODF activities, particularly if other programs have different approaches and methodologies for capacity building.	M	M	14) Effective, ongoing dialogue and coordination with AusAID partners (e.g. through regular meetings with team leaders (or other staff) from other facilities/projects within the DAS), including during the annual planning process. AusAID's Program Enabling Unit will have an important role to play in supporting cross-program coordination.	MC, AusAID (Program Enabling Unit), FB (provision of strategic direction)
15) Changing AusAID priorities, (i.e. under the DAS) could affect targeting strategies and relationships with partners	L	M	15) Maintain a reasonable degree of flexibility in PAHRODF to ensure responsiveness to new or changing DAS priorities. Close engagement with AusAID Canberra to ensure up-to-date guidance on priorities.	
Engagement of Partner Organisations				
16) Lack of commitment from leaders in partner organisations could reduce PAHRODF's effectiveness. At the national level, risks may include lack of consensus/commitment among leaders in large departments, frequent turnover of senior staff or politicization of decision-making. Risks at the sub-national level may include the weak capacity of local administrations and the influence of local politicians on LGUs.	M	M	16) Target and select organisations whose leaders have demonstrated a commitment to change and who are prepared to commit resources to reform processes; verify commitment of key stakeholders as part of the organisational assessment process and support leadership of partner organisations throughout implementation, e.g. REAPs. Strengthen decision-making capacity of partners through HR/OD interventions.	FB (targetingcommitted organisations), FCC (assessment of HR/OD proposals), MC (support strengthening of partners' organisational capacity, including leadership)

17) Local stakeholders may be reluctant to fully embrace the more integrated approaches to capacity development under PAHRODF which may be seen as overly demanding.		L	M	17) Communicate clearly with prospective partners in advance of the targeting and selection process and ensure the selection is informed by an understanding of the partner's commitment to PAHRODF strategies and approaches. In terms of the approach to programming: start small, deliver results and demonstrate the benefits of more integrated approaches to CD.	MC (communication with partners), FCC (assessment of proposals & selection of partners)
18) Limiting the number of PAHRDOF partners could lead to resentment among prospective partners (e.g. other organisations supporting DAS priorities), or former partners seeking follow up support.		L	L	18) Communicate targeting and selection criteria clearly to Filipino stakeholders early on and consistently. Provide support, as necessary, to 'legacy' partners based on clear strategies for graduation/ disengagement.	MC (communication with stakeholders), FB (strategy)
GOP Engagement					
19) GOP is not fully committed to PAHRODF and does not see it as a key mechanism for supporting human resource and organisational change.		L	M	19) Ensure active engagement of GoP partners in PAHRODF, e.g. through FB; and ensure stakeholders are aware of PAHRODF's contributions to other AusAID programs.	MC (support for consultative mechanisms and and & informal exchanges with GOP, FB and FCC (engagement of GOP partners)
20) The limited level of GOP resources available to target organisations will impact directly on their capacity to commit to sustainable HR/OD initiatives.		M	H	20) Factor availability of GOP partner resources into selection process and programming decisions. Provide modest support, e.g. infrastructure, to support changes processes.	MC, FB & FCC (targeting & selection)
21) Participating organisations (e.g. supervisory staff or senior management) may not support trainees or may not facilitate the application of their newly-acquired skills.		M	M	21) PAHRODF staff work closely with partner organisations on development of the REAPs and actively support their implementation and monitoring of results arising.	MC, Partner Organisations (support for REAPs)
External Risks					
22) Security issues in Mindanao could reduce the level of strategic engagement, and hence, effectiveness of the Facility in that area.		M	M	22) Monitor security situation in Mindanao on an ongoing basis and consult with local partners as to its effect on programming.	MC & FB (monitoring of context)
23) Possible leadership changes following the 2010 elections could slow the momentum in favour of reforms.		L	M	24) Engagement of senior level officials (e.g. through the FB) should help to ensure reforms supported by PAHRODF are sustained, regardless of leadership changes. Targeting and selection processes should also focus on organisations with strong senior management support for HR/OD issues and PAHRODF objectives.	FB (engagement of senior level officials), FB& FCC (targeting and selection)