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IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
IOM Internationale Organisation für Migration

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## **Placement of Afghan Expatriate Professionals from EU Countries into the Public Administration of Afghanistan (PAEP-EU)**

(provisional programme title)

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<b>Executing Agency:</b>	International Organization for Migration (IOM)
<b>Geographical Coverage:</b>	EU Countries, Afghanistan
<b>Project Management Site:</b>	IOM Kabul
<b>Target Group:</b>	22 Afghan Expatriates from EU-Countries
<b>Project Duration:</b>	18 months (April 2005 – September 2006)
<b>Budget :</b>	€1.449.524 million (see attached budget)

### **IOM Kabul**

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## **1. Project Summary**

In close coordination with the ARTF Expatriate Services Programme (ARTF ExS), the objective of this project is to enhance the contribution of Afghan expatriate professionals residing in Member States of the European Union (EU) in the reconstruction efforts of Afghanistan by enhancing policy and institutional capacities within the public administration. The project aims to enhance the capacities for policy and institutional reform through the placement of approximately 22 Afghan expatriates<sup>1</sup> into Ministries and other government institutions of the TISA.

## **2. Project Description**

The project will identify, select and place 22 highly skilled human resources (expatriate Afghan professionals) currently residing in EU Member States, with significant reconstruction and development experience within key Ministries, other government agencies/institutions to enhance the Government's effectiveness in overseeing urgent policy and institutional reforms.

### **2.1. Coordination mechanisms with the ARTF ExS programme:**

Under the overall umbrella of the Independent Administrative Reform and Civil Service Commission (IARCSC), the responsibility for coordinating the ARTF ExS programme recruitment needs rests with the Ministerial Advisory Committee (MAC). The MAC meets on a regular basis and facilitates the successful implementation of the programme and provides policy support measures that may be needed.

In order to ensure coordinated activities between the ARTF ExS programme and the PAEP-EU, IOM recommends getting the agreement of the IARCSC for an EC observer to attend MAC meetings. This approach would not just ensure that MAC and IARCSC are fully in the picture of ongoing activities of the PAEP-EU but would also allow the EC to get first hand information about the recruitment needs of the different ministries.

### **2.2. Objectives**

The objective of the project is to establish a merit based recruitment system by putting in place all necessary mechanisms, processes and procedures<sup>2</sup> for identifying and placing approx. 22 highly skilled Afghan expatriates from EU countries into Afghanistan's public administration.

Criteria for professional placement identification will reflect gaps in the local labor

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<sup>1</sup> The project in hand will follow the three-band-pay scale established by the ARTF ExS programme. Adopted by the Ministerial Advisory Committee (MAC) the experts will be paid according to their professional background and experience as well as to the level of the position they hold. Remuneration for High Level experts vary between USD 5,000 and 7,000 a month; Mid Level: USD 2,500 to 4,000 / month; Low Level: USD 500 – 1,500 / month. Hence, the exact number of experts to be placed under this project will depend on the levels the experts will hold. The current figure is based on the assumption that 17 Mid Level and 5 High Level experts will be selected and placed at the higher end of the respective pay scale (see also budget).

<sup>2</sup> Technical assistance services in administration and operational management, technical support to the program administration, including establishing database and its maintenance, advertisement of TORs, short listing of candidates, contract negotiation, logistical arrangement, financial management and program monitoring.

market and avoid substituting locally available human resources. Particular attention will be given to the recruitment of qualified women, in order to increase the current low numbers of females employed in Afghanistan. Taking into account the stated preferences of the candidates, the prevailing situation in the different regions, and the public sector human resource needs identified by the Afghanistan Transitional Administration and the provincial authorities, candidates will be returned to locations throughout the country, targeting in particular the central administration in Kabul.

In order to achieve the above objectives, the project will respond to three main areas: 1) recruitment of experts; 2) logistical arrangements and 3) database deployment

## **2.2. Recruitment of Experts**

The recruitment strategy will target 22 highly qualified and skilled Afghan expatriates in EU countries for placement into the public administration in Afghanistan. IOM's recruitment strategy comprises the necessary outreach activities as well as the merit based recruitment process.

### **a) Outreach Activities**

IOM's ability to reach the specific target group is based on the experience and knowledge gained from the EU-RQA information campaign. The EU-RQA (Return of Qualified Afghans from EU Countries) programme commenced in March 2003 and has so far (as of 29 November 2004) successfully recruited and assisted 131 Afghans from 9 EU countries. The returnees were placed in 19 Ministries of the TISA Government (69 returnees), 12 other governmental institutions (26), and 15 NGOs and private Afghan companies operating in Afghanistan (17) as well as as micro-entrepreneurs (19). The EU-RQA database is currently holding 672 highly qualified registered candidates (BA and above as well as professional experience) who have expressed their willingness to participate in the programme (for more details, see Annex 1).

IOM's experience indicates that in order to reach the specified target audience in a timely, cost efficient and customized manner the following means are viewed as the most effective:

- **Afghan Associations and Other Relevant Multipliers**

Within the last 3 years of experience in reaching out to the Afghan Diaspora worldwide and especially in Europe, IOM established a network supported by more than 1,000 Afghan associations and other relevant multipliers<sup>3</sup> located in Europe. IOM will distribute all relevant project materials directly to these associations and multipliers, including announcements of potential vacancies, utilizing this network to reach

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<sup>3</sup> Afghan associations and other relevant multipliers comprise Afghan associations, Afghan related media, migration related non-governmental organisations, Afghan Embassies.

potential Afghan candidates in Europe.

- **Web page**

IOM established on behalf of the IARCSC an ARTF Expatriate Services web page, which facilitates the outreach process as well as allowing for ARTF expatriates to apply online ([www.artfexpat.gov.af](http://www.artfexpat.gov.af)). Subject of approval through the IACSC, this webpage could be used to advertise PAEP-EU vacancies. This solution would facilitate and accelerate the outreach as well as allow for immediate online application of interested candidates.

It is also envisaged to place vacancies on the webpage of the EU-RQA website ([www.iom-rqa.org](http://www.iom-rqa.org)). The EU-RQA website offers in-depth information on the RQA programme, application forms, newsletters, selected testimonials from current returnees, photos of Afghanistan and participants in the EU-RQA programme, up to date job offers, current events in Afghanistan and more. According to a recently conducted survey, the EU-RQA website (<http://www.iom-rqa.org>) receives an average of 793 hits per day from across the globe.

- **Other identified Afghan related web pages and e-mailing lists**

IOM has identified and linked its RQA web page with the most prominent Afghan related web pages worldwide and will utilize these and previously identified e-mail distribution lists to publicize PEAP-EU vacancies.

### **b) Merit based recruitment process**

IOM's recruitment management system developed for the ARTF ExS programme will serve as the basis for implementing a merit based<sup>4</sup> recruitment process for the PAEP-EU programme. IOM's methodology follows the following identified key steps<sup>5</sup>:

- i) A job analysis leading to a written statement of duties (Terms of References, ToRs) and the knowledge and skills which the jobholder will need to perform the tasks;
- ii) Advertisement of vacancy announcements (VAs) and disseminating them to eligible groups (see the ARTF ExS VA as example in Annex 2);
- iii) A standard application form (see ARTF ExS example in Annex 3);
- iv) A scoring scheme based on the person's specification;
- v) A short-listing procedure to reduce applications to a manageable number;

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<sup>4</sup> The merit principle entails the appointment of the best person for any given job, based on explicit merit rules that are publicly understood and can be challenged if a breach is suspected. The objective is to ensure that the selection of the best-suited candidate is based on the knowledge and the experience of the candidates. Merit criteria: The essence of merit criteria is that they are specified and contestable and defined by meeting explicit and contestable criteria.

<sup>5</sup> <http://www1.worldbank.org/publicsector/civilservice/recruitment.htm>

- vi) A final selection procedure based on the persons' qualifications, including a panel interview;
- vii) An appointment procedure based on the scoring scheme;
- viii) Notification of results to both successful and unsuccessful candidates.

**i. Job analysis / job description**

The EC with the assistance of IOM, if required, will identify the positions that have to be filled and will inform IOM accordingly. IOM will develop a standard job description format, including the duties of the incumbent as well as the skills required to fill the position. The job description will serve as the base for the final ToR as well as the VA drafted by IOM and approved by the EC as well as the Ministry or government agency as the final employer.

IOM will develop a standard contract format (see ARTF ExS contract template as example in Annex 4), so that customized ToRs can be attached to it, for all positions which will then be submitted to the EC and the final employer for final approval.

**ii. Advertisement / dissemination**

IOM will advertise the position in form of Vas its network of involved IOM offices, the web page, the network of Afghan associations worldwide, and other means as described in the outreach strategy above.

IOM recommends that the advertisement also includes an indicative salary scale for the relevant positions, according to the 3 band pay scale established by for the ARTF ExS programme.

**iii. Standard application form**

All interested candidates will be requested to fill in a standard application form which will be drafted by IOM. The existing ARTF ExS application form may serve as a model for this process (see Annex 4).

Interested candidates will be able to choose between 3 different options to apply:

- Online application through the established ARTF ExS web-page and/or the EU-RQA webpage, where the application is automatically filled into the system's database;
- Download application forms from the net and return them via email;
- Ask for hardcopies through IOM Brussels and mail them back.

A strict application deadline, defined by the EC, will apply for all three options to apply. For online applicants the database will automatically file applications by date and time.

In addition to the advertisement of vacancies, IOM will conduct a parallel search through the existing EU-RQA database, containing more than 600 highly qualified Afghans for possibly matching.

**iv.& v. Scoring scheme/short listing**

All applications will be reviewed by IOM and submitted to the EC as well as to the final employer. IOM will attach a summary sheet of all applications received allowing a first quick overview of the candidates (containing name of applicant, current profession/position, educational background, years of relevant experience, country of residence etc.). The EC and the final employer is responsible for short listing the candidates submitted by IOM.

**vi. Final selection procedure**

The EC and the final employer are responsible to short-listed and interview the final three candidates. IOM through its Brussels' mission might assist in preparing and organizing the telephone interviews if required.

**vii. Appointment procedure**

The appointment procedure will be made by the EC and the final employer.

**viii. Notification of results**

IOM will notify both successful and unsuccessful candidates of the decision. Provided unsuccessful candidates agree, their data and application forms will remain in the database and will be considered for possible matching with future openings.

**c) Additional Recruitment Procedures / Considerations**

**i) Direct assistance through IOM Brussels**

IOM Brussels will provide direct assistance to selected candidates with English, Dari, Pashto<sup>6</sup> speakers to allow candidates to communicate with IOM directly and to receive direct access to all program related information. Programme hotlines have proven to be very effective in the past and IOM has received positive feedback on their usage.

**ii) Placement of appointees outside the capital:**

IOM's countrywide presence with the head office in Kabul and 7 sub-offices in the country allows an Afghan-wide implementation of the program. Appointees deployed to regions outside Kabul can receive assistance through the IOM sub-offices which can also guarantee a proper monitoring process according to the general requirements as defined in the ToRs. These services can be provided either directly to the appointee or through the employer's local office. IOM Kabul, as the central management site, will oversee all processes and procedures to secure smooth, transparent, and efficient implementation of the program.

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<sup>6</sup> Native speakers might also assist in verifying the Dari /Pashto language skills of selected candidates as indicated in the application.

### iii) Equal Opportunity Employment

IOM encourages the application of Afghan women. Through its EU-RQA programme IOM provides additional financial incentives to female experts. One of the goals of the RQA program is to promote equal employment opportunities. So far, out of the 132 candidates that have returned under the programme, 13 or 10 % are females. Another 87 females out of the total of 672 candidates are currently registered in the EU-RQA database.

The project should consider similar incentives to encourage the participation of females in the PAEP-EU programme, in order to emphasize Afghanistan's commitment to increase gender awareness and to strengthen the role of women in all aspects of the country's development.

### iv) Orientation programme for Afghan expatriates

IOM will organize orientation programmes for the appointees and offers its resources in hosting such meetings at its premises in Kabul.

IOM also recommends brainstorming sessions, after the assignment, with appointees and especially the high level advisors in order to encourage an exchange of views, ideas, and patterns of working in the current environment.

IOM can organize and host these and other sessions upon request. The EC and other relevant stakeholders are also invited to attend, if they wish to do so. This also allows IOM to receive useful feedback on the program implementation from the appointees and stakeholders, providing valuable feedback, which can then be used to improve the input of the programme.

### v) Contract negotiations with selected experts

IOM's responsibility in negotiating contracts with appointees will include the following points:

- a. Salary:** IOM can contribute with its extensive human resources management know-how in identifying possible salary levels, based on the three band pay scale established by the ARTF ExS programme, and in accordance to the appointees qualifications, relevant professional experience, current salary status, and actual living costs in Afghanistan.
- b. Compensation package:** according to the appointees residual financial obligations and commitments in his/her current country of residence IOM will propose final compensation package for each position taking into consideration availability of funds.
- c. Insurance:** IOM recommends that the contract should also consider insurance coverage in respect of occupational accidents or occupational illness, which might occur during the contract period. In addition, the appointee should have his own health insurance (including medical evacuation) and a proof of coverage should be submitted to IOM prior to finalizing the contract. IOM may assist appointees in identifying suitable insurance agencies.

- d. Contract initiation/duration:** the contract initiation/duration will be proposed according to the specifications laid down in the ToRs for the specific position and the availability of the appointee taking into account his/her residence status in the host country<sup>7</sup>.
- e. Standardized contract form:** IOM will develop a standardized contract to be drafted, and proposed to the EC for approval, specifying all other rights and obligations of the appointee (including aspects such as status of the position, on the job training and reporting, working hours and annual leave etc.) as well as obligations of the final employer. The attached ARTF ExS contract format may serve as model (see Annex 4).

The final contract including all the aforementioned points will be proposed by IOM for approval to the EC and the final employer as well as the appointee for final agreement.

#### **vi) General Administrative Procedures:**

- All vacancies will receive a reference vacancy number.
- All applications will be entered in the database according to the reference number plus supporting documents scanned and attached electronically as well as all other information specified in the application form.
- Applications received as hard copies to the IOM missions involved, will be entered in the database according to the reference number with all relevant supporting documents, scanned and electronically attached. Original hard copies will be stored at IOM Kabul for centralized filing.
- Online applications will receive an automatic acknowledgement of receipt through the database<sup>8</sup>. The application date will be automatically entered by the system.
- Mailed applications will receive a letter of acknowledgment and sent to the applicant.
- Contracts will be signed in three originals initially by the EC and the final employer and submitted to IOM. IOM will scan the signed contract and send it to the appointee for signature in order for him/her to return it electronically to IOM. The original hard copy of the contract will be submitted to the appointee upon arrival and each party (EC, final employer, appointee) will be holding one original contract. Additional copies will be filled accordingly at IOM.
- All vacancies will be entered onto the database including the reference number, date and time of receipt, submission dateline, final employer, and

<sup>7</sup> Residence status of the appointee has to be clarified a priori negotiations for the duration of the contract. Based on IOM's experience in implementing the RQA program the majority of Afghans participating in the RQA programme are naturalized, hold dual citizenships or permanent residence status in the country of residence. However, in some cases appointees may have temporary residence status, which has to be taken into account when considering contract duration in order to avoid loss or change of their resident status in the country of residence.

<sup>8</sup> Provided that the ARTF ExS webpage and online function can be used by the PAEP-EU programme



classification of the position according to the three band pay scale as described in ToRs.

#### **vii) Outputs - Recruitment**

- 22 vacancies will be advertised through the different outreach means as described.
- Approximately 205 applications of qualified candidates<sup>9</sup> meeting the minimum requirements are expected to be received.
- 6 brainstorming sessions will be organized for appointees.
- Approximately 1,000 associations and other multipliers will be contacted with information on the program and vacancy announcements.
- 20 Afghan-related web pages and email distribution lists will be regularly updated, at least once a month, on the program and vacancy announcements.
- 22 highly qualified expatriates will be selected to fill key positions in strategic key sectors of the Afghan Transitional Administration and non-governmental sectors, applying their skills and know-how in order to support TISA's reconstruction and reform objectives. The same group is also expected to receive orientation training.
- It is envisaged to recruit female experts for at least 10% of the selected positions.
- It is expected that IOM Brussels receives approximately 20 calls and emails per month from interested Afghans and short listed and selected candidates in order to request direct further information on the status of their application, the selection process, travel arrangements and assistance.

### **2.3. Logistical Arrangements and Structure**

#### **a) Travel arrangements**

IOM Brussels will be responsible for pre-departure assistance including obtaining of visas and preparing travel arrangements. IOM will arrange roundtrip tickets taking into account start of contract and contract duration. IOM recommends that the appointee arrives in Afghanistan a few days before contract starts to take care of pre-settlement arrangements (i.e. accommodation etc.).

In order to provide orderly, secure and economic transportation (by air) of appointees, IOM has concluded agreements for reduced group and point to point fares with over 80 individual international and national air carriers. These

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<sup>9</sup> According to the qualification criteria in the ToRs related to the profile of the highly skilled experts IOM estimates to receive the following number of applications meeting the minimum requirements per group: High Level app. 4, Middle level, app. 10. The estimation is based on the assumption that between 7 and 8 VAs for each level will be issued.

agreements generally offer IOM reductions of between 50 and 70 per cent on the normal economy class fare plus increased free baggage allowance. Flight arrangements for home leave can also be arranged by IOM.

**b) Transit**

IOM's status as an international organization ensures privileged treatment of passengers (such as transit visa waivers) when travelling under IOM's auspices flying through several international airports (Frankfurt, Paris and others). IOM can also provide transit assistance for passengers coming via Dubai, Baku or Islamabad, including booking of overnight stays if required. Flight arrangements can also be made by IOM for onward travelling from Dubai or Islamabad with UNHAS (United Nations Humanitarian Air Service), subject to availability of seats.

**c) Customs**

Appointees will be received by IOM's Airport Coordination Cell (ACC) at Kabul International Airport. The ACC works closely with the immigration and customs authorities to facilitate entry procedures for IOM beneficiaries.

**d) Reception**

Reception arrangements will include a first visit to the IOM office in Kabul in order to brief them regarding the procedures of the programme and further logistical arrangements. IOM will facilitate, if requested, appointees to identify possible places for temporary accommodation prior to the location of proper permanent residences. IOM will also introduce the appointees to their future employers.

**e) Equipment**

Necessary equipment such as laptops, printers, computer software, etc. which will facilitate in a timely and efficient way the operations of the high level experts, will be procured through IOM, subject of availability of funds. IOM will obtain three comparable quotations for each equipment and consider the lowest priced bid taking into account quality standards, maintenance and guarantee aspects.

IOM will create an inventory with specified serial numbers for all relevant purchased equipment and will label the equipment with an serial number accordingly.

Equipment will be handed over to the appointees and a receipt record will be created to be signed by both parties- (appointee and supervisor). IOM recommends that the liability for any loss, theft and irrecoverable damage for any equipment to be assumed by the appointee.

**f) Accommodation**

IOM will assist the appointees, if necessary, in finding a proper place of residence by providing information on availability and rates for guest houses and makes the appropriate reservations, as required. IOM with the agreement of the appointee could also facilitate in booking preliminary accommodation during his/her prearrangement phase (before appointees finalize their decision on housing), if required.

### **g) Payment procedure**

IOM will create a beneficiary booklet for the appointees specifying their name, placement number, employer, contract duration and salary level. Appointees will receive at the end of each month their monthly payment at the IOM office through the established payroll procedure (the exact date will be specified at a later stage in coordination with the appointees). As wished by the appointee payment can be made both in Afghanistan and/or in their country of usual residence.

In order for the appointees to receive their monthly salary, they will have to provide to IOM a written confirmation specifying on-going employment (attendance sheet, see Annex 5 as example), signed by their supervisor. In that respect IOM will provide the relevant payment voucher signed by both parties. Receipt of payment will be confirmed with a signature on the voucher. Payments will only be authorized when the experts fulfil their reporting requirements.

### **h) Outputs - Logistics**

- 22 Afghan experts will be provided with pre-departure assistance, travel arrangements, accommodation, logistical and post arrival reception service.
- It is estimated that 10 experts will be in need of additional equipment such as laptop computers etc. as described above which will be purchased through the programme.
- 11 locations will be identified assuming that 50% of the appointees require assistance in finding proper housing.

## **2. 4. Database**

IOM will use the already established ARTF ExS human resources database to store the data of programme beneficiaries. The software infrastructure to be used is web-oriented and consists of a web page as well as the database as such. The database is based on a MS SQL server 2000 and the user interface will be MS Access and Visual Basic.

## **3. Monitoring and Reporting**

### **3.1. Monitoring**

IOM's general self-monitoring system is based on a continuous review of all related activities throughout the life cycle of programme implementation to ensure that operations are proceeding correctly. IOM will assess progress, identifying operational difficulties, alerting relevant staff to implementation problems and other problem areas, and recommending remedial action.

Monitoring of the programme will be an ongoing activity that serves the purpose of ensuring that inputs through activities are transformed into outputs and the planned and stated results according to the programmes work plan.

The Project Coordinator will monitor the implementation of all activities according to inputs, work schedules, targeted outputs and other required actions necessary to be implemented in a timely and corrective manner so that progress of the project can be assessed.

Specifically, the monitoring process will include the following:

- Standardized exchange of information between IOM missions involved in the implementation of the programme to ensure that activities in each concerned country are implemented in an appropriate and coordinated way.
- Visits to monitor appointees in their places of employment in order to assess working conditions will take place at least twice during the appointment period and evaluate the need to adjust/develop further strategies to ensure the successful implementation of the program.
- Database will monitor, keep track of all candidates, appointees who returned within the project or are in the process of returning to Afghanistan, ensuring proper follow up of each case.
- IOM will develop a standard format of progress reports to be submitted by the appointees to IOM in order to monitor their performance every two months.

### **3.2. Reporting**

IOM will develop a questionnaire to be completed by the individual experts in order to evaluate the overall progress of their assignment every two months. Their reports will be summarized and included in the reports to be submitted to the EC.

IOM will provide the EC with a final report not later than 3 months after completion of the implementation of the program. The report will contain an analysis of the results achieved during appointee's assignments, as well as recommendations for future programming. Such report should provide a valuable tool in assessing the effectiveness of the funded program, and future strategies to be undertaken by the TISA and the international community in their contribution to the reconstruction of Afghanistan.

### **3.3. Outputs - Monitoring and Reporting**

- 44 monitoring visits to the appointees' place of work to assess the working environment in order to record information for reporting purposes.
- At least 132 progress reports <sup>10</sup> to be completed by the appointees in order to evaluate the overall progress of the assignment.

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<sup>10</sup> 20 appointees x 6 questionnaires per position during the project duration since reporting is foreseen once every two months. The estimate is based in the assumption that experts will hold 12 months contracts.

#### **4. Inputs by the International Organization for Migration**

- Technical expertise in all aspects of programme administration.
- Administration and coordination of support to appointees who will return to work within the administration.
- Preparation of transport documentation for appointees. Administrative support for travel arrangements (passports, visas and other necessary documentation) and reception upon arrival.
- Preparation of information and promotional materials for the programme. Advertising VAs through the described outreach channels.
- Reporting of programme activities and progress as described.
- IOM's institutional network within Afghanistan and throughout Europe for outreach purposes (IOM missions, network of identified Afghan associations and other multipliers).
- IOM's institutional recruitment and reception network in Afghanistan.
- Provision of additional equipment, when deemed necessary, to Ministries in order to serve the needs of the appointees for efficient and timely performance of their tasks.
- Database and website deployment as described above
- Programme financial management.

#### **5. Visibility of the Programme**

Within the framework of this project IOM will pay particular attention to the visibility of the programme.

- IOM intends to make specific reference to the PAEP-EU programme at any relevant conferences or international meetings where the program is discussed. Reports and other IOM publications regarding IOM activities in Afghanistan will include reference to the programmes objectives in the return of qualified highly skilled expatriates to Afghanistan.
- Reports, as well as press statements, letters, emails etc. made by IOM in the framework of the PAEP-EU program will contain any logo or information as agreed with the EC. All materials produced, in the context of this project will clearly bear the logo of the EC jointly with IOM's logo as well as reference to the funding source.

## **6. Assumptions**

- Continued close cooperation between IOM and the Afghan administration.
- The security situation in Afghanistan allows IOM to implement in an orderly, efficient and effective way the programme and ensure secure transportation/settlement arrangements for the selected applicants on their arrival in the country.

## **7. Finance**

See attached budget plan