

# The Pacific Technical Assistance Mechanism (PACTAM)

## Annexes

February 2012

## Annex 1. Summary of Average PACTAM Costs

### PACTAM Allowances & Fees

#### Total Allowances & Travel expenses

Expense Type	Total	Average per position
Accommodation allowance	1,848,885.06	15,407.38
Dependent Child Allowance	1,391,431.24	11,595.26
Establishment Allowance	874,255.34	7,285.46
Isolation Allowance	388,961.25	3,241.34
Resettlement allowance	156,981.61	1,308.18
Supplementary Allowance	18,492,550.68	154,104.59
Travel & En Route Costs	1,053,278.34	8,777.32
<b>Grand Total</b>	<b>24,206,343.52</b>	<b>201,719.53</b>

**1.68 years**  
**Average per position**

## Annex 2. Evaluation Plan

### Introduction

This evaluation plan outlines the methodology and process for the independent review of the AusAID funded Pacific Technical Assistance Mechanism. This review has two principle objectives:

- 1) **The first is retrospective;** the review should conduct a comprehensive review of PACTAM against the criteria set out in AusAID's Guideline: *Manage the Independent Evaluation of an Aid Activity* (which includes the OECD DAC criteria) with a particular focus on effectiveness, relevance, efficiency and sustainability;
- 2) **The second is prospective;** the review will make recommendations for improving the delivery and effectiveness of technical assistance personnel to the Pacific under a mechanism such as PACTAM to improve capacity building in the region, including by assessing other partnership arrangements (for example the Pacific Financial Technical Assistance Facility).

As well as meeting these two objectives, the review will answer five key questions;

- (i) **Effectiveness/Capacity change:** Is PACTAM an effective mechanism for the delivery of technical assistance personnel to the Pacific, and how effective is its contribution to capacity building in the region?
- (ii) **Relevance:** Are PACTAM objectives relevant to Australian Government and partner government priorities and policies, including the operational policy on the use of advisers in the Australian aid program?
- (iii) **Sustainability:** To what extent is PACTAM and the delivery approach likely to lead to enduring benefits after Australian contributions have ceased, and what are the recommendations for improvement?
- (iv) **Learning:** What are the gaps that may exist in AVI and AusAID's long-term adviser recruitment and performance management practices under PACTAM (drawing on common themes from relevant AusAID Adviser reviews).
- (v) **Efficiency:** To what extent does/could AVI provide better management oversight of the quality of the adviser's technical skills; including during recruitment, deployment, and in assessment of the contribution of the deployees' work when deployments finish.

**Ways forward:** The Independent Progress Report will provide an analysis of the above as well as give recommendations for improving the delivery and effectiveness of technical assistance personnel to the Pacific. This assessment will take account of other possible partnership arrangements (such as the Pacific Financial Technical Assistance Facility, the United Nations Children's Fund, and the United Nations Development Programme).

### Methodology

The review process will be participatory therefore the methodology will be refined in consultation with stakeholders as the review develops. An outline of the initial proposed methodology is given below. A staged approach is suggested:

- 1) **Review of background literature and monitoring reports.**
- 2) **Initial discussions/consultation with Australia-based key stakeholders** including Round-table discussions with AusAID and AVI.
- 3) **Country visits to selected programs.** During country visits participatory discussions will be held with key stakeholders including randomly selected PACTAM Advisers, Government Departments, AusAID staff (both local and Australian) and, where appropriate, other donors. Processes may include individual discussions, semi-structured group discussions and, if appropriate, participatory diagramming<sup>1</sup>. Attention will be given to

---

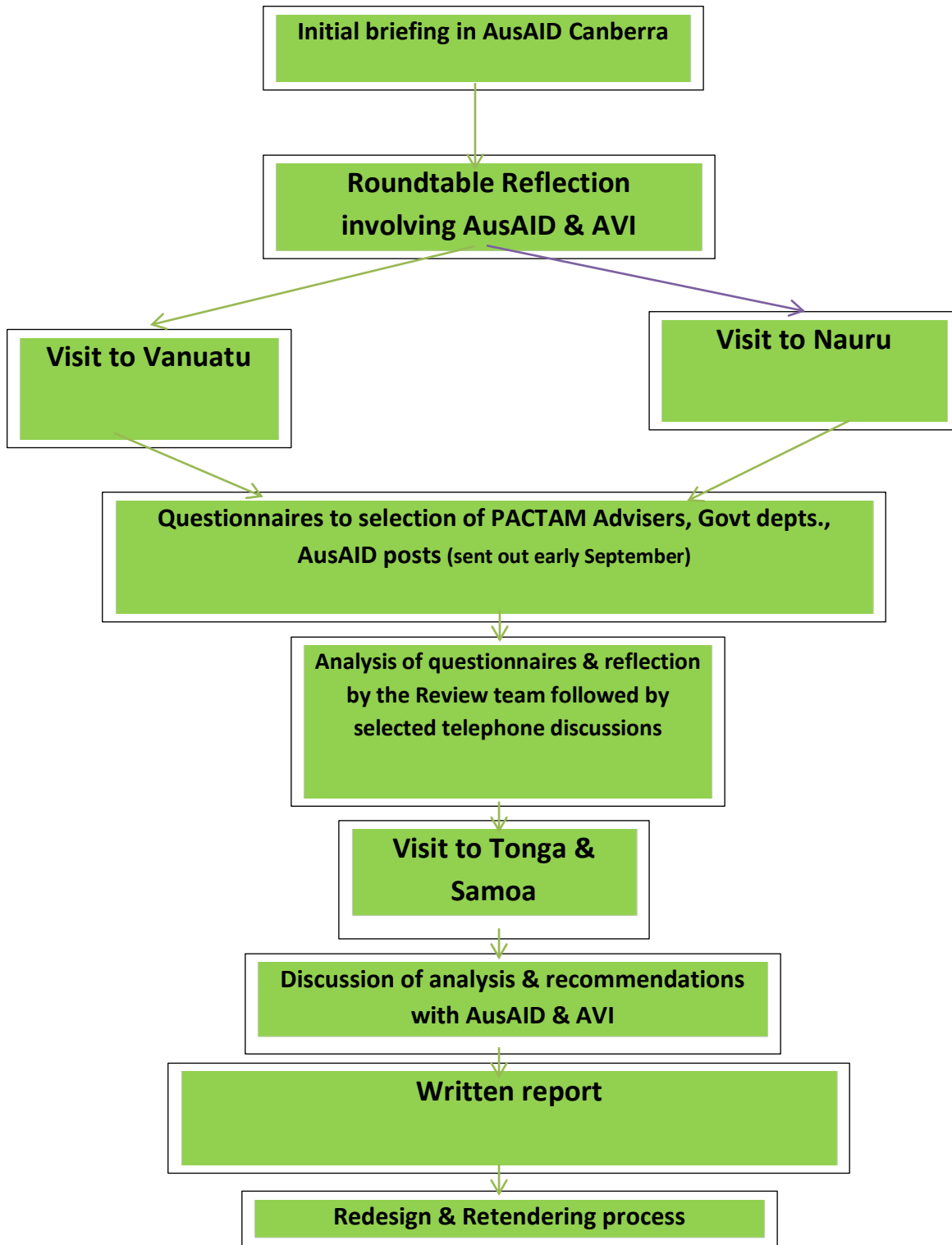
<sup>1</sup> Participatory approaches may include ranking exercises, flow diagrams, before/after diagramming, timelines etc.

developing deeper contextual analysis of a few case studies in order to assess effectiveness, sustainability and capacity development.

- 4) **Questionnaire responses.** Questionnaires will be developed and sent to a cross-section of a) PACTAM Advisers; b) AusAID posts and c) if possible, ex-PACTAM Advisers. A semi-structured questionnaire will form the basis for telephone discussions with partner Government Departments.
- 5) **Telephone discussions.** Following the analysis of responses from the questionnaires, follow-up telephone discussions will be held with selected stakeholders.
- 6) **Partner government input into next steps.** Following the analysis of questionnaires the review team visited Tonga and Samoa to discuss future recommendations. The involvement of the key stakeholders (partner governments) in this process was extremely helpful.
- 7) **Feedback discussion with AVI/AusAID.** Following the analysis from the country visits, questionnaires & telephone discussions a feedback session will be held with AusAID and AVI to discuss the review's findings and proposed recommendations.

These stages are illustrated in the diagram below.

## Stages of the PACTAM Review



The following matrix outlines the questions set out in the Terms of Reference and the process by which the review team will address these questions. Please note multiple sources of data will enable the triangulation/cross-checking of information ensuring credible analysis.

Questions, methods and information sources		
Focus area	Key Questions	Data collection methods & information sources
<b>Effectiveness</b> Is PACTAM an effective mechanism for delivering technical assistance to the Pacific?	To what extent is pre-and post-deployment activities (including deployment support) effective, in comparison to Managing Contractor approaches?  What are the relative costs of each approach?	1. Initial discussions with AVI. 2. Review of literature (in particular the Pacific Advisers Review and financial information). 3. Interviews/discussions with PACTAM advisers/Govt depts, AusAID Posts 4. Questionnaire responses from PACTAM advisers/Govt depts..AusAID Posts 5. Review of other possible partnership arrangements (UNDP, UNCF etc).
<b>Effectiveness</b> How effective is its contribution to the capacity building in the region?	To what extent are the objectives being reached?  How effective is PACTAM's contribution to <b>capacity building in the region</b> ? <ul style="list-style-type: none"> <li>In relation to <b>individual capacity building</b>.</li> <li><b>Organisational capacity building</b>.</li> </ul>	1. AVI monitoring reports. 2. Interviews/discussions with Govt Departments & AusAID Posts. 3. Personal testimonies - & other participatory approaches used to assess capacity change. 4. In-depth analysis of randomly selected case studies. 5. Questionnaire responses from Govt/PACTAM advisers & AusAID 6. Telephone discussions.
<b>Relevance</b> Are the PACTAM objectives relevant to Aus' govt & partner govt priorities & policies, including the operational policy on the use of advisers in the Australian aid program?	Are the objectives relevant to the context/needs of beneficiaries?  Is it appropriate for high-level government positions to be filled by PACTAM advisers?  If not, what changes should be made to the activity or its objectives to ensure continued relevance?	1. Interviews/discussions with Govt Departments & AusAID. 2. Review of literature (in particular National Strategies & Pacific Partnership for Development agreements). 3. Questionnaire responses from AusAID posts & Govts. 4. Interview discussions with Govt/PACTAM advisers & AusAID. 5. Questionnaire response.
<b>Sustainability</b> To what extent is PACTAM likely to lead to enduring benefits after Australian contributions have ceased, and what are the recommendations for improvement?	Do beneficiaries &/or partner country stakeholders have sufficient ownership, capacity & resources to maintain the activity outcomes?  Are there any areas of the activity which are clearly not sustainable?	1. Interviews/discussions with country govts/PACTAM advisers. 2. In-depth analysis of randomly selected case studies. 3. Questionnaire responses. 4. Telephone discussions. 5. Monitoring reports. 6. Possible tracking of legacy from previous PACTAM advisers?

Questions, methods and information sources (continued)		
Focus area	Key Questions	Data collection methods & information sources
<b>Efficiency</b> To what extent does/could PACTAM provide better management oversight of the quality of the adviser's technical skills; including during recruitment, deployment, and in assessment of the contribution of the deployees' work when deployments finish.	Has management of the activity been responsive to changing needs?  Would other models/partnership/facilities offer greater efficiency?	1. Initial discussions with AVI. 2. Review of literature 3. Interviews/discussions with PACTAM advisers. 4. Questionnaire responses from PACTAM advisers. 5. Questionnaire responses from previous PACTAM advisers? 6. Review of other mechanisms.
<b>Gender equity</b>	To what extent are gender sensitive practices integrated into the program?  Does the initiative help to develop capacity (donors, partner government, civil society, etc) to understand and promote gender equality?	1. Initial discussion with AVI. 2. Review of the literature 3. Interviews/discussions with PACTAM advisers/Post/country Govt. 4. Questionnaire responses.
<b>Monitoring &amp; Evaluation</b>	Do robust information management systems exist? Is the reporting provided by AVI useful? Does evidence exist to show that objectives have been/are being achieved? Are there features of the M&E system that represent good practice and improve the quality of the evidence available?	1. Initial discussion with AVI & AusAID. 2. Review of the literature & monitoring reports. 3. Follow-up telephone discussions with AVI PACTAM manager.
<b>Analysis and learning</b>	How well has the current design addressed previous learning & analysis? How well was learning from implementation & previous reviews (self-assessment & indep') integrated into the activity? What lessons from the activity can be applied to subsequent activities/programs (ie. Working in partners systems,/envir' /fragile stages etc).	1. Initial discussion with AVI & AusAID. 2. Review of the literature & monitoring reports. 3. Follow-up telephone discussions with AVI PACTAM manager.

## Annex 3. AVI Auto Reflection Response

### 1. What are the major strengths of the PACTAM program? What are you most proud of and why?

In responding to this question we have tried to differentiate between those strengths of the program which are intrinsic to the mechanism itself (at least as it has evolved to be), and those which are principally linked to the manner in which AVI manages the mechanism. The strengths of the program as it currently exists can be summarised as:

- **Local Ownership.** PACTAM deployees are contracted employees of the local Government agencies within which they are placed. Their primary accountabilities and reporting responsibilities are to these agencies, and they have the same local salaries and employment conditions as their counterparts. There is extensive involvement of these agencies in the recruitment process. This focus upon local ownership means there is considerable “buy-in” to both the process and the outcomes of each assignment
- **Flexibility and Responsiveness.** The mechanism can recruit to any sector in any country across the Pacific. It can utilise bilateral or regional funding and can be used in conjunction with other donor or institutional support (e.g. Government Accounts Adviser role in Tuvalu part funded by NZAID).
- **Dedicated Assignment Support Funds.** PACTAM deployees have access to dedicated assignment support funds including an Assignment Support Allowance (A\$5,000), a Procurement Fund Allowance (A\$10,000), and for Vanuatu medical deployees, a Doctors Travel Fund.

The strengths AVI brings to the program include:

- **A “Values-based” Approach to Program Implementation.** AVI’s principal reason for managing PACTAM is to achieve sustainable development outcomes. Whilst we operate within a commercial environment, AVI consistently makes management choices that enhance development outcomes over and above contractual requirements (e.g. 3-4 visits per annum per country; 1:5 staff to deployee ratios; communities of common interest etc.). Our values based approach also means that we brief and support all deployees on issues of gender, disability, development effectiveness, and capacity building relevant to their placement. Across all our programs we consistently review progress against our developmental objectives (e.g. Law and Justice Sector Review 2011) to ensure continual improvement.
- **Extraordinary Value for Money.** An analysis of PACTAM placements since the introduction of the Adviser Remuneration Framework reveals that AVI has been successful in attracting and retaining suitable candidates for an average of 42% less than the ARF, effectively saving AusAID more than \$1.7m or \$77,000 per assignment. These are results for less than 12 months of operation since the ARF was implemented. Projected savings for the life of the mechanism would be many millions of dollars. Recognition of these savings was one of several reasons why PACTAM was given exemption from the ARF.
- **Comprehensive Recruitment and Briefing Practices.** AVI’s recruitment process is comprehensive, professional and tailored to each individual role. Our briefing and ongoing support practices are extensive and our retention rates reflect the quality of both (only 5 early returns from over 120 completed assignments for reasons within AVI control, with an average placement of over 19months). Deployees with previous experience of being placed as TA with other AMCs frequently comment on the thoroughness of AVI’s recruitment and briefing processes. An example of this depth of process is the screening of partners in the interviews and partner inclusion (including a specifically tailored partner session) in the pre-departure briefing processes.
- **Pastoral Care.** Our program staff are in contact with deployees fortnightly, develop assignment risk management plans and personal and country security plans and protocols for every placement, and are



on call 24hrs for emergency. AVI also contracts an independent counselling service to provide free counselling for deployees. This level of care contributes not only to excellent retention rates but also significant re-deployment rates.

- **A Relationship Focus.** AVI recognises that within the Pacific, long-term stable relationships are essential to success. Our program staff are in contact with development partners monthly and AusAID Posts and Desks regularly. This close contact is only possible because of the human resource commitment AVI makes to the program.
- **Programmatic Harmonisation.** All PACTAM placements are linked to, and must report against, the relevant Partnerships for Development Agreements, or where they do not exist, higher level recipient Government development priorities. AVI adds to this strategic focus by linking deployees to other AusAID programs (e.g. the Volunteer Program, PSLP) and other donor or multilateral programs (e.g. EU, SPC etc) so that programmatic harmonisation is optimised for each assignment.

## 2. What are the key challenges or areas of the PACTAM program that you would like to improve? How do you intend to do this?

The most significant challenges currently facing PACTAM are as follows:

- **An evolutionary focus upon capacity building.** PACTAM was originally designed as a mechanism to supplement capacity gaps; capacity building was specifically excluded from its original mandate. AVI has worked, and continues to work, to change this focus, however the ability of a mechanism that is designed to respond to requests for assistance, without being able to contextualise those requests within a broader framework for sustainability, is limited (refer comments on the Sustainability Matrix below). AVI works with all deployees to set capacity building goals in the context of each assignment, and to report on progress against those goals. AVI also sees the heavy involvement of the development partners in the recruitment process as an important element in the building of local capacity.
- **AusAID understanding of the mechanism.** PACTAM is managed centrally through AusAID Canberra but administered locally through AusAID Posts (bilaterally) and AusAID Fiji (regionally). There is vast variability across Posts in usage, approach, expectations and understanding of the mechanism and brokering this understanding across different AusAID stakeholders can be problematic. The support and assistance of the Canberra activity manager and Fiji Contracts Manager has often been instrumental in achieving consolidated understanding, however when Posts use the mechanism so differently it is more likely that this challenge will remain, and will need to be managed rather than resolved.
- **AusAID Processes.** The timing of and responsiveness of some AusAID processes can make management of the mechanism difficult. Aidworks shutting down for so long at the end of each financial year significantly effects recruitment and mobilisation around this time. Delays in approvals of extensions have meant deployees find other roles and completely new recruitments must occur. Delays in addressing novation of deployees to other programs have meant those novations have not gone as smoothly or as effectively as they could have. In all of these instances, AVI maintains close contact with the relevant AusAID personnel to both keep abreast of potential delays and to be able to plan, where possible, around them.
- **Feedback mechanisms.** AVI does not currently receive formal feedback from AusAID on either reporting or other processes outside of issues based responses. For example, as part of the Country Consolidated Reports sent to Posts in December 2010, AVI requested feedback from all Posts on both format and content of the reports. Unfortunately, none was forthcoming. AVI would like to develop a short e-based questionnaire in conjunction with AusAID to elicit both feedback on AVI reporting and other PACTAM processes.

### 3. What have you learnt (through on-going monitoring, feedback from PACTAM deployees, the Pacific Adviser Review etc) about how to improve the quality of the program? What steps have you taken (or are you taking), to implement learning?

Unfortunately AVI has not received the Pacific Adviser Review or any feedback there from, other than some anecdotal feedback from Posts that PACTAM was positively regarded. Through maintaining close contact with all relevant stakeholders in the program, AVI has however learnt the following lessons:

- **Development Partner Involvement.** The more engaged the development partner is in assignment formulation, recruitment, and mobilisation, the better the result.
- **Open Relationships yield better Capacity Development.** A recent internal review of current PACTAM assignments which plotted the nature of the relationship with Posts against whether assignments focussed more on capacity supplementation or capacity development yielded the following results. In cases where the Post was keen to limit AVI engagement with the development partner (e.g. Vanuatu Health) , assignments were more focussed upon capacity supplementation. In cases where engagement with development partners and the Post were far more open and transparent, capacity development was far more an assignment focus (e.g. Nauru). This is not to suggest that capacity supplementation in some roles is not appropriate, however AVI would prefer to see all assignments within a longer term context where capacity building is possible.
- **Longer Term, Contextual Engagement yields Better Results.** When assignments are seen by either AusAID or the development partner as simply filling an immediate gap, the potential for longer term sustainability is jeopardised. AVI strives to contextualise each assignment within a longer term goal of the position being localised, such that further assistance is unnecessary. To that end, AVI is developing a Sustainability Matrix as one potential tool that development partners may use to both frame the original assignment request and to identify a range of measures which may be appropriate to both the assignment or institutional context to enhance the likelihood of longer term sustainability. AVI would welcome the opportunity to gain feedback from the review team on the draft Matrix.
- **External Linkages.** Linking deployees to other deployees in similar fields (via Communities of Common Interest), or to other donor programs (e.g. EDF 10 work in Niue), or via the PSLP (Ministry of Finance in Tonga to Victorian Treasury; Geelong Hospital to Vila Central Hospital; Legal Aid Victoria to Kiribati People's Lawyer), adds value to the assignment and enhances the potential for longer term sustainability
- **Relationships and Pastoral Care.** Close contact with deployees and development partners improves all aspects of assignment performance. Visiting deployees in-country more often, pays similar dividends. An emphasis upon the "people" aspects of the mechanism works extremely well within the Pacific context.

### 4. What have been the benefits/issues in your partnership with AusAID?

The strengths and weaknesses of our partnership with AusAID are as follows:

- **Excellent Current Relationship.** The current relationship with AusAID Canberra is frank, progressive and open. This has enabled significant changes to PACTAM administrative and reporting processes (Amendment 2) which have significantly improved the quality and focus of management and reporting of the mechanism from both development partner, deployee and AVI perspectives.
- **Increased Strategic Alignment.** With these changes to reporting processes, including the new Assignment Evaluation Group Meetings, a much stronger alignment of assignments to AusAID's strategic priorities has been possible, and the ability to draw out lessons learned from all stakeholders has been enhanced
- **Regional Organisations - Moving Forward.** In the light of the recent Adviser Review, AVI understands the desire to decrease adviser numbers potentially through the support of Regional Organisations. Our

preliminary investigations into these modalities have raised some questions as to how this should progress. Our discussions with PFTAC for example, have led us to believe that PFTAC would not be in a position to provide the responsive, tailored to the Pacific, focussed technical assistance that PACTAM does. At the moment, AVI has an excellent relationship with PFTAC (PFTAC representatives are often the technical specialists on our finance sector recruitment panels, and they have requested to be a part of our finance Community of Common Interest). PACTAM deployees in the finance sector work with PFTAC representatives in their capacity as regional oversight of the finance sector. PFTAC however, through its parent organisation the IMF, cannot recruit long term technical assistance other than specialists approved and accredited by the IMF. This accreditation is a very lengthy process, and focuses heavily upon academic achievement; whereas PACTAM focuses heavily upon practical experience and ability to work in the Pacific context. Recruiting through PFTAC would most likely result in higher costs and less Pacific expertise (this is the feedback from PFTAC itself).

All of the potential agencies which AusAID has flagged as potential partners are specialists in the fields of their endeavour. They are also smaller parts of large, cumbersome bureaucracies. It would seem the most significant strengths of the PACTAM program (relationship based, tailored, flexible and highly responsive recruitment and management) would be lost if these agencies were tasked with the same responsibilities as PACTAM. An alternate modality might be to maintain the mechanism, but to encourage the formalisation of regional, sectoral linkages with these same agencies.

---

## Annex 4. Schedule of discussions

Tuesday 9 August 2011	Rebecca Moloney	PACTAM Activity Manager, Pacific Branch, AusAID
	Neil Young & Anna Regnault	Nauru Desk Country Program Managers, Pacific Branch, AusAID
	Clyde Hamilton	Tonga Desk Country Program Manager, Pacific Branch, AusAID
	Erin Magee	North Pacific Desk Country Program Manager
	Rob Christie	Director, Economic Analysis team, Pacific Branch, AusAID
	Rob Harden	Economist, Strategic Planning and Coordination, AusAID
	Nic Notarpietro	Director, Polynesia and Micronesia Section, Pacific Branch, AusAID
	Suzanne Bent	Capacity Development Team, AusAID
	Alison George	Policy Officer Program Monitoring and Evaluation, AusAID
	Solstice Middleby	Director Performance and Quality Section, AusAID
Wednesday 10 August 2011	Saw Nyo	Strategic Budget Officer; previous PACTAM Activity Manager, AusAID
	Richelle Turner	First Secretary (Contracts), Suva Post
	Beth Slatyer	Health Adviser, Health and HIV Section, AusAID
	James Gilling	First Assistant Director General, Pacific Branch, AusAID
	Majella Walsh	Teleconference with Majella Walsh, previous Country Program Manager North Pacific (based in Pohnpei); and roundtable discussion with Country Program Managers Neil (Nauru); Anna (Nauru) and Erin (North Pacific).
	Neil Young	
	Anna Regnault	
	Erin Magee	
Thursday 11 and Friday 12 August 2011	Peter Britton	AVI Executive Manager, International Services
	Tony Mellen	AVI Manager, international Projects
	Kate Dick	AVI Project Coordinator, PACTAM
	Rebekah Prole	AVI Administrator, International Projects, PACTAM and the Pacific
	Carole Howlett	AVI Project Coordinator, International Services
	Mary Flood	AVI PACTAM Project Manager
	James Lawson	AVI Coordinator, International Projects, PACTAM and the Pacific
	Anthea Edmunds	AVI Coordinator, International Projects, PACTAM and the Pacific (BEMI)
	Russell Hocking	AVI Manager of Program Partnerships and Development Effectiveness
	Lilith Kreuger	AVI Training Coordinator
	Amber Earles	AVI Training and Development Consultant
	Ann Ray	AVI International Recruitment Consultant

Monday 22 August 2011	Vanuatu	Danielle Coleman	Vanuatu in-country representative, PACTAM
		Michelle Maschmedt	PACTAM Budget and Planning Advisor, Education
		Beulah Daunakamakama	PACTAM Senior Auditor, AG's office
		James Guy	PACTAM Contracts Advisor, Public Works Department
Tuesday 23 August 2011	Vanuatu	Garry Connor	PACTAM - BEMI Program – Vanuatu and Solomon Islands
		Dr Peter Asuo	PACTAM Paediatrician Vila Central Hospital
		Dr Michael Hodges	PACTAM Anaesthetist Vila Central Hospital
Wednesday 24 August 2011	Vanuatu	Steve Anderson	PACTAM Budget and Planning - Health Advisor
		Dr Yakep Angue	PACTAM Obstetrician and Gynaecologist Vila Central Hospital
		Jesse Dick	Director General, Ministry of Education, Youth and Sports
		John Niroa	Director Policy and Planning Ministry of Education, Youth and Sports
		Roy Obed	Director Education Services, Ministry of Education, Youth and Sports
		Jag Beerbul	Director Admin and Finance, Ministry of Education, Youth and Sports
Thursday 25 August	Vanuatu	Dr Samson Mesol	PACTAM Surgeon Vila Central Hospital
		Willie Watson Jim Clark Sam Namuri	Technical Director, Public Works Department, Ministry of Infrastructure and Public Utilities
		John Path	Vanuatu Auditor General
		Gregoire Nimbtki	Director, Department of Strategic Policy. Planning and Coordination

Friday 26 August 2011	Vanuatu	Mark Bebe & Lepa Koa	Director General, Ministry of Health
		Dr Willie Tokon	Medical Services Manager, Ministry of Health
		Flora Bani	Ministry of Health
		Belynda McNaughton	First Secretary, AusAID Post
		Kendra Derousseau	Senior Program Officer (Health) AusAID Post Port Vila
		Christelle Thieffry	Senior Program Officer (Education) AusAID Post Port Vila
		Simon Cramp	Development Program Specialist, AusAID Governance for Growth Project
		Katherine Ruiz-Avila	AusAID Minister Counsellor
		Pamela Carlo	AusAID Post O'Based Program Officer

Wednesday 7 September 2011	Nauru	Dominic Tubuna	Minister for CIE
Thursday 8 September 2011	Nauru	Mark Skinner	First Secretary, AusAID Post
		Bruce Cowled	DFAT High Commissioner, Nauru
		Roland Kun	Minister for Education and Fisheries
		Min Lene	PACTAM Health Educator
Friday 9 September 2011	Nauru	Tai'atu Ata'atu	PACTAM Deputy Secretary Economic Development and Monitoring
		Seve Paeniu	PACTAM Secretary for Finance
		Matthew Batsiua	Minister for Health, Sports, Law and Justice
		Maurie Williams	PACTAM Deputy Secretary Treasury
		Dr Lepani Waqatakirewa	PACTAM Health Services Advisor
Monday 12 September	Nauru	Apisake Soakai	PACTAM CEO Nauru Utilities Authority
		Wayne Brearley	PACTAM Nauru Utilities Authority Operations

2011			Manager
		Sunia Soakai	PACTAM Secretary for Health
Tuesday 13 September 2011	Nauru	Joanna Crawford Bryde	PACTAM Education Advisor
		David Lambourne	Secretary for Justice
		Kate Leroy	Parliamentary Counsel
Wednesday 14 September 2011	Nauru	Mark Skinner	First Secretary, AusAID Post
		Bruce Cowled	High Commissioner Vanuatu
Friday 23 <sup>rd</sup> September	Canberra (telephone discussion)	Beth Slatyer	Health Adviser, Health and HIV Section, AusAID
Thursday 10 <sup>th</sup> November	Solomon Islands (telephone discussion)	Harri Rini	Deputy Director Transport Policy & Planning, Ministry of Infrastructure and Development, Solomon Islands Government.
Friday 25 <sup>th</sup> November	New Zealand. (telephone discussion)	Marion Ferguson	Aid Activity Manager for Nauru and Solomon Islands for the New Zealand Aid Program
Monday 28 November	Tonga	Lilieta Takau	Senior Program Manager, AusAID Post
		Salesi Fineanganofu	Program Manager, AusAID Post
		Natalia Latu	Tonga Aid Management Division
		Tufui Faletau	Planning and Policy Division, Ministry of Finance and National Planning
		Saia Faletau	Asian Development Bank/World Bank representative Tonga
Tuesday 29 November	Tonga	Ms Vaimoana Taukolo	Acting CEO, Ministry of Labour, Commerce and Industry
		Mr Sefita Tangi	Revenue Services Department
		Mr Akanesi Taufu	Acting CEO, Revenue Services Department
		Ms Mishka Tu'ifua	Public Service Commissioner
Tuesday 29 November	Tonga	Ms Ata'ata Finau	Statistics Department
		Ms Talanaivini Veia	Procurement Division, Ministry of Finance and National Planning

Wednesday 30 November	Samoa	Anthony Stannard	AusAID Counsellor, Development Cooperation
		Mr Tuufea Faatua Fanolua	Acting CEO, Legal department, International audit
		Mr Malietau Malietoa,	Parliamentary Counsel, Office of the Attorney General
		Mr Aumua Ming Leung Wai, AG	Attorney General
Thursday 1 December	Samoa	Leaupepe Peleiseuma Ropati	CEO Public Trust
Tuesday 6 <sup>th</sup> December		Anthony Higgins	PFM Metric Pty Ltd.
Wednesday 7 <sup>th</sup> December		Matt Davies & Margaret Cotton	PFTAC, Pacific Financial Technical Assistance Centre, International Monetary Fund, Fiji



## Annex 5. Questionnaire for PACTAM Advisors

Dear PACTAMERS, as part of the **independent** progress review of the PACTAM mechanism, a short questionnaire has been developed. This questionnaire is designed to assess some aspects of the PACTAM mechanism – with a view to learning lessons and improving the program. It is **NOT an assessment of YOUR performance or that of AVI**. Please answer questions to the best of your ability. In many questions a 1-6 scale is given, with 1= Very Poor; 2= Poor; 3= Less than adequate; 4 = Adequate; 5 = good; 6 = Excellent. Please answer all questions as best you can – providing supplementary information where possible. **Please note: all answers will be kept strictly confidential.**

### Assignment details:

1. Position/job title:
2. Country deployed in:
3. Length of time in role:
4. Total length of the assignment:
5. Supervisor:
6. Is your role principally a) capacity supplementation OR b) capacity building?

### Recruitment:

7. Who, in your view, was the **principle player** in identifying the need for a PACTAM advisor?  
A) AusAID B) Line Ministry C) AVI D) Line Ministry & AVI; E) Line Ministry & AusAID  
F) Don't know?
8. How would you rate the Line Ministry's involvement in interviewing you? **(1- 6 see scale below)**
9. Please explain the line Ministries involvement.....
10. Do you feel that the position is fully owned by the line Ministry? Yes or NO
11. Please give reasons for your answer .....
12. Do you have any suggestions about how to improve the recruitment process of PACTAM advisors?  
.....

### Deployment:

13. How would you rate your **pre-departure briefing**? **(1- 6 see scale below)**
14. Please explain your score.....
15. How would you rate your **orientation sessions** provided in-country? **(1- 6 see scale below)**
16. Please explain your score.....
17. How well would you rate the **pastoral (personal) support** provided to you by AVI? **(1- 6 see scale below)**
18. Please explain your score.....
19. Please suggest ways that you would improve the **pre-deployment briefing, orientation or on-going pastoral support** of PACTAM advisors?

### Capacity development:

20. Before the start of your work, did the line ministry realistically consider how the post would be localised by the end of your contract? A) Yes; B) No; or C) Don't know.
21. When were counterpart staff made available to work alongside your role? A) From the outset, B) shortly after the beginning; C) Late into the deployment or D) Not at all.

22. Was the counterpart(s) chosen by the line ministry or by yourself finding appropriate people to work with? A) Line Ministry OR B) myself
23. How **effective** has the approach to **skills transfer** been so far on a scale of 1-6? **(1- 6 see scale below)**
24. Please explain your score .....
25. How effective has **staff training** been so far on a scale of 1-6? **(1- 6 see scale below)**
26. Please explain your score.....
27. How effective has **staff mentoring** been so far on a scale of 1-6? **(1- 6 see scale below)**
28. Please explain your score.....
29. Please identify any **one significant** and enduring outcome directly resulting from your work as a PACTAM deployee.....
30. To achieve the best result for the line Ministry, is the length of time of time for your post... A) Just right: B) slightly too short; C) far too short or D) Don't know.
31. Please suggest ways that you feel could improve the likelihood of capacity development by PACTAM advisors? .....
32. Is it likely that your role will be localised at the end of your assignment? Yes or NO.

#### Performance monitoring

33. How well do you feel that your work is monitored in terms of your performance? **(1- 6 see scale below)**
34. Please explain your score.....
35. Can you explain how your assignment is contributing to government priorities?
36. Can you explain how your assignment is contributing to the priority outcomes of the Partnership for Development?
37. Do you have any suggestions about how to improve the performance assessment of your role?
38. Please rate the overall performance of AVI in supporting this assignment? **(1- 6 see scale below)**
39. Please explain your score

#### Ideas for the future:

40. Given that each PACTAM advisor costs approximately AUS \$140,000 per year (including salary, relocation, recruitment etc) do you have other ways you could suggest that you could recruit people to fill these posts to improve
  - Performance
  - Ownership
  - Alignment
  - Sustainability – or lasting changes for the country
  - Capacity building?
41. Please provide any other comments which you feel you would like to add to the review of the PACTAM mechanism?

## Annex 6. Questionnaire for AusAID post

Dear AusAID staff member, as part of the 2011 independent progress review of the PACTAM mechanism, a short questionnaire has been developed. This questionnaire is designed to assess some aspects of the PACTAM mechanism – with a view to learning lessons and improving the program. It is **NOT an assessment of individual's performance**. Please answer all questions to the best of your ability –even if you have to generalise across the range of PACTAM employees in the country in which you work. **All answers will be kept strictly confidential.**

### Introduction:

42. Your name:
43. Country:
44. Number of PACTAMERS deployed in the country in which you work:

### Recruitment:

1. Who do you think was the **principle player** in identifying the **need for** PACTAM advisors in the country in which you are working? A) AusAID B) Line Ministry C) AVI D) Line Ministry & AVI; E) Line Ministry & AusAID F) Don't know?
2. Please explain your answer.....
3. How would you rate the Line Ministry's **ownership** of PACTAM positions on a scale of 1-6? **(1- 6 see scale below)**
4. Please explain your answer.....
5. How would you rate the Line Ministry's involvement in the process of developing PACTAM employees **TORs/work plans?** **(1- 6 see scale below)**
6. Please explain your answer.....
7. How would you rate the Line Ministry's involvement in the interviewing the PACTAM advisors? **(1- 6 see scale below)**
8. Please give reasons for your score .....
9. Do you have any suggestions about how to improve the **interview/identification process** of PACTAM employees?
10. Do you have any suggestions about how to improve the **recruitment process** of PACTAM employees?  
.....
11. How well would you rate the **pastoral support** for PACTAMERS provided by AVI? **(1- 6 see scale below)**
12. Please explain your answer.....

### Performance monitoring

13. How well do you feel that the PACTAM advisors' work is monitored in terms of their performance? **(1- 6 see scale below)**
14. Please explain the reasons for your score...
15. Please rate (in your own opinion) the **overall performance** of the PACTAM advisors in the country in which you work. **(1- 6 see scale below)**
16. Please explain the reasons for your score...
17. Please rate (in your own opinion) the overall **technical competence** of the PACTAM advisors in the country in which you work? **(1- 6 see scale below)**
18. Please explain the reasons for your score...
19. How would you rate the **cultural sensitivity** of the work of the advisors? **(1- 6 see scale below)**
20. Please explain the reasons for your score...

21. How would you rate the **gender sensitivity** of the work of the advisors? **(1- 6 see scale below)**
22. Please explain the reasons for your score...
23. Out of the total PACTAM employees in the country, how many would you employ again, if it were up to you?

**Capacity Development:**

24. Of the PACTAM positions in the county what number are:  
A) Predominantly Capacity Supplementation positions? B) Predominantly Capacity building position?
25. In your opinion how effective is the approach to skills transfer by the PACTAM advisors? **(1- 6 see scale below)**
26. Please give reasons for your score.....
27. In your opinion how effective is staff mentoring provided by the PACTAM advisors? **(1- 6 see scale below)**
28. Please give reasons for your score.....
29. To achieve the best result for the line Ministry, is the length of time that PACTAM advisors are in post... A) Just right: B) slightly too short; C) far too short or D) Don't know.
30. Is there a link between capacity gaps identified in country (which are currently filled by PACTAM advisors) and the AusAID scholarship program? A) Yes B) NO.
31. Please explain the link if there is one.....
32. Please suggest ways that you feel would improve the likelihood of capacity development of PACTAM advisors? .....

**Alignment:**

33. How well is the work of the PACTAM advisors **aligned with the bilateral Partnership for Development?** **(1- 6 see scale below)**
34. Please explain the reasons for your score
35. How well is the work of the PACTAM Advisors aligned with the **host Government's national priorities?** **(1- 6 see scale below)**
36. Please explain the reasons for your score
37. Do you have any suggestions about how to improve the alignment of PACTAM advisors work with **host Government's national priorities?**

**Ideas for the future:**

38. Please rate the overall performance of AVI in managing the PACTAM mechanism. **(1- 6 see scale below)**
39. Please explain the reasons for your score
40. Is there a link between the scholarship program and the PACTAM advisors program? Yes or NO.
41. Is there is please explain that link .....
42. Given that each PACTAM advisor costs approximately AUS \$140,000 per year (salary & recruitment) do you have suggestions about how to improve this mechanism in order to increase:
  - Performance
  - Ownership
  - Alignment
  - Sustainability – or lasting changes for the country
  - Capacity building?

## ANNEX 7. TERMS OF REFERENCE PACIFIC TECHNICAL ASSISTANCE MECHANISM

### PURPOSE

To conduct an independent evaluation of the Pacific Technical Assistance Mechanism (PACTAM) and to prepare an Independent Progress Report (IPR) that will inform future programming and management arrangements. The evaluation will assess PACTAM against the OECD Development Assistance Committee (DAC) evaluation criteria and the three additional AusAID evaluation criteria.

### BACKGROUND

PACTAM is a unique AusAID initiative established in 2006 to respond to small scale, urgent or emerging development needs in Pacific countries. PACTAM provides human resources and equipment procurement aligned to Australian Government and development partner priorities.

The mechanism is not used where there is an existing activity and contract in place that can be amended to take account of the changing situation or where the activity is a very short in-country assignment and can be managed easily through period offers. PACTAM was envisaged to be utilised by the Pacific Branch to reduce the administrative burden relating to the management of a reasonable volume of disparate, one-off inputs. However, over time, AusAID's utilisation of the mechanism has broadened to include the provision of technical assistance personnel in the form of multiple short and long-term layered placements with individual Government Ministries across the Pacific, and placements with multi-country and regional foci.

During the reporting period July to December 2010, the Australian Government, through AusAID, has supported 49 assignments across ten Pacific island countries in the areas of health, governance, infrastructure, finance, tax, education and environment/climate change. In most cases, PACTAM deployees are contracted employees of the local government agencies within which they are placed. Their primary accountabilities and reporting responsibilities are to these agencies. Their local salary and local employment conditions are supplemented through either AusAID bilateral or regional funding.

PACTAM, and its predecessor PACTAF (the Pacific Technical Assistance Facility), have both been managed exclusively by Australian Volunteers International (AVI) since inception. AVI's international projects operations are managed from the head office in Melbourne. AVI has been engaged by AusAID to manage all administrative arrangements associated with the technical inputs including: the recruitment and selection of deployees; preparation, orientation and repatriation of deployees; and in-country monitoring of deployees.

### CONTEXT

An independent review of PACTAM is timely. Since the mechanism was designed, there have been significant periods of change to PACTAM processes, and the head contract has undergone two amendments. The current contract with AVI, signed on 26 October 2006, will expire in November 2012. In preparation for any continuing Pacific assistance under PACTAM or a similar system, and in light of AusAID's recent Adviser Review and subsequent Adviser Remuneration Framework (ARF) this review will assess the effectiveness of PACTAM in responding to development needs in the Pacific, in a structured and disciplined manner. This review will also consider alternative mechanisms that could effectively perform a similar function.

### OBJECTIVES

- a) To conduct a comprehensive review of PACTAM against the criteria set out in AusAID's Guideline: *Manage the Independent Evaluation of an Aid Activity* (which includes the OECD DAC criteria) with a particular focus on effectiveness, relevance, efficiency and sustainability;
- b) To make recommendations for improving the delivery and effectiveness of technical assistance personnel to the Pacific under a mechanism such as PACTAM to improve capacity building in the region, including by assessing other partnership arrangements (for example the Pacific Financial Technical Assistance Facility).

## SCOPE OF WORK

In light of the 2010 Joint Adviser Review carried out by the Australian Government and relevant partner governments (and the subsequent Adviser Remuneration Framework and Operational Policy on the Use of Advisers in the Australian Aid Program) and in preparation for any continuing Pacific assistance under a mechanism such as PACTAM, AusAID has initiated a review of current PACTAM arrangements.

A sample set of review questions which may further guide the review is at Annex A.

Within this scope of work, the Contractor shall provide the following Services:

- a) Evaluate PACTAM against the criteria set out in AusAID's Guideline: *Manage the Independent Evaluation of an Aid Activity*, (which includes the OECD DAC criteria) with a particular focus on effectiveness, relevance, sustainability and efficiency.
- b) Produce an Independent Progress Report (IPR) which must answer the following key questions:
  - (i) Is PACTAM an effective mechanism for the delivery of technical assistance personnel to the Pacific, and how effective is its contribution to capacity building in the region?
  - (ii) Are PACTAM objectives relevant to Australian Government and partner government priorities and policies, including the operational policy on the use of advisers in the Australian aid program?
  - (iii) To what extent is PACTAM and the delivery approach likely to lead to enduring benefits after Australian contributions have ceased (as well as any recommendations for improvement)?
  - (iv) What are the gaps that may exist in AVI and AusAID's long-term adviser recruitment and performance management practices under PACTAM (drawing on common themes from relevant AusAID Adviser reviews).
    - i. To what extent does/could PACTAM provide better management oversight of the quality of the adviser's technical skills; including during recruitment, deployment, and in assessment of the contribution of the deployees' work when deployments finish.
- c) In addition to answering these key questions, the Independent Progress Report should provide actionable recommendations for improving the delivery and effectiveness of technical assistance personnel to the Pacific, including by assessing other possible partnership arrangements (such as with the Pacific Financial Technical Assistance Facility, the United Nations Children's Fund, and the United Nations Development Programme).

The Consultant will hold discussions with key stakeholders, including but not limited to:

- AusAID Canberra
- AusAID Posts (by teleconference or fieldwork)

- AVI staff (at headquarters in Melbourne, and in the field)
- Relevant Government counterpart officials/ ministries
- PACTAM deployees
- Others as directed or as suggested by AusAID (for example the Pacific Financial Technical Assistance Facility)

## EVALUATION METHOD

The review process should be participatory and constructive, and include teleconferences, field visits, stakeholder consultations, and reporting. The consultant will prepare a evaluation plan outlining the proposed methodology that is appropriate to PACTAM and acceptable to AusAID. A brief questionnaire will be developed for distribution to (as appropriate) deployees, host ministries, Posts and the Contractor and will be utilised in such a way as to inform further questions and the scope of the field work.

The consultant is expected to conduct a desk review of relevant literature prior to departure from home base, and take full responsibility for the preparation of outputs, responding proactively to requests and suggestions from AusAID.

The approach to obtaining input from stakeholders will be a mixture of response to the questionnaires, interviews with posts, partner government representatives and PACTAM deployees by teleconference or video link from Canberra, and some selected field visits (most likely Nauru and Vanuatu) for in-country meetings and consultations. With the assistance of the Evaluation manager, the consultant should prepare a detailed schedule of meetings as part of the evaluation plan. AVI will provide information and assistance as requested.

## DURATION

The review is scheduled for August/September 2011. This timeframe is due to the work and time involved in tendering if a mechanism such as PACTAM is assessed as being relevant and effective.

The assignment in its entirety is expected to be completed by 16 December 2011. The indicative review phases and their duration are:

Phase	Approximate number of days allocated
Document review, discussions with AusAID Canberra, discussions with AVI Melbourne, development of questionnaire/s and production of the Evaluation Plan	17 days
Field work – including teleconferences with selected Posts, development of the aide memoire and analysis of questionnaires	15 days
Preparation of draft Independent Progress Report and participation in peer review if required	7 days
Finalisation of Independent Progress Report	3 days



## REPORTING ROLES AND RESPONSIBILITIES

The consultant will:

- a) plan, guide and develop the overall approach and methodology for the evaluation;
- b) manage and direct the evaluation's activities and lead consultations with government officials and other donor agencies;
- c) produce an aide memoire in the format of notes and including a verbal de-brief that provides an outline on the early findings and likely direction of the review after the in-country component of the mission;
- d) Develop and distribute questionnaires following the field work to key stakeholders and analyse the results for inclusion as appropriate in the Report, with the assistance of the Evaluation Manager;
- e) produce a high quality draft report, incorporating any inputs from other team members;
- f) produce a high quality final report, of publishable standard, incorporating relevant feedback from AusAID (and AVI); and
- g) participate in peer reviews, if required.

## REPORTING REQUIREMENTS

The following reports should be produced:

- a) Evaluation Plan – for agreement with AusAID prior to the mission.
- b) Aide Memoire – to be presented in note form with a verbal debrief to AusAID Posts and Canberra (and if appropriate, partner government agencies and AVI) on the final day of the in-country missions.
- c) Draft Independent Progress Report – with findings and recommendations, submitted for consideration by AusAID no later than 4<sup>th</sup> November 2011. Initial feedback from AusAID will be provided within two weeks of receiving the draft report, followed by peer review.
- d) Final Independent Progress Report – final document within 10 working days of receiving formal feedback from AusAID on the draft report.

The Independent Progress Report should be in a format agreed by AusAID. It should be no more than 25 pages in length excluding annexes. Lessons, recommendations and ratings should be clearly documented in the report.

## PERSONNEL

The Consultant will be obtained through an appropriate procurement process consistent with Australian Government requirements. The Consultant will need to satisfy the following selection criteria:

- Broad experience in monitoring and evaluating complex development projects;
- Broad knowledge/skills base in technical assistance contracting mechanisms;
- recent and relevant qualification/s and experience pertinent to development cooperation in the Pacific region;



- excellent interpersonal and communication skills, including sensitivity to other cultures and social systems, including cross-cultural communication;
- working knowledge of the Australian aid program in a Pacific context; and
- an ability to provide high-quality written reports on time.

In addition, the AusAID Evaluation Manager will accompany the review team to provide AusAID policy and procedural advice, and inputs to the review documentation as appropriate.

## KEY DOCUMENTS

Relevant documents to be provided by AusAID:

- PACTAM head contract 39484, including amendments;
- Adviser Review, Adviser Policy and Adviser Remuneration Framework documents (including country-specific Adviser Review reports);
- PACTAM Management Administration and Monitoring Report; July to December 2010, including Country Consolidated Reports;
- PACTAM Financial Reports;
- AusAID's Guideline - Contractor and Adviser Performance Assessments;
- AusAID's Guideline – Manage the Independent Evaluation of an Aid Activity.
- AVI project management documents outlining pre and post-deployment processes
- Country strategies and relevant Annual Program Performance Review documents.

This list is neither comprehensive nor complete. The consultant is expected to access other documentation as appropriate.

---

---

## Annex 8. Summary of AusAID's Minimum Standards on the Use of Advisers

The following is a short summary of minimum standards for Adviser Planning, Selection & Performance Management. For a full account please see: Use of Advisors in the Australian Aid Program – Operational Policy: Advisor planning, selection and performance, March 2011.

1. The initial demand for technical assistance should be country partner led and clearly articulated.
2. Each adviser position must be justified as being the most effective response to the result desired. This includes assessment of both the range of technical assistance options available, and the various ways advisers can be used and clear planning and sequencing of such, as appropriate
3. Each adviser position must represent value for money for Australia and country partners which includes:
  - Consideration of the opportunity cost compared to alternative technical assistance options
  - The full range of costs associated with adviser deployment being made transparent to country partners and
  - Application of AusAID's standardised Adviser Remuneration Framework
4. The design of any advisory position must have clearly articulated objectives, deliverables and outcomes. If the adviser input is part of a wider development activity, the design should clear show the contribution of each advisory input to achieving the higher level, mutually agreed objectives
5. For each advisory position, the terms of reference should articulate the primary capacity role
  - To **substitute capacity** (to help a government in lieu of locally available personnel)
  - To **supplement capacity** (to provide expert advice on a defined area of specialisation not available locally)
  - To **facilitate capacity** (to assist capability development and enhance performance).
6. Lines of accountability should be clearly specified. Advisers should in the first instance be accountable to, and managed by, the organisations in which they are working. Where country partner capacity for adviser performance management is limited, support should be provided to strengthen partners to effectively performance manage adviser placements.
7. Country partners should lead **adviser recruitment processes** to the extent possible. This should be based on joint assessment and agreement on country partner capacity and preferences. As a minimum, country partners should lead adviser selection processes.
8. Joint annual dialogue on the effectiveness and value for money of all advisers positions must be conducted, at a level appropriate to discuss and make decisions on whole-of-program issues, to encourage mutual accountability of adviser performance<sup>2</sup>.

---

<sup>2</sup> AusAID operational Policy, March 2011 p.4 & p5.