

**TONGA COUNTRY PROGRAM REPORT
PACIFIC REVIEW OF ADVISER POSITIONS FUNDED BY THE AUSTRALIAN AID PROGRAM**

Overview

[A Joint Adviser Review Report](#) was released on 15 February 2011, which provided a synthesis of the findings and key recommendations from individual country reviews, including country specific adviser figures and narrative.

Australia worked bilaterally with a large number of partner country governments to review each adviser position. While the underlying Review methodology and the core content of country-specific reports is consistent across programs, in each case the final country-specific Review Report reflects decisions made by the joint Review teams as appropriate for the specific cultural and language context. As a result there are some presentational differences between reports.

This report presents the findings and recommendations of the joint Review process undertaken between the Governments of Tonga and Australia. This Report has been amended to ensure AusAID does not breach its privacy obligations related to individuals and/or relative to information considered sensitive to bilateral relationships.

It is important to note that the Review process involved an assessment of the value and effectiveness of each adviser position – not the performance of individuals in those positions. The Review focused on the role of each position in meeting agreed country program objectives and development outcomes. On the basis of this assessment, the continued funding of adviser positions by AusAID was jointly considered and agreed with partner governments.

1. Executive Summary

Ten long-term advisers¹ in the Tonga program are covered by this review which was conducted in November 2010. Half of the advisers are working in in-line roles, while the others are working to review or establish new systems and processes, and build local capacity. In-line positions are identified by the Government of Tonga and jointly funded by AusAID and the Government of Tonga. Advisers provide critical support to improve economic and public sector management, and health.

The assessment indicates advisers are doing impressive individual work, but there are ways the Governments of Tonga and Australia can work better to direct and guide the work of advisers.

At the time of this review, AusAID and the Government of Tonga agreed that five of the current positions were high priority and will be retained. Three positions were of medium priority and will be phased out over the next few years as discrete tasks are completed and/or the ongoing need for advisers diminishes. Two positions were identified as low priority and the current advisers would not be continued beyond their current contracts.

A high proportion of advisers in the Tonga program are supplementing capacity, due to lack of local personnel with the required technical skills to fill those roles. In recent times there has been a greater focus on capacity development roles. For future adviser positions, AusAID and the Government of Tonga need to be clear on whether positions will focus on capacity supplementation, capacity development or a combination thereof. If capacity supplementation and development roles are combined, terms of reference will need to be clear in setting out expectations.

There have been positive results with the use of advisers in the health program. Reasons for this are: (i) roles have been primarily technical with specific deliverables; (ii) the level of competence of the Health Ministry; and (iii) gap filling positions were explicitly agreed in the design of the current health program.

This review has confirmed the need for clear guiding principles for engagement of advisers in future, including more strategic approaches to identifying and assessing where advisers will have most impact, improved monitoring and evaluation systems and increased focus on capacity development and succession planning for in-line positions. These principles will be confirmed with the new Tongan Government during Partnership Talks in 2011.

AusAID is committed to using and strengthening Government of Tonga systems to identify adviser requirements and to measure impact. The Government of Tonga and AusAID are forming a senior officials committee which will be responsible for overseeing the roles and impacts of advisers in future. Six-monthly meetings will allow both Governments to discuss adviser effectiveness on a regular basis and to address problems as they arise.

¹ Advisers covered by this review were those engaged directly by AusAID or through a managing contractor. Advisers funded by Australia but engaged by the Partner Government using their own contracting arrangements were not included in this review.

The Government of Tonga is working on the implementation of a Performance Management System (PMS) that will be used to monitor the performance of Australian funded advisers which have contracts with the Government of Tonga. A new performance management system is also being introduced for PACTAM, which will link assessment of advisers' performance more explicitly to the outcomes their position are supporting, rather than focusing on outputs in their terms of reference. The new performance management system will also require stronger input from AusAID staff at Post.

2. Introduction/Background

The *Australia-Tonga Partnership for Development*, signed in August 2009, seeks to advance Tonga's development vision as articulated in Tonga's *National Strategic Planning Framework* and seeks to support further progress towards the Millennium Development Goals by 2015. There are four priority outcomes agreed in the Partnership: a more efficient and effective public sector; improved health; improved technical and vocational skills; and development of infrastructure to improve the everyday lives of the people of Tonga. Implementation schedules for the first three priority outcomes (public sector; health; and technical and vocational skills) were agreed at the time the Partnership was signed. An implementation schedule for the final priority outcome (infrastructure development) is under development.

The use of advisers is aligned with the jointly agreed priorities of the aid program. Advisers (as defined for the purposes of this review) are engaged in supporting two of the Partnership for Development's Priority Outcomes – a more efficient and effective public sector and improved health.

Australian Volunteers International (AVI) is involved in recruitment and support for all advisers in the Tonga Program (through the Pacific Technical Assistance Mechanism (PACTAM)), through a mix of methods: (i) full recruitment and salary funding by PACTAM; and (ii) recruitment and salary payment by Government of Tonga with PACTAM responsible for salary supplementation. Irrespective of recruitment and contracting arrangements, positions are primarily identified and scoped by Government of Tonga counterpart agencies and those agencies have primary management oversight.

Methodology used to conduct review

This review was conducted by a Review Team consisting of officers from the AusAID Nuku'alofa office and the Tonga focal point in Canberra. The review considered 'long term' (at least 6 months input per year) adviser positions that were already in place, or expected to commence, in the 2010-11 (Australian) financial year.

The methodology used for the review included document and data analysis and consultations with all current beneficiaries of advisory assistance through the Tonga-Australia aid program. Key steps in the process were:

- Collection of lessons learnt from previous reviews and assessments of adviser roles undertaken by the Tonga Program (Summary at Attachment A);
- Initial data analysis, which gathered information on every adviser position in place or planned for the 2010-2011 financial year and within the scope of this review;
- An initial assessment by AusAID of the priority of each position in terms of relevance to the Partnership for Development priority outcomes and assessment of their terms of reference, existing monitoring reports and the views of AusAID program staff. Each

position was ranked as high (continue the position), medium (consider changes to the position) or low (phase out the position);

- Discussion by the First Secretary at Nuku'alofa Post on each position with counterpart agency leaders. Where possible a high level representative from the Public Service Commission (PSC) also took part in meetings. The counterpart agency and PSC were asked to identify which positions were priorities. From this AusAID developed the joint assessment of priority of the various positions.

3. Review Findings

3.1 Relevance - current use of Advisers in the Tonga Program

Of the ten (10) advisers currently funded under the Australia aid program to Tonga, seven are working in areas relevant to Priority Outcome 1 of the Australia-Tonga Partnership for Development (a more effective and efficient public sector) and three are working to support the achievement of Priority Outcome 2: Improved Health. All advisers covered under this review are international advisers. Three of the ten adviser positions are female (one position is not yet filled but the relevant adviser has already been identified).

The majority of advisers in economic and public sector reform are filling in-line and capacity supplementation roles. However more recently developed roles are introducing a stronger capacity development focus. Most positions are in-line or provide capacity supplementation due to a lack of technical expertise.

The design of the current health sector program in Tonga limits the number of advisers in gap-filling roles to three. The funding of adviser positions comes out of the overall AusAID health allocation and although the total is capped at three, the Ministry of Health is aware they can forego gap-filling advisers and use funds in other ways if they prefer. Strong leadership and increased engagement means the Ministry of Health are also taking a far more pro-active role in the recruitment process, accessing their own networks and, in future, intend not using an intermediary such as PACTAM.

Ministry of Revenue Services

Tonga embarked on a revenue reform program in 2004 as part of its accession to the World Trade Organisation. This involved modernising its tax system by broadening and simplifying the tax base (through a Consumption Tax), and reducing import duties and other miscellaneous forms of tax.

At the time of the review, two adviser positions in the Ministry of Revenue Services were supporting this reform agenda: **An Assistant Deputy Commissioner Tax** and a **Deputy Commissioner Customs (Head of Customs)**. These advisers support implementation of the Ministry of Revenue Services Corporate Plan. They are 'in-line' positions that supplement technical expertise not available until those skills are built in other ways, and act as role models and mentors for Tongan counterparts.

Ministry of Finance and National Planning

In the Ministry of Finance and National Planning AusAID is supporting a **Donor Harmonisation Adviser**, an **Economic Adviser**, and a **Procurement Adviser**.

Support for the Ministry of Finance and National Planning fits within Priority Outcome 1 of the *Australia Tonga Partnership for Development*: a more efficient and effective public sector, also an enabling theme of Tonga's *National Strategic Planning Framework*. The Ministry of Finance and National Planning has a corporate plan (2010-2013). Three adviser roles support implementation of corporate plan priority areas.

The Ministry identified the need for the Donor Harmonisation and Economic Adviser positions to support core areas of the Ministry's work in light of new responsibilities following a Ministry restructure in 2007.

The requirement for a Procurement Adviser was identified as part of a fiduciary risk management exercise undertaken in December 2008 which included a procurement capacity and risk assessment of the key sectors in which AusAID works. The AusAID funded adviser supports capacity development of the Procurement Division to support effective implementation of new procurement regulations. The position directly manages AusAID funded procurement and will be a mixed capacity development and capacity supplementation role.

National Statistics Office

In the National Statistics Office an **Economic Statistics adviser** started in January 2011. The position will review and assess the methodology for collection of economic statistics, with the objective of strengthening the credibility of economic statistics in Tonga and improving the forecasting and analytical capacity of policy makers. These functions are particularly important for macroeconomic and revenue forecasting and to allow revenue and expenditure tracking for budget development and execution, all key areas relevant to Priority Outcome 1 of the Partnership. This is a capacity development role.

Ministry of Labour, Commerce and Industry

A **Trade Negotiation Adviser** is supporting the Ministry of Labour, Commerce and Industry. The adviser was initially requested by the Minister for Labour, Commerce and Industry during pre - PACER+ talks in Tonga in 2009 to develop a negotiating position for Tonga, stakeholder consultation and support for Tonga in trade negotiations (predominantly an in-line position).

This fulfils a broader objective of sustainable broad-based economic growth, including trade growth and the pursuit of mutually beneficial and comprehensive regional trade liberalisation which is of high importance to the Government of Tonga. The Australian Government is also committed to the regional priority of increased regional trade liberalisation, being negotiated through the PACER+ process.

Ministry of Health

Improved Health is a priority outcome under the *Australia Tonga Partnership for Development*. Within this priority outcome the focus is addressing non-communicable diseases, increasing the emphasis of the health system on preventative medicine and the development of common standards for primary health care. The three adviser positions in the health sector are involved in or are supporting the provision of primary health care.

A **senior surgeon, anaesthetist and bio-medical engineer** supplement capacity in critical positions in the Ministry of Health. The use of gap-filling is recognised in the design of the Tonga Health System Support Program with up to three positions allowed.

Part of the in-line management responsibility of the health sector advisers is to build the capacity of the junior staff they work with. In the health sector other AusAID support (such as a scholarships program) is also used to try and reduce the need for capacity supplementation.

3.2 Efficiency and Effectiveness of Advisers

The key issues impacting on effectiveness of advisers have been: variable engagement and quality in AusAID's analysis of the real need for advisers; obtaining agreement on the terms of reference for advisers at the Ministry level; and advisers deviating from their original terms of reference to fulfil direct requests to assist in other areas of work.

For example, the **Economic Statistics Adviser** position was initially agreed at high level consultations between Australia, New Zealand and Tonga in September 2008 but it took some time to finalise the terms of reference and advertise the position. The adviser commenced in January 2011.

The review process found that another key determinant of effectiveness has been the approaches taken by individual advisers and, for in-line positions in particular, the extent to which counterpart agency staff have been consulted in the decision for an "outsider" to fill a position. In some cases, a lack of buy-in by counterpart Ministry staff at early stages and a lack of appreciation on the part of AusAID of the sensitivities around placement of outsiders into Tongan Government agencies have led to reduced effectiveness of advisers. To date there has also been poor understanding around the role of capacity building on the part of advisers and counterpart personnel.

4. Recommendations

There was solid agreement between the initial AusAID assessments of relative priority between adviser positions and the final joint assessments of priority developed following discussions with the Government of Tonga. Five of the ten positions (50%) were rated high priority; three (30%) were rated medium priority; and two (20%) were rated low priority.

At the time of the review it was proposed that advisers working in positions considered a low priority (2) be discontinued at the end of their respective contracts (due to cease at the end of 2010). Since the review was conducted, Australia has agreed to fund one of those positions for six months in response to a direct request from the Government of Tonga. That position is currently being recruited.

The three positions assessed as medium priority are all completing discrete tasks and can be continued until their current contracts cease over the next few years, or the discrete tasks are completed, whichever comes first. Those contracts will cease over the next few years. The five positions assessed as high priority positions should continue as currently structured.

Details of the specific positions and the priority rankings are at Attachment B.

4.1 Agreed process/mechanism for discussing and managing future requests for advisers

It is proposed that a total cap of 10 advisers be introduced for the Tonga Program.

For the technical and vocational education program, AusAID is providing funding through partner Government systems; for the most part this is also true for the health program apart from the three positions identified above. For these sectors, the recruitment, contracting and management of technical assistance is driven by the Government of Tonga and as such any personnel engaged directly by the Government of Tonga are not covered by this review. In the infrastructure area AusAID assistance is provided through a World Bank program and any advisers are engaged by the World Bank.

The ongoing demand for advisory assistance of the type covered by this review is likely to be limited to Ministries and roles relevant to supporting economic and public sector reform. In this regard the recommendations of previous analysis of advisory assistance in this sector should be implemented:

- Requests for in-line and advisory personnel to be coordinated on an annual basis through the Aid Management Division of the Ministry of Finance and National Planning.
- Assistance to be aligned with Tonga's *National Strategic Planning Framework*, the *Australia Tonga Partnership for Development* and relevant agency corporate plans.
- When considering areas of support, consideration to be given to the benefits of stand alone in-line and advisory personnel versus team based and broader technical assistance support models.
- All requests for personnel, particularly in-line personnel, to include a succession plan and a capacity building plan for Government of Tonga personnel.
- Governments of Tonga and Australia to explore and agree a recruitment process for international in-line and advisory personnel.

The process for engaging advisers across the program should be agreed with the Government of Tonga during Partnership talks in 2011. A change of Government in Tonga after elections on 25 November 2010 provides a new opportunity to define the role of advisers in the Australian Aid Program in Tonga. Alternatives to advisers need to be considered and capacity needs assessments or similar diagnoses should be used to provide direction on the most appropriate form of support in given circumstances.

AusAID will need to consider the sensitivities within Tongan institutions to outsiders working in in-line roles, as part of any decision to pursue international recruitment. The current process of the Public Service Commission (PSC) approving any international recruitment for in-line positions should continue. Recruitment processes should focus on identifying the person with the right mix of skills to fill the role, whether national or international. The use of Tongan nationals in in-line and advisory positions should be explored further and expanded where practicable.

Discussions will have to be held with a new Government on how requests by politicians, particularly senior ministers, for advisory assistance (either by changes to the work of existing advisers or by supporting newly identified roles) should be addressed. There may be

potential to strengthen the role of the Public Service Commission as an independent arbiter in this process.

5. Next Steps

The recommendations of this review can be implemented immediately without significant impact on the Aid Program in Tonga.

The new Tongan Government will be advised of the review outcomes. Partnership Talks in 2011 will provide the opportunity to reach agreement with the Government of Tonga on strategic approaches to the use of advisers, including the number and priority areas where advisers will work and the extent to which in-line advisers will be used across the program. Agreed mechanisms for approving, recruiting and managing advisers will also be discussed during those talks.

A monitoring and evaluation system in the economic and public sector management area is being developed which includes some key improvements in the way the work of advisers is monitored, including the suggestion that in July and January each year AusAID and the Aid Management Division (AMD) of the Ministry of Finance and National Planning will meet to briefly review progress of individual advisers (and activities). Under the current PACTAM contract with AVI, reporting by AVI and individual advisers will be prepared on an annual basis and will feed into the January meetings.

The information available from that monitoring and evaluation system will then be used in the preparation of the Annual Program Performance Report (APPR) to report holistically on the impact and effectiveness of advisers funded through the Australian Aid Program in Tonga.

Processes must support and strengthen the Monitoring and Evaluation role of the AMD. AMD is tasked to support the Government of Tonga's Project and Aid Coordination Committee (PACC), including providing information so that the PACC can monitor and evaluate all development activity in Tonga.

It should be noted that the Government of Tonga is working on the implementation of a Performance Management System (PMS) that will, among other things, be used to monitor the performance of Government of Tonga employees. Once it is operational it will be used to monitor the performance of individual advisers funded through the aid program. Similarly, reporting against corporate and annual management plans will be used to monitor at the agency level once the process becomes operational. AusAID will continue to support the Government of Tonga in their efforts to implement both these systems.

6. Lessons Learned

The process of undertaking this adviser review reinforced a series of lessons learned from a review of technical assistance in the economic and public sector area undertaken in early 2010. The findings and recommendations (summarised at Attachment A) have relevance across all sectors in which AusAID is working in Tonga and could be used to develop an agreed approach to use of advisers across the Tonga program.

Plans for regular 6 monthly discussions between AusAID and a committee of senior Government of Tonga officials will allow the effectiveness of advisers and other technical assistance to be discussed on a more regular basis. The role of international advisers provided with top-up funding by AusAID needs to be managed cautiously and only agreed when a 'capacity gap' exists, and must be accompanied by a plan to re-localise the position.

Economics and Public Sector Reform Advisers

The 2009 Annual Program Performance Review (APPR) for the Tonga Program highlighted that limited progress had been made in achieving some key targets under Priority Outcome 1 of the Partnership (a more efficient and effective public sector) in part due to internal Government of Tonga delays in recruiting advisers². In this sector, much of Australia's support has been reliant on the use of advisers. The small size of ministries and high levels of emigration in Tonga result in difficulty in retaining technical expertise within the public sector. This is a key constraint to the public sector's capacity to operate and can at times only be addressed through capacity substitution.

A report (7 June 2010) from a review of in-line and advisory personnel working in economic and public sector reform over the period 2007 to 2010 reported:

- The total number of advisers provided in the economic and public sector management sector had remained relatively constant between 2007 and 2010.
- Responsibility for international recruitment (as distinct from contract administration) has shifted, from most recruitment in 2007 being undertaken by PACTAM to the Government of Tonga carrying out most of the recruitment in 2010 with support funded by AusAID³.
- Excellent work was being undertaken by individual advisers but the challenge lay in ensuring better alignment between adviser positions and Government of Tonga and AusAID joint priorities. Most requests for advisory assistance were dealt with on an ad-hoc basis and strategic capacity building approaches were lacking.
- The majority of stakeholders consulted had a preference for in-line personnel rather than advisers with a capacity building role. This may be due in part to relatively limited understanding of capacity building by counterpart Government agencies as well as by in-line and advisory personnel.
- A key issue to be addressed was the extent to which AusAID should provide top-up funding for in-line personnel
- Work was required to improve and ensure the quality of international recruitment and management practices.
- Monitoring and evaluation processes did not provide AusAID and Government of Tonga with the information they needed to properly monitor the effectiveness of advisers and their contribution to the development of economic and public sector management in Tonga.

The review above also involved in-depth analysis of 4 adviser positions (one current and 3 completed) which provided further lessons at the level of individual adviser positions:

- The work of in-line and advisory personnel is highly valued – but in some cases the roles are not being strategically targeted towards priorities agreed with AusAID.
- Terms of Reference for roles do not necessarily reflect the actual work being done by in-line and advisory personnel – in several cases the focus had changed considerably,

² In this instance rather than use PACTAM, or another external recruitment firm, AusAID trialled using Government of Tonga systems to recruit their own specialists with procurement management support provided through AusAID funding. There were delays within the Ministry of Finance and National Planning in completing the selection process.

³ In early 2010, AusAID trialled using Partner Government systems for engaging advisers. This has been successful for the more technical positions but was found to be less successful for others. The program is now using a blend of both PACTAM recruitment and GoT recruitment.

primarily at the direction of the Government of Tonga supervisor, a senior officer or Minister.

- The case studies demonstrate that there is often a blurred line between advisory and in-line personnel with advisers also often ‘doing the work’.
- The level of impact of the work of in-line and advisory personnel is very difficult to establish given the nature of the work, the mixed means of monitoring and the variations from the Terms of Reference. Some roles have made a significant observable impact (for example on revenue collection) but for other roles it is difficult to establish specific outcomes.
- Local consultants have expertise and credibility that contribute greatly to the success of their work. Use of nationals in in-line and advisory positions needs to be explored further and expanded where practicable.

The report recommended the following process be implemented to consider requests for technical assistance in the economic and public sector management sector:

- Requests for in-line and advisory personnel should be coordinated on an annual basis through the Aid Management Division of the Ministry of Finance and National Planning.
- Assistance should be aligned with Tonga’s *National Strategic Planning Framework*, the *Australia Tonga Partnership for Development* and relevant agency corporate plans.
- When considering areas of support, consideration should be given to the benefits of stand alone in-line and advisory personnel versus team based and broader TA support models.
- All requests for personnel, particularly in-line personnel, should include a succession plan and a capacity building plan for Government of Tonga personnel.
- Governments of Tonga and Australia should explore and agree on a recruitment process for international in-line and advisory personnel.

Attachment B – Summary of Adviser Positions and Recommendations

Partnership Priority	Position	Details of Role	How is the Position Managed	Joint Rating (High/Low/Medium)	Rationale for Rating
1. A more efficient and effective public service	Economics Adviser – Ministry of Finance and National Planning	<p>This position will follow on from earlier Economics Adviser who completed assignment in July 2010.</p> <p>The position will provide high quality, accurate, practical, & timely professional economic policy advice to government & key stakeholders; improve relationships and customer service to all stakeholders; establish a process of determine/review fiscal policy objectives; and provide regular capacity building</p>	<p>Position identified and scoped by the Ministry of Finance and National Planning then agreed by AusAID and finalised with PACTAM.</p> <p>PACTAM managed the recruitment and has involved the Ministry in the final interview stage of the selection process. However, PACTAM has minimal oversight of the advisers with management responsibility residing with the relevant manager within the Ministry.</p>	High	Due to start in January 2011. Tonga is experiencing an economic downturn, in part due to a drop-off in remittances, limited domestic economic activity and a tight finance sector. This has put the government budget in a deficit position and requiring donor budget support for the delivery of services. Combined with a changing political framework, and the first ever new government in 2011, it is anticipated that a strong level of economic advice for the new government will be essential. There is a lack of Government of Tonga officials with practical experience and international exposure.
	Procurement Adviser – Ministry of Finance and National Planning	<p>Assist in establishment of the Central Procurement Unit of the Ministry of Finance and National Planning which potentially may carry out all major procurement for all Government of Tonga, including donor funded arrangements. The position will provide roving procurement management support and mentoring to Government of Tonga ministries, departments and agencies and will support the Ministry of Finance and National Planning internal audit unit to undertake audits of procurement conducted by ministries, departments and agencies in accordance with procurement regulations. The position will Support capacity development by conducting training in procurement.</p>	<p>Position identified and scoped by the Ministry of Finance and National Planning then agreed by AusAID and finalised with PACTAM.</p> <p>PACTAM managed the recruitment and has involved the Ministry in the final interview stage of the selection process. However, PACTAM has minimal oversight of the advisers with management responsibility residing with the relevant manager within the Ministry.</p>	High	Due to start in January 2011. Limited procurement experience in Tonga and new procurement regulations promulgated in October 2010 coupled with agreed need for AusAID to manage aid program procurement risks within the partner Government system mean that this position is a high priority.

Attachment B – Summary of Adviser Positions and Recommendations

	Trade Negotiation Adviser – Ministry of Labour, Commerce and Industry	Assist Ministry of Labour Commerce and Industry in implementing its three national policy instruments. Advise the Ministry on regional and multinational trade agreements and conventions, Advise the MLCI on obligations and commitments as a new WTO member, as well as to participate in the ongoing WTO Trade negotiations. Prepare a national policy and strategy for Aid for Trade as stipulated in WTO and other multilateral trade agreements. Prepare project proposals for funding by donors and development partners. Assist with the discussions and consultations within the GoT establishing trade as a priority in Tonga's national development strategy.	AusAID drafted the Terms of Reference, which were then reviewed and approved by the Minister and Ministry. PACTAM recruited the adviser and the Ministry manages the position. The adviser has been in place since August 2010.	Medium	AusAID considers this position to be slightly outside the scope of priority outcome 1 but to still be supporting a priority of the Government of Tonga. Ministry considers role essential at current time. It was agreed that role will probably not be required after current position ceases (end 2011) but that position is performing a valuable function to assist Government of Tonga in trade negotiations. Another program commencing in early 2011 assisting with increasing horticulture and agriculture market access is likely to support trade in more direct ways.
	Economic Statistics Adviser – National Statistics Office	Review the current statistical systems of the Ministry with a focus in the area of economic statistics. Review & upgrade processing systems. Train staff members on upgraded systems & new technology. Initiate the collection of new statistics. Advice on individual industry surveys.	The position has been recruited by PACTAM. The SPC represented the Government of Tonga on the selection panel. The adviser will report directly to the head of the NSO and SPC will play a quality assurance supporting role.	Medium	Position to commence in January 2011. Agreed the position is a priority to complete a specific technical task which is closely linked with other support for improving economic planning and forecasting capacity in Ministry of Finance and National Planning. Position will not need to be extended beyond 2 year term.
	Donor Harmonisation Adviser – Ministry of Finance and National Planning	To assist Tonga to exercise effective leadership over its development policies, sector strategies, program planning and implementation. Support alignment between Tonga's national development plans and priorities and the programs and activities of its donor partners. Assist Tonga and its donor partners to work harmoniously together and to be jointly responsible for development results. Donors work closely with each other to	Position identified and scoped by the Ministry of Finance and National Planning then agreed by AusAID and finalised with PACTAM. PACTAM managed the recruitment and has involved the Ministry in the final interview stage of the selection process. However, PACTAM has minimal oversight of the advisers with management responsibility	Medium	Playing an important role in establishing systems around donor coordination but once those systems are in place ongoing need for the adviser will not be required. Donor harmonisation not highlighted as a priority in the Partnership for Development but is of benefit to AusAID, development partners and the Government of Tonga to improve Government of Tonga coordination of donors. Phase out in September 2012.

Attachment B – Summary of Adviser Positions and Recommendations

		<p>ensure Tonga's national development priorities are acted upon, duplication is avoided, and parallel projects are not pursued in isolation.</p> <p>The donor harmonisation adviser was intended to provide technical support to a new area of the Ministry until such time as the Ministry has the frameworks and capacity itself to manage this area.</p>	residing with the relevant manager within the Ministry.		
	Deputy Commissioner Customs/Head of Customs – Ministry of Revenue Services	<p>The Prime Minister of Tonga requested that Australia fund the position of Deputy Commissioner Customs as part of an interim phase of support for the Tongan Customs Service. There is also a large focus on revenue collection as Customs collects a large share (some 40%) of all government revenues. Government revenue has been under stress for the past 2 years, an impact of the global recession.</p> <p>Established in response to a request from the Government of Tonga for an 'outsider' to help maintain independence of Customs and to be able to withstand pressure from vested interests in a small community and to create a level playing field for the private sector.</p>	This position was to be managed primarily by the PSC (for the base salary element) with PACTAM responsible for managing the salary top up component. For selection of this position, the PSC in Tonga engaged an Australian-based HR/recruitment firm (Mercer) to assist in managing a selection process, and PACTAM was asked to provide the contract for the top-up element after the selection process was completed. PACTAM also were required to play a minor management role over someone they had not selected.	Low	Considered by AusAID to be low priority because of lack of impact of funding one in-line position in isolation of broader reform in the Customs area. There are conflicting views within the Government of Tonga but in light of change of Government and lack of recent impact of position joint view is the position is a low priority. Present position to be phased out but a review should be undertaken for consideration concerning further assistance to customs which may involve advisory assistance.
	Assistant Deputy Tax – Ministry of Revenue Services	This role was established with the introduction of the new tax system. The intention was to establish the new systems, and build experience of senior Ministry staff to manage the new functions and processes.	Scoped by Revenue Services, and recruited and managed by PACTAM. When a position beyond 3 years was requested, the GoT agreed to co-fund the position and make it in-line. The adviser has a contract with the	Low	The position has been in place for 4-5 years. Both parties agree need for adviser support is not required beyond the current term. Should be phased out at the end of current term.

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			Government of Tonga for the base salary, and a contract with PACTAM for the top-up component. PACTAM provides some management oversight of the position; however primary responsibility rests with the Commissioner Revenue.		
Improve Health	Senior Surgeon – Ministry of Health	<p>Provide quality surgical care consistently to all patients, according to approved local and International Surgical Guidelines and protocols.</p> <ul style="list-style-type: none"> ☑ Conduct surgical Clinics at least once a week. ☑ Review of patients pre-operatively according to approved protocols ☑ Decrease the current number of cases with surgical complications ☑ Training, mentoring, tutoring and supervision of other surgeons, junior doctors as well as interns in the department and at Vaiola Hospital at large to improve the quality standards in relation to Surgical services ☑ Assist with planning and reporting activities of surgical area including quality control, monitoring and evaluation of performance status ☑ Manage and support all general surgical services all year round, with administrative support from the medical superintendent's office. 	The position was identified and scoped by the Ministry. Approval was sought from the Public Service Commission to recruit internationally. PACTAM was then engaged by AusAID to recruit the adviser, with the Ministry or a delegate on the selection panel. A contract for the local position was then signed with the Government of Tonga and with PACTAM for the top-up salary component. PACTAM provides limited oversight, and direct management is by the Medical Superintendent.	High	Australia has provided gap filling roles in terms of surgeons for last 10 years or so. There will be ongoing need for this position for approximately 5 years given small size of health profession and lack of surgical expertise in particular.

Attachment B – Summary of Adviser Positions and Recommendations

		This includes support to the operation of the Operating Theatres.			
	Anaesthetist – Ministry of Health	<ul style="list-style-type: none"> ☑ Improve the health status of the people ☑ Improve access to services ☑ Improve the quality of services delivered – contribute to an increase in skills and knowledge of local medical and nursing staff ☑ Capacity building for clinical staff through training, tutorial and workshop ☑ Support the Anaesthetic Department and Vaiola Hospital in its strive to improve quality services at Ministry of Health Tonga. ☑ Make more effective use of resources 	The position was identified and scoped by the Ministry. Approval was sought from the Public Service Commission to recruit internationally. PACTAM was then engaged by AusAID to recruit the adviser, with the Ministry or a delegate on the selection panel. A contract for the local position was then signed with the Government of Tonga and with PACTAM for the top-up salary component. PACTAM provides limited oversight, and direct management is by the Medical Superintendent.	High	Anticipated to be required for next 5 years as new anaesthetists are trained. Ongoing problem has been mobility of health professionals as well as retirement/death of existing anaesthetists.
	Bio-medical Engineer – Ministry of Health	<p>To deliver quality Bio Medical Engineering services to the Tonga Ministry of Health by providing;</p> <ul style="list-style-type: none"> - Effective and efficient repair and maintenance of all medical equipment - Contribute to the overall management of medical equipments - Train, mentor and build capacity within the hospital technical support group - Actively participate in procurement of parts of/and new medical equipment 	The position identified and scoped by the Ministry. Likely that PACTAM will be engaged by AusAID to recruit the adviser, with the Ministry or a delegate on the selection panel. A contract for the local position will then be signed with the Government of Tonga and with PACTAM for the top-up salary component. PACTAM provides limited oversight, and direct management will by the Medical Superintendent.	High	Currently a part time position funded through a regional AusAID program but Ministry of Health is requesting this to be a full-time position after February to meet a critical technical gap in the Ministry of Health.