

## DESIGN SUMMARY

### AUSTRALIA PACIFIC SECURITY COLLEGE

This Design Summary is provided in order to inform Industry of the direction of the design for the Australia Pacific Security College. This design summary document is indicative only and the final APSC design is subject to finalisation, review and approval and subject to Government policy and budget.

#### A. Development Context and Situational Analysis

##### Strategic setting

The *2017 Foreign Policy White Paper* identified the security and stability of the Pacific as fundamental to Australia's national interests and affirmed Australia's desire to support economically resilient, stable and secure countries in the region. At the 2017 Pacific Islands Forum (PIF) Leaders' Meeting, Prime Minister Turnbull announced a range of measures to enhance Australia's engagement in the Pacific, including through strong partnerships for security. Mr Turnbull foreshadowed that "*Australia will expand its national security training and assistance in the Pacific to support the development of tailored responses to national security challenges.*" To give effect to this commitment, the *White Paper* announced a new aid initiative - the Australia Pacific Security College – to strengthen security cooperation and increase the region's capacity to manage security threats.

##### Regional security architecture

At the September 2017 PIF Leaders meeting, agreement was made to build on the Biketawa Declaration and other security related declarations of the PIF, and develop a new, regional security declaration to address emerging security issues – the '*Biketawa Plus*' Pacific security declaration (*Biketawa Plus*). Leaders called for a new expanded security declaration to guide future regional responses to security issues – inclusive of human security, humanitarian assistance, environmental security and regional cooperation in building resilience to disasters and climate change. Leaders tasked the PIF Secretariat (PIFS) to initiate consultations on the new declaration. PIFS will submit a draft declaration to the Forum Foreign Ministers Meeting in August. Ministers will consider the Pacific region's security landscape and assess the draft declaration, ahead of Leaders' expected adoption it in September.

##### The APSC to complement existing security initiatives

The proposed *Biketawa Plus* regional security declaration will be a key driver for the APSC.

Stakeholder APSC design consultations conducted in Suva, on 20 and 21 June 2018 (following the PIFS-hosted *Biketawa Plus* workshop) confirmed the relevance of the proposed initiative to the needs of Pacific Island Countries (PICs). Consultations highlighted the opportunity for APSC to build competencies and networks, to sharpen a regional security perspective, and to address emergent challenges through regional collaboration. Many PICs also share limited capacities to respond individually to security challenges, such as transnational crime, drug trafficking, illegal, unreported and unregulated fishing, outbreaks of infectious diseases, cyber threats and natural disasters. This reality makes collective action between countries and regional security cooperation a necessity.

#### B. Outcomes expected from this Investment

**Goal:** To build deeper and stronger cooperation on security challenges in the Pacific.

**Objective:** Building capacity, empowerment and collaboration amongst Forum Island countries (FICs) will strengthen regional security cooperation.

**Key Outcomes** expected by 2022 from this investment include:

##### **1. FICs develop and implement national security strategies**

Recognising that many PICs do not have national security policies developed and implemented, *activities* expected to achieve this outcome would include targeted technical assistance (TA) to individual PICs to assist

in development and implementation of national security policies, including focussing on leadership and management. Where possible, sub-regional or regional delivery approaches would need to be explored, including workshops, and seminars to build confidence and capacity at national levels. Recognition of the multi-agency nature of national security policy implementation necessitates representation from a range of PIC national agencies. Support to FICs in establishing multi-agency implementing mechanisms will also be required.

*Intermediate outcomes* required to achieve this outcome are likely to include:

- › The APSC identifies and addresses FICs' national security policy skills and leadership capacity gaps; and
- › FICs develop and implement multi-agency national security policies.

## **2. FICs are capable of collaborating effectively on regional security challenges**

Recognising that the APSC will complement existing security frameworks and programs in the Pacific, *activities* expected to achieve this outcome would include support to implementation of the *Biketawa Plus* and any accompanying implementation framework (work program). Activities could include workshops, seminars, courses, secondments and online resources. The aim would be to determine capacity gaps, and coordinate and integrate regional security sector capacity building, increasing operational and financial effectiveness. Interoperability and information exchange between FICs would also be targeted.

*Intermediate outcomes* required to achieve this outcome are likely to include:

- › The APSC identifies regional collaboration capacity gaps;
- › FICs have access to high quality training opportunities, including bespoke courses, regional workshops, and TA;
- › APSC facilitates FICs' development and application of regional security scenario exercises

## **3. FICs have access to a skilled Pacific security officials' network**

Recognising the mutual benefit of closer ties amongst FICs in addressing regional security challenges, activities expected to achieve this outcome would include developing an active network of security officials across the region. The APSC presents an exciting opportunity to build common approaches and understanding through participation in joined-up learning. Attendance at APSC-delivered training, seminars and workshops, will provide valuable opportunities for FICs to revisit existing relationships and develop new relationships to meet regional security challenges. The APSC would also be required to maintain a TA pool, including FICs' senior security officials, who can contribute to regional training and collaboration on security challenges. Providing opportunities to develop both individuals within PICs' national security agencies and to strengthen links between agencies across the region, are anticipated to be two important activities required to achieve this outcome. An active alumni engagement program, including events and media opportunities engaging with the APSC alumni, is also anticipated.

*Intermediate outcomes* are likely to include:

- › Key FICs national security agency officials have attended regional training/seminars;
- › Experienced security officials' TA pool established;
- › APSC alumni network established and engaged.

An organogram of the program logic for the APSC is set out in **Annex 1**.

## **C. Key Implementation Considerations**

### ***Budget and Term***

The indicative budget for this initiative is \$18.45 million (plus GST) over three and a half (3.5) years, with the option to extend the term for up to an additional four (4) years. The College is expected to continue beyond the initial 8 year period but DFAT will likely return to the market after the initial establishment phase.

### ***Governance and Management***

#### **APSC Advisory Board (APSC-AB)**

An advisory board (APSC-AB), meeting twice a year, will provide high-level oversight of the APSC including:

- › Governance for the Secretariat;
- › Consideration of annual Work Plans; and
- › Strategic discussion of *Biketawa Plus* implementation.

APSC-AB meetings are expected to provide opportunities for:

- › Discussion of regional security challenges and opportunities, as identified through the Framework for Pacific Regionalism and the *Biketawa Plus* regional security declaration;
- › Review of APSC progress in meeting PIFS Leaders' regional security priorities; and
- › Identification of strategic engagement opportunities for the APSC

The APSC-AB will comprise representatives from FICs and will share Annual Work Plan progress results and *Biketawa Plus* implementation progress reports with PIFS. The APSC-AB will report to the Australian Foreign Minister.

#### DFAT

- › Will be responsible for Australian whole of government engagement on the APSC;
- › Will direct the Managing Contractor (MC) to run specific courses, including by Australian Government (GoA) agencies and likeminded partners (i.e. New Zealand, United States, France, United Kingdom and Japan);
- › Leads on ensuring that Australian government agencies and relevant DFAT-funded programs are informed of the APSC's strategic direction, progress and Work Plans;
- › manages the APSC on behalf of the GoA through appointment of a managing contractor;
- › Receives reports on Secretariat governance;
- › Receives progress reports on annual Work Plan results;
- › Receives reports on *Biketawa Plus* Agreement implementation; and
- › Approves expenditure against the annual Work Plan.

#### APSC Secretariat (APSC-S)

Reporting to DFAT, the APSC-S will be located in Australia. Its role will be to:

- › Provide secretariat services to the APSC-AB, including preparation of all papers for the APSC-AB's consideration, and circulation of relevant papers to FICs;
- › Coordinate logistics and travel for College and alumni participants, staff and APSC-AB;
- › Liaise with stakeholders to identify and design activities for inclusion in the Annual Work Plan;
- › Manage and report on implementation of activities under the annual Work Plan;
- › Prepare progress reports on support to implementation of *Biketawa Plus*.

#### PIFS

PIFS will be an important stakeholder for successful implementation of the APSC, and PIFS will need to be kept apprised of the APSC's strategic direction and results. PIFS is expected to receive progress reports on:

- › APSC-AB recommendations;
- › Annual Work Plan results; and
- › *Biketawa Plus* implementation progress.

#### FICs

FICs Australia, Cook Islands, Federated States of Micronesia, Fiji, French Polynesia, Kiribati, Nauru, New Caledonia, New Zealand, Niue, Palau, Papua New Guinea, Republic of the Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu) will be regularly consulted in the development and implementation of annual Work Plans. FICs may also make requests for APSC assistance through DFAT.

An organigram of the APSC's governance and management arrangements is set out in **Annex 2**.

## *Delivery Approach*

The APSC will focus at the strategic/policy, region-wide, cross-agency level. The APSC will complement existing bilateral agency-agency operational training already being delivered across the region.

The APSC will be delivered through a transparent, inclusive and effective process. It will demonstrate flexibility and collaboration to ensure it remains fit for purpose and is able to respond to the Pacific region's security challenges and reform priorities.

The APSC will consult with FICs and PIFS to develop Annual Work Plans for the APSC-AB's consideration.

The APSC will promote strong relationships between the Pacific and Australia. It will increase the effectiveness of whole-of-government efforts through a responsive and coordinated program structure, to effectively harness Australian resources, capabilities, expertise and knowledge.

The APSC will adopt a systems-strengthening and capacity building approach. It will provide high quality, longer-term strategic technical assistance in response to agreed-upon requests and priorities and support implementation of agreed larger programs of work. It can provide short-term technical assistance in response to more immediate and emerging needs.

Stakeholder feedback indicated a clear desire for a range of courses that are relevant to FICs' individual security sector capacity challenges, and which encourage development of a regional security perspective, including regional collaboration to address emerging security challenges.

## *Procurement*

A managing contractor - single company or consortium (with a single lead agency) - appointed through a transparent open DFAT-managed tender process will deliver the APSC, including the APSC-S.

The APSC will need to have a flexible operational footprint, delivering a range of activities across the region, including training and professional development, workshops, mentoring and alumni networks, research, secondments, seminars and conferences.

The managing contractor's key staff (identified by DFAT) will also need to be cleared to the Negative Vetting 2 (NV2) level, facilitating access to classified information and resources that are classified up to and including Top Secret. The outcome of the procurement process for the APSC will also be subject to final government approval.

## *Monitoring, Evaluation and Learning*

The APSC's implementation will be complex, involving several stakeholders at any one time. The successful MC will develop a detailed M&E Framework within the first six-months of implementation. A key element of the M&E approach will be centred on the APSC-S secretariat functions and servicing the APSC-AB and FICs.

### *Monitoring and evaluation approach - general principles*

M&E indicators and processes will link to the needs of the stakeholders and contribute to over-arching *Biketawa Plus* progress monitoring requirements.

Activities would need to incorporate a small number of common indicators into M&E frameworks, enabling aggregation and comparative analysis of different approaches. M&E activities will be outcome focused, and balance the need for regular accountability and contract compliance focused information with the time required to collect, analyse and use meaningful information.

The APSC would emphasise information analysis and use. Knowledge management and contributions to evidence are relevant to advocacy for *Biketawa Plus*, and for informing policy. The APSC's M&E would have a strong communications focus, used to develop products and events facilitating transfer of ideas and experience, as well as contributing to broader engagement in the Pacific on security.

Ethics. The 'do no harm' principle will be applied – particularly relevant to PICs' political environments.

Disaggregated data (sex, age group and disability) will be required as standard. Any disability related M&E will draw on the methodologies and questions of the Washington Group on Disability Statistics or other relevant updated valid tools.

### Main components of M&E framework

The APSC M&E framework has two main components:

1. Input and activity monitoring required to fulfil **accountability and contractual compliance** requirements, and to track participation in various activities and achievement of outputs, including strengthening FIC and regional security sectors; and
2. ***Biketawa Plus* implementation monitoring**: The APSC will be required to gather quantitative and qualitative data to generate reports (for the APSC-AB, PIFSICs, and DFAT) on progress made in implementing *Biketawa Plus*. The M&E Framework's design would support aggregation of results from the activity level to support reporting of annual 'snapshots' of *Biketawa Plus* implementation.

### Indicators

A combination of annual progress markers and more conventional indicators is proposed for performance assessment. Progress markers will be jointly identified as part of an annual planning process. Indicators will be linked to the *key Biketawa Plus* outcomes. The APSC will consult with stakeholders to develop appropriate evaluation questions.

### Baseline

Establishing a baseline at the outset of implementation of the APSC, particularly of national capacities, will facilitate development of appropriate course and training offerings. This will also enable aggregation of data and analysis of results of activities conducted in different topics and in the stakeholders' jurisdictions.

The MC will compile existing information, which will be complemented with specific baseline data collection activities in each jurisdiction. Political Economy Analysis will also be required for each country

### Resourcing for M&E

The APSC will require long-term M&E resourcing to:

- › Provide support to develop activity-level M&E plans and to fulfil M&E requirements;
- › Provide M&E that contributes to stakeholder ownership of the APSC and its results;
- › Facilitate information sharing between the APSC and stakeholders; and
- › Develop high quality communications products based on progress and results.

Specialist M&E inputs are anticipated e.g. finalising the M&E plan and framework during inception, designing specific activity-related evaluations or processes, supporting *ad hoc* requests from stakeholders. Activities will need to clearly describe M&E resourcing, including capacity development opportunities for PICs.

### Integration of cross-cutting issues into delivery

#### Gender

Opportunities for the APSC to promote gender equality include:

*Enhancing women's voice in decision-making, leadership and peace-building*: including modules on Women, Peace and Security (WPS) in courses, recruiting female trainers, setting targets for female participation in courses; appointing a gender advisor; incorporating gender as a standing item on the APSC-AB's meetings, aiming for gender parity on the APSC-AB.

*Promoting women's economic empowerment*: including a gender sensitive research agenda, providing gender sensitive security policy advice, promoting a regional WPS dialogue, promoting WPS through the alumni network.

*Ending violence against women and girls*: The APSC will support effective strategies to influence FIC government representatives and community leaders to foster positive norms that discourage violence, support women, and encourage help-seeking. The APSC-S may be invited to participate in donor

coordination meetings on gender equality and security across the region and/or foster the establishment of such a mechanism.

### *Risk management and safeguards*

#### Key Risks

*Lack of engagement from FICs:* Perceived status and relevance of the content of courses will be determinative. Balancing the APSC's intention to engender a regional security perspective and address national security priorities (such as National Security Policies) will be challenging. Close consultation with FICs will be needed to ensure the APSC's programs address both levels. The APSC will be a specific initiative supporting the implementation of *Biketawa Plus*.

*Risk to FICs' sovereignties:* Building FICs' participation in, and ownership of, the APSC, through open consultation and involvement in delivery of programs relevant to protecting both national sovereignties and regional security will mitigate perceptions that the APSC risks individual FICs' sovereignties.

*APSC-S' location in Australia:* The APSC will have a strong regional focus. The combination of the regional footprint for delivery (training and policy development activities will be delivered in the region, including Australia) and the content of the training (marrying addressing FICs' national challenges with the benefits of a regional security perspective) will mitigate concerns about the APSC-S' location.

*APSC programming duplicates existing training:* A stocktake of existing security and law enforcement training being delivered across the Pacific will ensure APSC programming complements and builds on current efforts.

*Political instability/changes of government:* The APSC's 'do no harm' approach will avoid partner government politics and advocate for and maintain good relations. The APSC will need to remain relevant to FICs' technical needs, minimising inconsistencies with partner government policies, or perceived interference or a threat to FICs' sovereignties.

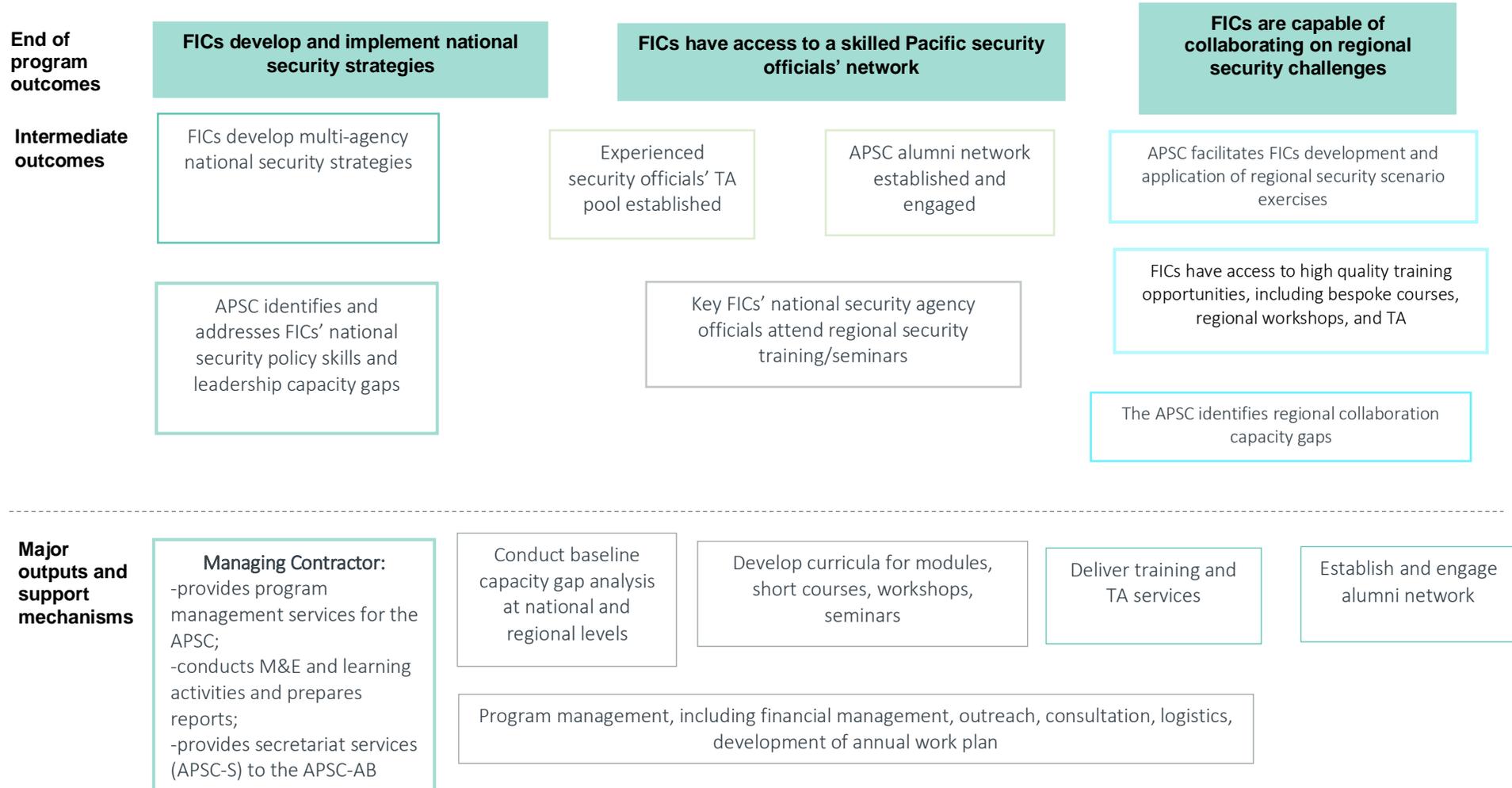
#### Safeguard Issues

Implementation of the APSC does not involve directly working with minors, major infrastructure, resettlement or environmental activities. The design process will contemplate safeguard measures accordingly.

Annex 1: APSC Program Logic Diagram

Goal: *To build deeper and stronger cooperation on security challenges in the Pacific*

Objective: *Building capacity, empowerment and collaboration amongst FICs will strengthen regional security cooperation*



Annex 2: APSC Governance and Management Arrangements

