Evaluation of the Philippines Australia Human Resources and Organisational Development Facility

Prepared for DFAT

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Abbreviations and Acronyms

AAS	Australia Awards Scholarship
ADB	Asian Development Bank
AIP	Aid Investment Plan
AQC	Aid Quality Check
CPO	Core Partner Organisation
CSC	Civil Service Commission
DBM	Department of Budget and Management
DFAT	Department of Foreign Affairs and Trade
DHOM	Deputy Head of Mission
DILG	Department of Interior and Local Government
DPWH	Department of Public Works and Highways
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
GAD	Gender and Development
GDP	Gross Domestic Product
GPH	Government of Philippines
HR	Human Resource
HR/OD	Human Resource and Organisational Development
HRODF	Human Resource and Organisational Development Facility
ICSP	In Country Scholarship Program
IP	Implementing partner
KM	Knowledge Management
KM&D	Knowledge Management and Dissemination
LSP	Learning Service Provider
M&E	Monitoring and Evaluation
NEDA	National Economic Development Agency
PA3i	Philippines Australia Alumni Association
PAHRODF	Philippines Australia Human Resource and Organisational Development Facility
PRIME-HRM	Program to Institutionalise Meritocracy and Excellence in Human Resource Management.
PSO	Purpose Specific Organisations
PWD	People with Disability
REAP	Re Entry Action Plan
ROI	Return On Investment
TA	Technical Assistance
TIEGF	Trade and Inclusive Economic Growth Facility
ToC	Theory of Change
TVET	Technical and Vocational Education Training
WoG	Whole of Government

Table of Contents

1   Introduction

Background and rationale

One of the major objectives of the Australia's aid program in the Philippines is to build stronger institutions for transparent and accountable governance. Since its mobilisation in 2010, the DFAT-funded Philippines Australia Human Resources and Organisational Development Facility (PAHRODF or HRODF or the Facility) has delivered a wide range of capacity development activities at both national and provincial levels: the Facility has indeed provided over 35 national government agencies, local government units, and non-government organisations with HR/OD interventions, has managed the Australia Awards Scholarships (AAS), and has piloted different modes of awards such as the Institutional Partnerships and the In-Country Scholarships Program (ICSP).

PAHRODF helps build foundations for good governance by addressing public sector partner organisations' human resource and organisational development needs, thereby contributing to a more competent public service. It supports organisations whose mandates directly further development priorities and can contribute to wide-reaching institutionalisation of reforms (Core Partner Organisations or CPO), as well as related organisations, as reflected in the Country Program Strategy (Purpose Specific Organisations or PSO).
Under PAHRODF, work development objectives are tailor-fit to each partner organisation. It aims at improved individual competencies, increased organisational capacities and change readiness, and ultimately improved service delivery to clients. The Facility conducts an organisational assessment of each partner organisation to determine unique needs and organisational priorities. This serves as basis for implementing programs that may feature all or a combination of the following key service delivery mechanisms: short-term trainings, mentoring and advisory support, and post-graduate scholarships through Australia Award Scholarships.

The Australia Awards Scholarships serve as targeted investments in support of efforts to modernise and strengthen government institutions. The facility also brokers partnerships between Australian and Philippine universities for research collaboration and joint degree program delivery (Institutional Partnerships). In order to increase policy and sectoral expertise to strengthen the impact of the Aid program, PAHRODF has also created a research grant scheme to inform its and its partner organisations' decision-making.

As the Facility is scheduled to conclude in September 2017, a review of its implementation, successes and failures is timely to inform the next phase of investment. This report summarises the findings of the Review (Section 2), presents answers to the key Review questions as conclusions (Section 3) and suggests recommendations for the future phase of DFAT investments (Section 4).

Objective and scope

The purpose of the Review is to assess the effectiveness and efficiency of the delivery of scholarships, alumni and technical assistance delivered under the HRODF, with a view to inform future DFAT investments in this area. Given the broad scope of the Facility and the limited resources for the Review, the assessment focuses mainly on the Australia Awards Scholarships (AAS) component and its attached features such as the Institutional Partnerships, ICSP and Alumni management functions. The delivery of technical assistance under HRODF is also considered, with a view to informing how the upcoming Trade and Inclusive Economic Growth Facility (TIEGF) can best make use of that support mechanism.

The Review aims to improve the model of the DFAT Awards and Alumni program, for the next phase of investment in the Philippines. The specific objectives of the Review are to provide recommendations on:

1. The best modality for the AAS based on HRODF's experience, and the delivery of Australia Awards internationally.

2. The selection process of partners, beneficiaries, and areas of study: the ratio of open or targeted scholarships in light of Australia's priorities in the Philippines and the identification of partner government agencies and industry/sector linked to these priorities.

3. The type, level and mechanism of engagement with alumni.

4. The modality of delivery, including the roles and responsibilities of different stakeholders and the suitability of the governance mechanisms, monitoring and evaluation (M&E) processes, and protocols to address gender issues.

5. The best ways to provide technical assistance and how it should fit in the Trade and Inclusive Economic Growth Facility.

Methodology

Based on these objectives, the review has been framed around the following key questions:

1. What are the most effective and relevant types of DFAT Awards in the Philippines?
2. What are the most successful ways of selecting beneficiaries for DFAT Awards in the Philippines?
3. How to most effectively and efficiently support DFAT scholars pre, on and post awards?
4. How to most effectively and efficiently engage with Australia alumni?
5. What are the most effective implementation arrangements to fulfil core functions of the Awards and Alumni program in the Philippines?
6. In what ways is the delivery of the technical assistance successful, and why?

The answers to these questions have been sought through the collection and analysis of qualitative data, including:

- A review of documents and websites linked to the PAHRODF activities, DFAT programs and policies and other scholarship programs (see Annex 1). This review provided contextual and benchmark information for the assessment, and enabled the evaluation team to develop lines of enquiry for in-country interviews;

- Interviews with a range of key informants, including representatives of DFAT Philippines post and desk, and the awards and alumni branch; the Facility implementation team and Learning Service Providers (LSP); Partners Organisations; other bilateral donors funding scholarships in the Philippines; Australian universities hosting AAS scholars; and Philippine universities involved in institutional partnerships (see comprehensive list of stakeholders consulted in Annex 2). A summary of the information gathered is presented in comparative tables in Annexes 3 to 6; and

- A series of discussions with the DFAT management team at post, before during and after the in-country visit to confirm key objectives and issues to investigate, set interviews with relevant stakeholders, debrief on key findings and conclusion from interviews and develop the report structure. The close collaboration between the Review and DFAT management teams has hopefully ensured this report addresses relevant questions and provides valuable information for future DFAT investments in the Philippines.

The Review presents a synthesis of perspectives and opinions collected about HRODF operations over the last 5 years. A healthy number of respondents from a category of stakeholders has enabled some comparative analysis of the answers to inform the findings and conclusions. As such, these have also been shaped by DFAT's own judgment on its performance.

This report

This report is structured as follows:

- Section 2 presents the Review findings around five key performance criteria: relevance, effectiveness, efficiency, M&E and knowledge management, and gender and disability. For each criterion a brief comment on the rounded performance of the Facility is provided, followed by more specific considerations of the AAS component1.

- Section 3 presents the Review conclusions as answers to the six key Review questions. Based on an interpretation of the findings, these articulate lessons on the types of awards in the Philippines; the selection of awards beneficiaries; the support to scholars pre, on and post awards; the engagement with alumni; the awards implementation arrangements; and the use and delivery of technical assistance to the Government of the Philippines.

- Section 4 presents the Review recommendations for future DFAT Awards and Alumni program. It suggests separate considerations for the awards, alumni and technical assistance (TA) components.

2 Findings

2.1 Relevance

The Facility

The Facility is well aligned with the current set of DFAT priorities outlined in the Aid Investment Plan (AIP 2015 - 2018). This Plan frames the Australian aid program in the Philippines as one contributing factor to the strong bilateral relationship, and defines its overarching goal as 'to accelerate inclusive economic growth and political stability'. Bureaucratic capacity is identified as one of the top three constraints to economic growth (together with poor infrastructure planning processes, and unequal access to education) and the need to support national, sub-national and local levels of government is recognised to ensure long lasting development gains. The Facility fits adequately under the objective 'Building stronger institutions for transparent and accountable governance', identified as fundamental to the country's prosperity and stability. The assumption behind that fit is that the development of human capacity in the civil service is an effective response to the challenge of weak institutions and corruption, and ultimately will lead to improvement in the quality of governance in the Philippines. While this assumption seems reasonable, change in capacity alone (i.e. changes in knowledge, attitudes, skills and aspirations[2]) is a necessary but not often sufficient condition to produce behavioural changes of individuals, let alone organisations[3]. Of further relevance to the Facility, the AIP states that it is not the size of the program per se which is important but rather its ability to leverage change, and it suggests that aid be delivered in ways that it produces catalytic effect both on reform efforts and capacity of the Philippines government. The HRODF model of support, i.e. the provision of customised HR/OD interventions, including technical assistance (TA) [4] and scholarships to oversight government agencies such as the Civil Service

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[1] Findings about the AAS component cover the Facility experience with additional awards, such as ICSP, institutional partnerships and short-courses.

[2] Knowledge can be understood in this context as learned information or accepted advice; attitudes focus on beliefs, opinions, feelings, or perspectives; skills refer to mental and physical abilities to use new or alternative practices; and aspirations refer to ambitions, hopes, objectives, or desires.

[3] Though residing usually outside the sphere of control of a DFAT-funded program such as the HRODF, changes in motivations factors and incentives structures (e.g. salary and working conditions) as well as changes in opportunities (e.g. promotion) are also often necessary conditions for behavioural changes.

[4] For this report, TA refers to the all customized HR/OD interventions provided by the Facility excluding the Australia Awards Scholarships.

Commission (CSC), Department of the Interior and Local Government (DILG), and Department of Budget and Management (DBM), is adequate in that regards.

The alignment of the Facility objectives on the current Philippine government's agenda remains to be confirmed, once the new administration releases its national development strategy. At an agency level, the demand-driven identification approach of the HRODF activities – through the organisational assessment and a collegial decision-making process - ensure the alignment of the support provided with HR/OD objectives and priorities. Such process empowers Partner Organisations and is often said to trigger and help with setting these priorities in the first instance.

The Philippines' AAS

The Philippines' AAS aims to develop recipients' knowledge and skills to drive change and help build enduring people-to-people links with Australia[5]. Two scholarship categories are funded: targeted scholarships for Partner Organisations employees to support mutual priorities of the Australian and the Philippine governments; and open scholarships are for Filipinos (from the public and private sectors) planning to pursue postgraduate studies related to approved priority areas[6]. Both categories have their rationale, and their coexistence under the HRODF umbrella is a product of the historical development of DFAT programming. Both pursue development objectives, and the REAPs of the private and CSO's awardees from the open category are designed to contribute to DFAT and GPH agreed priorities. The targeted scholarships are directly relevant to the Facility objectives. Partner agencies play a central role in the selection of awardees (including identifying their field of study) and the provision of scholarships is linked to Partner Organisations' objectives/strategic plan. The complementarity of the scholarship with the Facility TA support is appreciated and regarded as an effective mechanism to achieve sought-after HR/OD objectives.

Awardees are mostly middle-managers in Partner Organisations, with few exceptions. The rationale for targeting mid-level managers is to prepare middle managers for leadership positions and thus build the capacity of the Philippines government and improve Australia's relationships in the civil service. Middle managers are particularly important in the Philippines context because they hold career positions and perform strategic and technical roles which give them significant influence in the organisations. The choice of middle managers also reflects the reality that studies funded often require 1-2 years of absence from the organisations, which senior leaders are less able to do.

Further, most senior managers are co-terminus to the head of the agency and are politically appointed which can make them less appropriate for long term scholarships, particularly where the focus is capacitating an agency in the medium to long term.

It is hard for the Facility to ensure awardees are the best candidates to fulfil institutional needs given the majority of the decision making on scholars occurs within the government agency itself. While agencies must link scholarships to an Organisational Assessment or Human Resources and Organisational Development Plan developed by the Facility, ultimately, the Facility and the Embassy have a limited role in the selection of specific individuals. Indeed, selection of candidates are determined by units/offices within the specific government agency. This is no longer consistent with the global approach to Australia Awards candidate selection which suggests a more open and competitive process.

The open and targeted scholarships category are both geared towards building enduring people-to-people links with Australia. The relevance of such mechanisms to pursue developmental and political objectives is sound, provided a well-designed recruitment process enables the systematic selection of influential individuals. The complementary nature of these scholarships with other DFAT investments is also relevant,

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[5] *See AAS Infographic promotional material and information brochure*

[6] *The priority areas of study fluctuate. For the 2017 Intake the are: Trade and Economics, Local Economic Development, Infrastructure, Peace and Development, Governance, Basic Education, Foreign Relations, Organisation Development /Human Resource Management and Development, and Mining and Mining-Related Fields*

provided systematic linkages are drawn between the field of studies and the AIP sectors/priorities. On both cases expectations from the Embassy are that the Philippines AAS could do better. A bigger pool of applicants to choose from (i.e. higher applicants / scholarship ratio) would help raise the quality of awardees in this category, and ensure precise matching of field of study with DFAT priorities. This can be achieved through deeper and wider recruitment campaigns.

Contextual changes in DFAT, Australia and the Philippines, reinforce the necessity for the AAS to be clear and precise on the objectives it seeks to achieve. The AAS is funded in a DFAT context where increasingly development, political and trade investments coexist to pursue the national interest. In Australia, international education is a sector that now weighs close to $20 billion annually, and as such is one of the largest export industries in Australia and is the largest services export, well ahead of tourism[7]. Beyond the DFAT environment, the context of the Philippines economy has also evolved with a continuous growth over the last five years (hovering around 6% of GDP annual growth[8]), providing an increasingly large segment of the population with the means to pursue tertiary education, sometimes overseas (as illustrated by the 6000 Filipinos coming annually to Australia to study). In parallel the national tertiary education sector has also strengthened over the years. Institutions are better placed to provide rigorous academic programs and the Philippine Government is more able to support these programs and/or attract foreign institutions to deliver them (as illustrated by the recent call for Australian institutions to deliver Masters in Education[9]).

2.2 Effectiveness

The Facility

The Facility has been effective in achieving its development objectives of improving individual competencies and Partner Organisations' organisational capacities. As detailed in the latest Aid Quality Check (AQC, 2016), Partner Organisations 'have shown demonstrated improvements in HR/OD especially in developing job descriptions, recruitment, and performance management'. Examples of successful supported initiatives and reforms were given by representatives of each Partner Organisations interviewed, and these successes were invariably attributed in large part to the responsiveness, flexibility, efficiency and quality of the Facility support. Some interviewed partners reported they would have eventually achieved organisational reforms on their own, but that it would have taken much longer to do so without the assistance of the Facility. Testimony of its effectiveness, some features of the HRODF approach (such as the REAP and mentoring model) have been adopted by other non-supported agencies. Remarkably the effectiveness of the Facility seems to also extend to Mindanao institutions who have less experience in governance, e.g. the growing capabilities for program management and emerging skills in strategic thinking of the supported Bangsamoro Development Agency[10]. Beyond improved capacities and capabilities, the Facility activities provoked widespread changes in Partner Organisations organisational culture and attitude towards HR/OD issues, which are now acknowledged as an essential factor of organisational effectiveness and whose complexities and importance are recognised beyond HR units.

The achievements of the Facility in raising Partner Organisations' capacity is undoubtedly linked to the continuity of its support over the last 15 years (under different programmatic banners). It is also widely linked to its effective demand-driven approach, to the synergy of the TA and scholarship support, and to the innovative features such as Re Entry Action Plans (REAP) and mentoring mechanisms. These two

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[7] See http://www.afr.com/news/policy/education/education-revenue-soars-to-become-australias-20-billion-export-20160203-gmke3k - ixzz4KfHZ731G

[8] See ADB Asian Development Outlook: https://www.adb.org/publications/ado-2016

[9] See https://www.austrade.gov.au/australian/education/news/opportunities/philippines-government-seeks-institutions-for-upcoming-education-scholarships

[10] See AQC 2016. In response to a recommendation from the Independent Evaluation Report, the Facility conducted an Organisational Assessment for three Mindanao-based partner organisations: The Bangsamoro Development Agency (BDA), Bangsamoro Leadership and Management Institute (BLMI) and the Department of Education-ARMM (DEPED-ARMM). These assessments led to the production of an HR/OD Plan for each agency and the Facility ensured that the supported HR/OD interventions (customised and short courses) responded to the priority HRD needs.

mechanisms are applied to all Facility activities (TA, short-courses, open and targeted scholarship), and are perceived as critical to scale-up benefits from individual to organisational levels and sustain improvements over the medium term.

Based on its successes and responsiveness to Partner Organisations' demands, the Facility has built and sustained positive relationships with all Partner Organisations and their senior staff. This has translated to a substantial level of political capital and institutional credibility for the Facility itself and its implementation team. The Embassy perceives a deficit of DFAT visibility behind the Facility. PAHRODF is well-known by the recipients of the assistance. Still, DFAT as the prime bearer has limited recognition. There are standard operating procedures related to pushing the branding of the Embassy in collaterals, communications, and, also appropriate protocols related to the participation and attendance of the representatives of DFAT to events and meetings with partner organisations. However, the perception of a lack of the contribution of DFAT is probably well-founded as evidenced by the fact that some Partner Organisations' representatives interviewed were confused about the identity of the donor behind the support they received. Staff movements in DFAT, rebranding of the AAS and the merging of AusAID with DFAT have contributed to the impression of low visibility.

In parallel, it has been difficult to quantify the cascading impact on whole-of-government systems supported by oversight agencies (such as CSC, DBM, DILG), and generally on the improvement of the delivery of Partner Organisations services. For example, although we know that HR reforms in the bureaucracy have been initiated thanks to the Facility support, we do not yet know what the flow of impact is on users of government services. Though there are counter-examples, such as the CSC Strategic Performance Management System (SPMS) and PRIME-HRM[11], a common narrative is that beneficiary agencies have improved their own HR/OD systems, processes, attitude and culture, but this has not yet translated in widespread improvement in their services (whether to the general population or to other government agencies). Due to a lack of assessment of long-term outcomes, there is not sufficient information to conclude whether this is due to the nature of the support provided, its effectiveness or simply a matter of time. However, one needs to recognise that changes in organisational culture and behaviours does not happen overnight and such cascading impacts take even longer.

The Philippines' AAS

The AAS is successful in raising individual competencies and academic credentials of awardees, and also mentoring skills of mentors and sometimes scholars[12]. Returning scholars use their learnings to achieve their workplace development objectives through the implementation of their REAP. The extent to which they successfully contribute to systemic changes in their organisation (public or private), as a result of the skills gained through their sponsored study/course, is a case-by-case story. However, the introduction of the REAP and mentoring mechanism for all scholarship awardees, whether from the targeted and open categories, is invariably recognised as an effective mechanism to achieve such objective. Numerous success stories are cited to illustrate that point, some of which are contained in the 'REAPing results' annex of the latest available Facility M&E report (Report #8 – February 2015). The cases of awardees from the open category (sometimes from the private sector) who are mentored by Partner Organisations staff has reportedly engendered noticeable benefits for all parties.

To complement the scholarships mechanism, the Facility has trialled different awards modalities. For instance, in response to a recommendation from the Independent Evaluation Report (2013) concerning the need to build Filipino institutions' capacities, the Facility has brokered eight institutional partnerships between

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[11] *PRIME-HRM assesses the agency's human resource management competencies, systems, and practices toward HR excellence in four areas: recruitment, learning and development, performance management, and rewards and recognition). It is currently owned by the Civil Service Commission and has been rolled out across the whole of the Philippines bureaucracy.*

[12] *Some participating Australia universities require each new awardee to be mentored by a fellow awardee from the same country who has already been in Australia for one year. This has the double advantage of providing support to a newcomer, and developing mentoring skills for awardees.*

Australian and Filipino universities for research collaboration and joint degree program delivery, most of them offering short courses. A review of these institutional partnerships (2015) found that the Facility was instrumental in the partnerships success, which were also linked to personal connections and the presence of active champions and supporters and the fact that they were guided by the principles of reciprocity, co-equal relations, co-ownership of partnership agreements, open communications, commitment and accountability, and cultural sensitivity. The Facility has also introduced split- or dual- degree delivery of Australia Awards Masters and Doctoral studies: nine Australian Institutions have current partnership agreements with 16 Philippines universities. In addition, an In-Country Scholarship Program (ICSP) was first piloted in 2011-12 and demonstrated the feasibility of such program in the Philippines. Following a positive assessment in 2014, an expanded second phase of the ICSP was launched in 2015 to contribute in building a pool of leaders in the Bangsamoro area. The Facility also launched a competitive research grant scheme in 2013 and various research studies have been funded covering topics recommended by Partner Organisations who then benefit from the research findings.

There is limited clarity around the objectives and strategy of the Facility support to alumni engagement. Basic engagement activities have been organized (e.g. networking events, grants scheme, alumni awards), however there is scope for more creative initiatives. For instance, there has been limited engagement with the job market and/or key private sector organisations that are aligned on Australia priorities in the Philippines. A critical dimension of an alumni program is ensuring access to individuals and as such the development and maintenance of a comprehensive database is a key asset of any alumni component. In the Philippines, the alumni database has been established under HRODF and progress in tracking down alumni individuals have been achieved (just over 1000 members), but there is still a long way to go if the database is to include all AAS scholars, let alone fee-paying Australia alumni.

2.3 Efficiency

The Facility

The Facility implementation arrangements and governance mechanisms is adequate. Considering the wide scope of its activities and the multitude of stakeholders involved, the services provided by the managing contractor offer an efficient solution for the transactional management of the Facility. The implementation team comprises a group of experienced professionals whose responsiveness in answering DFAT requests is recognised, as well as its ability to sustain a high level of engagement with a wide range of stakeholders. The level of communication between the Facility implementation team and the DFAT management team is deemed as appropriate by both parties.

There is widely shared satisfaction with the functioning of the Facility Board, technical committee and tripartite meetings. The composition of the Facility Board has evolved and the inclusion of the Department of Budget and Management (DBM - in addition to NEDA, CSC and DFAT) is considered as positive. The number of CPO has recently been reduced to 12 partners selected on the basis of their alignment with DFAT priorities. The regular tripartite meetings between representatives of individual Partner Organisations, DFAT and the Facility team are effective mechanisms to harmonise priorities and ensure alignment of HR/OD plans and interventions. The rigour and efficiency of the procurement and selection of Learning Service Providers (LSP) is praised and the quality of the services provided recognised.

As a cross-cutting program, the Facility is often requested to support other DFAT investments and their counterparts. The Facility team ensures an ongoing dialogue and coordination with other DFAT sections to identify opportunities of collaboration with their counterparts, and share lessons and knowledge products. This has increased the risk for the Facility to over-commit and be pulled in directions that are not its priorities. Changes in DFAT structure and a high turnover in the DFAT management team have increased that risk. Navigating these constraints, the Facility has managed to remain focused on its priority - the support of Partner Organisations - and has managed to continue supporting agencies where changes in HR/OD practices has gained momentum.

The Philippines' AAS

According the latest AQC, 'the management of the Australia Awards continues to be efficient and compliant with Canberra guidelines.' The level of support provided to awardees before, during and after their study/course is extensive. All pre-awards support is managed by the Facility (including advertisement, selection, pre-departure briefing), while the vast majority of on-awards support is provided by the hosting institutions, and post-awards support (debriefing, REAP, mentoring) is again managed the Facility. Though the Facility is perceived as delivering effectively all its services pre and post-awards, the Embassy is concerned about a lack of analysis of the marginal costs and benefits of each discrete service. DFAT sees a potential for efficiency gains in the pre-departure briefings and post-awards debriefings based on a more accurate understanding of these marginal costs and benefits.

Among all donors interviewed (see annex 3), the AAS is the only program that contracts out the management of its scholarships, all others are managed from the respective embassy with support from the headquarters. This is justified by the size of the program (approximately 120 scholars a year compared to 20 – 30 for most other donors) and the high level of support provided to AAS scholars (in particular, the targeted category of scholarship requires high level of management resource due to the close liaison with Partner Organisations). While it contributes to and ensure the high standards of the AAS pastoral and academic care, the outsourcing of the AAS management limits the depth of the relationship the Australian government is able to develop with its awardees.

Some confusion around the delineation of the alumni community and overlap between the responsibilities of the Facility, the Embassy and the Philippines Australia Alumni Association (PA3i) have resulted in a suboptimal level of engagement with alumni. While the PA3i was initially established as the umbrella association of all Filipino graduates from Australian Government funded degree and training programs, the organisation's reach does not yet cover the broader alumni network that is now being targeted by Australia Global Alumni Engagement Strategy. Initiatives implemented under the direction of Austrade sought to expand the support beyond the PA3i membership and widen the scope of alumni involvement. This has encountered mitigated success. PAHRODF has now received instructions from the Embassy to disengage with PA3i as its secretariat, and at the same time limit its budget support to cover only the Alumni Grant Scheme and the annual General Assembly. There has been so far limited coordination with other stakeholders involved in alumni engagement such as the Department of Defence and the participating universities themselves.

2.4   M&E and Knowledge Management

The Facility

At a transactional level, the Facility has adequate monitoring processes to understand and report on its core activities and their effect on Partner Organisations' capacities, through a combination of external and self-assessment. Prior to any intervention, HRODF undertakes a formal organisational assessment to establish the baseline; any changes are then tracked against this baseline over time. At the core of its approach, progress is monitored against the 3C's model: Capacity, Competency, and Change readiness. During an intervention, LSP are required to report achievements against their activities, and the Facility team quality assure the information generated. Regular meetings between HRODF, DFAT and the partner agencies triangulate the accuracy of the performance information. The Facility has developed a sustainability framework – the "Install, Institutionalise and Sustain Continuum"[13] and encourages partner organisations to utilise it to analyse the status of the gains of HRODF support. The REAP and their recurrent monitoring are also used to monitor and understand changes. To date, 471 REAPs of both intervention participants and scholars have been completed and the rest of the REAPs are ongoing.

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[13] See annex of Annual Plan 2015-2016

All of these features combined means there is a satisfactory level of performance information at output and lower outcome levels, but there might be less so at higher outcome / impact level.

Though some studies are commissioned to analyse specific impacts further down the Theory of Change, there is limited analytical activities to assess higher level of outcomes (such as the improvement in Partner Organisations services delivery), and therefore limited understanding of the aggregated impact of the support provided. In part, this is due to the timeframe of this type of assistance: it is often hard to measure the impacts of HR and OD interventions before three or four years after they have been provided.

Nonetheless, there have been efforts to elevate the reporting from outputs to actual outcomes. The most recent M&E report (February 2015) outlines the achievements and behavioural changes of partner agencies, and a tracer study on HR/OD intervention participants was conducted in 2016 to determine the relevance, effectiveness and sustainability of the Facility support[14]. There have also been several third party assessments of agencies following Australian government interventions.

For example, In CSC, the Facility engaged several third-party evaluators, such as Pulse Asia to assess client satisfaction of front line services, which generated 'excellent' rating in 2016 from 'very good' in 2014. Another was UK-based Investors in People (IIP), which conferred CSC Bronze Award for its people management practices. The Facility also nominated CSC to the People Management Association of the Philippine (PMAP), an association of private sector HR with more than 1,000 corporate members, which conducted independent evaluation of CSC for which it awarded the People Manager of the year (public sector) in 2014 and Employer of the Year (public sector) in 2015 to the Commission. The Institute for Solidarity for Asia (ISA) awarded CSC for achieving the 4th and last stage of it Performance Governance System (PGS). The HR/OD interventions were aligned with CSC's strategy map and breakthrough goals.

In DILG, the program management capacity supported with HROD intervention, particularly the risk management system, was ISO-certified in 2016.

While these are encouraging signs, more could be done to understand the aggregated impact of the Facility, and systematically utilise performance information into operational and strategic decision-making. There is indeed limited mechanism to systemically link performance information to decision-making, leading to a suboptimal use of M&E as a strategic and transformational management tool. The resignation of the M&E adviser in early 2015 and the decision (driven by budget constraint) to terminate the position has contributed to this situation.

In parallel to its M&E framework, the Facility has developed an effective knowledge management and dissemination (KM&D) strategy and produced a wide range of knowledge products, some of which are REAP outputs others are stories of individual scholars, intervention participants and process owners that document their journeys of transformation. These materials, including more than 60 videos, 30 partnership and intervention briefs, 55 guidebooks/outputs/publications, 70 feature stories/case studies, 15 infographic materials/brochures, and seven researches, can be downloaded on the Facility website for free and are also being distributed to partner organisations and HR practitioners during events organised by the Facility such as the annual HR symposium[15].

The Philippines' AAS

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[14] *This tracer study was administered to participants of customised short-term training conducted during the period 2011-2014. Though the study looks at the application and transfer of skills gained by participants, it only gives limited consideration to the impact of these application and transfer to their workplace and wider environment.*

[15] *Now on its 4th year, this Symposium - the biggest HRODF learning event organised in cooperation with the Civil Service Commission - has gathered more than 4,000 private and public participants over the years. It is a venue to share best practices in human resource and organisation developments and provides an avenue for the Facility to disseminate selected researches, share good practices of partner organisations and distribute the various knowledge products of the Facility.*

The M&E of the AAS achievements follows a similar logic to that of the Facility: individual achievements are monitored through the REAP process, and selected thematic studies complement the information produced. Similarly, there is limited evidence of a strong understanding of what success looks like at an aggregated outcome level – in part due to the weak articulation the AAS theory of change – and limited evidence of integration of performance information in decisions. In the absence of a systematic mechanism to link M&E and decisions, examples of utilisation of performance information generated are anecdotal (e.g. better targeting of AAS advertisement to PWD following recommendation from the Independent Evaluation Report), and limited to transactional needs (e.g. a story bank developed to address the regular requests from Scholarships Branch and provide interesting anecdotes for a global audience).

In terms of assessing the impact at an aggregated level, the Facility commissioned a Tracer Study on Scholarships in 2015. This study was administered on Filipino awardees mobilised within the timeframe of PAHRDF and PAHRODF (2004-2014)[16] and aimed to measure the AAS' effects on the awardees' respective organisations and society in general. Respondents reported positive impact on their well-being, career mobility, and level of knowledge and skills. The organisational impact is reported as the presence of competent and capable personnel who can catalyse changes in their organisations. Beyond that study, there is no real understanding of impact of Alumni engagement or the value of the AAS on the bilateral relationship (for instance as a complementarity tool to other program), given it was not part of the original design of HRODF. This might be a complicated question to answer, but one that is increasingly important to justify the program in a DFAT resource-constrained environment and given the high number of Filipinos studying every year in Australia without the need for Australian government support.

2.5   Gender and Disability

The Facility

A Gender and Development (GAD) framework is widely used in the planning, selection, implementation and monitoring of Facility's activities: from the inclusion of GAD criteria in the organisational assessment of Partner Organisations and the proposal and reporting of LSP, to the gender disaggregation of M&E data and the gender-based content of specific HR/OD interventions, grant proposals[17], prioritised fields of study, and KM products. Partner organisations are taught to mainstream GAD in their HR development plans. Examples of GAD inclusion and improvements in the Civil Service Commission activities include the mainstreaming of GAD in its flagship HR standards and practices; the production of the study entitled "Pathways to Gender Equality in HR/OD Programs" that has been widely disseminated across government agencies; the development of GAD-sensitive behavioural indicators for middle management across the public sector; and the creation of the (REAP-based) Gender Advocacy Project that focuses on improving the capacity of the CSC in gender responsive communication. Despite the high number of examples that can be cited, there is limited evidence other than anecdotal that these achievements have a systemic impact on Partner Organisations behaviour and service provision.

The Philippines' AAS

Similar to the rest of the Facility, GAD considerations are included in a range of AAS activities: for instance gender studies are prioritised as field of study, GAD sessions are included in course counselling and pre-departure briefings, and results from studies are disaggregated per gender (see Tracer Study 2015). These results are encouraging: they show that a majority of female respondents (53% compared to 45% of male) receive a promotion after returning from scholarships, and 62% of female respondents claim better salary,

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[16] *In all, 902 respondents were contacted to answer surveys and a total of 538 responses were received, signifying a response rate of 59.6 percent.*

[17] *The HRODF Grant Scheme for research includes a study piece on the extent to which GAD is mainstreamed in the public (currently under finalisation).*

larger supervision scope, increased financial responsibility, greater role in policy making, and greater technical and operational responsibility. As such these are encouraging signs that the program has an impact on the promotion of women's leadership. However, at a deeper level of behavioural changes, there is limited evidence of changes in scholars' perception of and attitude towards gender equality, and/or of them becoming effective advocates of gender equity in their workplace and community.

The findings on the empowerment of persons with disabilities (PWD) is similar. In response to a recommendation from an independent evaluation (2013), the Facility is now actively seeking opportunities to select PWDs as awardees. It has established a partnership with the National Council on Disability Affairs (NCDA) to help promote AAS to employees and its network organisations. It has also organized over the past three years a yearly roadshow to NGOs catering to PWDs. To encourage more PWDs to apply, it has waived some of the document requirements during application such as the English Proficiency Exam. As a result, since 2014, 31 persons with PWDs have applied to Australia Awards and 7 of these applicants were successful. Though these efforts and results are encouraging and should be celebrated, there is limited evidence of changes in the attitude and behaviours of individuals (with disability or not) and organisations - let alone society - towards people with disability. But as Dandy Victa – a AAS awardees who published in 2015 a REAP report entitled "Work-at-home Entrepreneurship: A practical guide for Filipinos with Disabilities" – summarises: the main challenge remains that people are afraid of trying new things. These kinds of change cannot occur overnight[18].

3   Conclusions

3.1   On the type of awards

The success of a type of awards depend on the objectives pursued. There are different objectives for the targeted and open categories, although both categories are focused on development of the Philippines. The AAS in the targeted category is aligned to the strategic directions of partner organisations wherein they identify the fields of study based on the results of the OA and HROD Plans. This is the same for other types of awards funded by the Facility (e.g. ICSP, partnerships, HR/OD interventions, etc.). In the open category, the areas of study are identified by Australia's whole-of-government priorities.

While considering the objectives of the Awards program, it is essential to look at its context and the fundamental changes that have occurred over the years. From a Philippines' perspective, the economy has strengthened, the middle class is growing, as is the number of households who are able to send their children studying overseas. In parallel, the tertiary education sector is strengthening, and the diversity and the quality of the programs offered have improved. From Australia's perspective, the integration of AusAID into DFAT has meant the aid program now pursues objectives that are more aligned with the national interest and integrated with trade and political interests. The Australian Awards is a DFAT investment where the mix of objectives can coexist (as illustrated by scholarship programs funded by other donors in the Philippines – see Annex 3). In parallel, the importance of Australia's international education sector has grown considerably: weighing close to $20 billion annually, this sector is now one of the largest export industries in Australia and the largest services export, well ahead of tourism[19]. The integration and coordination of that sector overseas and in the Philippines has not improved commensurably. These contextual changes mean the objectives of the Awards program in the Philippines need to be re-visited and clarified.

Experience has shown that, once the objectives are clear, the solutions to achieve them need to be tailored. Between a 'one size fits all' logic that is too rigid and a 'case-by-case' logic that is too resource-intensive,

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[18] See PAHRODF M&E Report #8, p.135

[19] See http://www.afr.com/news/policy/education/education-revenue-soars-to-become-australias-20-billion-export-20160203-gmke3k - ixzz4KfHZ731G

categories of solutions can be created effectively. Two steps can help defining these categories. Firstly, target beneficiary populations should be identified in a more specific and diverse manner than under the current Facility, including e.g. young entrepreneurs, senior politicians/lawmakers, women leaders, opinion-makers from the academia, media and civil society. Secondly a diverse and flexible range of modalities of support should be tailored to target beneficiary populations in response to their needs and constraints (e.g. short–term executive course for senior leaders, business visits for young entrepreneurs, fellowships for academic, media and civil society representatives). These might include scholarships, fellowships, ICSP, institutional partnerships, online programs, executive programs, and TVET courses. Tailoring support mechanisms to targeted beneficiary populations will enable the AAS program to be flexible and make it more agile to respond to well-identified objectives. It would include for instance specific types of study visit to Australian institutions for cohort of politicians and lawmakers, or visit to innovative Australian businesses for young Filipino entrepreneurs. By doing so, the Awards program will support perhaps fewer awardees but the impact on the individual relationships and their benefits for the Embassy is likely to be higher. Given changes in the context with more diverse and complex set of objectives pursued by DFAT, an improved education sector in the Philippines, and an increased population of fee-paying Filipino students in Australia, this is a desirable outcome.

3.2   On the selection of AAS beneficiaries

Though DFAT has not produced a specific study comparing the relevance and effectiveness of the targeted versus open scholarship categories, concerns have been raised on the efficiency and effectiveness of the targeted approach at a global level. These concerns are less related to the principle and adoption of a targeting strategy, and more to the relevance of the group who is targeted, the rigidity of the support provided (long term scholarships only suit certain candidates), and the opacity of the selection process. Centrally, the Australian government is seeking to ensure as many of the scholarships as possible are based on an open and competitive selection process which is consistent with the global approach to Australia Awards candidate selection.

The targeting of a beneficiary population is an effective approach as long as the program uses an open and effective recruitment process, a flexible 'toolkit' of modalities of support, and a strong selection process that is stringently applied. The targeting strategy can focus on institutions (whether public or private), interests or fields of study (key industries or sectors), or individuals (influential leaders, journalists, civil society activists). It has to be aligned with the objectives pursued. For instance, targeting influential public servants from key institutions with a tailored recruitment campaign and flexible solutions seems an effective strategy if the program is seeking to support specific reforms in the public service and strengthen the bilateral relationship in these areas. The open category operated under HRDOF is open in its recruitment and selection process, but is targeting selected fields of training/study. The flexibility and control it offers over the selection of candidates is an advantage. A Facility that is pursuing a mix of objectives should identify and target a mix of beneficiary populations (from selected institutions, sector, industry or regions) and individuals with specific attributes (women leaders, PWD, entrepreneurs) that are aligned with Australia's interest and priorities. Clear links between specific objectives pursued, targeted populations of beneficiaries, and selection criteria should be explicitly established. Should the Facility have distinct development, trade and political objectives, different set of criteria could be developed and applied to attract relevant candidates. For instance, specific training and courses reflecting AIP sectors of priorities (e.g. public finance management) could be funded to pursue development objectives; candidates with expertise in key foreign policy issues (e.g. law of the sea) could be sponsored to undertake tailored executive courses to achieve political objectives; and candidates with network and experience in key industries of interest (e.g. finance or mining) could be sponsored through twinning arrangements or field visits to promote trade objectives. This tailored approach will likely be resource-intensive, and as such should be carefully considered by the next AAS managers.

Though Australian universities might not be a first best choice of destination for Filipinos seeking to pursue studies overseas, Australia is still and increasingly a well-recognised destination. Besides, the demand for such studies is so high that the Awards program does not and will not suffer from a lack of interest if correctly advertised. It should be able to attract among the best and brightest candidates of the country if correctly

targeted. Given the competitive market of international education, an effective advertisement strategy that reaches out far and deep is potentially the most influential factor in the ability of the program to attract suitable candidates. Such a strategy should be tailored to specific categories of candidates the program wishes to attract and entail active participation and appropriate level of support from the Embassy.

The selection of candidates should be based on an open, equitable and competitive process. Criteria should be aligned with DFAT interests/priorities. If the objective is to develop long-term relationship with future leaders, the assessment of candidates should not only cover their academic and professional performance, but also dimensions of their personality and 'soft skills' such as leadership skills, networking skills, intercultural communication, and the ability to live in a foreign context (akin to what other Embassies do, e.g. UK). A stronger role of the Embassy in the selection process would have the advantages of ensuring a tighter control over the assessment of candidates, and providing a tangible opportunity to start a relationship that should be sustained over the long term.

3.3   On the support to scholars

Most aspects of the support provided is dictated by the global AAS standards and guidelines. However, some innovative features have been introduced and tested by the Facility. The REAP and mentoring processes are widely perceived as the most successful innovations of HRODF. They have effectively helped beneficiaries to transition back into their professional environment, as well as facilitated the translation of individual competencies into organisational capacities. Other examples of innovative and effective initiatives cited by Australian universities (see Annex 4) include the use of social media to engage individually and socially with scholars on and post awards; the appointment of an academic supervisor for each scholar; the organisation of a mock graduation (for scholars unable to attend real graduation) where DFAT is invited; and the pre- and post-return debrief to address reverse cultural shock. One of the participating universities runs a mentoring/ buddy system whereby a new Filipino scholar is paired with a senior Filipino scholar who is employed and trained to provide social, mental, and basic academic care. This scheme benefits both the mentees and the mentors who have the opportunity to go home with an extra set of skills. Though provided under the Indonesia AAS a program, another successful innovation mentioned is the involvement of an on-awards enrichment manager who is a Facility staff in Australia and whose task is to seek, create and facilitate opportunities that enrich scholars experience in Australia, e.g. visit of Embassies, Australian Parliament and other institutions, roundtable on public leadership with guest speakers, etc. In doing so, scholars gain a more holistic and memorable experience of Australia. The positive impact of this initiative echoes the feedback that non-academic experience matters as much as academic experience for scholars.

The Facility provides comprehensive support to scholars pre, on and post awards. When compared to other scholarship programs funded by donor partners in the Philippines, the AAS stands out by the nature and depth of the support provided to scholars. From the pre-departure briefing, to the academic and pastoral care provide on awards or the financial benefits granted (including the fact that public servant awardees continue to receive their salary on-awards), the level of support and benefits provided to scholars seems higher than all comparable schemes. It is certainly reflected in the feedback received from Australian universities who manage awardees from different programs (including ADB and World Bank), and who recognise the AAS standards as best practices and utilise them as benchmark to provide support across the board. Such feedback also emphasises the interconnectedness of the academic and non-academic support to the awardees, and the importance of the non-academic experiences in shaping scholars' perception of Australia. An important assumption behind the high level of AAS support is that it creates a positive impact on scholars' experience in Australia, and as such strengthens their desire to engage with, contribute to and promote Australia's interests post-awards. Despite limited evidence of its veracity, this assumption is reasonable in the Philippines context as many voices have praised the Filipinos culture of giving-back and community engagement. Regardless, the high level of investment in supporting AAS scholars requires a clear and effective strategy to sustain their interest in Australia's affairs post-awards.

3.4   On the alumni engagement

An effective awards program is one that manages to continuously engage with beneficiaries after the completion of their course/study. The first and most important aspect of this engagement is the clarity around the objectives pursued. The Australia Global Alumni Engagement Strategy frames a course of action that aims at connecting, mobilising and celebrating the alumni and their achievements. The Facility's engagement with alumni has suffered from a deficit of clarity around the objectives pursued. The objectives of the alumni engagement in the Philippines could be multiple given the broad range of Australia's interest in the country. It could be about promoting opportunities for Alumni's employment; developing the knowledge of alumni, their work colleagues, and their social networks about Australia; promoting selected industry or segments of the Philippines economy that advance Australia's interests; promoting inwards investment by encouraging exposure to Australian expertise in education, research, science and innovation; or promoting DFAT's values and principles (such as poverty reduction, economic growth, and equitable access for women) through targeted actions. The list goes on. In considering these objectives, there needs be clarity around the composition of the alumni population (who is considered as an Australia alumni) and the weight of the AAS alumni population (approximately 120 awardees per year) in comparison to the size of the fee-paying alumni population (approximately 6000 students per year). Regardless of the choices made, a clear articulation on how this links to the AAS objectives on one hand, and DFAT broader goals and priorities on the other, is essential as it will ground the alumni engagement in a wider set of objectives and demonstrate the multi-layered and complementarity nature of that engagement.

As experience has shown, a second important aspect of that engagement is to devise a strategy with clear roles and responsibilities, something that has not always been the case thus far. DFAT needs to play an active role to maximise relationship dividends for the Embassy. It could include supporting leadership activities (such as the Alumni Annual Conference) and professional development (including through online post-award courses) for specific population of alumni perceived as high profile and influential alumni. In fact, the more DFAT plays an active role, the more beneficial the alumni engagement will be for the Embassy. The reason is the main aspect of its success is intrinsically linked to relationships and the good will it generates, and relationships and goodwill cannot be contracted out. What can be managed externally is the organisation and administrative management of the activities. Again, experience has shown that a managing contractor is comparatively efficient and effective in fulfilling these tasks. The role of the PA3i needs to be clarified and the relationship between the association and DFAT managed, therefore resourced.

Once the objectives, strategy and roles are clear, initiatives for engagement need to be creatively developed. As experienced by the Facility, the follow-up of the REAP provide opportunities to engage with scholars (including those from the open category) once they have returned from their study/course. Other forms of creative engagement beyond the usual 'meet and greet' events can and should be developed (see Annex 8 for examples alumni engagement activities). Activities tailored to specific segments of the alumni population (e.g. 'A' list of prominent senior alumni, Women in Leadership Network, or segmented 'circles of influence' of alumni in priority sectors) would foster the emergence and nurturing of key relationships. Strategic engagement with the private sector can be used to promote selected industries in Australia (see for instance the New Zealand's Young Business Leaders Initiative[20] as a comparator) or cementing links with industries of interest in the Philippines. Stronger partnership with major Australian universities (who all have an active alumni association in the Philippines) would help tracking down AAS alumni, as well as supporting the promotion of the Australia education sector in the Philippines. A better integration of existing alumni associations (e.g. Defence and DFAT alumni) under one umbrella would provide efficiencies and coherence in the support provided.

3.5   On the AAS implementation arrangement

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[20] *More information on http://www.asianz.org.nz/content/asean-young-business-leaders-initiative*

The procurement of an implementing partner (IP) services to operate and manage the core function of the AAS and alumni program has proven necessary in the past and is the preferred option for the future. DFAT's decision to subcontract the management of its scholarship program in the Philippines is justifiable by the size of its program and by the nature and intensity of the support provided to scholars. As a rule of thumb, DFAT usually subcontracts the management of its AAS programs that have more than 25 scholarships per year. Going forward, the sub-contracting of the implementation of the Philippines Awards and Alumni program is even more justifiable if the program is to be more flexible, nimble and able to operate as a platform of tailored solutions to achieve a mix of (clear) objectives. Recommendations from this report, such as a more robust and far-reaching advertisement process, a more stringent and sophisticated selection process, a case-by-case tailoring of awards solutions, a more information-driven day-to-day support to scholars, and a more creative and proactive engagement with alumni, require substantial management inputs that would weigh heavily on the Embassy's resources if it was to be managed in-house. In addition, the market is mature enough and rich with experienced operators that have the appropriate contacts, ideas, processes and systems to develop and operate efficiently a program of this complexity.

If the implementation is to be sub-contracted, this does not absolve DFAT of responsibilities. It requires a clear delineation of responsibilities between DFAT and its implementing partner, coupled with the appropriate skillset on both ends. On top of covering corporate reporting requirements, DFAT responsibilities should entail the definition of the program's objectives, the identification of targeted beneficiary populations, the selection of beneficiaries, the engagement with whole-of-government (WoG) partners, the engagement with key public and private partners, the engagement with alumni and the strategic management of the program priorities supported by ongoing use of performance information. This requires dedicated resources with acute networking, communication, interpersonal and strategic engagement skills, as well as knowledge and access to the relevant sections and individuals in the Embassy. Besides financial management, the IP responsibilities should include the identification of creative solutions, the brokering of partnerships with private, academic and public institutions (to source funding, awardees and jobs), and the transactional management of and reporting against the program's activities. This requires experiences with such programs, a wide network in country and sound management, communication and organisational skills. A rigid client/contractor relationship would be counterproductive for the complexity of such program. The selection of the implementing partner should include criteria that refer to its ability to work collaboratively, according to mutually agreed roles and a flexible approach.

Regardless of the implementation arrangement, the future Awards and Alumni program will likely operate in a budget restraint environment, and as such will need to become more efficient on the basis of data and evidence. M&E processes and systems need to be both more detailed and flexible to provide accurate data on the support chain (e.g. marginal cost and benefit of specific steps of the support provided to scholars), and more focused on the big picture analysis and the understanding of what success/impact looks like at an aggregated level. Management processes and systems need to become more cognisant of performance information at all levels, and integrate this information in adaptive measures and behaviours, i.e. reacting to opportunity where and when they arise and scaling back activities where and when anticipated results are not forthcoming.

3.6   On the technical assistance

HRODF use of programmatic technical assistance (TA) is widely perceived as an effective way to address identified HR/OD issues of Partner Organisations. The positive perception is largely due to the participatory and demand-driven approach implemented by the Facility and the subsequent high relevance of its support for Partner Organisations. The efficient selection and mobilisation and the quality of LSP staff and services provided is also cited as a factor of the Facility impact on Partner Organisations' structure, processes and behaviour. The use of TA therefore seems an effective and efficient mechanism to develop Partner Organisations capacities. Though less documented, it also seems an effective entry point to establish and nurture relationships.

Though effective to fulfil emerging needs, the impact of ad-hoc TA requested under a tasking note format is difficult to apprehend and measure. Initiated by other DFAT sections, these requests often bear little relevance to the HR/OD agenda, are unrelated to the Facility's core mandate and activities, and could be better articulated, framed and/or contextualised. The Facility's limited ability to performance-manage the activities, often coupled with an absence of change sponsor, M&E/reporting, and REAP, mean they are perceived as having limited impact on partner organisation's capacities and rather perceived as an administrative burden for the Facility.

Lessons from the Facility experience with the use of these two categories of TA can be summarised as follow. First, the effectiveness of TA as an ad-hoc and flexible mechanism of support depends on its alignment with clear and specific objectives. Second, TA is an effective modality of support to build relationships and develop capacities, together and/or separately. Third, TA requires sound administrative, M&E and financial management processes that should not be underestimated. Fourth, TA is most effective when utilised as a complementary mechanism of support to other long term modalities (e.g. scholarships, infrastructure or budget). Fifth, the impact and benefits of TA needs to be assessed and understood as much as the impact of other mechanisms of support.

4 Recommendations

4.1 The Future Awards Component

Recommendation 1: Clarify the objectives of the awards program

While a decision to continue funding the Awards and Alumni program has already been made, it is essential to identify and agree on the program's purpose and objectives. In line with DFAT mandate, the Australia Awards could be used as a catalyst to pursue three broad range of objectives: development (raising capacities and competencies of individuals/organisations in need), political (developing and strengthening strategic relationships and networks) and trade (supporting strategic Philippines economic sector, promoting Australian industries and sectors of choice, promoting and coordinating the international education sector). The objectives pursued should be strategically chosen and clearly related to the broader set of DFAT goals and interests in the Philippines. A program theory of change (ToC) articulating the overall rationale and scope (why are we investing), the different levels of objectives (what are we trying to achieve) and the assumptions behind them (what are major influences /necessary conditions outside the program's control) should be developed before the program is tendered out. The development of the program's ToC should:

- Include stakeholders such as different sections of DFAT at post (DHOM, political section, Austrade) and in Canberra (Awards and Alumni Branch), and possibly representatives of the Department of Education and Training in charge of the National Strategy for International Education 2025;

- Be seen as a process where ownership and agreement of parties are fostered, rather than just a product;

- Include a program logic diagram and a narrative describing the flow of expected changes throughout the diagram, the major assumptions behind that flow, and the linkages between the various elements/components of the diagram.

In defining the program scope and rationale, the following contextual elements should be considered:

- Philippines' continuous economic growth and the growth of a middle-class able to pursue education in Australia, as illustrated by the annual 6000 fee-paying students in Australia;

- The growing maturity of the Philippines education sector and the capacity of local institutions to offer quality programs, cater for specific/on-demand education needs, and form international partnerships, as illustrated by recent experiences on PAHRODF;

- The economic importance of the international education sector which has become Australia's largest services export (well ahead of tourism) and Australia's third-largest export (after coal and iron ore) industry, and the comparatively low integration and coordination of that sector in the Philippines.

Finally, the objectives of the program should be aligned with:

- Australia newly released *National Strategy for International Education 2025*[21]*;*
- Australia Global Alumni Engagement Strategy and the upcoming Australia Awards Global Strategy;
- Australia Aid Investment Plan in the Philippines, and the complementary nature of the Awards and Alumni program with other DFAT investments in the Philippines.

Recommendation 2: Identify targeted beneficiary populations and develop a flexible toolkit of support

A targeting strategy should be developed based on the objectives pursued, and identify for each category of objectives (the why) a specific population (the who) and an approach to reach them out (the how). The strategy could focus on institutions (whether public, private or civil society), economic or academic interests (key industries or fields of study), and/or categories of individuals (community leaders, influential women, journalists, civil society activists, artists, athletes). It could target different populations at different time, and justify why it does so in relation to the different objectives pursued in the ToC. Besides a targeting strategy, a flexible toolkit of support is needed. Depending on the objective pursued and the targeted populations, it would include long-term scholarships, short-term courses, fellowships, in-country scholarships, institutional partnerships, online programs, executive programs, coaching programs and TVET courses. Two categories of tools could be identified: a core category would include standard tools that require less tailoring and that can therefore be applied to a larger number of beneficiaries (i.e. scholarships, online programs, TVET course), and an ad-hoc category would include tools that are tailored to specific situations or selected beneficiaries (e.g. short-courses, executive programs, coaching programs). Split (one tool, different service providers) and blended (different tools, same or different providers) approaches should also be part of the available solutions. Given their proven value, the REAP and mentoring mechanisms should be kept for all types of awards if possible.

Recommendation 3: Re-balance and re-prioritise the support on candidates and alumni

Once selected, awardees are provided with comprehensive support on and off campus, pre and on awards. Without diminishing its importance, this support is likely to continue since most aspects are dictated by the global AAS guidelines and standards. Given the importance of the quality of applicants, the future Awards program should re-focus its support on beneficiaries before they become awardees and after they are scholars, i.e. on advertising and reaching out to possible candidates, on recruiting and selecting applicants, and on engaging with alumni in the Philippines. Again, tailored strategies for different targeted populations might be required, involving direct partnerships with selected public sector, private sector, civil society and academic organisations. The pastoral care roles of the program implementation team and participating universities should be clearly defined to ensure continued support on-awards. An on-award enrichment program that brings together awardees while they are in Australia and offer them opportunities to expand their knowledge of Australian public, private and civil sector institutions off-campus, should be considered.

4.2   The Future Alumni Component

Recommendation 4: Clarify the objectives and membership of the alumni network

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[21] *See* https://nsie.education.gov.au

The purpose and objectives of the alumni engagement should be clarified. If not included in the awards program ToC[22], these objectives should be described and articulated in a separate theory of change with clear linkages to the awards one. They should also be aligned with the wider goals and objectives of DFAT in the Philippines (see example from DFAT Indonesia in the box below). Similar to the awards ToC, the clarification of the alumni objectives should include all relevant stakeholders and the process should be valued as much as its product.

DFAT Alumni Enhanced Engagement Strategy in Indonesia (2016-2020)

The mission of DFAT alumni engagement in Indonesia is the promotion of Australia's national interests and the enhancement of the prosperity of Australia and Indonesia.

To realise this mission, the strategy identifies four objectives for the alumni engagement:

- Objective 1: Promote Australian excellence as a global provider of high quality education and research

- Objective 2: Support Australian business, trade and development cooperation linkages and initiatives

- Objective 3: Develop a network of active ambassadors and advocates of Australian interests and viewpoints.

- Objective 4: Increase coordination and efficiency in relation to Australian- Indonesian alumni engagement.

The delineation of the alumni community is an important part of the clarification process. An alumni network that includes non-award (full-fee/private), PA3i members, formal and informal university-based alumni groups, Defence scholars, Australia Awards and the New Colombo Plan alumni is emerging. The integration of all these alumni populations under one network is well aligned with the Australia Global Alumni Engagement Strategy. It will likely increase efficiencies and enhance the coherence of the public diplomacy efforts. Though there are some commonalities at a broader goal level, the objectives of the engagement are likely to differ from one population to another. The level of engagement that can be reasonably expected from a fee-paying alumnus is indeed different than the one from an AAS scholar who has completed a fully-funded masters' degree in Australia. Similarly, the objectives of the engagement with the Defence alumni are likely to be different than those with the AAS alumni. This might require differential sets of objectives per category of alumni, however these categories are defined and structured.

Recommendation 5: Devise a strategy of engagement with clear roles and responsibilities

Once the purpose and objectives of the alumni component are clear, efforts must be focusing on increasing the reach of the alumni network. A strategic approach to the engagement should be identified and DFAT should play a leading role in the development of the strategy. It should include a segmentation of the alumni population into audiences with tailored approach for each audience, and the delineation of clear roles and responsibilities between DFAT, the implementing partner and the alumni organisation(s). Wherever relevant, it should also include strategic partnerships with key organisations from the private (e.g. key industries that are aligned with Australia political and economic interest), civil society (e.g. interest group aligned with DFAT principles such as women economic empowerment lobbies) and academic sectors (e.g. Australia academic industry peak body).

Recommendation 6: Develop creative activities and initiatives tailored to specific groups of alumni

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[22] *The importance and specifics of the alumni component might warrant a separate theory of change that includes wider public diplomacy objectives than the awards one.*

Successful engagement demand creativity, pro-activity, network and resource, all of which should be effectively provided by an experienced implementing partner. The development and organisation of specific initiatives should therefore be the prerogative of the implementing partner, as long as DFAT visibility is high and the Embassy remains the prime beneficiary and in control of the relationships with alumni and strategic partners. Flexible, opportunistic and tailored initiatives should be pursued with specific sub-groups of alumni, alongside the standard initiatives organised for alumni engagement (see Annex 8 for examples of activities)[23].

4.3 The Future TA Component

Recommendation 7: Ensure clarity and coherence of objectives of ad-hoc TA

Technical assistance is often an effective and efficient mechanism to leverage change. Its flexibility is a great asset for a program that evolves in a dynamic context. The use of TA should always be aligned with specific objectives, and contextualised in a capacity development role. Often pressured by counterparts' request and the desire to take immediate action, the temptation to use TA through tasking notes in a capacity substitution role is sometimes too great to resist. While it might be an effective means to build relationships, the use of TA through tasking notes should always be framed in a longer-term objective of building individual and/or organisational capacity. As such, TA is an effective complementary tool to other support mechanisms, and its impact is the greatest when aligned with clear objectives and used in a strategic manner to build relationship and counterpart capacity.

Recommendation 8: Ensure proper management and visibility of TA

To be effective, TA support needs clear objectives but also requires an appropriate management structure. If used on a large scale, the administrative and performance management of advisers is resource-demanding and require sound recruitment, financial, and M&E processes. This is typically best provided by a managing contractor. Since TA involves mostly people-to-people relationships, the visibility of DFAT behind the TA support needs to be ensured. This requires ongoing dialogue with tight feedback loops between the advisers/ service providers, the implementing partner / manager and DFAT.

Recommendation 9: Ensure an understanding of the impact of TA

The impact of TA can be subtle and complex, and therefore hard to measure. It is nonetheless essential to understand the changes it catalyses at individual and systemic levels. Changes in behaviours are often influenced by changes in capacity, but not only. Incentives, motivations and opportunities are also important influential factors, and TA might not always be the most appropriate answer to all these factors. The success of TA as a support mechanism is often a function of circumstantial factors (such as personalities and relationships) that are often hard to predict and/or assess. Robust M&E practices should monitor the context of TA and ensure TA remains relevant. To be transformational, such practices should identify focus on generating information that are influential on decisions.

The impact of TA should also be understood in a dynamic manner: as often with relationships, benefits are accrued and realised over the mid to long term. The HRODF is a case in point: the impact of the TA provided is widely recognised as in large part a direct result of the implementation team's ability to navigate the complexities of the Partner Organisations HR/OD needs. Having accrued success with a plethora of these organisations for a number of years, one of the greatest impact of the Facility is yet to be realised: the goodwill that has been generated by and around the implementation team will undoubtedly yield dividends long after the Facility has stopped. The ability of DFAT to tap into that goodwill will define the nature and intensity of its benefits for the Embassy.

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[23] *The Indonesia Alumni Engagement Strategy 2016 - 2020 provides useful examples of how to cover an expanded alumni community with a targeted approach for different audiences.*

Annexes

Annex 1: List of stakeholders consulted

DFAT
- Mat Kimberley, Deputy Head of Mission – Australian Embassy Manila
- Daniel Featherston, Counsellor– Economic Section
- William Tan, Portfolio Manager - HRODF
- Estrellita Boskovic, Program Officer- HRODF
- Pablo Lucero, Senior Program Officer- HRODF
- John Alikpala, Portfolio Manager - Economic Section
- Ming Toh, First Secretary – Economic Section
- Erika Montero-Geronimo, Portfolio Manager – Governance
- Felicity Lee, First Secretary – Education Section
- Mr Peter Carreon, Senior Program Officer - BEAM ARMM
- Anthony Weymouth, Counsellor and Senior Trade Commissioner - Australian Trade Commission
- Natasha Monks, Trade Commissioner Philippines and Micronesia - Australian Trade Commission
- Lt. Col. Tim Lopsik, Assistant Defence Attaché - Defence Section
- Ritzel Pulma, Defence Cooperation Program Coordinator - Defence Section
- Fiona Cruise, A/g Director - Philippines Desk
- Simone Corrigan, Policy Officer - Strategy and Finance Section, Australia Awards and Alumni Branch
- Kayte Davidson, Assistant Director - Strategy and Finance Section, Australia Awards and Alumni Branch

PAHRODF Implementation Team
- Ms Milalin Javellana, Facility Director
- Mr. Mark Flores, Deputy Facility Director
- Hazel Brondial, Scholarships Adviser
- Inday Sarona, Mindanao Adviser

Learning Service Providers
- Ms. Tita Puangco, President and Chief Executive - Ancilla Consulting
- Ms. Marichu Suarez, Owner – DevConsult

Core Partner Organisations
- Mr. Florante Igtiben, Director IV ICTS Division - National Economic Development Agency
- Alicia dela Rosa-Bala, Chairperson - Civil Service Commission
- Atty. Robert S. Martinez, Commissioner - Civil Service Commission
- Arthur Luis Florentin, Executive Director IV - Civil Service Commission
- Ms. Editha dela Pena, Director IV Office for Human Resource Management and Development - Civil Service Commission
- Ms. Leah Mejias, Assistant Bureau Director, Capacity Building Bureau, Department of Social Welfare and Development

- Mr. Joel Cruz, Director Human Resource and Administrative Service - Department of Trade and Industry
- Ms. Hazel Joyce Doplito, Officer-in-Charge of the Training and Development Division, Department of Trade and Industry
- Ms. Ardeliza Medenilla, Undersecretary - Department of Public Works and Highways
- Ms. Angela Abiqui, Director Human Resource and Administrative Service - Department of Public Works and Highways
- Ms. Laura Pascua, Undersecretary - Department of Budget and Management
- Ms. Andrea Celene Magtalas, Director, Department of Budget and Management

Other Donor Partners
- Mr. Colin Glen, 2nd Secretary for Communications - British Embassy Manila
- Ms Patricia Cheongliong, Scholarships and Digital Diplomacy Officer - British Embassy Manila
- Michael Klecheski, Deputy Chief of Mission - US Embassy Manila
- Counselor Tatsuo Kitagawa, Director - Japan Information and Culture Center Manila
- Ms. Jenny de Jesus, Japan Information and Culture Center Manila
- Mr Matt De Witt, Deputy Head of Mission - New Zealand Embassy Manila
- Rune Raphael Ylade, Aid Program Manager - New Zealand Embassy Manila
- Mr Mattias Lentz, Deputy Head of Mission - Delegation of the European Union in the Philippines
- Thelma Gecolea, Public Affairs Officer - Delegation of the European Union in the Philippines

Australian Universities
- Ms Lynne Williams, Scholarships Coordinator - University of Newcastle
- Ms Catherine Fitzgerald, Regional Coordinator (International Scholarships) - University of Queensland
- Ms Ngan Le, Student Recruitment - Australia National University
- Ms Catherine Nevon, Scholarships and Bursaries - University of Melbourne
- Ms. Amy Wan, International Scholarships/Global Recruitment & Mobility - University of Sydney
- Alex Salvador, International Sponsored Student Advisor - James Cook University

Filipino Universities
- Dr. Herman Mendoza, Department of Mining, Metallurgical and Materials Engineering - University of the Philippines
- Dr. Philipina Marcelo, Dean Faculty of Engineering - University of Sto. Tomas
- Dr. Marites Tiongco, Dean School of Economics - La Salle University

Others
- Ms. Katrina Marie Santillan, Former Scholar
- Ms. Jean Loyola, President - PA3i

Annex 2: List of documents and websites consulted

I.   Websites

Australia Awards
- Overview http://dfat.gov.au/people-to-people/australia-awards/Pages/australia-awards-scholarships.aspx
- Participating Countries http://dfat.gov.au/people-to-people/australia-awards/Pages/participating-countries.aspx
- Australia Awards Fellowships http://dfat.gov.au/people-to-people/australia-awards/Pages/australia-awards-fellowships.aspx
- Australia Awards Alumni Engagement http://dfat.gov.au/people-to-people/australia-awards/Pages/australia-awards-alumni-engagement.aspx

PAHRODF
- http://www.pahrodf.org.ph/
- http://www.australiaawardsphilippines.org/ (website managed by PAHRODF)

Other Scholarship Providers
- United Kingdom http://www.chevening.org/
- United States http://fulbright.org.ph/scholarship-programs/fulbright-philippine-programs/
- Canada http://www.scholarships-bourses.gc.ca/scholarships-bourses/index.aspx?lang=eng
- New Zealand https://www.mfat.govt.nz/en/aid-and-development/scholarships/types-of-scholarships
- Japan http://www.ph.emb-japan.go.jp/culture/scholarship/
- European Union http://eacea.ec.europa.eu/erasmus_mundus/funding/available_partnerships.php

II.   Documents

DFAT
- Philippines Aid Investment Plan 2015–2018
- Gender Equality and Women's Empowerment Strategy
- Child Protection Policy
- Environmental Protection Policy
- Resettlement Policy

PAHRODF
- PAHRODF Design Document
- Independent Evaluation Report (2013)
- In-Country Scholarships Program Assessment Report
- International Academic Collaboration Report
- Aid Quality Check 2o16 for INI 296 HRODF

- Annual Plans
  - Annual Plan 2010 - 2011 (Interim)
  - Annual Plan 2011 - 2012
  - Annual Plan 2012 - 2013
  - Annual Plan 2014 - 2015

- Annual Plan 2015 - 2016
- Monitoring and Evaluation Reports
    - Monitoring and Evaluation Framework and Plan
    - Monitoring and Evaluation Report 1
    - Monitoring and Evaluation Report 2
    - Monitoring and Evaluation Report 3
    - Monitoring and Evaluation Report 4
    - Monitoring and Evaluation Report 5
    - Monitoring and Evaluation Report 6
    - Monitoring and Evaluation Report 7
    - Monitoring and Evaluation Report 8
- Strategy Paper
    - Strategy Paper 2011 – 2012
    - Strategy Paper 2012 – 2013
    - Sustainability Paper 2013 -2014
    - Transition Paper 2014-2015
- Tracer Studies
    - Tracer Study Report (2015)
    - Tracer Study – Participants of HR/OD Interventions (2016)

Australia Awards Scholarship

- Australian Global Alumni Engagement Strategy 2016–2020
- Australia Awards Investment Design Good Practice Guide
- Australia Awards Investment Design Good Practice Guide Appendices
- Australia Awards Scholarships Assessment and Selection Guide (A Practical Guide to Managing the 2017 Selection Process)
- Best Practice in Scholarship Selections 2017
- Quality at Implementation Report for Australia Awards Scholarships: Long-term Awards 2013
- Aid Quality Check for INL495 – Australia Awards Scholarships – Intake 2015
- Building Women's Leadership: The Contribution of Australia Awards Scholarships
- Australia–Vietnam HRD program Design Annexes
- Australia–Vietnam HRD program Design Document
- Concept Note Australia Vietnam Human Resource Development Program
- VN HRD terms of reference design 16 October 2015
- ALUMNI ENHANCED ENGAGEMENT STRATEGY INDONESIA 2016-2020
- Australia Awards in Africa (2015-2020), Investment Design, Draft, 21 August 2014

Others
- Philippines Alumni and Australia Awards Factsheet
- Australia Awards – Philippines Model – infographic
- Trade and Economic Growth Facility Concept Note

Annex 3: Donor-Funded Scholarship Programs

Table 1   Donor- Funded Scholarship Programs

Criteria	Australia	USA	UK	Japan	EU	NZ
Program description	Short and long term (open and targeted)	Long-term (Fulbright; Humphrey) and short-term (2-week leadership program in DC)	Masters only	Short (leadership program) and long term (scholarships) can proceed from Masters to PhD	Masters and PhD (Erasmus Plus)	Masters and PhD Short-term (Young Business Leaders Initiative)
Beneficiaries (nature and number)	120 long term slots	20 long term slots	30 slots	30 long term slots	Varies	24 slots (long-term)
Management arrangement	c/o Managing Contractor	Logistics (Post and Washington)	Logistics (Post and London)	Logistics (Post and Tokyo)	Logistics (Post and Brussels)	Logistics (Post and Wellington)
Pre-departure support	Yes, with course counselling	Yes	Yes	Yes	Yes	Yes
Reintegration support	REAP conference			No obligation to return		
Selection process (stakeholders)	Post (through Facility Board and FacilityTWG)	Selection – Washington	Selection – London	Selection - Tokyo	Selection - Brussels	Selection - Wellington
Selection criteria	Targeted – based on organisational diagnosis and HR priorities	Cut-off – 45 years old	With dynamism; young	Young professionals		Cut-off – 39 years old

Criteria	Australia	USA	UK	Japan	EU	NZ
	Open – ranking					
Alumni organisations and activities	PA3i	Revival of alumni list; host events; university-led events	Alumni Association	One national alumni association with four regional chapters; ASEAN alumni conference; weekly consultation by alumni themselves	Informal group	NZ Alumni Association of the Philippines (SEC-registered since 2008) No funding from NZ Embassy
Involvement of private sector			Partner with GlaxoSmithKline; BPI; Unilever			
Advertisement	Alumni Website University Fair		Alumni, social marketing, targeted promotional visits, Chevening brand	Alumni Website University Fair	Alumni	Alumni

Annex 4: Feedback from Core Partner Organisations (CPO)

Table 2   Feedback from Core Partner Organisations (CPO)

Criteria	DTI	CSC	DPWH	DBM	DSWD
Level of support/involvement	Entire capacity building process was explained			The Facility is involved every step of the way	Elicited DSWD participation and involvement in prioritizing the CB programs; and from Conceptualization to Implementation
Alignment with institution needs	Met the requirements of CSC's PRIME HRD Helped meet requirements of the Performance Government System and SPMS Helped in DTI's HR- (including coaching and mentoring, training of trainers, capacitated competency profiling and assessment) Interventions are anchored organizational assessment Helped establish the Trade and Industry Academy		Through the Facility, SPMS is customized specifically for DPWH		The Facility was a big help to DSWD's leadership program (CLDP and LMCCAT) because competencies were established Organisational assessment was also used to establish staffing pattern and understanding its current organizational situation

Criteria	DTI	CSC	DPWH	DBM	DSWD
					ICDP - complemented DSWD's CLBP
Satisfaction with efficient Facility services	Very professional; The quality of interventions is higher than ours Efficient and easy approval process LSP No delays in the implementation Procurement process is technical but not as stringent as government's procurement process HROD was the one following up on the applications		"Happy with the process" bidding process very efficient and online;	Grateful for addressing HR/OD that are fundamental (and not just technical) Will try to emulate PAHRODF system (e.g. Performance Management)	LSP was very good
Quality of TA provided	All interventions were of great help Big help in HRD and OD Very satisfied with the LSP			There is executive buy-in for the TA, targeted unlike TA's of other funding agencies (e.g. Singapore, IMF, PAEF)	
Gender and PWD considerations		Gender is an organisational indicator in the assessment Gender course is encouraged	DPWH has Gender monitoring kit Gender sensitivity programs conducted by the Department; A division in the		Department's GAD initiative is already part of the job (e.g. Gender sensitive language; Gender is

Criteria	DTI	CSC	DPWH	DBM	DSWD
		CSC's REAP outputs include Gender guidebooks	planning unit is in-charge of gender Employee selection is also gender-sensitive; Vulnerable group are considered in the infrastructure design DPWH, on its own, is hiring PWDs		part of PAHORDF' course counselling
Benefits of REAP	REAP is a good system	Online HR system developed through REAP is a technology that CSC can tap REAP process allows synergy with other agencies (i.e., sharing among agencies of technologies developed through REAP)	Through the REAP, mentors are constantly in touch with the scholars A REAP output enabled the institutionalization of integrity circles; by being cascaded down to director levels		
Benefits of scholarships	Good mix of public administration and technical fields of study (e.g., HR, consumer welfare, product development)		Short courses for higher-ups are complemented by AS that target senior technical people	There is complementation of long-term (AS) and short-term TA) training	

Criteria	DTI	CSC	DPWH	DBM	DSWD
				For AS, there's deeper knowledge while short-term is more practical and immediate application There is also University twinning arrangements (e.g. New Castle and La Salle University)	
Understanding/M&E of systemic impact	REAP is important in monitoring the success of the interventions	Performance monitoring and evaluation are improved through: competency-based systems, scorecards, 4Cs framework, customer satisfaction, third-party audits (e.g. PMAP, Investment in people, ISO, finalists in London, Makati Business Club), Pulse Asia	DPWH would like to adopt the Facility's monitoring process	TA aligned with other DFAT initiatives (i.e., through Competency-based PFM Facility; PFM developed competencies) There is tracking of application of learning back to the institution	REAP progress is monitored through the CLBP Journey
Suggestions		"Nothing that we can think of"		Develop a cadetship of young leaders (similar to the graduate programs	

Criteria	DTI	CSC	DPWH	DBM	DSWD
				within government departments in Australia); Assist DBM in further coordinating with different learning institutions	

Annex 5: Feedback from Australian Universities

Table 3   Feedback from Australian Universities

Criteria	Newcastle University	Queensland University	ANU	Melbourne University	Sydney University	James Cook University
Participation in the program	Part of strategic directions of the University (to contribute New Colombo Plan) Filipino scholars – largest cohort	Fairly steady numbers through the years (45 Filipinos since 2013)				
Support pre-awards	University is already communicating with scholars Scholars communicating with each other via University's FB page	Orientation Day sponsored by University	Information Day (Manila) Arranges accommodation before arrival in Canberra; Asks support from and participation of Filipino student association in Canberra		Course counselling, Recruitment: (Manila) "Living in Sydney" session	

Criteria	Newcastle University	Queensland University	ANU	Melbourne University	Sydney University	James Cook University
Academic Support on awards	Carried out by University's DFAT contact officer or the scholarship office; Serves also as conduit between scholar and rest of the university	Introductory academic program		Induction Program (5 weeks)	Update academic performance on OASIS Meet with scholar who failed and plan action steps	Doing one-on-one checks also with the supervisors of their students serve as mediator between academic supervisor and the scholar
Social welfare support on-award		With the Office of Student Services, Follow-on sessions, (Week 5) Policy handbook session		Unique to University of Melbourne: mentor (buddy system) with current scholars coming from the same country Social sessions, and outreach programs e-mail correspondence		Link scholars to the Filipino community Engage international students on weekly basis through Tuesday Café
Support post-award	Online survey	Return home session	Provides list of what to accomplish to prepare		Mock graduation and formal send-off (DFAT, Philippines Embassy, etc.	

Criteria	Newcastle University	Queensland University	ANU	Melbourne University	Sydney University	James Cook University
		High achievers are congratulated	scholars on their return to the Philippines Going-home program (invite alumni office and other students)		are invited; it also benefits for DFAT)	
Engagement alumni	University continues to communicate with them	C/o Alumni Office			Alumni dinners in the Philippines, Formal meetings in the Philippines with alumni with invited guest speakers (organized by University of Sydney) Seeks help alumni in: tracing other alumni, promoting scholarship Australian faculty invited as resource persons in the Philippines (e.g. HR Symposium)	Alumni – FB, social media
Coordination within university services		c/o Office of Student Services		Coordinate with other offices within the university; Coordination with other universities in Victoria (i.e.	Coordinate with Group of Eight Universities Australia (i.e., Sydney universities with large AS scholars) Annual meetings with the rest of New South Wales, i.e., smaller universities re international scholars	

Criteria	Newcastle University	Queensland University	ANU	Melbourne University	Sydney University	James Cook University
				quarterly meetings)		
Suggestions		AAS is one of the best in managing scholars, i.e. more hands-on, policy handbook is a great resource, tutoring support, more monitoring than others Make handbook more comprehensive Be more flexible to allow them more than 1 yr. (e.g. 1.5 years)?			Adopt On-award enrichment in Australia (patterned after the Indonesia program) - fly to Canberra and participate in Leadership Ideas Exchange Adopt PNG strategy of employing in-Australia country manager to make sure scholars will do well academically	DFAT commencement exercise/graduation; Case managers (PNG example) Twinning between Philippine and Australian universities

Annex 6: Feedback from Filipino Universities on Institutional Partnerships

Table 4   Feedback from Filipino Universities on Institutional Partnerships

Criteria	University of the Philippines University of Queensland	University of Santo Tomas Curtin University	La Salle University and Australian National University
The nature and extent if the institutional partnership	▪ University of the Philippines (UP) forged partnership with University of Queensland to develop its (UP) Metallurgical and Mining Engineering program ▪ UP sent faculty to pursue PhD studies in mining and metallurgical engineering ▪ PhD student graduated and returned to the Philippines just recently ▪ UP expected, in turn, to help Mindanao universities to develop their Metallurgical and Mining Engineering programs	▪ Split Site Master of Science in Chemical Engineering (with specialization in Metallurgical and Minerals Engineering, and Mines Engineering) between University of Santo Tomas (UST) and the Western Australia School of Mines (WESM) of Curtin University; ▪ 1+1 academic program (i.e., first year in the Philippines, second year in Australia) ▪ Initially lodged with Australian Awards – Fellowship ▪ 2017 – first batch of scholars	▪ Split Site Program on Masters in Development Economics ▪ between La Salle University and Australian National University; ▪ 1+1 academic program (i.e., first year in the Philippines, second year in Australia)
The value of the institutional partnership	▪ Application of learning gained in Australia ▪ Faculty development through benchmarking in Australia; ▪ Australian faculty can also teach in the Philippines (as adjunct professor)	▪ Strengthening of the internationalization program of the university ▪ UST's Engineering department will be at par with international universities ▪ Capacity of the US to offer BS in Mining and Metallurgical Sciences will also be built	▪ Facilitates faculty exchange and research collaboration ▪ Earning Australian degree (MA for Filipino scholars and PhD for Filipino faculty)
The working of the institutional partnership (mechanism and efficiency)	▪ Project-driven; thus there is basis for partnership ▪ Memorandum of Understanding among: ▪ REAP for PhD faculty (i.e. improve policy and procedural standards for Mining practice); ▪ Partnership with the private sector (Australian company Xstrata Mining which has mining interests in Tampakan, Mindanao)	▪ MOU between and UST and Curtin University; ▪ MOA between WASM and College Engineering (for MA in Chemical Engineering, concentration in Metallurgical Engineering); for the articulation ▪ REAP	▪ MOU (University-to-University) ▪ Articulation courses

Criteria	University of the Philippines University of Queensland	University of Santo Tomas Curtin University	La Salle University and Australian National University
	▪ Partnership between UP and Mindanao universities		
What has worked well	▪ Technical knowledge applied locally; ▪ Relationship between UP and Mindanao universities expanded beyond Australian intervention;	▪ Filipino faculty in Curtin University championed partnership arrangement ▪ Articulation of courses ▪ Able to offer program without much investment ▪ Private sector participation (local company San Miguel Company sponsored scholars) ▪ Advice and guidance from the Facility ▪ Philippine government agencies (e.g. Dept. of Science Technology sponsored Fil-Australian scientist symposium in the Philippines)	▪ Guidance and assistance from ANU ▪ Articulation of courses
What should be improved	▪ More slots especially PhD - more from UP can benefit from Australian in-depth know-how	▪ Need to synchronize academic calendars of Curtin University and University of Santo Tomas	
What they would recommend for the future	▪ To look at the model of partnership (multi-stakeholder and overarching) ▪ To look at capacity requirements from that a multi-sectoral perspective		▪ To make diploma certificate in La Salle already part of AS
Why should Australia continue to fund these partnerships	▪ Beneficial for both Australian and Philippine mining industries	▪ Long-term benefit for the two countries (e.g. advancing technologies, mining critical to economic development); healthy mining industry	▪ Quality of education will be improved (for both Australia and the Philippines through the exchange agreement) ▪ Reputation of both Australian and Philippine universities will be enhanced

Annex 7: Follow-up on Recommendations from Independent Evaluation (2013)

Table 5   Responses from the Facility Implementation Team regarding the Recommendations from Independent Evaluation (2013)

RECOMMENDATIONS	RESPONSES
Recommendations relating to PAHRODF Development Objectives	
1. Given the full capacity building cycle (three years) is approaching, Facility M&E personnel should move from what have been primarily monitoring activities, to include the rollout of scheduled ad hoc evaluation studies	• Conducted a midterm Organisational Assessment (OA) in 2013 to determine improvements along targeted capacity, competency and change readiness areas • Commissioned a tracer study on scholarships in 2015 for period 2004-2014 • Commissioned a tracer study in 2016 on intervention participants of customized short-term training for the period of 2011-2014 • Conducted an assessment study in 2014 of the In-Country Scholarship Program Pilot Phase to determine whether or not the pilot phase met its objectives • Conducted a study in 2015 on the International Academic Collaboration and Partnerships to document the partnerships between Australian and Philippine universities • Assisted partner organisations to analyse the status of the gains of various interventions using the "install-institutionalise and sustain" framework
2. The series of evaluation activities recommended in the MEF should now be actioned, including possible case studies of select partner organisations, to yield trend data, patterns and thematic analysis, not only across individual organisations, but also across the five-year lifespan of the Facility	• Developed case studies (as part of the Tracer Study on Scholarships) to determine patterns and trends on: alignment of scholars' profile, scholarship impact, career opportunities, perception on the quality of scholarships, ease of re-entry into prior organisation, and gender influence • Produced publications and knowledge products to document capacity-building journeys and transformation of individual scholars, intervention participants and process owners • Assisted partner organisations in strengthening their M&E systems to institutionalize results • Institutionalized a cluster REAP approach across partners organisations
3. AusAID's Strategic Programming and Investment Policy section should be asked to undertake further research on the Facility's work, to learn from its	• To helped DFAT respond to this recommendations, the Facility: • Expanded the section on Lessons Learned in the Annual Plan to include documentation of principles and practices for DFAT's reference • Built the capacity of its stakeholders in results-based monitoring and evaluation

RECOMMENDATIONS	RESPONSES
success and understand principles and practices that may be replicable across other AusAID programs	• Shared lessons learned and PAHRODF knowledge products with DFAT and other DFAT stakeholders
4. AusAID and PAHRODF should consider the enabling environment more carefully; AusAID policy stresses the importance of this approach, and of understanding the political economy, when considering capacity development	• Assisted partner organisations in formulating their organisation sustainability action plans (OSAP) that included addressing policy directives, budgetary support, documentation of procedures for consistency of practice, and continuous improvement • Developed tools for the analysis of the enabling environment
5. If capacity exists within current Facility resourcing levels, consideration should be given to identifying appropriate opportunities to undertake specific institution building support – through linkages between Australian and Philippines universities and related sector bodies	• Maintained several institutional partnerships with Philippine universities focus on short courses for planned long-term sustainability
6. PAHRODF should seek AusAID support to undertake an initial assessment of the potential to introduce a pilot Philippines' program involving split- or dual-degree delivery of Australia Awards Masters and Doctoral studies	• Facilitated the formation of partnerships of nine Australian Institutions with 16 local universities • Commissioned a study In 2015, PAHRODF on International Academic Collaborations and Partnerships to review the institutional partnerships/ international academic collaborations in the Philippines
7. PAHRODF should increase its direct support for PA3i, within the emerging global Australia Awards Alumni network, while acknowledging the unique challenges a widely-dispersed alumni can present, and remain conscious of the high transaction cost of some alumni involvement strategies	• Under the direction of Austrade sought to expand alumni support beyond the PA3i membership to widen the scope of alumni involvement • Expanded the coverage of the emerging alumni network to include non-award (full-fee/private alumni), PA3i members, formal and informal university-based alumni groups, Defence scholars, Australia Awards and the New Colombo Plan alumni
8. AusAID should explore appropriate and cost-effective strategies in which the PAHRODF and AVID programs could collaborate to	• Invited AVID Program Manager to the tripartite meetings to brief partner organisations on the AVID program

RECOMMENDATIONS	RESPONSES
enhance capacity development in targeted organisations	• With the DILG's Office of the Project Development Services (OPDS) sought the assistance of the *AVID program* to provide technical support in the implementation of the RBME
9. PAHRODF should identify preliminary strategies that could support organisational development and effective responses to HRD needs in Mindanao, should circumstances permit	• Conducted organisational assessment (OA) for three Mindanao-based partner organisations • Assisted these organisations in developing their HR/OD plans • Ensured that the HR/OD interventions (customised and short courses) responded to the priority HRD needs • Anchored the fields of study for the scholarships (AAS and ICSP) the Bangsamoro Development Plan (BDP).
10. PAHRODF personnel should ensure that adequate and appropriate information concerning Australia Awards and other human resource development activities are disseminated to people with a disability, through consideration and use of appropriate strategies.	• Established a strong partnership the National Council on Disability Affairs (NCDA) • Sought NCDA's assistance in promoting AAS • Encouraged PWDs to apply by waiving some of the document requirements during application such as the English Proficiency Exam • Embarked on Yearly promotional activities of AAS that included roadshows to NGOs catering to PWDs
Recommendations relating to PAHROF Management Objectives	
1. AusAID should scope and implement a business review / efficiency audit to reassess current Facility implementation procedures and workloads, and what (if any) additional resources are required by PAHRODF (and AusAID Post) if the current trend in increased demands on services continues.	• Revisited its strategy to assist Alumni towards a more sustainable independent existence • Strengthened institutional partnerships to help clarify expectations and improve information concerning academic business processes • Reviewed and revised its Quality Systems Manual (QSM as part of its annual continuous improvement activities
2. Through discussions between AusAID and PAHRODF, differentiation between the services available to and provided by the	• Recommended the change to CPO and PSP categories (These changes have been communicated to partner organisations and stakeholders.)

RECOMMENDATIONS	RESPONSES
Facility, to KPOs and to SPOs, should be defined and communicated to all stakeholders.	
3. Facility reporting formats and documents should be streamlined through realigning/compressing the current three key milestone documents: The Annual Plan, Annual Strategy and M&E Reports.	• Clarified the purposes and the relationships of these three documents
4. Facility personnel should identify and implement appropriate communications' strategies to improve broader awareness of AusAID's PAHRODF role at and across senior Philippines Government levels, in KPOs, SPOs and other (non-partner) agencies	• Developed and followed the HRODF Communications & Publicity Strategy built on these three objectives: 1) Promoting the Australia Awards with the view of enlisting more applicants for each intake; 2) Promoting HRODF as the Australian Government's primary HR/OD intervention in the Philippines; and 3) Showcasing activities of HRODF partner organisations • Ensured all information for all stakeholders clearly conveyed the linkage between the Facility's objectives and the reform agenda under the new Statement of Commitment of the Government of Australia and the existing Philippine Development Plan • Optimised the power of KM tools and online media to capture information and share knowledge • Expanded the use of various media and fora in delivering messages
5. AusAID, PAHRODF and SCS should investigate collaboratively (a) opportunities for including DBM as a member of the Board and/or FCC, and (b) that agency's potential role as a (GPH oversight agency) KPO or SPO able to access PAHRODF support.	• Included DBM as core partner of the Facility • DBM, as a new partner of the Facility, underwent an organisational assessment using CSC's PRIME HRM to come up with an HRD Plan a provided technical assistance
6. PAHRODF should ensure timely distribution of FCC meeting documents to allow a more thorough consideration by Committee representatives.	• Sent out printed copies of the documents to the committee members 1 to 2 weeks before the set date for regular meetings and one week for out-of-session decisions.

RECOMMENDATIONS	RESPONSES
7. AusAID and PAHRODF should identify basic and cost-neutral strategies that will provide better communications and coordination across the Facility and with managing contractors and AusAID sector teams at Post responsible for other AusAID program activities in the Philippines.	• Put in place various mechanisms to interface with other DFAT programs (e.g., coordination with PFMP, BEAM-ARMM, PRMF-assisted LGUs)
8. PAHRODF should propose an effective Knowledge Management strategy, for potential endorsement by AusAID to inform other programs considering a similar approach to organisational development and human resource development interventions, regionally and globally	▪ Synergised its monitoring and evaluation activities, knowledge management strategies and communication efforts • Transformed data into relevant knowledge and improved access to information • Systematically share information and transfer knowledge within and beyond PAHRODF stakeholders • Produced a number of KM products (e.g. more than 60 videos, 30 partnership and intervention briefs, 55 guidebooks/outputs/publications, 70 feature stories/case studies, 15 infographic materials/brochures, and seven researches) • Reprinted hundreds of copies of knowledge products which have wide application to the whole bureaucracy • Organised HR symposia attended by more than 4,000 public and private HR practitioners over the past 4 years

Annex 8: Examples of Alumni Engagement Activities

The table below provides examples of engagement activities with alumni per category of objectives[24].

Objectives	Examples of Activities
1. Promote Australian excellence as a global provider of high quality education and research	• Develop and engage a national network of Australian Education Champions from all categories of alumni, who actively promote Australian education and research and advocate study in Australia. • Produce a coordinated set of materials and communications and distribute regularly to alumni. • Develop and engage GPH employees involved in education policy and provision of international scholarships. • Coordinate communications and other activity targeted to children of alumni to increase their interest in study in Australia. • Develop profiles of alumni and actively distribute to Study Australia, Aust. Awards, and universities. • Actively seek feedback from alumni on promotional activities and participation in focus groups, surveys and education forums. • Disseminate Australia Awardee achievements and milestones to the public through Embassy Facebook and Twitter accounts • Involve Australia Awards Ambassador alumni in promoting Australia Awards in the Philippines through outreach events annually • Develop and distribute communications materials such as DVD and brochures featuring Australia Awards alumni. • Distribute regular e-newsletter to all Australia Awards alumni • Maintaining Australia Awards website and introducing alumni profiles under 'students' section of the 'Study in Australia' website • Promoting further study to alumni via Job Fair held recurrently.
2. Support Australian business, trade and development cooperation initiatives	• Engage segmented 'circles of influence' of alumni in priority sectors such as Mining and Energy, Banking and Finance and Defence. • Create the capacity for Australian companies to progress business objectives via Australia alumni social media platforms – e.g. advertise vacancies, identify customers and partners, read latest trends, updates, breaking news, key policy releases. • Involve alumni in Ministerial visits, exhibitions, showcase activity and seminars. • Support provincial government and other industry peak body initiatives to continue professional development and encourage Filipino businesses to join trade delegations to Australia. • Provide exhibition space and business profiling opportunities to alumni-initiated businesses at trade fairs and exhibitions. • Fund and organize the Alumni Grant Scheme through which alumni are encouraged to undertake local projects • Develop profiles of alumni as 'case studies' for local promotional and purposes.

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[24] The list of examples has been inspired by other DFAT Awards and Alumni programs, such as the Australia Awards in Africa (2015 – 2020) design and the Alumni Enhanced Engagement Strategy in Indonesia (2016 – 2020).

		• Organise professional development workshops for alumni from targeted organisations and geographical locations.
		• Organise provincial Government alumni events and trade missions
3. Develop a network of active ambassadors and advocates of Australian interests and viewpoints.		• Engage an 'A' list of prominent senior alumni and engage these individuals in a targeted way each year.
		• Engage 'circles' for appropriate themes that could include Women Alumni in the Philippines; Defence Alumni in the Philippines
		• Conduct regional activity for alumni annually, leveraging off other Embassy activities.
		• Create an online 'directory' of alumni to connect with each other, promote their activities and skills to potential employers find jobs and volunteering opportunities, and alert them to upcoming activity in a timely way
		• Arrange an annual Australia Awards alumni conference for selected alumni to hear Australian and Filipino experts discussing development issues in DFAT's priority sectors
		• Leverage Award Short Courses and annual DFAT alumni conference to engage young rising stars
		• Invite alumni for Embassy Public Diplomacy and Cultural activities
		• Organise regional alumni networking receptions
		• Organise Endeavour Alumni dinners and Australia Awards dinners for recently returned alumni
		• Engage Alumni Ambassadors to support outreach, networking and professional development activities in province
		• invite selected alumni to participate in support activities such as pre-departure briefings, interview panels for the selection of awardees, and formal alumni and other functions with the HOM
		• Establish a Women in Leadership Network to provide professional development opportunities and support for female awardees and promote the Awards program to other women.
4. Increase coordination and efficiency of alumni engagement		• Develop a coordinated Embassy-wide alumni strategy
		• Establish an ongoing Embassy Alumni Working Group that meets regularly, tracks progress, identifies and resolves issues and ensures alumni engagement remains a priority.
		• Establish protocols, procedures for alumni relationship management, data management, and delivery of activities that encourage collaboration internally and with universities
		• Establish and maintain a centralised schedule for alumni engagement that is used to proactively coordinate activity, maximise attendance and effectiveness of engagement.
		• Provide financial and/or other assistance to enable alumni of all universities to participate in/run alumni activity annually
		• Collate all Embassy alumni lists into a single data storage system, and provide all Embassy sections engaging alumni with access to the system and training to enable its use with ease.
		• Develop a mentoring program to link newly returned graduates with a more mature-aged alumni member, or an appropriate and experienced person in the private sector, preferably in the same city or in a nearby location.