
**Australian Youth
Ambassadors
for Development**

Program Review

Report

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This report was commissioned by AusAID. The findings, interpretations and conclusions expressed in the report are those of the authors and do not necessarily reflect the views of AusAID or the Australian Government.

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Acronyms

ACRONYM	NAME
ACIAR	Australian Centre for International Agricultural Research
ACF	AYAD Country Framework
AMC	Australian Managing Contractor
AP	Annual Plan
APO	Australian Partner Organisation
AVI	Australian Volunteers International
AusAID	Australian Agency for International Development
Austraining	Austraining International Pty Ltd
AYAD	Australian Youth Ambassadors for Development
CBO	Community based organisation
CCT	Cross cultural training
CEO	Chief Executive Officer
CPS	Community Programs Section, AusAID
DFAT	Department of Foreign Affairs and Trade
ELT	English language training
HO	Host Organisation
ICM	In-Country Manager
JICA	Japan International Cooperation Agency
MC	Managing Contractor
MoU	Memorandum of Understanding
M & E	Monitoring and evaluation
NGO	Non governmental organisation
OH&S	Occupational health and safety
PAG	Public Affairs Group, AusAID
PCC	Program Coordinating Committee
PM	Program Manager
PDT	Pre-departure training
PRO	Pacific Regional Organisation
QR	Quarterly report
RAYADs	Returned Australian Youth Ambassadors for Development
RM	Regional Manager
TOR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's Fund
VET	Vocational, educational & trades
VIDA	Volunteering for International Development from Australia (VIDA)
VPWG	Volunteer Program Working Group
VSP	Volunteer Service Providers
YA	Youth Ambassador

Executive Summary

The Australian Youth Ambassadors for Development Program (AYAD) commenced in 1998 with the placement of 44 young Australians in 10 countries in the Asia Pacific region. By 2004/05 it was deploying over 250 Youth Ambassadors (AYADs) in 18 countries across the region. The AYAD Program was positively reviewed in 2000 and subsequent monitoring, reporting and anecdotal evidence continue to provide positive feedback.

In August 2004 the Prime Minister announced a major expansion of the AYAD program to enable up to 400 young Australians to be deployed each year.

AusAID commissioned an independent review of the program to be undertaken during late 2005. This review provides an opportunity to assess the quality of the AYAD Program and to identify any emerging issues that may impact on it, particularly in light of the planned expansion.

There was very positive feedback about the experience of the program and support for its continuation from a wide range of stakeholders consulted during the review. Over 1250 AYADs, young and often relatively inexperienced professionals, have been placed in a wide range of host organisations (HO) across 20 countries, in challenging working and living environments with remarkably few major problems. Over 170 Australian partner organisations (APO) have been engaged with the program. The number of assignments terminated by the Managing Contractor (MC) or AusAID, or by the AYAD or the HO, is relatively low at 3 %. At the output level including recruitment and deployment of young Australian volunteers and the identification of HOs and APOs, the AYAD program is clearly considered to be successful.

While the majority of partners and participants provided very positive feedback, this was often from different perspectives of what the objectives of the program were. Definitions or criteria for success varied from stakeholder to stakeholder, as did understandings about performance indicators. A major issue is the need to clarify or reconfirm the goal and objectives of the program, to ensure these are widely understood by stakeholders, and underpin all stages of the AYAD program, including the development of performance indicators and program monitoring and evaluation at outcome as well as output level.

The AYAD program is diverse. As it is operating in significantly different countries, there is a need to develop individual AYAD Country Frameworks (ACF) as a guide for volunteer placements in each country. The ACFs should be brief outline documents that ensure program objectives and performance indicators are realistic and appropriate at country level, and acknowledge the differing circumstances and issues in each country.

Over time, there has been a steadily increasing emphasis on individual assignments as mechanisms for organisational capacity building, and increasing pressure for alignment of assignments with the Australian aid program in each country. Given the assignment period, less than 12 months,

the relatively limited levels of experience of the AYADs compared to other technical assistance (TA), and the scatter gun range of the assignments across sectors and HOs, the expectations for tangible outcomes from any individual AYAD placement in terms of capacity building and development should be realistic. To do otherwise creates a level of cynicism and unmet expectations by a range of stakeholders that can be counter productive.

The review team considers the goal of the AYAD program should be reconfirmed as:

To strengthen mutual understanding between Australia and developing countries of the Asia Pacific and make a positive contribution to targeted country development.

If the goal is reconfirmed, the strategic directions of the AYAD program should remain basically the same as developed since 1998. The program is relatively low cost at less than, on average, \$35,000 per placement, with minimal evaluative reporting and administrative oversight from AusAID. This should continue to be the general approach as binding the program in rigid procedures or frequent reviews or evaluations is unlikely to be a cost effective way to increase development outcomes. However, some strategic and administrative improvements to the program provide an opportunity to improve the quality of the AYAD experience and the level of positive contributions to partner country development.

The expansion of the AYAD program has the potential to increase the profile of the aid program in the Australian community. There is also an opportunity for the AYAD program to play a role in broader Australian government policy agendas for example, targeting science based organisations; developing program based agreements with whole of government partners; encouraging corporate engagement; and providing support to Pacific regional initiatives.

A major challenge for AusAID and the MC is to ensure that achieving increased numbers of AYAD placements in an expansion phase is not at the expense of appropriate planning, management and program quality. The basics of program quality including clear program objectives, individual AYAD country frameworks identifying any country specific objectives or issues, appropriate monitoring and evaluation mechanisms, and sound operating systems are prerequisites for any significant expansion of the AYAD program. In this context a modest increase in the level of AusAID resources devoted to managing the program in the region is justified. An expanded AYAD program, without due regard for the more mundane quality issues will increase the risk of adverse outcomes.

While informants consulted through this review process generally viewed the AYAD program as successful, and supported its continuation, they also offered suggestions for its improvement, particularly as it expands. The Australian government has also positively endorsed the AYAD program and confirmed that it is to be significantly expanded. In this context and for purposes of brevity, this report does not focus on illustrating positive program

achievements to date, but rather tries to capture the suggestions, issues and lessons emerging, and how program processes can be strengthened. Specific recommendations include the need to clarify the roles and responsibilities of various players in program implementation, the need to increase resources devoted to assignment development and management, increased support for HOs, strengthening of relationships and linkages, include the option for HO involvement in the selection process, and the development of multi-year plans for AYAD placements for selected HOs and APOs. Consideration should also be given to a limited exchange program where a strong HO–APO relationship exists.

Each AYAD Country Framework, building on the AusAID Country Strategy and the overall AYAD program policies, needs to identify and address specific challenges and issues of the country and indicate how the AYAD program will be rolled out in that country. As a generalization, the issues of culture and language in Asia are a significant challenge to young professionals with limited experience achieving substantive outcomes in individual assignments of less than 12 months. The large population base in many Asian countries, often with relatively high levels of formal education, traditional attitudes to age and seniority, as well as historically inward focused systems in some cases, means that the major HO benefit from individual AYAD assignments may be exposure to new approaches rather than technical skills transfer. A major emphasis in some countries may be on strengthening mutual understanding and development of linkages, as components of capacity development and as positive contributions to development.

In contrast to Asia, many Pacific countries have strong links with Australia, similar governmental and other systems and English is more widely spoken. In this context development outcomes may be more achievable in some 12 month AYAD assignments. Given the limited population base of many island nations, as well as a shortage of skilled local people, AYAD positions are often straight “gap filling”. In this case, individual assignments may not be “sustainable” but may make a positive contribution to the country, and may have positive development outcomes around the AYAD program objective of strengthening mutual understanding in the region, and development of linkages between the HO and an APO or the broader Australian community.

Given Australia’s push for regional approaches in the Pacific, it is recommended that a program approach be developed for AYAD placements in the Pacific regional organisations (PRO). The recently endorsed Pacific Plan also includes a proposal for a Pacific Volunteer Scheme. To provide a timely and practical demonstration of Australia’s support for the Pacific Plan, it is proposed that the AYAD program could allow Pacific Island nationals to be eligible for AYAD placements in one or two selected PROs. This could be conducted on a pilot or demonstration basis and is not intended to replace the Pacific Volunteer Scheme.

1. Introduction

1.1 Background

The concept of a ‘young Australian volunteers program’ was first proposed by the Australian Minister for Foreign Affairs, Mr. Alexander Downer, in the late 1990’s. AusAID developed the concept and options for the aims, objectives and operation of such a scheme, and presented these for the Minister’s consideration in March 1998.

The Australian Youth Ambassadors for Development (AYAD) program was subsequently launched as a two-year pilot program in 1998. The goal of the AYAD program was:

To strengthen mutual understanding between Australia and the countries of the Asia Pacific and make a positive contribution to targeted country development.

It became an ongoing feature of the Australian Government’s overseas aid program in 2000, with implementation being contracted out to a single Managing Contractor (MC) in 2001, but with AusAID retaining an active management role.

By 2004/05 the AYAD program was placing in the order of 250 Youth Ambassadors (AYAD) in 18 countries across the Asia/Pacific region, with a budget allocation of \$7 million per annum. The total funding allocation from inception to 05/06 has been \$48.9 million, with the placement of over 1,250 AYADs.

In August 2004 the Prime Minister announced a significant expansion of the AYAD program which would allow around 400 young Australians to be placed in the region each year. The associated increase in funding was from \$7 million in 2004-05 to \$14 million in 2006-07.

1.2 Objectives of the review

The AYAD Program was reviewed in 2000 at the end of the pilot period. Since then, it has been monitored regularly with reporting and anecdotal evidence suggesting a successful program. This review provides an opportunity to validate or qualify that assumption. The objectives of the review are:

- To assess the quality of the AYAD Program
- To identify any emerging issues that may impact on the AYAD Program

Given the planned expansion, the review aimed to identify strengths and weaknesses of the Program, including lessons learned, to enhance future program implementation. Specifically the Terms of Reference (TOR) (**Annex A**) sought an assessment of the **Program’s objectives and outcomes, its relevance, linkages and management**. Based on findings the review was asked to recommend:

- innovations and approaches to using AYADs to progress the goal of the Program and the Government's volunteer policy
- how Program quality can be strengthened
- how the Program can address any weaknesses
- strategic directions of the Program in the future

Lessons drawn from the review were also to inform preparations for re-tendering of the Program planned for 2006.

1.3 Methodology

The Review Team comprised two external consultants, Ms. Catherine Bennett and Mr. Stephen Morrow, with support and regular contact provided by the AusAID Community Programs Section (CPS).

Following briefing by AusAID in Canberra, the Consultants undertook a desk review of key program and related documents, and were briefed by the MC, Austraining, in Adelaide. The Review Team developed a range of key questions/prompts for the various stakeholders to address the TOR, (**Annex B**), and then conducted semi-structured interviews in a range of capital cities in Australia with Returned Australian Youth Ambassadors (RAYAD), and Australian Partner Organisations (APO). The review team also considered the AYAD program in the context of other volunteer programs (**Annex C**).

Overseas visits were conducted in the Pacific to Fiji where both national and regional placements were considered, and to Vanuatu. In Asia the review included visits to Vietnam (Hanoi, Phu Tho, and Ho Chi Minh City) and Bangkok. These field sites were selected by AusAID as they reflected the current focus of the aid program and provided an opportunity to interview AYADs, In-Country Managers (ICM), APOs, Host Organisations (HO), representatives from partner governments and Australian Government representatives in the region, including AusAID and DFAT. The review itinerary and individuals consulted are provided at **Annex D**. The Team also sought feedback via Cable from AusAID Posts not visited.

The review team provided a draft report and oral presentation to an AusAID reference group in late January 2006, before the review report was finalised in early February 2006.

1.4 Limits/constraints to the review process

AusAID has commissioned a *review* of the AYAD program rather than an *evaluation* whose purpose would include assessing the progress of the AYAD program against clear measurable objectives, agreed indicators or baseline data. The purpose of this review is to gain an independent assessment of the AYAD program ...to improve operational policy and implementation by identifying key lessons, strengths and weaknesses... and recommending strategies and innovative approaches to enhance future program delivery.

On the basis of positive feedback to date, a decision was made in 2004 to expand the AYAD program. Given this clear endorsement, the review process

did not seek to illustrate positive program achievements or case studies, but rather sought to clarify program objectives, to canvas options for future implementation, resource implications and constraints, and to identify key issues or problems which could be addressed to strengthen an expanded program. The review process provided an opportunity to obtain feedback from partner governments, AYADs and other stakeholders so that their views can inform planning for the expanded program. The report's intention is to examine means to make the program more effective as it moves into an expansion phase.

The report is based on statistical data provided by the MC, consultations with a *limited and purposive* sample of stakeholders selected by AusAID, the MC and the review team, and the observations and analysis of the review team. Informants included around 67 of the 259 current AYADs on assignment, 13 APOs, 28 HOs, 18 RAYADS, 4 ICMs, 3 partner governments, and a number of other stakeholders such as DFAT and other volunteer programs. These consultations were conducted in 4 of the 18 countries where the AYAD program currently operates, so are necessarily limited and provide a sample rather than a comprehensive survey of stakeholders, and recommendations and findings have to be considered in this context.

2. Overview of AYAD Program Performance

Overall, the AYAD program has achieved an impressive level of performance in terms of initiating a youth volunteer scheme, identifying, recruiting and deploying young Australians, subcontracting ICMs, identifying and recruiting HOs in 18 countries, as well as APOs in Australia.

Table 1 provides a summary of AYAD placements from 1998/99 to 2004/5, and demonstrates the steadily increasing scale of the program as well as the move to geographically align AYAD placements with the Australian aid program e.g. decreasing placements in Nepal and Maldives and increasing numbers in East Timor and China. Table 2 illustrates the ratio of ICM and APO identified assignments each year. It indicates that the target of 50 per cent of assignments being APO identified may provide a challenge for the AYAD program as it expands.

Table 1: AYADs deployed by year and by country

	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	Total
Bangladesh		5	5	4	4	6	16	40
Cambodia		15	23	27	28	18	22	133
China	4	3	5	3	9	13	21	58
East Timor				1	6	14	14	35
Indonesia		4		2	2			8
Laos		3	3	3	4	6	10	29
Mongolia		3	5	14	10	6	6	44
Nepal	4	15	15	29	18	8		89
Philippines	4	8	12	3	12	13	19	71
Sri Lanka		4	1	6	15	12	16	54
Thailand	1	24	29	14	16	15	9	108
Vietnam	6	23	30	40	31	26	29	185
Papua New Guinea			3	2	3	14	12	34
Fiji	9	23		1	4	18	20	75
Kiribati		3			1	2	4	10
Samoa	2	4	9	9	13	16	19	72
Solomon Islands	10						5	15
Tonga		1	11	5	12	12	13	54
Vanuatu	2	15	19	27	17	17	24	121
Maldives	2	9	6	6				23
Total	44	162	176	196	205	216	259	1258

Table 2: AYADs deployed by year, by APO or ICM identified assignment

	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	Total
APO identified	21 (48%)	80 (49%)	67 (38%)	63 (32%)	81 (40%)	77 (36%)	90 (35%)	479
ICM identified	23 (52%)	82 (51%)	109 (62%)	133 (68%)	124 (60%)	139 (64%)	169 (65%)	779
Total	44	162	176	196	205	216	259	1258

The Review received positive feedback about the program's results, and support for its continuation, from a wide range of stakeholders. Since its inception in 1998 over 1,250 young Australians have been placed on AYAD assignments. Given the number of AYADs, the demographic of the volunteers as young and relatively inexperienced professionals, the locations across more than 18 countries, in diverse HOs, varied assignments of relatively short duration, in challenging working and living environments, the feedback is particularly positive and there have been remarkably few major problems.

The number of assignments that were terminated by the MC or AusAID or where there was early departure initiated by the AYAD is relatively low at 3% of assignments. This compares favorably with other volunteer programs.

The majority of AYADs interviewed would recommend the program to others. The program was valued as one of the few opportunities for young Australians to work in development in the region, “It’s a great opportunity to check out our skills in the development arena at a young age and see if we want to go that way¹”.

Almost all AYADs consulted indicated they had grown personally from the experience. Many also had a positive professional experience. Some RAYADs maintain links with organisations and individuals with whom they formed personal or professional relationships during the assignment. A recent AusAID commissioned review of assignment completion reports (self assessment by individual AYADs) provided very positive feedback.²

Almost all HOs interviewed considered the program had benefited their organisation in some way. The majority of HOs were very positive about the quality of the AYADs, particularly in terms of their attitudes, approaches and work ethic. Most HOs had limited awareness of other Australian volunteer programs and had accessed skilled volunteers through the AYAD Program because the presence of an ICM gave it a high profile in country, and because there was no financial cost to the HO, “A free, professional, energetic young person presented on a silver platter – its great!”³

The partner governments consulted were generally positive about the program. They, like most other stakeholders, had very diverse impressions of the goal and objectives of the AYAD program. For example the Fiji Government considered it and other volunteer programs to be a means of filling gaps in local technical knowledge and skills. The Vanuatu Government, perhaps because it has a large number of volunteers from many countries and AYADs have relatively limited professional experience, considered it in more general terms about positive contributions to the country and contacts with Australia, while the government’s key technical needs were better met by more senior, experienced individuals. In Vietnam, the central government considered a primary objective and major benefit of the AYAD program was the mutual exchange, mutual understanding, and the experience of local organisations being exposed to different “ways of thinking and working”. At senior level, they did not see the provision of technical skills as a focus of the AYAD program.

A senior Vietnamese government official strongly supported the program but suggested that if an AYAD placement resulted in technical skills transfer, but not a gain in mutual understanding, then the assignment had been a failure.⁴

The Review reconfirms the generally positive impressions of the AYAD Program. It appears to have been particularly successful at the operational

¹ Interview with two AYADs, Fiji, 14 November 2005.

² AYAD Review of Monitoring and Reporting, November 2005.

³ Interview with HO, Vanuatu, 9 November 2005.

⁴ Interview, Hanoi, Ministry of Planning and Investment, 1st December 2005.

level, where the focus has been on outputs, numbers of assignments, HOs, APOs and AYADs, attrition rates, and so on. However there are a number of issues at the strategic level, where the focus is more on outcomes that could be addressed to enhance the quality and impact of the program. Many of these arise from the fact that stakeholders including AYADs, HOs, APOs, AusAID, partner governments and others had a range of understandings about the objectives of the AYAD Program, and hence managed their role and assessed program progress from these very differing perspectives.

3. Program Objectives and Outcomes: Strategic Level

3.1 Program goals and objectives

Since it was established in 1998 the original aims and objectives of the AYAD program have been altered at various times, and in different documents. In some cases they have been framed as aims and objectives, at other times as goals, purposes and outputs. While there is often inconsistency in terminology, the more important issue is an absence of a shared understanding across a wide range of stakeholders about the goal and objectives of the AYAD program.

The differing perceptions of the objectives affect the way the AYAD program is managed and experienced by stakeholders, and particularly how it is viewed in terms of its progress and success. The apparent confusion increases the risk of stakeholders working at cross purposes to each other and limits progress towards the Australian Government's objectives for the AYAD program.

The proposed aims and objectives for a young volunteers program were first presented to the Minister in 1998.⁵ In 2001 the Scope of Services developed for the MC confirmed the goal of the program as:

To strengthen mutual understanding between Australia and the countries of the Asia Pacific and make a positive contribution to targeted country development.

As associated policy has been developed within AusAID, the language to define the goals and objectives of the AYAD program has been massaged by different stakeholders to ensure program documentation remains consistent with these broader policy documents. The goal of the AYAD program is not highlighted in the ICM Quality Manual, nor referred to in the AYAD assignment descriptions or Quarterly Reports. In other documents, the AYAD program goal has evolved as follows:

- To strengthen the mutual understanding between Australia and the countries of the Asia Pacific and make a positive contribution to development. (*Annual Plan 2003/4, Annual Plan 2004/5*)
- "Positive contribution to targeted country development; Mutual understanding between Australia and the Asia Pacific strengthened through enhanced Australian community participation; Increased number

⁵ AusAID Ministerial Submission 26 March 1998.

of AYADs in the development field.” (*AYAD Program Log frame 1 July 2004 –to 30 June 2006*)

- “The AYAD Program is part of the Australian Government’s broader Volunteer Program the objectives of which are to reduce poverty through skills transfer and institutional strengthening and enhance community participation in the aid program. The AYAD Program supports these overarching objectives through placing AYADs in Partner countries that exchange skills and knowledge with local counterparts to strengthen capacity of Host organisation. Youth Ambassadors also develop linkages and network between APOs and organisations in Partner countries and gain an overseas professional development experience.” (*Annual Plan 2005/6*)
- Strengthen mutual understanding between Australia and the countries of the Asia Pacific region and make a tangible contribution to targeted country development; and Increase the pool of young Australians available to the Australian development industry. (*RAYAD online research, December 2005*)

The objectives or outputs of the AYAD program have been identified as:

- Country Strategies developed and documented.
- Young Australians selected, placed and supported on development assignments in targeted countries.
- AYAD Program Monitoring and Evaluation system established and operational
- Australian Partner Organisation network enhanced.
- Outreach Activities including AYAD Network and Alumni enhanced. (*Annual Plan 2004/5*)

- ...Country Strategies developed and maintained.
- ...Young Australians selected, placed and supported on development assignments in targeted countries.
- ...AYAD Program Monitoring and Evaluation system reviewed and updated
- ...Australian Partner Organisation network enhanced. Special focus on vocational institutions for intake 16
- ...Outreach Activities including AYAD Network and Alumni enhanced. (*Annual Plan 2005/6*)

- Maximize development effectiveness through young Australian volunteers;
- Improve opportunities for young Australians;
- Increase linkages of a broad range of Australian business, academic, industry and research organisations in Asia and the Pacific region. (*RAYAD online research, December 2005*)

Through formal reviews or other means, but also through informal processes of ‘disjointed incrementalism’, different documents and stakeholders involved in the AYAD program identify or emphasize different goals and objectives and craft the program or their role accordingly.

Many AYADs considered that technical skills transfer, rather than other elements of capacity development, was the primary objective of their assignment and the AYAD program. When that was particularly difficult, they understood the assignment and the AYAD program had been a failure. They had not identified capacity development as a process as well as an objective, with elements other than technical skills transfer, that it usually takes time well beyond a twelve month AYAD assignment⁶ nor had they understood other AYAD program objectives such as mutual understanding and fostering linkages in the region, and how these might underpin capacity development processes.

Some AusAID staff understood the objectives of the program were to provide substantive contributions to the Australian aid program in that country. They approved or rejected assignments, and assessed program progress on this basis. Other AusAID staff understood the objectives to be about broader development goals related to linkages in the region, mutual understanding at a personal or organisational level, and opportunities for young Australians to participate and contribute. In this case they approved assignments explicitly central to the AusAID country strategy, and also others that they and the ICMs considered made a positive contribution to the country.

Similarly partner governments and HOs held a number of views about the objectives of the AYAD program. These ranged from considering it was a cost effective volunteer program that could fill skills gaps or provide a free resource, to clearly defining the objective as enhanced mutual understanding between Australia, their own country and 'our region'.

The AYAD program is funded and managed through the aid budget with a view to achieving development results. However, it is sending relatively young, inexperienced Australians into challenging working and living environments, for periods of less than 12 months, with limited assignment support/supervision. It is reasonable to expect the AYAD program to contribute to development results in the longer term, however there are real constraints at an assignment level and in the shorter term. It cannot be considered the most effective aid mechanism to transfer skills or develop capacity in the short to medium term or at a single assignment level. An AYAD assignment can be a critical input, an enabling factor to facilitate capacity development in partner countries in the medium to longer term, perhaps through a series of placements, and it can strengthen understanding in Australia about our region and about development issues.

⁶ AusAID, Capacity Development Principles and Practices, 22 November 2004, page 3

a) Recommendation/Finding

The review team considers the goal:

To strengthen mutual understanding between Australia and developing countries in the Asia Pacific, and make a positive contribution to targeted country development,

Is valid and should be reconfirmed as the long-term, strategic goal of the AYAD program. This goal resonates with the objectives of the Australian Government's volunteer policy, but also acknowledges the specific characteristics of the AYAD program as a short term, youth focused program, implemented across a wide range of organisations and countries. The objectives should be:

- a) *To provide opportunities for young Australians to contribute to Australia's overseas aid program and to gain personal and professional experience in developing countries;*
- b) *To build capacity of individuals, organisations and communities in partner countries through sharing skills and knowledge*
- c) *To foster linkages and partnerships between organisations and communities in Australia and those in developing countries*
- d) *To raise public awareness of development issues and the overseas aid program in the Australian community.*

AusAID CPS needs to ensure that there is one agreed goal and one set of objectives which are then communicated to all stakeholders in the program, including AusAID staff, AYADs, ICMs, APOs, partner governments, HOs and others. CPS staff should monitor how the goal and objectives of the program are being communicated to stakeholders.

3.2 Assignment objectives and capacity development

Under the current program, assignments are developed, managed and implemented in a reasonably standardized manner. They are perceived by AYADs to be the same in terms of addressing the objectives of the program. While overall the AYAD program should address the range of objectives in a reasonably coherent manner, individual assignments are crafted by each HO and ICM/APO to address specific needs of the HO. They may have differing emphases on one or other of the AYAD program objectives, and may not address all of them.

The AYAD assignment descriptions (TOR) are outline documents that describe in very general terms the tasks to be undertaken and the outcomes expected by the end of the assignment. They do not explicitly list the objectives of the particular assignment nor contextualize them within the goal and objectives of the AYAD program.

The manner and degree to which individual assignments can potentially address the differing AYAD program objectives will be affected by a number of factors including:

- the country of assignment;
- the AusAID country strategy and the AYAD country framework;
- the nature and organisational capacity of the HO, including links with Australia, experience with AYAD program etc;
- the participation of an effective APO and prior APO–HO capacity development experience;

For example, an AYAD assignment in a well resourced UN regional body, where English is the working language, that has previous experience with AYADs, and strong links with an APO which has nominated the AYAD from their own staff, may readily address capacity development objectives and achieve clear technical skills transfer. It may also provide a significant opportunity for professional development for an AYAD.

This may not be the case if an assignment is with a HO that is a local NGO with limited organisational capacity, no prior links with Australia, which has not previously participated in the AYAD program, where English is not widely used, where budgets and other resources are very limited, where there is no APO and no formal capacity development plan. In this example, the AYAD assignment may still make a positive contribution to development. It may strengthen understanding and linkages that enable the HO to more effectively use subsequent AYADs or other inputs, and so contribute to the enabling conditions for capacity development to continue. The individual assignment may not be able to achieve significant technical skills transfer but it may provide positive opportunities for personal and professional development for staff in the HO and also for the AYAD. These are valid results.

AYADs advise they are ‘drilled at pre departure training (PDT) about the importance of capacity development (usually understood by AYADs to be technical skills transfer) as the primary objective of the assignment.’ This presumably reflects the MC’s concerns to dovetail the AYAD program with the recently established volunteer policy that places poverty reduction and sustainable development centrally in the goal, and which also emphasizes sharing skills and knowledge transfer. However the policy also includes objectives about developing linkages between people and organisations, public awareness of the aid program, as well as capacity development at an individual and organisational level. As noted above, there are many factors beyond the control of the AYAD that affect the degree to which capacity development objectives can be progressed. Importantly, there are other AYAD program objectives that are often not made explicit in assignment TOR.

Given the emphasis on skills transfer in the TOR and at the PDT and their own aspirations to make a visible difference, many AYADs feel they have primary responsibility for ensuring capacity development (‘skills transfer’) occurs. Clearly this is not always realistic within a short term assignment, and AYADs do not generally have authority over critical resources or decisions. There are significant constraints to achieving capacity development through individual AYAD assignments. The program could be more realistic in the assignment TOR about the contribution an assignment can make to capacity development,

and also about the varying emphases between the objectives in each assignment, as well as any explicit risks to achieving them.

b) Recommendation/Finding

The perception gained by many AYADs that capacity development is the primary objective of an AYAD assignment is not always appropriate or realistic given the wide range of HOs, their organisational capacity and other factors beyond the control of an individual assignment. PDT should provide balanced discussion of the various AYAD program objectives. TORs should cite AYAD program objectives, as well as the specific assignment objectives, and should make clear any emphasis between the objectives related to capacity development, mutual learning & development, and fostering regional linkages.

3.3 Monitoring and evaluation (M&E)

MC reporting to AusAID: the AusAID contract specifies the content of the MC's Quarterly Reports (QR) and calls for descriptive rather than analytical reporting. It does not seek identification and analysis of issues and trends. The MC provides these QRs to AusAID Canberra. The AusAID Posts, who currently screen and approve new AYAD assignments, do not receive reports. Hence the screening process is not informed by regular reporting on previous assignments.

c) Recommendation/Finding

AusAID should adapt the contract to ensure that some basic progress reporting is provided to AusAID Post as well to AusAID Canberra. They will however not require all progress reports provided by the MC to AusAID Canberra.

The Quarterly reports to AusAID Canberra should focus on analysis of trends and issues, while summary tables about AYAD, HO and APO numbers, AYAD recruitment, deployment and completion etc can be provided as appendices.

AYAD's assignment reporting: Many AYADs commented that the QRs they were required to complete were overly formulaic, 'positively framed' and were basically 'happy face exercises'. It was not clear to AYADs or the Review team how the AYAD's QRs informed decision making. A consistent criticism from AYADs was the lack of acknowledgement or follow up by the MC to matters they raised in reports. As a result, many AYADs indicated they spent little time on subsequent reports, and they advised the next intake of AYADs not to take the reporting requirements too seriously.

HOs were not generally aware of the reports prepared by AYADs, the status of those reports or any implications they may have for further AYAD placements.

Some ICMs received copies of the AYAD's QRs, but this seemed to be at the AYAD's discretion rather than through agreed program practice.

The current assignment description (TOR) appears to be a static document that is 'put in a drawer' once the AYAD takes up the assignment. Some AYADs do use it to develop a detailed workplan with their HOs. The AYAD's first QR refers to the original TOR, but not as a base line to monitor assignment progress.

d) Recommendation/Finding

The assignment TOR format could be adapted and simplified to provide a base planning document for each assignment and as a reference point for monitoring. It could be reviewed and revised each quarter by the AYAD and the HO, to form the basis of the AYAD's QR. It could also assist in strengthening the planning and monitoring capacity of AYADs and HOs, and hence be an integral part of the capacity development process.

AusGuideline confirms that "an agreed monitoring and evaluation (M&E) framework is a key part of most AusAID activity designs ...".⁷ Output 3 of the program logframe (1 July 2004 to 30 June 2006) is: "AYAD Program M&E system reviewed, updated and operational". Several AYAD Annual Plans also list an M&E system or framework as an output for that year.

The AYAD program does have a significant number of reporting requirements and formats for AYADs, ICMs and HOs. These are outlined in the *ICM Quality Manual June 2005*, a handbook for subcontracted ICMs. However, at the time of this review the MC confirms that it does not have a single document, a monitoring and evaluation system or framework that clearly describes monitoring activities in terms of an agreed logframe or other project description.

The AYAD Program needs a coherent M&E framework based on a clear articulation of the overall AYAD program objectives and indicators of performance, an AYAD Country Framework reflecting specific circumstances in each country, and the specific balance of objectives at individual assignment level. Such a framework should describe monitoring and evaluation activities to be undertaken by each of the stakeholders, AYADs, ICMs, HOs, APOs and the MC, and would enable all stakeholders to clearly understand their own and others monitoring responsibilities, to have ready access to the agreed tools or formats, and to be aware of the decisions that will be informed by the reporting.

The review is not recommending more reporting, rather a clarifying framework is needed. The systems need to remain cost effective and not overly complex.

⁷ AusGuideline, October 2005, 4.3 Monitoring activities and managing contracts, p 4

e) Recommendation/Finding

As a matter of priority, and as cited in various annual plans and logframes, the MC should develop an M & E framework that outlines the various monitoring and reporting schedules and tools available, specifies who generates and receives reports at assignment, country and program level, and how the various reports and tools are linked to each other. It should also include plans for evaluation activities that will focus on outcomes and impact.

3.4 Resources and priorities

The AYAD contract and financial reports indicate that relatively modest resources are devoted to ongoing in-country management across the 18 countries compared to the level of resources allocated to PDT and other in-Australia processes.

In-country management includes the safety and welfare of the AYADs. It also includes responsibility for promoting the AYAD program, identifying and developing work assignments, some form of assignment monitoring through the implementation phase, and debriefing prior to departure.

As illustrated in Table 3 below, there may be a diverse range of HOs in each country, including local and international NGOs, government departments, research institutions, international and regional organisations and others, all with varying degrees of organisational capacity. To identify each HO, develop a working relationship with them, assist in the development of each assignment, and then provide some form of monitoring for assignments is a significant level of work.

Table 3: Type of HOs by year

	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	Total
CBO	1 (4%)	5 (6%)	2 (2%)	2 (2%)	7 (6%)	3 (2%)	6 (4%)	26
Local NGO	3 (13%)	9 (11%)	20 (18%)	26 (20%)	27 (22%)	24 (17%)	42 (25%)	151
International NGO	1 (4%)	10 (12%)	16 (15%)	21 (16%)	8 (6%)	10 (7%)	16 (10%)	82
Govt organisation	8 (35%)	25 (31%)	48 (44%)	60 (45%)	59 (48%)	75 (54%)	71 (42%)	346
Inter-governmental organisation (UN etc)	1 (4%)	9 (11%)	4 (4%)	5 (4%)	7 (6%)	11 (8%)	16 (10%)	53
MC	4 (17%)	8 (10%)	6 (6%)	3 (2%)	2 (2%)	4 (3%)	7 (4%)	34
Other	5 (22%)	16 (20%)	13 (12%)	16 (12%)	14 (11%)	12 (9%)	11 (7%)	87
Total	23	82	109	133	124	139	169	779

Assignment development and management work is critical to the AYAD program objectives of capacity development and developing links and partnerships between Australia and countries in the region.

If AusAID seeks to achieve progress against all AYAD program objectives in most assignments, then it appears that the level of resources and the type of skills devoted to assignment development and management in country are not sufficient given the number and diversity of assignments and HOs. If on the other hand it is accepted that there will be varying emphasis between (and progress against) the objectives related to capacity development, mutual learning and development and fostering regional linkages, and this is explicit in assignment TOR and to stakeholders, then the current balance of in country and in Australia resources can be maintained.

There is also a stark difference between the status of the AYAD program and the focus on the AYADs in Australia and in-country. The PDT and other in-Australia management emphasises the significant status of the AYAD program and the AYADs. A consistent message is that they are ‘special’, ‘Young Ambassadors’, meeting with ministers, parliamentarians, real Ambassadors and key civil servants from Australian government. Contrary to AusAID capacity development guidelines, this approach and allocation of resources encourages the AYAD to consider that the focus is definitely on them as the “technical expert or adviser”, rather than elsewhere e.g. on the HO capacity, or the staff and counterpart as the people who might be trained.⁸

The reality on arrival in-country is usually not consistent with the in-Australia preparation. The job description for which the AYAD applied and the one they undertake may be radically different, and a variety of factors, including the skills and attitudes of the AYAD, may significantly constrain the capacity development work with HOs. This can result in a relatively high level of dissatisfaction with the assignment or the program for the AYAD.

This imbalance between the in-Australia processes including the PDT and the in-country assignment supervision/support was consistently raised by AYADs. With the expansion of the program it will be necessary to assess the cost and benefits of additional resources for assignment development and to develop strategies that allow the quality of assignments being developed to be strengthened without the exercise becoming overly resource intensive. Again the systems need to be cost effective.

To use an analogy:

- *Pre-departure training:* *a late model Fairlane, could downsize if the family needs cash for other priorities.*
- *In-country pastoral care:* *a family Commodore, no frills but adequate.*
- *Assignment development:* *early model Mini Minor, needs repair & more regular checks of water and oil.*

⁸ AusAID, *Capacity Development Principles and Practices*, 22 November 2004, p 6.

f) Recommendation/Finding

Assignment development and follow-up in country should be more adequately resourced to ensure it is consistent with the quality of the PDT and the pastoral care currently provided by the program.

3.5 AYAD country frameworks

The Australian Government's Volunteer Policy indicates that development of country strategies for each of the volunteer sending programs is a key component of the volunteer cycle.⁹ It is suggested that the name be changed from strategy to AYAD Country Framework (ACF), to avoid confusion between AYAD and AusAID country strategy documents and to clarify their purpose and scope. An ACF should make explicit the overall AYAD program goal and objectives, as well as identifying strategic issues and any priority amongst the objectives in each country i.e. the strategic direction of the AYAD program at a country level.

Unfortunately the AYAD country strategies are still not finalised.¹⁰ Several draft AYAD country strategies that were provided to the Review were at a level of generality that was not helpful in clarifying the direction of the program in any meaningful way. A significant number of the issues and problems identified by the Review could be addressed through the process of developing robust AYAD Country Frameworks for each country where the program operates.

Given the directions outlined by the Australian Government's Volunteer Policy, AusAID Country Strategies, and other policy documents, it would be unnecessary duplication to develop another general policy document at a country level. Individual ACFs should be developed in consultation with stakeholders including the Post, partner government, HOs and current AYADs. Each ACF document should clearly outline the strategic direction of the program in that country, and not be a simple cut and paste exercise from other country strategy papers. It should be practical rather than policy oriented, brief rather than verbose. It should not require detailed analysis of the conditions of the country, or regurgitation of the current Australian aid program – **except** where it is directly relevant to the proposed framework for AYAD placements.

If they are to provide a **brief, succinct** framework for AYAD placements, ACFs could include the following:

- status of the document as a guide to the AYAD program in country, target audience, process and schedule for updating and key lessons from previous AYAD intakes;

⁹ AusAID, *Volunteers and Australian Development Cooperation*, August 2004, p 7

¹⁰ Annual Plan 04-05. page 9. "The development of country strategies for all AYAD targeted countries is essential to ensure that AYAD placements are in accordance with the development priorities and strategies agreed between AusAID and the Host Country Government."

- reference to key AusAID, partner government and AYAD global program documents or strategies;
- any relevant broader Australian Government priority areas for AYAD placements;
- reiteration of the overall AYAD goal and objectives, any strategic balance between them in the country context;
- articulate the reasons and need for a niche for the AYAD program;
- the extent of Australian and other volunteer programs and the absorptive capacity for the AYAD program in country;
- similarities and differences between the AYAD and other Australian volunteer programs, and mechanisms for ensuring coordination between them;
- focus for AYAD assignments, by sector, geography etc and scope for flexibility,
- relevant practical issues such as language, security, capacity development priorities, experience and range of potential HOs etc;
- marketing or promotion strategy to increase awareness of the program in-country and support for potential HOs;
- Identification of key risks and indicative management strategies.

The ACFs should provide a clear and **brief** working document that enables ICMs to develop assignments with a reasonable degree of certainty about AusAID priorities and likely approval or concerns. Similarly, HOs and partner governments would have greater clarity about directions of the AYAD program. AusAID may provide strategic input before individual assignments are developed, and still have the ability to provide comment on quality of specific TORs or HOs, however this should shift from the current operational to a more strategic level.

g) Recommendation/Finding

As a matter of priority the current MC should develop and finalise AYAD Country Frameworks. They should involve consultation with key stakeholders, outline the strategic direction of the program, identify strategic issues or priorities, and provide reference points about how the program will be managed in that country. The AYAD Country Frameworks should be regularly updated.

3.6 Whole of government- broader policy agenda and agency agreements

The AusAID country strategy provides the focus for the majority of AYAD placements. However, the overarching volunteer policy, the broader objectives of the AYAD program, and the current whole of government approach, indicate that the AYAD program also include a minority of placements that are not centrally aligned with the AusAID country strategy.

This is an area that would benefit from increased strategic management by AusAID and the MC.

AusAID Posts have not always been consistent in their approach to assignments outside the immediate scope of the AusAID country strategy. It should be recognised that sport, cultural and scientific assignments can contribute positively to development, to a coherent whole of Australian government approach to development, and to strengthening understanding and linkages between Australia and the countries in the region.

In addition AYAD positions in research and science based institutions in the region are consistent with Australia's broader policy agenda as articulated in the current White Paper process.

The Review found that placement of AYADs with universities, research program and projects appeared to be generally successful in terms of the professional development of the AYAD, the HO–APO linkages, and positive development outcomes in the specific technical area of the HO. Such placements often had a clearer focus than AYAD assignments in other HOs where the outcomes were about general organisational capacity development. They often had active support from an APO, and there was potential to contribute to addressing the limited information and analysis available in-country and in-Australia, albeit on a small scale. For example the Mekong Resource Center, an APO in Sydney University has placed several AYADs with universities in the Mekong region and is able to build on successive assignments to develop and disseminate learning methodologies in the area.

The balance of science, research, sport and cultural placements, and the placements that are more central to the AusAID country strategy would need to be clarified in AYAD Country Frameworks.

Balance of AYAD assignments between government and civil society:

Government organisations represent the largest group of HOs, approximately 42% in 2004-05(see Table 3). Partner governments consulted during the review were very supportive of AYAD placements in civil society and suggested the major criteria for placement should be organisational demand and capacity to manage. Factors such as the quality of the assignment TOR, management capacity and the culture of the HO were more relevant to the success of the placement than whether the HO was a government or civil society organisation. The balance between civil society and government placements is therefore not considered to be an issue for concern at the program level at this stage. If there are specific issues about security or about the nature of government or civil society organisations in a particular country, these should be clarified in AYAD Country Frameworks.

h) Recommendation/Finding

Sport, cultural and scientific assignments provide an important opportunity to develop mutual understanding and linkages across the region, particularly for youth. They also have the potential to involve a broader cross section of Australian society in the aid program.

AusAID CPS, after consultations with Posts, should provide policy advice on the proportion of assignments which can fall outside the immediate scope of the AusAID Country Strategy papers, and also the room for negotiation at a country/regional level. This advice would then be included as appropriate in the AYAD Country Framework.

Similarly, analysis of government and civil society organisations and priority for AYAD placements, should be made at a country level and signposted in the ACF.

AusAID has indicated a willingness to initiate agreements with key partners in the Australian aid program to facilitate their participation in the AYAD program. Given the planned AYAD expansion such agreements underpinning strategic partnerships could provide a wide range of quality assignments, and support the achievement of its objectives, without unduly increasing the assignment identification and development burden for the Contractor.¹¹

HOs and APOs that have had effective experience with initial AYAD placements, should be encouraged to develop a strategic partnership with an indicative program of multiple and/or multi-year placements. This would encourage medium term planning by the HO, better scoped assignments, would reduce HO resources required, and the inconsistencies of the annual approval of AYAD placements. Multi-year agreements would still be subject to identification of suitable applicants, active monitoring, and an annual review of assignments and APO and HO performance.

ACIAR is a key partner in the aid program and has also participated in the AYAD program. However it appears that current systems and a perception of arbitrary rejection of assignment proposals developed by ACIAR have discouraged participation by some ACIAR managers and partners. An agreement with ACIAR, which specified an indicative number of assignments over a 5 year period, and enabled ACIAR management to provide coordination, prioritise and manage the AYAD placements associated with their projects, would allow a HO and ACIAR to plan capacity development work beyond the period of a single AYAD assignment. It would also encourage ACIAR project managers and partners to develop more AYAD assignments in the region and thus support the planned expansion of the program. Such strategic partnerships would support the achievement of the

¹¹ This was also identified by AusAID as an area for expanding the program, see **Annex E**.

AYAD program objectives, as well as the HO's objectives of capacity development.

i) Recommendation/Finding

The AYAD program should promote multi-year strategic partnerships which can support the Australian Governments broad development policy agendas. These should be with APOs and HOs that have demonstrated effective management of AYADs, that have the capacity to utilize them in the context of an organisational strategy and they should more actively target science and research institutions.

3.7 Harmonisation and coordination of volunteer sending programs

Donor Harmonisation is major priority for the Australian aid program but there appears to have been limited efforts to harmonise the various donor systems and processes for the volunteer programs. The burden on a country such as Vanuatu which is host to a relatively large number of volunteers from a range of countries must be considerable.

In Vietnam JICA is moving to harmonise its volunteer program with partner government systems and other donors. Some streamlining of donor processes is an area that warrants further consideration by AusAID. The experience of moving to harmonized donor systems between Australia and NZ for the Pacific regional scholarship program indicates senior level commitment and dedicated resources are both required to achieve practical outcomes for harmonizing donor processes.

At a more fundamental level there is a need to simply coordinate the Australian funded volunteer sending programs. The recent increase in the number of programs has caused some confusion amongst HOs and partner governments, and duplication of management services such as orientation and language training in countries where more than one service provider is working.

As a minimum, consistent information that clarifies options available to potential HOs and partner governments should be developed and distributed by all Australian volunteer agencies, and be available at all Posts. Some Posts have developed papers for distribution, but this could be managed more efficiently by CPS at an agency wide level.

The establishment of the Volunteer Program Working Group (VPWG) is a step in the right direction. Service providers should be required, as part of their contractual responsibilities, to work collaboratively and to promote the Australian government's broader volunteer program in a consistent manner.

j) Recommendation/Finding

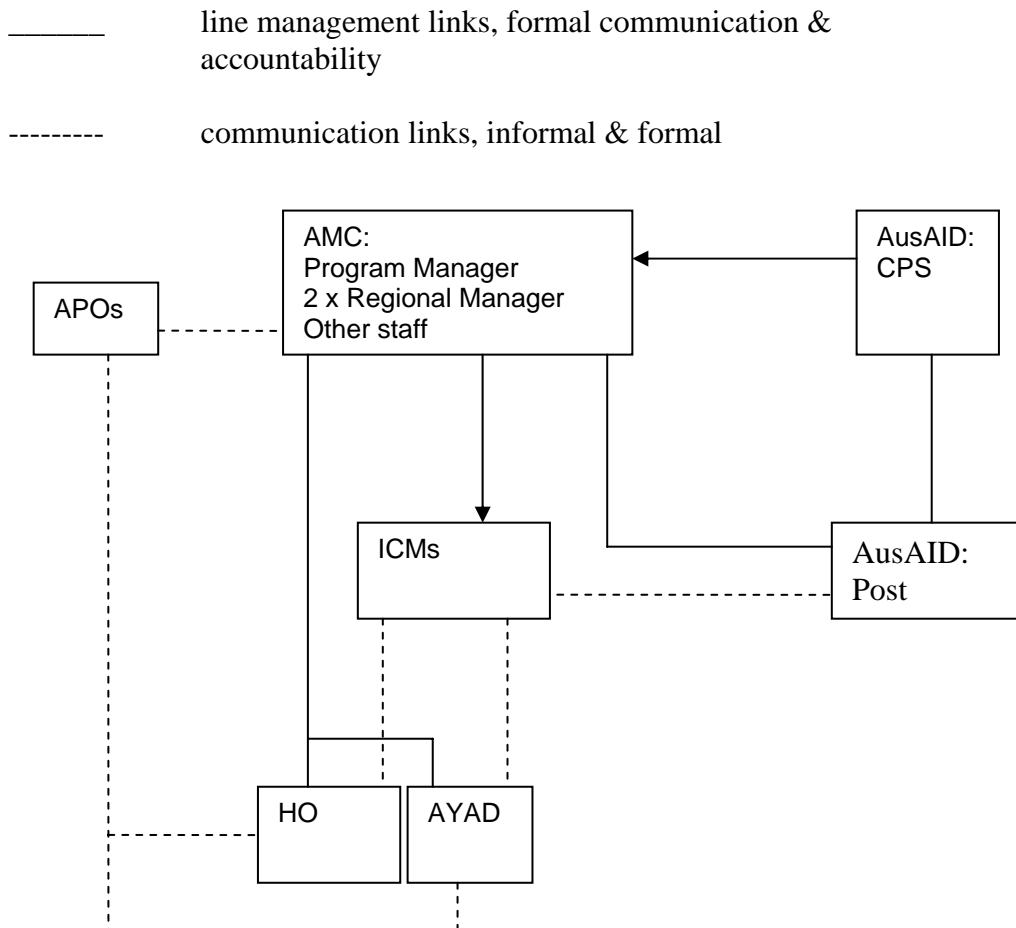
Donor harmonization for volunteer sending programs is an area that warrants further consideration by AusAID, but will require resourcing and senior level commitment to achieve any real progress.

AusAID needs to enhance the level of coordination and cooperation in the current Australian volunteer sending programs. Contracts should be reviewed to ensure requirements for coordination and cooperation, with accountability included through regular reporting to AusAID and contractor performance feedback.

4. Program Relevance and Management

4.1 Structure follows strategy

The current organisational arrangements or structure for the AYAD program appears to be as follows:



These organisational arrangements appear to be standardized across countries. There is room for confusion in that the RM's executive line-management and the ICM's advisory communication and pastoral roles overlap significantly. Also key decision making is located in Adelaide rather than closer to the HOs, AYADs and AusAID Posts, all of whom are keenly affected by many of the operational decisions in-country.

This overlapping and centralized decision making may have occurred because AusAID is a key stakeholder and there is variability in the way AusAID Posts engage with the AYAD program. Some Posts encouraged direct, regular links between the ICM and the Post, and had active participation in elements of implementation. Other Posts wished to remain at a clear distance from the program and simply to be updated about progress. The MC has instructed some ICMs to minimize contact with the Post with formal communication managed by the RMs or PM. Because of the high profile of the program all Posts consulted clearly reserved the right to intervene at any stage in the AYAD program cycle.

The confusion is compounded because the ICM, as indicated in the title, is the 'management face' of the AYAD program in-country, but it is essentially an advisory or support rather than a management role. The key management decisions are currently located in the RM and PM roles in Adelaide. This inconsistency has created confusion about roles and responsibilities of the ICM, as they relate to the RM and other MC staff.

The development of an AYAD Country Framework should clarify the strategic direction of the program at a country level. This should then inform the organisational arrangements or structure at a country level. The MC could adapt the basic structure to facilitate the engagement of ICMs at a strategic level as well as managing the pastoral and logistics support of AYADs.

k) Recommendation/Finding

Following the development of the AYAD Country Framework, the MC should clarify the functions that can be managed at the assignment, country and global levels, and then delegate those functions so they are located as close to the work as possible, the shortest decision-path. This strategic direction and delegation should then inform the structure and organisational arrangements for the AYAD program at a country level.

4.2 Roles and responsibilities

As noted in the previous section, there is some overlap and confusion about the roles and responsibilities in the AYAD program.¹²

¹² It is noted that the placement of the RMs was commenced reasonably recently in August 2005, at the initiative of the MC, partially in response to the expansion of the program, and partially to overcome perceived shortcomings with management structures.

AYADs consistently raised questions about the role of the ICM, the RM and/or other MC staff, monitoring visits, and subsequent management decisions, or the lack of them. Some visits focused on future AYAD placements or the recently established VIDA program (also managed by the MC), while in others the AYAD was asked to prepare a detailed workplan. Other monitoring visits were simply a general conversation about how things were going. Some AYADs did not receive a monitoring visit when others in their area did.

The ICM Quality Manual indicates that ICMs should ‘provide an appropriate level of support and advice to every AYAD during the term of their assignment’. The term ‘appropriate’ is interpreted in different ways. ICMs provide pastoral and logistics support, however many AYADs also expect some formal assignment supervision as well. The provision of support and advice but the absence of an executive role, which is located in the RM in Adelaide, means that the ICMs appear to focus on the pastoral and logistics support, rather than assignment supervision which may involve analysis of the performance of HOs and AYADs, feedback and decision making about assignment viability.

HOs and AusAID Posts were also unclear at times about the role of the ICM and the RM and assignment monitoring. The situation was compounded when some RM visits focused on future AYAD assignments and also on the VIDA program rather than specific monitoring of the current AYAD assignments, or the progress of the AYAD program.

It would be useful if the MC could clarify the **primary role** of the ICMs and other staff, i.e. the things the postholder does regularly, for which they are considered the owner and for which they are accountable. Similarly, the **primary responsibilities** would be those matters over which the postholder regularly takes decisions by themselves. Others may provide analysis and recommendations but a postholder makes the go/no-go decisions for their responsibilities.

1) Recommendation/Finding

The MC should clarify the primary roles and responsibilities of the ICM, the RM and other staff, and then may adapt this at a country level after finalization of the AYAD Country Framework, so that all stakeholders are aware of their responsibilities and authority, what can reasonably be expected from whom, when etc.

4.3 In Country Managers: contracting arrangements

The role of the ICMs is crucial to the success and reputation of the program. The current AusAID contract specifies that ICMs are sub-contractors rather than employees. They can be Australian or other nationality individuals or organisations. In terms of Australian identity, the nationality of the ICM did

not appear to be an issue, as the AYAD program and the volunteers themselves are very much identified as “Australian”.

The Review considered all the ICMs consulted during the review process were committed professionals and effective in their current roles. However, the type of organisation or individual sub-contracted to perform the ICM role in different countries affects the professional knowledge, skills and experience they bring to the work, and this varies significantly.

The MC-subcontractor relationship can be problematic, particularly around the issue of the incentive structure for the ICMs. The current sub-contract arrangement provides incentives for the quantity rather than the quality and/or complexity of assignments developed by ICMs. For example, some new assignments can simply be built on previous assignments and HOs, while others require developing contacts and relationships with new HOs, including those with very limited organisational capacity, or those in more difficult and remote locations. The objective of the AYAD program includes mutual understanding and the program is expanding, so there is a need for new HOs, assignments and locations other than major cities.

The current model also limits links between the ICM and APOs, and this is a significant weakness when APO performance and AYAD supervision/support is poor.

Some AYAD assignments are higher risk or more difficult than others e.g. assignments with new HOs, with some government departments, or those in remote locations. The program would benefit if these assignments could receive enhanced or more active supervision and support from the ICM than the standardized service provided to all assignments under the sub-contract.

The current sub-contracting model does not acknowledge that difficult assignments occur in every intake as a matter of course, and appears to provide no incentive for ICMs to place AYADs in more challenging positions which may be more management intensive. Given the significant expansion of the program there will be an increasing number of assignments that require more resources to develop and manage through the implementation phase.

m) Recommendation/Finding

Consideration should be given to allowing the MC to determine appropriate employment mechanisms or arrangement to achieve the key functions of the ICM. This may involve the ICMs being staff members, contracted individuals/organisations, or other arrangements. As a minimum the management, incentive structures and remuneration levels for ICMs needs to be reviewed and revised to ensure program objectives are being achieved and perverse incentives are not in operation.

4.4 Communication and devolution

The AYAD program Contract is managed by AusAID Canberra and this seems to work reasonably well, particularly since the program is implemented by a single MC. To attempt to manage individual contracts across more than 18 countries could only be described as a nightmare for coordination, consistency, and for AusAID Post workloads, with unclear advantages.

That said, AusAID Canberra should clarify matters with the MC to ensure that the AusAID Post is kept informed of any country specific issues as they emerge and is copied in on regular program reports. As noted in a previous section, the ICM and RM management and communication lines currently overlap and it appears that the MC actively discourages ICMs from communicating with AusAID Posts for any issues other than assignment development. Direct, regular communication between ICMs and Posts should be standard practice if only to ensure the Post is aware of any potentially serious issues with AYAD assignments.

n) Recommendation/Finding

AusAID Posts need to be kept aware of any issues arising, and provided with copies of progress reporting by either AusAID Canberra or the MC. Given the global nature of the program, it is recommended that the overall contract management be retained in AusAID Canberra.

Just as there is a need to clarify the roles and responsibilities of the MC team, the roles and responsibilities of AusAID CPS and the AusAID Posts should be clarified. Knowledge of the program varies between Posts perhaps due to inadequate, or in some cases an absence of any pre-posting briefing on the AYAD program. This leads to different interpretations and demands between Posts in neighboring countries, and different understandings between Canberra, Posts and the MC.

For example, under the current contract managed by CPS, **all** AYAD placements are to be consistent with the AusAID country strategy. However, under the AusAID Volunteer Policy, only 75 per cent of volunteer placements should be aligned with the strategy, the remaining 25% providing flexibility to AusAID and the program. In practice, this issue is managed differently by different AusAID Posts. Similarly, the AusAID Post view on successive AYAD assignments in the one HO vary from country to country and are not necessarily consistent between countries or successive officers at the same Post. These issues should be addressed through the development of AYAD Country Frameworks.

Currently Posts are required to “approve” all AYAD positions, which is quite different to the AVI and VIDA volunteer sending programs. Posts consulted through the review are reluctant to waive their role in approval processes, yet they have only limited resources. An alternative is for the program to locate some strategic management functions at the country level in the ICM’s role, to

develop AYAD Country Frameworks and to facilitate AusAID Post engagement and approval at the strategic, rather than the operational level.

o) Recommendation/Finding

CPS should ensure that a session on goal, objectives and operation of the various volunteer sending programs is included in pre-departure briefing for Posted officers.

Posts and CPS should provide input to the AYAD Country Frameworks(ACF), and their approval/endorsement. Posts should receive a copy of proposed AYAD assignments for information.

If the assignments accord with the ACF, it should only be in exceptional circumstances that a Post would intervene e.g. if a Post has new or specific information about a HO or an assignment that the ICM would not normally have access to.

If the assignments do not accord with the ACF that should be a matter of performance review and feedback from AusAID to the MC.

4.5 Risk management

Given the diversity of assignments, countries, HOs, ICMs and the individual AYADs, risk management for the program requires a more developed framework at a program and country level.

The current Risk Matrix presented in the 2005 /06 Annual Plan is very general and does not address a number of potential risks, nor refers to any of the risks associated with the significant expansion of the scheme in 2005/06. For example it does not refer to the risk of HOs being inadequately prepared or aware of their responsibilities under the program, or the risks associated with changes in assignment TOR or HOs.

Risk management should be enhanced and could include:

- developing categories of risk for individual assignments, with the managing contractor required to provide increased support/supervision for higher risk assignments;
- identifying key country specific risks in the AYAD country frameworks;
- identifying issues of OH&S more rigorously as the program expands and includes trade-based assignments;
- articulating to all stakeholders that the proposed expansion of the number of AYAD placements should not be at the expense of quality and appropriate planning, monitoring and support;
- include identification of strategies to minimize risk from program expansion, such as developing a program approach with successive

placements in effective HOs, stronger links and agreements with effective APOs, cluster placements of AYADs, etc.

p) Recommendation/Finding

Using the risk management plan included in the annual plan as a starting point, the MC should revise the Risk Matrix and include appropriate risk management planning in the AYAD Country Framework.

4.6 Regional and international organisations

There was discussion by some stakeholders as to whether placement of AYADs in established regional and international institutions was appropriate. The Review found these placements can address the program objectives by providing a valuable professional experience for the individual AYAD, while achieving positive development outcomes planned and managed by the HO. Placements in these HOs i.e. international NGOs, intergovernmental organisations and MCs were 24% of overall placements in 2004/05, compared to 67% of placements with Government organisations and local NGOs (see Table 3). These placements represent a relatively low risk means of increasing the number of AYAD placements in the region and the number of such placements could be expanded.

However there is a need to clarify the status of the AYAD when placed in UN or other international organisations, so that the responsibilities of the HO and the AYAD program are clear. It is proposed that where AusAID already has MOUs with organisations, an exchange of letters or amendment to the MOU should provide a straight forward mechanism for this. It could also be used to develop a strategic partnership (as outlined in section 3.6) or a programmatic approach between the AYAD program and the organisation. For example the UNICEF Pacific MOU could include the provision of an indicative number of AYAD assignments over the 5 year period of the MOU. The MOU could also clarify issues for UN and AYAD operational purposes e.g. insurance, visa, leave, indemnity, allowances for duty travel etc.

Development and coordination of the MOUs should be managed by the CPS Section in Canberra to resource duplication by the UN office and for the AYAD program and to ensure consistency of approach across the AYAD program.

The AYAD Country Framework should clarify the strategic intent of the AYAD program with regard to AYAD assignments in international and national organisations.

q) Recommendation/Finding

AusAID CPS should develop and coordinate in-principle agreements with UN and other major international organisations for the placement of AYAD assignments with those organisations in the region, as indicated in the AYAD Country Frameworks.

4.7 Public awareness, marketing and diversity of applicants

Gender Balance: The current AYAD program has a higher percentage of females to males applying for assignments (75 %). As illustrated in Table 4 below, approximately 71% of all AYADs deployed since the program commenced were female. The move to introduce more trade based assignments may begin to address the imbalance to some extent. The marketing of the program in Australia, and the process for application should be analysed to determine if there are factors that influence this gender bias.

Table4: Gender of AYADs deployed

	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	Total
Female	30 (68%)	119 (74%)	132 (75%)	131 (67%)	155 (76%)	142 (66%)	187 (72%)	896 (71%)
Male	14 (32%)	43 (26%)	44 (25%)	65 (33%)	50 (24%)	74 (34%)	72 (28%)	362 (29%)
	44	162	176	196	205	216	259	1258

It is interesting to note that anecdotal comments suggest volunteering programs per se generally report a higher number of female participants. This needs to be further investigated. It is noted that the current contract requires gender assessment, but other than reporting or noting the imbalance it is unclear what analysis or action has been undertaken by the MC.

Broader Cross Section of Applicants: As an objective of the program is to promote mutual understanding and broader Australian community engagement in the aid program, there is a need to undertake some assessment of how to broaden the range of applicants.

The marketing of the scheme needs to be reviewed and potentially expanded. This has resource implications. AYADs consulted during the review advised that word of mouth continues to be a primary means of learning about the AYAD program along with web searching. This may intensify a bias toward people already associated with the development sector and who are looking for development work opportunities. Anecdotal comments received suggested that females are more likely to network with other females and this may exacerbate the gender imbalance in the program.

Enhance the awareness of the program in partner countries: with the expansion of the program there is a need to expand the awareness of the program in partner countries. The Review found there is generally limited knowledge of the program across the region, with most HOs becoming aware of the program through individual contact or connections with the ICMs.

r) Recommendation/Finding

A more structured review of the level of public awareness of the AYAD program, both in Australia and in the partner countries, should be undertaken, and a marketing strategy developed for the program to enable it to reach a broad cross section of the Australian youth community, and increase the range and scope of HOs.

5. Program Linkages

5.1 Promotion of linkages: APO engagement

An objective of the AYAD program is:

To foster linkages and partnerships between organisations and communities in Australia and those in developing countries.

A distinctive feature of the AYAD Program is the involvement of Australian organisations as partners, with a target of 50 per cent of all assignments to be from APOs. This may not be achieved for each individual country but is considered an overall target. Table 5 below indicates that universities and international NGOs are currently the main source of APO assignments.

Table 5: Type of APOs by year

	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	Total
International NGO	3 (14%)	11 (14%)	13 (19%)	11 (18%)	35 (43%)	23 (30%)	27 (30%)	123
Govt dept		16 (20%)	15 (22%)	6 (10%)	13 (16%)	10 (13%)	14 (16%)	74
Inter-governmental organisation (UN etc)				1 (2%)		5 (7%)	1 (1%)	7
MC		4 (5%)	1 (2%)	4 (6%)	2 (2%)	8 (10%)	6 (7%)	25
Other commercial company		4 (5%)	2 (4%)	2 (3%)				8
University body	12 (57%)	40 (50%)	29 (43%)	30 (48%)	26 (32%)	20 (26%)	29 (32%)	186
Other	6 (29%)	5 (6%)	7 (10%)	9 (14%)	5 (6%)	11 (14%)	13 (14%)	56
Total	21	80	67	63	81	77	90	479

There appears to be an assumption that APO involvement in the program will strengthen an assignment by providing support to the AYAD, and strengthen linkages between Australia and the region at an organisational level. This assumption was not always correct.

The Review found a number of APO assignments where there were strong professional and collegiate links with the HO, where the APO was actively involved in developing the assignment, identifying the AYAD, and providing on-going professional mentoring to the AYAD. This usually resulted in a more effective assignment. However this level of APO engagement was generally the exception rather than the norm, with the level of engagement by the APOs varying significantly.

It appears that there is not adequate scrutiny of assignments if they are APO nominated, on the assumption that an APO will provide rigorous assignment development and support.

There also appears to be a disconnect regarding APO identified and ICM identified assignments, and the role of ICMs. Some ICMs had no knowledge of APO assignments until the assignment TOR was sent to the AusAID Post for approval. APO positions are provided later than the ICM sourced assignments. Posts therefore often felt under time pressure to approve the APO assignments quickly.

However many APO assignments had only token participation, with limited APO involvement after the application process. In addition many HOs were not aware of the potential for APO involvement and the objective about promoting linkages in the region. The APO-HO linkages were significantly varied across the program, for example:

- one HO had had several AYADs, a number of professional linkages with Australian organisations and networks, and had discussed the possibility of a multi-year program approach with the MC's Regional Manager, but was not aware of the APO component of the program.
- an AYAD had set up a placement with a HO and then asked the Australian government department where they were then employed to be the APO as a means of facilitating the application process. The APO played no role in the assignment during the development or implementation phase.
- an APO had set up an assignment with a HO, the AYAD had been recruited through the general application process, and then the APO instructed the AYAD not to contact the APO during the assignment. APO participation was limited to helping the HO secure the AYAD as an extra resource, and specifically excluded any mentoring or participation during the assignment.

s) Recommendation/Finding

The standard assignment review processes for assignments need to be undertaken for APO assignments to ensure program quality. Substantive rather than token partnerships/linkages between APOs, HOs and AYADs should be actively promoted and encouraged. Again roles and responsibilities should be clarified.

Given the limited sample size, it is of concern that the Review Team found several assignments where the APO was in name only.

The latest Annual Plan(AP) suggests the “Program will continue to actively maintain and expand the AYAD APO network from its current base of approximately 200 organisations by targeting potential and current APOs in a strategic and effective manner. A key focus of this AP period will be the further development and consolidation of long-term relationships between APOs and the AYAD Program”.

t) Recommendation/Finding

The AYAD program expansion needs to concentrate on enhancing the quality of APO engagement not simply the numbers, which currently appears to be in response to meeting contract targets.

There are examples where there were obvious mutual benefits from the APO-HO relationships which had been fostered by the AYAD program. For example, HOs that had existing linkages with APOs were often able to use the AYAD assignment to consolidate existing linkages and to advance capacity development plans already in place.

There were examples where the roles of HO and APO were blurred. Most HOs were local organisations, however a number of international NGOs and AMCs were APOs and HOs at the same time. In this case, linkages between the APO and the HO were already robust and the placement of an AYAD may provide an extra resource for the HO, or an opportunity for the AYAD to make a contribution to development through the INGO or AMC program. It does not usually result in any enhanced linkages between the APO and the HO and there are potential conflict of interest issues to be managed.

Similarly some Australian Government Departments were nominated as APOs, but in name only, to facilitate an individual or a former employee undertaking an assignment. It did little to promote APO-HO linkages.

An assessment of the current APOs and how they are enhancing linkages in the region should be undertaken with a view to developing a global strategy that encourages APO participation that results in genuine partnerships. It is of

concern that for an organisation like ACIAR, a key partner in the aid program, the AYAD program has not been able to develop a real “partnership”.

u) Recommendation/Finding

An assessment of the current APOs and how they are enhancing linkages in the region should be undertaken with a view to developing a global strategy that encourages APO participation that results in genuine partnerships.

The Review supports the proposal for the development of APO-AYAD agreements identifying APOs as key partners in specific sectors or regions to facilitate assignment approval processes, and provide scope for HO capacity building outcomes beyond a single AYAD assignment. The Review also supports the proposal to identify potential APOs that can support key HOs.

The AYAD program should also continue to encourage APO partnership with government departments at all levels including Local, State and Commonwealth, in line with the 'whole of government' approach to development.

5.2 Corporate and private sector engagement

As noted above, an objective of the AYAD program is:

To foster linkages and partnerships between organisations and communities in Australia and those in developing countries.

The White Paper process proposes that “as a matter of priority, AusAID should identify and engage with companies that have investment interests in the region with a view to creating partnerships and alliances that strengthen development outcomes”¹³. Corporates are also identified as a target audience in the AusAID Public Affairs Strategy 2005-07. AusAID is therefore seeking to enhance private sector and corporate engagement in all areas of the development assistance program.

The AYAD program reflects the broader aid program where “current engagement with the private sector is limited almost entirely to development contracting companies involved in implementation of the aid program”.¹⁴ Table 5 indicates that only 7% of APOs in 2004-05 were MCs. Despite some initial success with “other commercial companies” being identified as APOs, there have been no such APOs in the last 3 years of the program.

There is a question as to whether the development of corporate engagement in the AYAD program can be contracted out to a commercial contractor. This is not a matter of potential conflict of interest, but rather a question of the capacity for effective engagement with the ‘top end of town’. It may be more effective if AusAID leadership liaises with corporate leadership at a strategic level i.e. a steady or continuing contact among top leaders to discuss broad

¹³ Engaging the Community, research Paper for White Paper.

¹⁴ White Paper – Engaging with the Community p. 5

goals ...¹⁵ of the AYAD program and the private sector organisations, to clarify that complementarity is feasible and valuable for both.

Once this strategic level collaboration or intent is clear, AusAID, PAG and CPS, could work with their government liaison officers and HRM teams to facilitate their engagement with the AYAD MC and participation in the program e.g. assignment development with associated HOs in the region.

It would be important for the AYAD program managers to clarify principles, approaches and mechanisms that would enable effective work with the corporate sector as well as the more traditional APOs in the NGO and other 'not for profit' sectors.

AYADs have been placed within, along side and in association with AusAID contracted development projects managed by MCs. The relatively low cost of AYADs compared to traditional technical assistance (TA), suggests AYADs can provide a cost effective option or addition to development activities which should be encouraged. This is particularly relevant given more recent moves to provide flexible facilities where partner governments can assess the opportunity costs of different TA. The review considered such placements could provide a valuable experience, and meet the objective of positive development outcomes.

However the Review also found there was a deal of confusion and inconsistency as to what was considered acceptable under the program, and how these placements could or should be managed. This confusion and lack of clear guidelines led in some instances to less than optimal outcomes for, the AYAD, the HO and for the projects. The Review considers these difficulties could be largely overcome by the development of clarifying principles that encourage optimal use of AYADs, provide examples of best practice that result in quality assignments, ensure transparency and avoid potential or perceived conflict of interest or "double dipping".

For example the role of volunteers or AYADs should ideally be considered and developed at the design stage. While the TOR for AYAD assignments can and do vary during the course of an assignment, there needs to be some oversight of these AYAD assignments by AusAID activity managers, as ICMs will not be across individual project implementation and contracting issues.

Guiding principles for AYAD corporate APO assignments, and placements within MC managed projects might include for example:

- The AYAD works primarily with local people and organisations rather than with expatriate teams and organisations;
- The assignment is implemented at 'arms length' from the APO i.e. not in a direct subsidiary or branch, but in an associated government department, organisation or company;
- There is no direct/immediate commercial benefit to the APO;
- The assignment is an addition to any existing project or business plans;

¹⁵ Kanter, R. M., HBR on Strategic Alliances, p118, Harvard Business Press 2002.

- AYAD assignments should ideally be identified at the design stage – i.e. the Request for Tenders for activity designs could seek means by which the use of Australian volunteers, including AYADs, could **enhance** or **expand** project outcomes.
- If the TOR for an AYAD assignment is varied after mobilization, to the extent it comes within MC contracted responsibility, the position should cease to be funded by the AYAD scheme. However the individual could continue under project funding.

To achieve effective private sector participation in the AYAD program will require clarification of existing arrangements, and an increase in the level of resourcing, both AusAID and contracted.

v) **Recommendation/Finding**

A pilot program to secure corporate engagement with the AYAD program should be led by AusAID at a senior level, focusing initially on 2-3 corporations working in the region. Securing strategic level collaboration should be achieved prior to more operational participation.

AusAID should develop guiding principles which clarify approaches and mechanisms that would enable effective work with the corporate sector.

Principles also need to be developed to allow, and encourage best practice, for the placement of AYAD assignments within MC projects in a clear and transparent manner. Where possible, AYAD assignments should be included in the design stage of an activity, rather than being used as a means to overcome an inadequate design. Role of the ICM and AusAID activity managers with respect to these assignments also needs to be clarified.

6. **Other Issues for Consideration: Operational Level**

6.1 **Assignment development and management**

Ensure working level counterpart level involvement: In a number of instances the assignment TOR had been developed by the HO senior staff, or a staff member with good English skills, without consultation with proposed counterparts. In addition, monitoring visits to workplaces in some instances were focused at senior, or CEO level, rather than discussing issues with counterparts of the AYADs.

For effective capacity development, counterparts should be involved in development of the TORs for the assignment, as well as the assignment monitoring and program evaluation processes.

Change of assignments: The process by which assignments are revised, including changing TOR and HO, needs to be clarified. It appears to be

inconsistently managed by AYADs and ICMs. While recognizing the need to deter “Host shopping” by disgruntled AYADs, a blanket ban on changing hosts seems overly rigid for a human resources program such as AYAD.

w) Recommendation/Finding

Counterparts should be involved in development of the TORs for the assignment, as well as the assignment monitoring and program evaluation processes. The process by which assignments are revised, including changing TOR and HO, needs to be clarified.

6.2 Classification of HOs

HOs and their organisational capacity vary enormously, as does their capacity to manage an AYAD placement. This is a significant issue in any AYAD risk management plan and in the strategic direction of the program at country level. The AYAD program should consider some mechanism of analyzing and classifying HOs and their capacity to effectively manage an AYAD placement. This is particularly important because the majority of assignment supervision/support is delegated to HOs, and they are critical to the AYAD’s perception of their work and the success of the AYAD program. A comprehensive organisational analysis is clearly not warranted, but factors that could be considered in assessing HOs include:

- Level of organisation (local, national, international);
- Existence and application of a medium term organisational and program plan or strategy;
- Track record of managing projects effectively and accountably;
- Track record of managing international staff/previous AYADs.

x) Recommendation/Finding

The AYAD Country Framework should include some analysis about the nature of potential HOs in the country, as well as the approximate direction of the program in terms of balance of assignments across HOs of differing organisational capacity.

6.3 Host Organisation orientation/training

While there is significant training and orientation provided to the AYADs, there is little orientation provided to the HO. The capacity of HOs to develop an adequate position description, set a workplan, and manage an AYAD is fundamental to the experience and outcomes for the individual AYAD, the Program, and achieving a positive contribution to development.

The Review Team found that many first time HOs were ill prepared for the AYAD and most were unclear about their responsibilities. Many had not

managed foreign staff before and some found a young, enthusiastic Australian a significant challenge.

HOs could be better prepared for the AYAD assignment e.g. an information seminar could be conducted at the time of seeking new assignments to ensure HOs have comprehensive information and realistic expectations. As well as an opportunity to market the program to potential HOs, the seminar could provide information on the administration and processes for participating in the program. It should also engage HOs that have already participated in the AYAD program to discuss not only the strengths of the program but its limitations, challenges and issues that have caused problems in the past.

The Fiji ICM has conducted such a seminar, with support from the AusAID Post and the partner government, and it appears a very good model and positive innovation. Depending upon the individual country analysis and framework, participation in such a seminar may be a requirement for HO participation in the AYAD program, as a possible indicator of HO commitment to managing an AYAD assignment.

y) Recommendation/Finding

The program should provide more support to HOs to better prepare them for managing an AYAD assignment.

6.4 Language training

A number of AYADs and HOs raised the issue of language as a major barrier to effective assignments. The lack of adequate HO or AYAD language skills, without the provision for significant language training or capacity to provide an interpreter, can in fact place a significant burden on HOs. Similarly, limited language proficiency in a HO can result in a totally disappointing experience for the AYAD.

Other volunteer programs such as Peace Corp and JICA provide 3 months intensive language training. However given the relatively short nature of the AYAD assignments, it is difficult to justify an investment of that level. In some cases an analysis of language may result in an assignment being referred to another Australian volunteer sending program, which provides longer term placements.

The ICM Quality Manual (p 10) include basic prompts about English language capacity in the HO as a factor for consideration in developing assignments, however these are applied differently by different HOs and different ICMs. The current approach appears to be appropriate and adequate for the majority of assignments reviewed by the team. However it has clearly been inadequate in some instances where placements should not have been made because of the limited English language capacity in the HO, or should have been made only with provision of significant language training or translators, or if a major focus of the assignment was on developing HO English language skills.

The ICM Quality Manual (p 12) advises that ‘AYAD does not generally support English language teaching (ELT) assignments or ELT as part of an assignment. AYADS may be removed from a HO if ELT is found to be a component of the assignment.’ In a country like Vietnam English language competence and confidence at an individual and organisational level is a critical aspect of HO capacity development, and was considered by HOs to be an integral and valued component of most AYAD assignments. This may also be the case in Mongolia and China but is certainly not in a country such as Fiji where English language skills are more widely available.

The AYAD Country Frameworks should provide an analysis of language issues in the country concerned. Language training and the issue of ELT within AYAD assignments should be analysed and addressed differently in different countries, and addressed in individual assignments.

z) Recommendation/Finding

AYAD Country Frameworks should include a brief analysis of the issues around English language in the country, and clarify the need for in-country language training, HO English language competence, and the role of English language support in AYAD assignments in that country.

6.5 Duration

There may be some modest cost advantages to limiting the AYAD assignment to 12 months e.g. travel costs. More importantly, many AYADs indicated they would not have applied for a longer term position. The limited duration therefore does encourage a broader range of young people to apply for AYAD assignments.

However, the relatively short duration of the assignment limits their effectiveness in terms of capacity building, and a number of HOs and partner governments raised this issue as a major shortcoming of the program. In reality the actual assignments are under 11 months given training, mobilization and leave etc. There were also examples where a major activity involving the AYAD was delayed, for reasons beyond the control of the HO and the AYAD, until after the assignment was due to be completed.

It would appear sensible for the program to have some capacity to be flexible in exceptional cases, to extend an assignment for up to 3-6 months. Any extension would need to be justified in terms of enhanced development outcomes, or completion of a set task, and against agreed criteria or guidelines, as evidenced through the monitoring and evaluation of the assignment by the ICM, the HO and the AYAD.

aa) Recommendation/Finding

The term or duration of assignments should remain as “up to 12 months”, with some modest flexibility allowed.

6.6 Rural locations

The majority of AYAD placements to date have been in major cities. While other volunteer programs often place people in remote areas, this is usually for a 2-3 year period with more substantial language training, whereas the AYAD program involves short term placement of relatively inexperienced young people.

With the lessons learned to date, the rural focus of many AusAID country strategies and the expansion of the AYAD program, further assignments should be developed for rural and remote locations. This may involve increased risk and specific mechanisms need to be further developed to manage this risk e.g. planning for peer support by placement of clusters of AYADs, or recruitment of married couples for remote locations. Similarly, placing AYADs with a strong HO such as an AMC or an international NGO in rural areas, and adapting assignment documentation to delegate supervision and support and pastoral care to the HO, with increased ICM monitoring of the HO.

bb) Recommendation/Finding

Given the expansion of the program increased resources need to be devoted to placements in rural areas and the larger rural town centers, with appropriate risk management strategies developed under the AYAD Country Framework.

6.7 Internships

Internships can provide an opportunity to consolidate linkages between the APO and the HO on the basis of the AYAD assignment just completed. They can also provide a transition mechanism for the AYAD back into Australia and at times into the development industry. Currently the number of internships is limited relative to the number of AYADs. Few APOs are aware of the option and it is apparently driven by demand from the RAYAD. It appears to be a worthwhile component of the AYAD program that could be expanded if there was increased demand. However it was not raised as an issue by any stakeholders during consultations, and was therefore not thoroughly investigated under this current review.

cc) Recommendation/Finding

Consideration be given to increasing the number of internships available if demand for them increases.

6.8 Pre and post assignment optional workplace attachments

Some APOs provide pre-assignment work based orientation and an option to debrief upon return to Australia. This is currently a matter of APO discretion rather than an AYAD program mechanism.

The orientation provides work specific training, enables the AYAD to be more productive upon arrival, and should also enhance the relationship between the APO and the AYAD. The debriefing should ensure knowledge is not lost to the APO, could enhance linkages between the HO and APO, and assist the AYAD with finalizing the assignment.

dd) Recommendation/Finding:

As the AYAD program develops strategic partnerships with APOs, consideration could be given to providing the option of some APO based orientation and debriefing in a structured way.

6.9 Pastoral care

The level of pastoral care provided under the current program is considered very good and is well appreciated by the majority of AYADs, HOs and APOs. No change to the level of pastoral care is recommended.

6.10 Pre-departure training (PDT)

The current program provides extensive PDT. One AYAD commented that she “had never felt so prepared for anything in her life”. Given the range of AYADs in terms of their backgrounds, experience, and expectations, it is acknowledged how difficult it is to ‘pitch’ the PDT at the right level for all participants, and to meet all needs. The PDT is considered by most participants to be very good and many valued it as a key opportunity to develop a good support network of peers before going in-country.

The Review team did not participate in the PDT or assess materials presented there. However there were some specific issues of concern raised by a sufficient number of AYADs to warrant referring them for consideration.

Capacity Building: While the AYAD assignments often refer to capacity building as a major objective, many thought the PDT provided only limited training in this area.

Security Training: While recognizing the need to highlight security concerns, anecdotal feedback suggests the security briefing may focus unduly on the extreme worst case scenarios, and may need to be more balanced.

Management of Presenters: AYADs valued the input of RAYADs at the PDT. However there may need to be more proactive management and selection of

RAYADs to ensure those presenting sessions are not unduly influenced by their own debriefing process, and can make a positive contribution which is balanced, useful and constructive to a diverse and impressionable audience.

Cultural Awareness: Several AYADS and RAYADs considered the PDT cultural awareness training failed to recognise the diversity of Australian culture and the AYAD group themselves. Similarly the PDT failed to acknowledge diversity within any community or country. Many considered the training created “fear of offence”, rather than principles of basic courtesy, respect and common sense. Such fear was considered to have resulted in some AYADs being less proactive in terms of innovation and management of their assignment than was optimal with hindsight.

Mental Health: There appears to be limited discussion of mental health issues and support available during the PDT and in-country orientation. The options to access mental health services through the AYAD program insurance needs to be more explicit in all briefing materials and presentations.

Spouses: The current PDT program does not allow spouses to attend, however they are included in some in-country orientation programs by ICMs. A number of spouses interviewed would have been willing to make a financial contribution to attend the PDT. The program should facilitate, and indeed encourage spouse participation in PDT and in-country orientation. The application process also needs to review mechanisms to facilitate applications from, and placement of, couples.

ee) Recommendation/Finding:

AusAID should discuss issues of concern with the MC and consideration should be given to an AusAID staff member undertaking an independent evaluation or assessment of the next PDT.

Mechanisms to facilitate application by couples, and support for spouses need to be reviewed.

6.11 Integration of PDT and in-country orientation

There does not appear to be a systematic sharing of information provided at PDT to the ICMs who conduct the in-country orientation, although some ICMs have the outline or broad agenda of the PDT. It is therefore difficult for the ICMs to follow on from the PDT, particularly with respect to assignment issues e.g. approaches to capacity building and skills transfer. It would make sense to ensure the two training programs are consistent and complementary

ff) Recommendation/Finding:

There is a need to integrate PDT and in-country orientation.

6.12 AYAD age limitations

The average age of AYADs is now 27 years, with the numbers of AYADs below 23 being very low. There is a growing number of programs that provide an opportunity for 18- 22 year olds to travel and undertake some work abroad, e.g. GAP years, Youth Challenge, and even travel companies.

Given the limited day to day management of AYADs in diverse and potentially difficult environments, and the needs of HOs, it may be judicious to raise the lower limit to 22 -23 years. While a number of stakeholders proposed raising the upper age limit to above 30, a key characteristic of the AYAD program and a difference from other volunteer sending programs is its focus on youth. Hence it is not recommended that the upper age limit be altered.

6.13 Flexibility to allow HO involvement in final selection

Many HOs are satisfied with the current selection process. However some voiced interest in being provided 2-3 short listed applicants, and undertaking phone interviews and making the final selection. This would increase ownership by the HO. To ensure this does not result in delays in deployment, where a HO elects to interview short listed applicants, a time limit should be agreed in which to conduct interviews and select the preferred candidate.

gg) Recommendation/Finding:

HOs should be given the option to be involved in selection of the AYADs.

6.14 Mentors

It appears that insufficient consideration is given to the role of mentors. The AYAD must provide the name of a mentor in the application, however the mentor's role is not mentioned in any of the subsequent program monitoring or evaluation documents.

Many AYADs indicated that they had put down an individual's name because it may assist in the approval process, rather than provide support during the actual assignment. There is a range of mentoring mechanisms and it would be useful to provide more discussion of possible roles and ideas at the PDT, and to include some evaluation of the use of mentors to educate that PDT discussion.

hh) Recommendation/Finding:

The role of mentors needs to be evaluated and included in PDT and in progress reporting.

7. New Approaches

The review was asked to consider ‘innovations and approaches...to progress the goal of the AYAD program and the Government’s volunteer policy’.

7.1 Program mechanism for ongoing change and innovation

The current management of the program does not appear to have an inbuilt mechanism that encourages innovation, or an avenue where new concepts or ideas are introduced, their merits debated, and then disseminated.

The Project Coordinating Committee, (PCC) involves only the Australian based staff of AusAID and the MC, with no external advisor or other stakeholders. The reporting is mainly descriptive, and innovations by individual ICMs, such as the Fiji seminar for Hosts, do not appear to have a systematic means of being disseminated to the other ICMs.

There is a need to reconsider the program structures, and the format and participants in the PCC to encourage more active debate and innovation in the program. In addition the merit of either providing additional resources for AusAID management and/or appointing a Technical Advisor to provide additional scrutiny and evaluation in-country should be considered by AusAID.

ii) Recommendation/Finding

AusAID should review the current format of the PCC to include members without a vested role in implementation. Future program structures should be developed that would encourage ongoing debate and innovation within the program mechanisms. Options to provide additional in-country monitoring and management independent of the MC should also be considered.

7.2 A youth volunteer exchange program

The proposal for *exchange* of volunteers under the program was raised by many stakeholders including AYADs, HOs, APOs, ICMs, as well as Australian and partner government representatives. One of the volunteer policy objectives is to foster linkages and partnerships between organisations and communities in Australia and those in developing countries. The AYAD program provides a clear and valued opportunity to foster linkages by sending an Australian volunteer to work with a HO.

A mutual exchange program would provide an opportunity to develop these linkages, to enable the HO and the APO to develop more robust partnerships through mutual participation. If it is managed effectively, it would also provide an incentive for AYAD counterparts, could enhance the level of capacity building and skills transfer outcomes of assignments and increase linkages between organisations. Such a component could form a critical aspect of the strategic partnerships between the AYAD program, APOs and key HOs.

Just as the internship component is currently a small but important part of the AYAD program, a mutual exchange component should be limited, and be clearly targeted to ensure it is a value adding component, taking into account the classification of the HO, and implemented against agreed criteria. It would require a clear TOR for the assignment, as is required for AYAD assignments.

It is recommended that the exchange remains on a volunteer youth basis approximately equivalent to the AYAD conditions i.e. allowances and basic costs covered. However consideration could be given to allow local employers to continue to provide salaries for the duration of the exchange program as many young staff members in developing countries have significant extended family obligations.

jj) Recommendation/Finding

The review recommends that AusAID give consideration to a small scale mutual volunteer exchange program as an 'advanced component' of the AYAD program, so that it was accessible to HOs and APOs that had demonstrated effective participation in the standard AYAD activities.

7.3 "Pacific Youth Ambassadors" program for Pacific regional organisations

AYADs have been successfully placed in several of the Pacific Regional Organisations (PROs), as well as in other regional organisations in Asia. Support to the PROs represents a significant component of the Australian aid program to the Pacific. They already have linkages with the broader Australian community and so provide a proven base on which to significantly 'foster linkages and partnerships between organisations and communities in Australia and those in developing countries'. Engagement with the PROs is also a broader Australian government policy objective. It encourages regional approaches to development and could increase regional capacity in a wide range of technical sectors.

Australia supports the various PROs, under multi-year agreements (MOUs). As recommended for other international organisations, a strategic partnership or programme approach should be negotiated with all the key PROs, possibly under existing MOU agreements.

Australia and the other Forum countries recently endorsed the Pacific Plan, which includes a proposal for a regional volunteer program. Staff of the Pacific Islands Forum Secretariat (PIFS) interviewed during the Review process raised the concept of Pacific Island youth being eligible for the AYAD placements in the PROs. The AYAD program could provide the opportunity to pilot a volunteer program for young Pacific Islanders and Australian professionals to work in the PROs for short periods of time to gain experience and to enhance the development of regional networks and linkages. It would also provide a timely and practical demonstration of Australia's support for the Pacific Plan.

The pilot of the “Pacific Youth Ambassadors for Regional Development” could initially target the PIFS and or SPC, which have more management infrastructure support. If successful, consideration could be given to expansion of the program to other PROs.

The “Pacific AYADs” could be implemented as a component of the AYAD program, and managed within the same processes and procedures. If this was not feasible, it could be a separate program, similar to the current AYAD program, and managed by the same MC. The only difference being the nationality of applicants for the Pacific AYADs would include Pacific Islanders.

The proposal would require further investigation and discussion with Pacific partners. However PRO involvement in the selection process is anticipated to be of benefit and may also be a requirement of the PROs, for this pilot program to be successful.

kk) Recommendation/Finding

To further enhance the concept of regionalism, to enhance the contribution of volunteers to Australian overseas aid program priorities, to foster linkages and partnerships between Australia and the Pacific countries, it is recommended that the AYAD placements in PROs be open to applicants from the Pacific Island countries.

8. Conclusions

8.1 Strategic directions and issues for the AYAD program

The AYAD program can be assessed as a “successful” program in that most informants considered that it provided an opportunity for young Australians to work in the region *to strengthen mutual understanding between Australia and developing countries of the Asia Pacific and make a positive contribution to targeted country development*. The term “successful” is qualified because there was a wide range of definitions and criteria for success.

The review identified a number of issues that should be addressed to increase the quality and impact of the program. Many of these are in fact simply ensuring that already agreed or identified policies, issues and procedures are actually being implemented.

The first priority is to reconfirm the program goal and objectives, and secondly finalise the individual AYAD Country Frameworks, and thus create the basis for a comprehensive monitoring and evaluation framework that will enable more consistent assessment of progress and success. With work on these two major issues, many of the pointers raised in this review for strengthening program quality and improving program weaknesses identified will also be addressed.

The review considers the strategic directions of the AYAD program should remain basically the same as developed since 1998. However there is the opportunity for innovations that strengthen participation, partnership and linkages in the region by including mutual exchange volunteer programs and enabling both Pacific Island and Australian youth to participate in a “Pacific Youth Ambassadors for Regional Development” program.

The expansion of the AYAD program and the corresponding development of the White Paper provide opportunities for this program to be integrated into, and play a role in, broader policy agendas. For example, by targeting science based organisations, by developing stronger program based agreements with whole of government partners, by encouraging corporate engagement, and providing support to Pacific regional initiatives, this program has the potential of increasing the aid programs profile in the broader Australian community.

However an expanded program, with increased profile, without due regard for the more mundane quality issues will increase the risk of adverse outcomes. To avoid an unacceptable increase in risk, it is important to ensure the basics of program quality and systems are addressed before any significant expansion. It should be reconfirmed to all involved in program implementation, that meeting increased target numbers should not be at the expense of appropriate planning and program quality.

With the program expansion, and if AusAID does wish to increase the role of the AYAD program in meeting some of its broader policy agendas such as corporate and WOG engagement, it would appear judicious to increase the level of AusAID resources devoted to managing the program.

Annex A: Review Terms of reference

AUSTRALIAN YOUTH AMBASSADORS FOR DEVELOPMENT PROGRAM REVIEW

TERMS OF REFERENCE

Purpose

The purpose of the Review is to provide an independent assessment of AYAD Program, identifying key lessons, strengths and weaknesses of the Program and recommend strategies and innovative approaches to enhance future Program delivery.

Background

The AYAD Program is generally considered as a successful and well regarded program by partner countries and other stakeholders.

It was originally funded as a two-year pilot program following its launch in 1998 by the Minister for Foreign Affairs. It became an ongoing feature of the Australian Government's overseas aid program in 2000. Total allocation to from inception to 05/06 is \$48.9 million, for the placement of 1408 AYADs.

In recognition of the Program's success, the Prime Minister announced, on 16 August 2004 a doubling AYAD Program by 2006; allowing around 400 young Australians each year to be placed on development assignments in the region. There will be an associated increase in funding from \$7 million in 2004-05 to \$14 million in 2006-07. The Program has two intakes of AYADs a year, which from 2006 will increase to three, in order to efficiently manage program expansion. The additional intake in May 2006 intake will focus on young Australians with technical and vocational skills.

The goal of the AYAD Program is to strengthen mutual understanding between Australia and the countries of the Asia Pacific and make a positive contribution to targeted country development.

The objectives of the program have been to maximise:

- Development effectiveness
- Opportunities for young Australian's ; and
- Increase linkages of a broad range of Australian business, academic, industry and research organisations in Asia and the Pacific.

Further information on the history and components of the AYAD program are at Attachment 1.

Review objectives

The Program was last reviewed in 2000 at the end of the pilot period which commenced in 1998. Since then, the Program has been monitored regularly. Reporting and anecdotal evidence indicate a successful Program. This Review provides an opportunity to determine if this is a correct assumption.

The objectives of this review are to:

- To assess the quality of the AYAD Program
- To identify any emerging issues that may impact on the AYAD Program

Scope

Given the expansion the program, the reviewers will identify strengths and weaknesses of the Program, including lessons learned. This will enhance future program implementation.

Program objectives and outcomes

- Review the expected outcomes of the Program (at whole of Program level) and assess the systems in place to monitor and evaluate them.
- Assess the extent to which expectations (by AusAID, partner government and AYADs) of development outcomes and capacity building are realistic.
- Assess the systems for monitoring the Program and its outcomes. How effective is program evaluation and how is the Australian Managing Contractor (including the In Country Manager) measuring impact and incorporating these findings into strategic planning and direction of the program? How is this being reported to Post/ Host Governments/Community Programs Section?

Program relevance

- Assess the planning and allocation methods (ie whether AYADs are placed in appropriate organisations consistent with AusAID priority sectors and within the 75% : 25% placement ratio as described in the Government's volunteer policy).

- Assess the use of AYADs working with Australian Managing Contractors on AusAID activities. Do ICMs monitor this? If so, how should they?
- Assess whether the split between assignments in civil society and government is appropriate.
- Assess whether current APOs and hosts are appropriate given the Program's intended objectives. Has this altered over time ? Consideration should be given to the balance between sustainability, the importance of achieving mutual understanding, long term relationships, and the benefits of capacity building.

Program linkages

- Assess the extent to which the program is identifiably Australian.
- Assess effectiveness of linkages created between the Australian community, including Australian Partner Organisations and Host organisations through the AYADs program.
- Assess partner government and host organisation views on the Program.

Program management

- Examine any benefits and/or risks in the current Program management model, and in particular consider issues concerning devolution.
- Examine how well prepared and how well supported the AYADs are in country.
- Investigate the need for language training to facilitate the various AYAD assignments.
- Examine the value of the Internship Program.

Based on findings recommend :

- innovations and approaches to using AYADs to progress the goal of the Program and the Government's volunteer policy
- how Program quality can be strengthened
- how the Program can address any weaknesses
- strategic directions of the Program in the future

Lessons drawn from the review will provide input to re-tendering of the Program planned for advertising in early February 2006. Findings of the

Review will be reported to CPS on a regular basis to inform development of tender documentation which will be developed in parallel with the Review.

Stages of the Review

The Review will consist of three stages

Stage 1 In Australia

- Develop review methodology and workplan.
- desk review – examine key Program and related documents
- review selected Australian Partner Organisations

The reviewers will be briefed on the Program by CPS. During Stage 1 the reviewers will submit the proposed methodology and work plan to AusAID. Visits to Australian Partner Organisations will be discussed with CPS, with interviews arranged by CPS.

Stage 2 Overseas component covering Thailand (regional), Vietnam, Vanuatu, and Fiji

During in-country visits the reviewers will discuss the Program with key stakeholders, including with AYADs, In country managers, host organisations, AusAID Post and relevant partner government officials. Arrangements for visits to hosts in country will be organised by AYAD program ICMs. AusAID post will organise meetings with the government ministry responsible for volunteers.

Stage 3 In Australia

- follow up any issues with stakeholders in Australia
- Finalise report and present findings to AusAID

Countries targeted for inclusion in the review

AYADs are currently sent to 18 countries. Countries in which field work will be conducted have been selected on the basis that they reflect current strategic focus of the aid program including:

- transboundary issues; eg HIV/AIDS being addressed through AYAD regional assignments in Thailand
- fragile states; eg constraints to development in Vanuatu
- regional approaches. The aid program is increasing its focus on growth and development in Asia and the Pacific. The regional focus of assignments in Fiji, Vanuatu, Thailand provide opportunity to explore this further.

Selection of these countries also

- reflects the global nature of the Program
- provides a critical mass of assignment numbers enabling investigation of the full range of partnerships (with universities, managing contractors, NGOs etc) and sectoral analysis. There

have been consistently high numbers of AYADs placed in Vietnam and Vanuatu each year over the past three years.

Indonesia and PNG, countries of significant importance to the aid program have not been included in this review.

Consultation with stakeholders

The review team will consult widely with a range of organisations and people in Australia and in-country. These will include but not be limited to:

- Austraining International
- Australian Partner Organisations
- AusAID staff in Canberra and at Post, including members of AusAID executive
- Host organisations in country
- Partner governments
- AYADs
- Returned AYADs

Attachment 1

KEY FACTS: AUSTRALIAN YOUTH AMBASSADORS FOR DEVELOPMENT PROGRAM

The Australian Youth Ambassadors for Development (AYAD) Program places young Australians, aged 18-30, on short-term assignments (3-12 months) in developing countries throughout Asia and the Pacific. The Program commenced as a pilot in 1998. Following an external review of the pilot the Program was tendered in 2000.

Goal of the Program

To strengthen mutual understanding between Australia and the countries of the Asia Pacific and make a positive contribution to targeted country development

Numbers of Youth Ambassadors (AYADs)

An average of 230 Youth Ambassadors are currently sent overseas each year. there are currently two Intakes of AYADs each year - one in March and one in September. For each Intake, assignments are sourced and advertised, AYADs selected and trained, and AYADs supported throughout the term of their assignment. The number of Intakes will increase to three in 2006 following an increase in funding for the Program to \$14 million in 2006-07 and the associated Program expansion. The additional intake in May 2006 intake will focus on young Australians with technical and vocational skills.

Average age of AYADs is 27.

Value \$\$\$

- 2005-06 \$10.5 million to increase to \$14 million in 06-07. Total allocation to from inception to 05/06 is \$48.9million to place 1408 AYADs.
- The Program provides full funding for each AYAD. A monthly allowance is provided to cover accommodation and living expenses. An assignment allowance is also paid to facilitate their assignment (\$350 each six months). This allowance can be used for items such as equipment for the host organisation, assignment related travel or documents.

Management

- Austraining International, based in Adelaide, has managed the AYAD Program contract since 2001. Their contract expires end June 2006.
- In country management is sub-contracted to In Country Managers (ICMs). ICMs can be individuals, however, organisations are preferred. Current ICMs include private companies in Fiji, the Philippines (Sagric) and PNG (an indigenous organisation that also does work with Sagric), an individual in Samoa and a Canadian volunteer agency in Cambodia and Vietnam.
- Current AusAID staff resources: full time APS6 and half time EL1 (an APS5 will be appointed later this year half time on the AYAD Program).
- AusAID posted officers play a role in the program by prioritising organisations in which to place AYADs and by approving each assignment.

- In 2003-04, at AusAID's direction, the AMC focussed on improving the quality of assignments to gain sustainable development outcomes. This included: enhancing approval systems and processes to more closely align both ICM and APO assignments to AusAID's bilateral programs' development priorities; replacing inefficient ICMs with those that show initiative and a good understanding of development strategies; including telephone interviews during the AYAD selection process and targeting specific APOs including other government departments.
- AusAID maintains responsibility for:
 - oversight of Austraining – approval and acceptance of annual and quarterly reports, PCCs, annual planning, program approvals
 - developing/renewing MoUs with participating partner governments
 - liaison with AusAID Posts - security oversight, program development
 - stakeholder liaison - Minister for Foreign Affairs, Parliamentary Secretary, AusAID Executive, briefings
 - program development - policy shifts, budget forecasts
 - financial management - contractor payments, monitoring expenditure

Eligible countries

- 18 countries in the Asia Pacific region are eligible to receive Youth Ambassadors. (Bangladesh, Cambodia, China, East Timor, Laos, Mongolia, Nepal, Philippines, Sri Lanka, Vietnam, Fiji, Papua New Guinea, Samoa, Tonga, Vanuatu and Solomon Islands, Kiribati and Thailand regional). One AYAD has recently been placed with Unicef in Burma as a pilot. In the past, AYADs have been sent to FSM, Maldives and Nepal. Eligible countries change with changing aid program priorities and changes in security.
- Thailand was recently removed from the list, however, AYADs continue to be placed in regional and international organisations based in Thailand.

Sourcing of assignments

There are two ways in which assignments can be sourced:

- Fifty per cent are sourced through the In Country Managers who consult with the AusAID post for advice on potential organisations in which to place AYADs.
- Fifty per cent are sourced through the Australian Partnership Program. An Australian Partner Organisation (APO) identifies an assignment in a partner organisation in one of the AYAD eligible countries. The APO can either identify the AYAD or request that the assignment be advertised. The range of APOs is extensive. APOs have included CARE Australia, University of Queensland, Australian Sports Commission, CSIRO, ATSE Crawford Fund and Aus Health International.

The average length of assignment is 10.5 months.

AYAD Partnership Program

A distinctive feature of the AYAD Program is the involvement of Australian Partner Organisations (APOs) from the business, education, community and government sectors, placing their young professionals and trades people into development projects in the countries where they currently conduct business or are seeking to expand their activities. The AYAD program then provides the administrative and financial support needed for the assignment to proceed. These partnerships give the AYAD Program the added benefit of strengthening linkages and networks between organisations and institutions in Australia and in developing countries in the region. APOs can either identify a candidate or they request the Program to identify a candidate.

Internship Program

An average of 12 development internships are provided each year. The internships enable returned Youth Ambassadors (RAYADs) to follow up, in Australia, their interest in the field of development. The AYAD internships provide funding of up to \$1,200 for a 4 week placement. Recent internships have included placements with United Nations High Commissioner for Refugees, Oxfam Community Aid Abroad, Aus Health International and the Victorian Council of Social Services (VCOSS).

Host organisations

AYADs are placed in a range of organisations, including NGOs, educational institutions and government agencies. Over the past three years 66% of assignments were in civil society organisations and 34% in government organisations.

Returned Youth Ambassadors (RAYADs)

Austraining manage a RAYAD alumni network. In AusAID there around 14 RAYADs. RAYADs also work with UN and other organisations on completion of their assignments. A number of contractors that do business with AusAID have RAYADs on their staff.

Disseminating information about the Program

- Assignments for each Intake are advertised on AusAID's Internet site.
- Austraining conduct information sessions in capital cities.
- APO packs/brochures/postcards
- Press, including Focus magazine
- PAG outreach events

Annex B: Key questions/prompts

Possible key questions/prompts for different stakeholders in AYAD

1. Generic questions/prompts, can be adapted for any stakeholders

- a) Can you briefly describe what you consider to be the overall aim or goal of the AYAD program and your role in the program?
 - how long have you been involved?
- b) What have been the best 3 achievements of the AYAD program?
 - What factors have contributed to these achievements?
 - What things helped them come about?
 - How could they be further enhanced ?
- c) What 3 things have been problematic or have constrained the AYAD program from achieving its goal?
 - Why did these happen?
 - \What factors contributed to these problems?
 - How can they be overcome?
- d) How have changes been made to the program as it went along?
 - Who was involved in these changes?
 - How were decisions made?
- e) What would you like the AYAD program to look like in say 3-5 years?
 - Why?
 - How would you know it was on track to achieving this vision?
- f) Any other comment or information you'd like to add?

2. Possible key questions/prompts for RAYADs

General introductions

- a) Can you briefly describe your role in the AYAD program?
 - What intake you were in?
 - Where you went?
 - Your job/role?
 - The name of your APO & HO?
 - How long you were on assignment?
 - If you did an internship on your return, where?
- b) What were your objectives/goals in participating in the AYAD program?

Program objectives

- c) What do you understand to be (the Australian Govt) the overall aim or goal of the AYAD program?

Development outcomes and Capacity Building

- d) What is meant by the term 'development outcomes' in the AYAD program/assignments?
 - Can you give examples of development outcomes from your assignment or from others?
 - How did you, your HO, AI and others know if you were on track to achieving these development outcomes?
- e) What is meant by the term capacity building?

- How did your AYAD assignment, or others, undertake capacity building?
 - What indicators (qualitative & quantitative) were established to assess progress towards development outcomes and/or capacity building?
 - How was it proposed that these would be monitored?
 - By who?
 - When?
- f) If you had to rank them, whose capacity was built the most during your assignment – the YA, the HO, the APO, a counterpart, others?
- Any practical way of measuring this?

Linkages

- g) What links did you have with the APO, the HO and the country before your AYAD asst?
- h) How have these linkages changes after the completion of the assignment?
- i) What are some of the positive effects of these linkages? Any negative effects?
- j) How could these linkages be enhanced and maintained over the longer term?

Program management

- k) Can you sketch or otherwise describe how the AYAD program is managed?
- l) If you could change aspects of the AYAD program management, what would you change? Why?
- m) What do you consider are the three key functions/roles of AusAID, AI, the IMC, the HO, the APO in the AYAD program?
- Would the program be enhanced by altering any of these?
- n) What one thing would have helped you engage more effectively in the AYAD assignment?
- Language training?
 - Longer asst?
 -?

Internship program

- o) How do you see the internship program fitting with the broader AYAD program? Is it useful?
- p) Any changes you would suggest for the internship program?
- Why?

Conclusion

- q) What would you like the AYAD program to look like in say 3-5 years?
- Why?
 - How would you know it was on track to achieving this vision?
- r) Any other comments or information you'd like to add?

3. Possible key questions/prompts for APOs

General introductions

- a) Can you briefly describe your organisation's role in the AYAD program?

- How many YAs you've had?
 - How did you first become involved/hear fo the program
 - Where you've sent them?
 - When?
 - Your role?
 - The name of your HO(s)?
 - How long were the assignments?
- b) What were your objectives/goals in participating in the AYAD program?
- c) Do use other volunteer agencies – what differentiates AYAD from these

Program objectives

- d) What do you understand to be (the Aust Govt) the overall aim or goal of the AYAD program?
- e) What are some of the benefits or positive results of the AYAD program for:
- the APO?
 - the HO?
 - the YA?
- f) What are some of the difficulties or problems in the AYAD program for:
- the APO?
 - The HO?
 - The YA?

Development outcomes and Capacity Building

- g) What is meant by the term 'development outcomes' in the AYAD program/assignments? Can you give examples?
- How did you, the HO, the YA and others know if you were on track to achieving these development outcomes?
- h) What is meant by the term capacity building? Examples?
- How did the AYAD assignment you developed undertake capacity building?
 - What indicators (qualitative & quantitative) were established to assess progress towards development outcomes and/or capacity building?
 - How was it proposed that these would be monitored?
 - By who?
 - When?
- i) If you had to rank them, whose capacity was built most during the AYAD assignment, the YA, the HO, the APO, a counterpart, others?
- Any way of measuring this?

Relevance

- j) How did you develop the AYAD assignment?
- What factors or policies did you take into account?

Linkages

- k) What do your colleagues/competitors/collaborators in your industry know about the AYAD program?
- l) What links did you have with the HO, the YA and the country before the AYAD asst?

- m) How have these linkages changed because of , and then during, and after the completion of the assignment?
- n) What are some of the positive effects of these linkages? Any negative effects?
- o) How could the program be altered to enhance linkages?

Program management

- p) Can you sketch or otherwise describe how the AYAD program is managed?
- q) If you could change aspects of the AYAD program management, what would you change? Why?
- r) What training was provided to YAs to prepare them for their operational role?
 - Language training?
 - Development theory/concepts/tools?
 - What was missing?
- s) Can you list say the three key functions/roles of the APO, AusAID, AI, the IMC, and the HO in the AYAD program?

Internship program

- t) How does the internship program fit with the broader AYAD program? Is it useful?
 - Any changes you would suggest for the internship program? Why?

Conclusion

- u) What would you like the AYAD program to look like in say 3-5 years?
 - Why?
 - How would you know it was on track to achieving this vision?
- v) On balance what do you think was the major outcome from your AYAD experience?
 - Personal development?
 - Professional/personal growth?
 - Stronger, more developed, greater capacity HO? (devlt outcome)
 - Improved APO? (linkages/devlt outcome)
- w) Any other comments or information you would like to add?

4. Possible key questions/prompts for AI – AMC

General introductions

- a) Briefing from AI;
- b) Summary of AYAD program, numbers, destinations, length of assts etc;

Program objectives

- c) What do you understand to be (the Australian Govt) the overall aim or goal of the AYAD program?
 - Ho do these differ to other volunteer programs?
 - Are they/should they be linked or compared?

Development outcomes and Capacity Building

- d) What is meant by the term ‘development outcomes’ in the AYAD program/assignments?
 - Can you give examples of development outcomes from recent assignments?
 - Examples of other outcomes that may not be developmental?

- How does AI, the YA, the HO and others know if you were on track to achieving these development outcomes?
- e) What is meant by the term capacity building?
- f) How do AYAD assignment undertake capacity building?
- g) What indicators (qualitative & quantitative) were established to assess progress towards development outcomes and/or capacity building?
 - How was it proposed that these would be monitored? By who? When?
- h) If you had to rank them, whose capacity was built the most during AYAD assignment – the YA, the HO, the APO, a counterpart, others?
 - Any practical way of measuring this?

Relevance

- i) How do you develop the country strategies and the individual AYAD assts? What factors do you take into account?
- j) Can you describe how you develop the range/split of AYAD assts in a country e.g. between govt and non-govt, commercial, sectoral, geographic, AMC etc, in say Vietnam or Vanuatu or Mongolia?
 - How does this mix change over time?

Linkages

- k) How do you identify and recruit APOs to the AYAD program?
 - What factors/criteria do you take into account?
 - Do you have any target numbers, sectors, levels, types, etc?
 - What resources do you use?
 - How successful have you been – how do you judge this?
- l) What are some of the positive effects of the linkages between APOs, YAs and HOs? Any negative effects?
- m) How could these linkages be enhanced and maintained over the longer term?

Program management

- n) Can you sketch or otherwise describe how the AYAD program is managed?
- o) If you could change aspects of the AYAD program management, what would you change? Why?
- p) What do you consider are the three key functions/roles of AusAID, AI, the IMC, the HO, the APO, in the AYAD program?
 - Would the program be enhanced by altering any of these?
- q) What have you learnt about resourcing programs like AYAD?
 - What changes would you make in the future re types of Resourcing e.g. people, money, time, materials etc and its allocation?

Internship program

- r) How do you see the internship program fitting with the broader AYAD program? Is it useful?
 - Any changes you would suggest? Why?

Conclusion

- s) What would you like the AYAD program to look like in say 3-5 years? Why?
 - How would you know it was on track to achieving this vision?
- t) Any other comment or information you would like to add?

5. Possible key questions/prompts for AusAID Post

- a) What do you see as the current objective(s) of the AYAD program?
 - What should they be?
- b) What have been the top 3 achievements/positive results of the AYAD program?
 - What factors have contributed to these achievements?
 - What things helped them come about?
 - How could they be further enhanced ?
- c) What have been the top 3 problems or factors that have constrained the AYAD program from achieving its goal?
 - Why did these happen?
 - \What factors contributed to these problems?
 - How can they be overcome?
- d) What do you see as the development outcomes of the AYAD program?
- e) Have there been any surprise results/unintended outcomes of the program so far?
- f) How does AusAID monitor and assess the results or impact of the AYAD program?
- g) Who should be doing this monitoring? How should it be done?
- h) Can you describe (sketch) the management arrangements for the AYAD program, indicating the key roles/functions of the YA, the HO, the AA Post, the ICM, the RM, AI in Adelaide, AA Canberra?
- i) What would you like the AYAD program to look like in say 3-5 years?
 - Why?
 - How would you know it was on track to achieving this vision?
- j) Any other comment or information you'd like to add?

6. Possible key questions/prompts for HOs

- a) What are the objectives of the AYAD program?
- b) What are some of the benefits/positive results from the AYAD program for:
 - The youth ambassadors?
 - the host organisations?
 - The APO?
- c) How do you and others know that these results are happening?
- d) What are some of the difficulties or problems with the AYAD program for:
 - The youth ambassadors?
 - the host organisations?
 - The Australian partner organisation?
- e) As a HO, what preparation did you and the ICM do to get ready for the YA arriving?
 - What else could you do to help you get the most out of the program?
 - Do you know any other HOs?
 - Would you like to meet with other HOs? Why?

- f) Who in this HO developed the ToR for the YA assignment, the counterpart? Someone else? How has this affected the assignment?
- g) What are your thoughts on the 12 month period for the asst?
- h) What criteria should the assignment meet if you wanted to extend it?
- i) What do you understand by the term 'capacity building'?
 - How do AYAD assignments undertake capacity building?
 - What indicators were established to show progress (quantitative and qualitative) and how was it proposed that these would be monitored? By who? When?
- j) How has the program contributed to developing capacity?
 - *Of APOs?*
 - *Of AYADs?*
 - *Of HOs?*
 - *Of counterparts?*
- k) What are some of the surprises (unintended consequences) as a result of AYAD assignments (positive and negative?)

7. Possible key questions/prompts for Partner Governments

- a) What is the govt policy/program on international volunteer programs?
 - How has the AYAD program worked with these policies?
- b) How did Host Government policies, programs & capacity contribute positively or negatively to AYAD results?
- c) What would you like the AYAD program to look like in 5 years time?
 - What would it take to achieve this?

Annex C: AYAD in the context of other volunteer programs

Context /Situation

The Australian Volunteers Program

Australia has supported overseas volunteer programs for over 30 years, with funding currently provided to: Australian Volunteers International (AVI), Australian Business Volunteers, Volunteering for International Development from Australia (VIDA), and the Australian Youth Ambassadors for Development Program (AYAD). Between 600 to 800 volunteers are placed each year under these programs.

Placements are made within a framework provided by country strategies developed by Volunteer Service Providers (VSPs). Integrated program activities, whereby volunteer placements are linked to broader programs are encouraged. Placements are expected to be responsive to partner country needs and in countries of priority to the Australian aid program. The Volunteer policy also provides some flexibility to place a small number of volunteers (25%) outside AusAID program priorities.

Australian Volunteers International (AVI)

AVI provides long-term (18 months - 3 years) and short term (1 - 12 months) placements with host country employers. Most assignments are for long term, allowing time for volunteers to adjust, integrate and contribute to a host community. AVI volunteers are from a broad range of demographics, from youth to older persons, singles or couples.

AVI encourages the host organisation to contribute towards the monthly living allowances for the volunteer. AVI volunteers currently work in Asia, Pacific, Africa and Middle-East regions.

Volunteering for International Development from Australia (VIDA)

VIDA enables Australians from all demographics to undertake volunteer placements in Asia and the Pacific between 1 and 36 months period. This Program commenced on 1 July 2005. Host organisations under the VIDA Program are encouraged to provide financial support towards the allowances of volunteers

Australian Business Volunteers (ABV)

ABV Program focus is on strengthening the private sector. ABV placement duration is between 1-3 months. Volunteers are mature, qualified, experienced Australians. ABV works with small and medium- sized businesses. ABV has a continuous recruitment process that enables them to place volunteers quickly.

Australian Youth Ambassadors for Development (AYAD) Program

The AYAD Program places young Australians, aged 18-30, on short-term (3-12 months) assignment in Asia and the Pacific. AYAD aims to strengthen mutual understanding between Australia and the countries of the region and

make a positive contribution to development through sharing their skills and knowledge with counterparts in partner countries. Since its inception in 1998, over 1000 youth Ambassadors have been deployed to more than 20 countries.

Assignments are specific, with applicants applying for particular positions in specific countries, intakes have been twice yearly, but are about to expand to 3 annual intakes.

One of the distinctive features of the AYAD program is the Partnership Program. Aimed at developing long term networks with Australian and overseas organisations, the Program enables Australian organisations to initiate volunteer assignments with organisations in the Asia Pacific, with which they already have links. Participants in the Partnership Program have included private companies, educational institutions, local, state and Commonwealth government agencies, NGOs and community organisations.

Coherence of Australian Volunteer Programs

VSPs are required to respond to the emerging needs of the Australian aid program and partner countries, and incorporate innovative practice and lessons learnt to Program delivery. The Volunteer Program Working Group (VPWG) was recently established as a collaborative partnership that will meet twice a year to discuss issues relating to the volunteer program.

WHILE RECOGNISING THAT THERE ARE COMMERCIAL-IN-CONFIDENCE ASPECTS TO THE CONTRACTS, IT IS CONSIDERED VITAL THAT COOPERATION BETWEEN THE SERVICE PROVIDERS AND AUSAID BE OPEN. ALL PARTIES ARE ENCOURAGED TO SHARE INFORMATION, LESSONS LEARNT AND IN-COUNTRY EXPERIENCES.

Service providers are required, apart from their contractual responsibilities, to work with each other to coordinate and jointly promote the volunteer programs. However there is still some confusion in the region regarding the Australian volunteer programs. This is particularly the case in countries where more than one service provider is working.

There is a need to more proactively manage the level of cooperation, particularly the sharing of information that provides clarification of the various volunteer programs. This may involve development of additional, simplified documentation for distribution to potential hosts and specifying the requirement to distribute this documentation in VSP contracts. AusAID should increase its level of monitoring in the field to ensure such cooperation is taking place and where instances of inappropriate behavior is identified, act upon this information.

Other International Volunteer Programs – trends¹⁶

A significant number of international donors support Volunteer Programs and have an active presence in the Asia Pacific region. Although there are differences between donors, there are a greater number of commonalities within the broad objectives, management approaches and directions of these volunteer programs. **The commonalities** include:

¹⁶ Lucas, Belinda 2004 Volunteer program issues and options. A discussion paper prepared for AusAID.

- an increasing focus on the value in building partnerships between organisations in developing and developed countries;
- an increasing recognition of the value in supporting linkages between different

Developing countries;

- an increasing focus on developing partnerships between donors and volunteer sending agencies;
- a recognition of the valuable role that volunteers play in sharing their knowledge and experiences of development issues and other cultures with their own communities on their return to their home country;
- a focus on developing evaluation and monitoring tools for volunteer programs;
- an increasing emphasis on organizations enhancing their own organizational effectiveness; and
- Funding only being provided to organizations whose core business is volunteer cooperation.
- A key objective of volunteer programs remains to build the capacity of organisations, governments and communities through skills and knowledge exchange;

There are also, however, **key differences** among donors, most notably:

- the recent decision to integrate Agency for Personal Services Overseas (APSO), the long established volunteer sending agency in Ireland, into DCI
- the approach of JICA, USAID, NZAID and DCI to use a single organisation for the management of the volunteer program
- the approach of CIDA, DFID, other European donors and AusAID to fund multiple organisations for the delivery of their volunteer programs.

There does not appear to be a preference shown for any particular type of Volunteer as both short and long term volunteers are supported. However volunteer programs are primarily focused on development rather than humanitarian programs.

International Trends

There have also been changes within the international development sector that have impacted on the way volunteer agencies operate. The most significant changes include:

- the shift of focus from service provision towards local capacity-building
- developing countries have raised their own labor force in areas such as teaching, nursing. From a 'demand' perspective, they now seek assistance from better trained, more professionally experienced / specialized volunteers;

These changes have led to volunteer sending agencies changing their approach to volunteer cooperation. The key trends include:

- a shift from a ‘cross-cultural exchange’ to a ‘development-centered’ approach ;
- a shift from service delivery to capacity building;
- a shift from individual volunteer placements to a programmatic approach;
- fewer countries of operation, in order to enhance strategic focus;
- an increased focus on specific sectors determined by overall objectives of a volunteer country program approach, rather than a wide range of sectors;
- the increased recruitment of south-to-south volunteers;
- increased linkages with professional bodies and organizations for the supply and support of volunteers; and
- a broad range of activities in support of and beyond the placing of volunteers, including direct support for partner organisations through project funding.

Annex D: Itinerary and individuals consulted

AYAD Review Schedule and people met

<i>Date</i>	<i>Tasks/meetings</i>	<i>People met</i>
19/10	<ul style="list-style-type: none"> • AA briefing on asst for team • Review ToR • Document collection 	<ul style="list-style-type: none"> • Rosemary Cassidy (AA) • Syed Haider (AA)
20/10	<ul style="list-style-type: none"> • AA briefing continued • Develop methodology, indicative workplan • Arrange logistics including travel, meetings, visas, accomm, letters of intro, contact numbers, RAYAD & APO meetings in Adel, Melb, Sydney, Canberra; 	<ul style="list-style-type: none"> • Ellen Shipley (AA) • Dereck Rookan Smith (AA)
21/10	<ul style="list-style-type: none"> • AA briefing continued • Finalise ToR • Develop key questions/prompts, cable introduction to AusAID posts • Logistics with APOs, travel etc. • AA RAYAD meeting 	<ul style="list-style-type: none"> • Allan March, Jo Elsom (AA) • Timothy Wilcox (RAYAD/AA) • Annette Madvig (RAYAD/AA) • Melissa Wells (RAYAD/AA)
24/10	<ul style="list-style-type: none"> • Review & analysis of documents; • Finalise key questions/prompts for different stakeholders; • Develop info capturing process or format; 	
25/10	<ul style="list-style-type: none"> • Review & analysis of documents • Interview APOs in Canberra DEH, CARE, Sports Commission • AA briefing continued 	<ul style="list-style-type: none"> • Bruce Davis (AA) • Andrew Taplin (APO) • William Glenwright, Kylie Bates (APO)
26/10	<ul style="list-style-type: none"> • Fly to Adelaide • Briefing from AI • APO: Uni of Adelaide • APO: URS Sustainable Devlt; • RAYADs meeting 	<ul style="list-style-type: none"> • Ray Ash, Deborah Leaver, Sue Earle (AMC) • Dr Afzal Mahmood, Dr He Wang, John Moss (APO) • Edward A'Bear, Ben Mayes (APO) • Marin Aspin, Alex Clark, Pierina Reina (RAYADs)
27/10	<ul style="list-style-type: none"> • APO:SAGRIC • APO:Kellog, Root & Brown • AMC • Travel home 	<ul style="list-style-type: none"> • Errol Cresshull, Alicia Mitton, Brendan Allen, Dr Mofie Ogisie (APO) • Peter Shea (APO)
28/10	<ul style="list-style-type: none"> • Write up notes; • Review & revise key questions/methods/issues 	
31/10	<ul style="list-style-type: none"> • APO:UNICEF • APO:Mekong Resource Center 	<ul style="list-style-type: none"> • Tanya Flood, Matthew Lumb (APO) • Assoc Prof Philip Hirsch (APO)
2/11	<ul style="list-style-type: none"> • Travel to Melb • APO: Macfarlane Burnet 	<ul style="list-style-type: none"> • Peter Britton (AVI) • Ary Laufer, Sarah Black (APO)

<i>Date</i>	<i>Tasks/meetings</i>	<i>People met</i>
	<ul style="list-style-type: none"> • Volunteer Agency: AVI • APO: MSIA • APO: WVA • Meeting with RAYADs 	<ul style="list-style-type: none"> • Lucinna Schmich, David Jakka (APO) • Les O'Donnell (APO) • Marlo Rankin, Anthea Whan, Lisa Ewenson, Genevieve Sheehan, Daniel Carter, Rowan McRae (RAYADs)
3/11	<ul style="list-style-type: none"> • Meeting with RAYADs 	<ul style="list-style-type: none"> • Travis Harvey, Mitra Ensheh, Amber Rowe, Peggy Chiang, Ragne Olver, Amy Lee Hopkins (RAYADs)
4/11	<ul style="list-style-type: none"> • APO: Land Equity International, Wollongong 	<ul style="list-style-type: none"> • Tony Burn (APO)
7/11	<ul style="list-style-type: none"> • Travel to Port Vila • Meeting AusAID • Meeting YAs • Meeting ICM & RM 	<ul style="list-style-type: none"> • Juliette Brassington, Jessica Pelham (AA) • Lisa Meynink, Sally Stewart, Pippa Kirby, Philippa Keary, Emily Luck, Sofiah Mackay, Michelle Cheah, Carly Grieg (YAs) • Matthew Cattenach (YA partner) • Sue Earle (AMC – RM) • Lou Cochrane (ICM)
8/11	<ul style="list-style-type: none"> • Meeting ICM, Vanuatu • Former HO, Live and Learn • Current YAs • AusAID • Govt of Vanuatu • Australian HoM • HO/APO (& ex AusAID):MUP 	<ul style="list-style-type: none"> • Annie Shem, Amos, et al (HO) • Mark Bebe, Secretary PSC, James Toa, Dept of Econ & Sectoral Planning, G o Vanuatu • John Pilbeam (DFAT) • Margaret Macfarlane (HO/APO/ex AA)
9/11	<ul style="list-style-type: none"> • YA & HO; • Ex HO, Habitat for Humanity • VSO – British Volunteer agency • HO World Vision • HO, U of Sth Pacific • YA & HO: Oxfam 	<ul style="list-style-type: none"> • Philippa Kehoe (YA), Henry Tavao (HO) • Loucine Hayes (ex HO) • Narciso Aguilar (VSO) • Simon Boe (HO) • Ted Hill (HO) • Anthea Toka (HO)
10/11	<ul style="list-style-type: none"> • YAs; • ICM; • Peace Corps, US volunteer agency • YA, counterpart and CEO of HO • HOs:Netball Association, VIT, Freshwater School • Debriefing with ICM; and with AA • Travel to Nadi 	<ul style="list-style-type: none"> • Farina Jacobson, Janelle Borg (YAs) • Kevin George (Peace Corps) • Sally Stewart (YA), Enneth Damassing (C'part), David Lambukly (HO CEO) • Eileen Nganga (HO) • Daniel Lamoureux (HO)
11/11	<ul style="list-style-type: none"> • Travel Nadi to Suva. • Briefing with AA 	<ul style="list-style-type: none"> • Noa Seru (AA)
12/11	<ul style="list-style-type: none"> • Informal meeting with YAs & RM about VIDA program 	
14/11	<ul style="list-style-type: none"> • HOs:PSC, Suva; Dept of Environment • YAs 	<ul style="list-style-type: none"> • Tom Lee, Salimoni Karusi (G o Fiji, HO) • Alice Dunt (YA) • Mark Little (YA), Michael Sami (C'part) • Natasha Kruger Kostava (YA) • Paul Fleming (YA) • Clare Wynne, Amanda Lipman (YAs)

<i>Date</i>	<i>Tasks/meetings</i>	<i>People met</i>
		<ul style="list-style-type: none"> • Cama Tuiloma, Epli Nasome (HO)
15/11	<ul style="list-style-type: none"> • HOs: UNICEF; PSC • YAs 	<ul style="list-style-type: none"> • Dr Thane Oke Kyaw-Myint (HO), Catherine Gilbert (YA) • Jimaima Vilisoni (HO) • Katrina (YA – AA staffer) • Meredith Blake (YA)
16/11	<ul style="list-style-type: none"> • HOs: Fiji Inst of Technology; Fiji Police • YAs • PRO: PIFS 	<ul style="list-style-type: none"> • Josua Mataika, Salabogi Mavoia (HO) • Lisa Jackson (YA) • Amanda Lipmann (YA), Harry.... (c'part) • Janine Constantine (PRO) • Peta..., Megan..., Natasha Kruger Kostava, Katherine, (YAs)
17/11	<ul style="list-style-type: none"> • YA • RM, Pacific, AYAD & VIDA • ICMs, Fiji • AA adviser • Debrief AMC, ICM 	<ul style="list-style-type: none"> • Bronwyn Curnow (YA) • Sue Earle (AMC) • Bob and Jennie Teasdale (ICM) • James Gilling Principal Adviser, Devlt Cooperations, AHC
18/11	<ul style="list-style-type: none"> • Travel Suva to Sydney to Yass 	
24/11	<ul style="list-style-type: none"> • Review and revision meeting between team & AusAID reference group: 	Formal meeting cancelled and Brief verbal feedback provided to program manager and desk officer by TL.
28/11	<ul style="list-style-type: none"> • Travel Canb/Sydney to Hanoi 	
29/11	<ul style="list-style-type: none"> • Briefing with ICM • Briefing with AA; • Round table with YAs; • HOs: National Economics University 	<ul style="list-style-type: none"> • Catherine Gill (AA) • Helen Booth, Hung Thi Hanh (ICM) • Lauren Siegmman, Amanda Lee, Megan Tucker, Nick Tucker, Greg Edeson, Rhonda Mann, Jan Kinsella, Katie Dean, Vanessa Kowalski, Andrew Piper, Alice McDonald, Anthea Moore, Damien Cupitt, Chris Olszak, Carolyn McCall, Kristina Sestokas, David Bright (YAs) • Prof Vu Thieu (HO)
30/11	<ul style="list-style-type: none"> • YA & HO: Vietnam Tea Research Institute • 	<ul style="list-style-type: none"> • Dr Nguyen Van Tao, Dr Nguyen Van Thiep, Ms Yen (HO), Rhonda Mann (YA)
30/11	<ul style="list-style-type: none"> • Meeting HOs 	<ul style="list-style-type: none"> • Ms Edle Tenden, UNESCO (HO) • Ms Carol Sherman, CARE (HO) • Mr Nguyen Le Tuan, GoV, MONRE (HO) • Mr Chris Olszak (YA) • Ms Nguyen Thi Bich Lien, NGO, (previous HO)
1/12	<ul style="list-style-type: none"> • Partner Government • YA & HO, MSIV • Debrief with AA & DFAT; • Debrief with ICM 	<ul style="list-style-type: none"> • Dr Bui Liem, Minisrty of Planning and Investment, Ms Nguyen Yen Hai , GoV Partner Govt • Mrs Nguyen Thi Bich Hang (HO), Lauren Siegmman (YA) • Bill Tweddell, HoM, DFAT
2/12	<ul style="list-style-type: none"> • Travel Hanoi to HCMC 	<ul style="list-style-type: none"> • Mark Palu, Nguyen Van Hue (AA)

<i>Date</i>	<i>Tasks/meetings</i>	<i>People met</i>
	<ul style="list-style-type: none"> Briefing AA 	
3/12	<ul style="list-style-type: none"> Interviews with YAs Dinner meeting with YAs 	<ul style="list-style-type: none"> Justin Ho, Dylan Law, Judy Davidson, Racheline Jackson, Graeme Blake, Justine Kelly (YAs)
4/12	<ul style="list-style-type: none"> Analysis & writing 	
5/12	<ul style="list-style-type: none"> YA interviews HOs/APOs/AMCs/NGOs: KBR; GHD, CEP. 	<ul style="list-style-type: none"> Graeme Blake (YA) Phuong Flanders (HO/AMC/APO) Darren Flynn (YA) Geoff Bridger (HO/AMC/APO) Vo Van Troung (HO/ NGO)
6/12	<ul style="list-style-type: none"> HO: Sub Inst of Hydrometeorology HO, NGO, AFAP; 	<ul style="list-style-type: none"> Nguyen Thi Hien Thuan (HO), Nguyen Van Hue (AA) Simon Kutcher, (HO, and previous AVI and YA)
7/12	<ul style="list-style-type: none"> Travel HCMC to Bangkok HOs: UNEP, UNHCR YAs 	<ul style="list-style-type: none"> Douglas Hykle (HO) Meceditas Brillantes, Minako Kakuma,(HO) Sarah Yip, Katie Mossman (YAs)
8/12	<ul style="list-style-type: none"> Briefing with AA Briefing with ICM YA interviews YA dinner 	<ul style="list-style-type: none"> Bronwyn Robbins, Siripen Nuchachatpong (AA) Merrick Davidson, Jeffrey Brown (ICM) Rachel Kelleher (YA, Burma) Praveena Gunaratnam (YA) James Bernnet, Ashley Carl, Seema Chandra, Ronald Cuadra, Jessie Price, Anna Soutar, Sarah Wintle, Jane Gan, Chris Keating, Sarah Yip, Katie Mossman (YAs)
9/12	<ul style="list-style-type: none"> YAs & HOs: RCOTF, STEAM, TBC on AIDS 	<ul style="list-style-type: none"> Jayne Gan, Chris Keating (YAs) Graham Haylor, (HO) Simon Graham, (HO, previous AA and YA) Amanda Allan- Toland (YA and AA)
10/12	<ul style="list-style-type: none"> Review meeting with AA 	<ul style="list-style-type: none"> Syed Haider (AA)
11/12	<ul style="list-style-type: none"> Analysis & writing 	
12/12	<ul style="list-style-type: none"> HO: UNESCO Travel to Sydney to Yass 	<ul style="list-style-type: none"> Simon Baker, Philip Bergstrom (HO), Praveena Gunaratnam (YA)
15/12	<ul style="list-style-type: none"> Report write up 	
16/12	<ul style="list-style-type: none"> Report write up 	
17/12	<ul style="list-style-type: none"> Report write up 	
18/12	<ul style="list-style-type: none"> Report write up 	
18/1	<ul style="list-style-type: none"> Draft report to AA for comment 	
24/1	<ul style="list-style-type: none"> Presentation to Reference Group & receive AA feedback 	
	<ul style="list-style-type: none"> Report revisions 	
30/1	<ul style="list-style-type: none"> Submit final report 	

Annex E: Potential areas for AYAD program expansion identified by AusAID

Expansion of the AYAD Program

In Aug 2004 the Prime Minister announced the expansion of the AYAD Program.

Potential areas of expansion identified by AusAID for the Program include:

- Increasing the number of Eligible Partner Countries, depending on AusAID country program priorities and needs of partner countries.
- Increasing the involvement of other government departments, including Commonwealth Agencies participating in the Pacific Governance Support Program. For example the Department of the Environment and Heritage is a partner organisation for a number of Pacific Island government departments responsible for the Environment portfolio.
- Include vocational and trades placements.
- Focus on sub-national level.
- Increasing the involvement of other types of organisations, targeting Australian organisations with an interest in development, for example the Great Barrier Reef Marine Park Authority and the Australian Maritime College.
- Supporting the implementation of the Pacific Islands Forum Secretariat's Pacific Plan (October 2005).
- Supporting organisations and activities that target youth, women and vulnerable groups in society.
- Additional support for the AusAID funded Australia-South Pacific Sports Program (ASP).
- Supporting the work of the Pacific media and communications facility. There is also potential to work with regional media bodies like the Pacific Islands News Association (PINA).
- Supporting special AusAID initiatives both at bilateral and regional level. This includes pooling scarce regional resources where sensible in areas such as policing, transport and HIV/AIDs.
- Supporting the work of the Pacific Regional Organisations, i.e. Pacific Islands Forum Secretariat, South Pacific Regional Environment Program, Forum Fisheries Agency, South Pacific Applied Geoscience Commission, etc)

This Review supports the areas identified above, and further develops some of these identified areas.