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Evaluation of the Fisheries Management and Development Initiative Final Report



Fish market, Papua New Guinea. Credit: MIFAT

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EXECUTIVE SUMMARY

The Fisheries Management and Development Initiative (FMDI) is a mechanism which provides for funding under the New Zealand Aid Programme to be transferred to the Ministry for Primary Industries (MPI) for the purpose of making MPI technical expertise available to support Pacific Island Countries' (PIC's) fisheries agencies. It is delivered by MPI under a Memorandum of Understanding (MOU) between the Ministry of Foreign Affairs and Trade (MFAT) and MPI and has had two phases:

- **Phase 1:** 10 February 2011 - 31 January 2014.
- **Phase 2:** 1 February 2014 - 30 April 2019.

Expenditure on the programme to January 2018 was approximately \$3.8 million, with further funding allocated through to the end of Phase 2.

The evaluation was conducted over the period March to June 2018. Information was gathered through a combination of research (review of documentation) and stakeholder interviews, including field missions to Solomon Islands, Fiji and Cook Islands.

Key findings

The FMDI design is appropriate in its alignment with relevant strategic priorities. The FMDI goals are specified at a high level and are described broadly enough to cover a wide range of actions. The FMDI goals are consistent with other high-level goals for Pacific fisheries including those of MFAT and the regional strategies endorsed by Pacific Island Leaders.

The MOU team has been active and visible in the region and their work has been well-received by Pacific Islands fisheries administrations and regional agencies. There have been some clear successes in both the monitoring, control, surveillance (MCS) and fisheries management areas, but attribution of FMDI activities to outcomes is difficult to demonstrate.

There is significant scope for improvement through addressing:

- management structures under the FMDI;
- staff preparation for working effectively in the Pacific (e.g. induction, training);
- strategic focus; and
- managing relationships with partner agencies/organisations.

The current components of the FMDI work together to a limited degree to meet the long-term MOU objectives (outcomes).

Impact and sustainability are difficult to assess given the fragmented nature of the work.

Recommendations

The evaluation recommends:

1. MFAT continue to support the FMDI, subject to a number of changes in the design and management of the activity

The evaluation recommends that MFAT should continue to support the FMDI. The availability of flexible tailored support to improve fisheries management and monitoring, compliance, and surveillance is appreciated and seen as useful by PICs, regional fisheries organisations, MFAT Posts, and MFAT bilateral projects. Delivery through a New Zealand Government agency, MPI, provides the FMDI with a level of trust and credibility that enables relationship-building that can further both development objectives and New Zealand and PIC political objectives in the fisheries sector. As a flexible arrangement, however, the design and expectations of the FMDI need recalibrating as outlined in recommendations 2-5 below.

2. Define the objectives of the FMDI and amend the design accordingly

There is currently a disconnect between the flexible reactive interventions that have been delivered and the outcomes that the results measurement framework expects from the FMDI. MFAT needs to better define the objective of the project in the context of its larger regional fisheries programme. While an outcomes framework is necessary to bound the project, there is a balance to be struck in the reasonable expectations of attaining attributable development outcomes for a flexible regional programme. Specifically, MFAT should define whether the objective of the FMDI is to:

- achieve specified longer-term development outcomes; or
- flexibly respond to emerging opportunities (i.e. a short term, rapid response focus).

While the former would enable increased attribution to the FMDI, it would also limit its ability to respond to opportunities in a variety of countries as it would require the definition of a programme of activities over time that incrementally contribute towards the stated outcome. The latter enables the New Zealand Government to engage more widely with a variety of countries and stakeholders to:

- partner with PIC fisheries administration and regional fisheries agencies on specific issues;
- supplement MFAT bilateral projects, programmes of regional fisheries organisations, or other development partners;
- build improved relationships with PIC fisheries administrations; and
- act as a pathfinder for promising opportunities for increased investment through other funding mechanisms.

In its current phase, the FMDI operates as a flexible responsive mechanism but with a design and expectations to achieve specified outcomes. This is not tenable; it sets unachievable expectations from MFAT as the funder and targets for MPI as the implementer. It also reduces the value of the results framework as a management tool both for planning and reporting purposes.

The purpose of any future phase of the FMDI should be explicitly stated and reflected in the design. If a decision is made to continue providing support in a flexible and responsive manner similar to the current project, the theory of change underpinning the design should clearly

identify the contribution pathways and set reasonable expectations at the outcome level. As a management tool for a flexible approach, the results framework sets the broad parameters for engagement and should be regularly updated as the programme becomes incrementally more focused, as opportunities are identified and become part of the work programme. An active collaboration between MFAT and MPI through regular engagement would then be required to guide partner and activity selection.

On the other hand, if MFAT decides to maintain specified outputs and outcomes that require specific development pathways and ongoing support to achieve, a more structured approach is required, akin to the current Activity Design Document (ADD). The programme would then need to operate in a more rigid way with well-defined multi-year programmes of engagement to achieve a series of outputs and outcomes. This would limit the ability of the programme to flexibly respond to opportunities, which should be acknowledged upfront. This type of programme would likely require less active coordination between MFAT and MPI as activities are known upfront and can be delivered and reported on.

Neither approach is incorrect, but a decision is required for any future phase to set the expectations for MFAT, MPI, and development partners accordingly. As indicated by Recommendation 1, the evaluation team is of the view that the benefit of a collaboration with a New Zealand Government agency stems from the ability to deliver responsive tailored support at short notice.

3. Agree to a sustained level of investment that provides certainty to MPI

The evaluation is of the view that the current funding level is approximately right in terms of the ability of the FMDI to respond to emerging opportunities. Despite the consistent underspend through Phase 2 across all output areas, there has been an increasing trend that reflects the upfront investment in relationship-building and opportunity identification. The reputation of the programme has built a level of demand that is likely to be sustained. If the benefits of a flexible responsive mechanism are fully exploited by MFAT (e.g. complementing bilateral programmes or acting as a pathfinder), it can be expected that demand may in fact increase. However, the current time-bound funding mechanism has associated effects on the employment model in MPI and the associated ability of the MPI MOU management team to attract and retain staff to implement the FMDI. While the cyclical nature of MFAT implies that the current time-bound funding arrangement is unlikely to change, the four-year commitments under the first two MOUs should provide MPI with the assurance of funding to enable long-term recruitment. This would also increase the efficiency of the programme and likely lead to increased demand and delivery in line with the current budget.

4. Increase the institutional buy-in to the programme from MPI leadership

The broader institutional environment in MPI is not currently conducive to the FMDI delivering support in the Pacific effectively, as this work does not align with the outcomes and priorities outlined in MPI's strategy, which is focused on New Zealand only. The evaluation has outlined the benefits of technical assistance delivered by staff of the New Zealand Government in terms of trust and credibility. Should MFAT and MPI agree to continue the arrangement under the MOU, it is imperative that agreement be sought between the two Ministries at the highest levels to clarify the relationship and provide for institutional support that enables the FMDI team to effectively deliver its work.

5. Review the management arrangements in MPI

Significant efficiencies would be gained from a more cohesive internal management structure for the FMDI. The current multiple reporting and accountability lines increase the administrative burden on staff and management and reduce the ability of MPI to be accountable to MFAT. The evaluation recommends that MPI consider establishing a single reporting line to a manager that is accountable to MFAT, as this would reduce the lines of communication. In practice, this would likely mean the establishment of a dedicated unit in the International Policy Division. The evaluation, however, recognises the value of staff providing the technical assistance to maintain close relationships with colleagues from technical teams, both in terms of the credibility their advice carries and to facilitate access to additional resources if needed. In this respect, while line management would be through International Policy, staff could be physically located in their respective technical teams whether in Wellington or elsewhere.

Increased coherence in management is also more likely to enable joint planning and delivery between workstreams. The evaluation is of the view that this would increase both the efficiency of the FMDI and the effectiveness of outputs' contribution to outcomes through complementary activities.

Finally, staff management arrangements that promote smooth succession should be put in place. Early planning for succession would allow for relationships to be handed over and maintained by new staff and reduce the time taken to get up to speed. Induction processes for new staff should also include materials that enable delivery in PICs, such as briefings on geo-political relations and key strategic priorities for partnership. MFAT has a specific role both in Wellington and at Post to support this, and collaboration should be implemented to ensure regular updating on developing relations and strategic priorities.

1. BACKGROUND AND CONTEXT

This section provides some context on the Fisheries Management and Development Initiative (FMDI) and information on the purpose of this evaluation, its methodology and an overview of the structure of this report.

1.1. About the FMDI

Within the context of the Ministry of Foreign Affairs and Trade's (MFAT's) wider funding for Pacific fisheries, the FMDI was designed to support Pacific Island countries (PICs) to maximise economic and developmental benefits through the sustainable management and utilisation of fisheries resources. The FMDI makes technical expertise located in the Ministry for Primary Industries (MPI) available to support PIC's fisheries agencies. It is delivered by MPI under a Memorandum of Understanding (MOU) between MFAT and MPI and has had two phases:

- **Phase 1:** 10 February 2011 - 31 January 2014.
- **Phase 2:** 1 February 2014 - 30 April 2019.

The MOU team within MPI consists of a small team of staff (currently six full-time equivalent [FTE] staff) across three branches. The FMDI provides funding and flexibility for these FTEs to provide advice and services in line with the objectives of the FMDI. The objectives are to:

- Increase ongoing economic opportunities from sustainably-managed fisheries for PICs (this objective was dropped in 2016¹).
- Strengthen governance of PICs' fisheries administrations.
- Improve the ongoing ability of PICs to sustainably manage their fisheries resources (both shared and in zone).
- Increase the fisheries' monitoring, control, surveillance (MSC) and enforcement capabilities for PICs.

Figure 1 shows the current results diagram for the FMDI, describing (from bottom to top) the activity's outputs, short-, medium- and long-term outcomes, and goal. Vertically, the results diagram illustrates the three current pillars of the activity: governance, fisheries management, and MCS and enforcement.

¹ Increasing economic opportunities from sustainably-managed fisheries for PICs was dropped as an objective in 2016 due to a lack of uptake from PIC governments and industry.

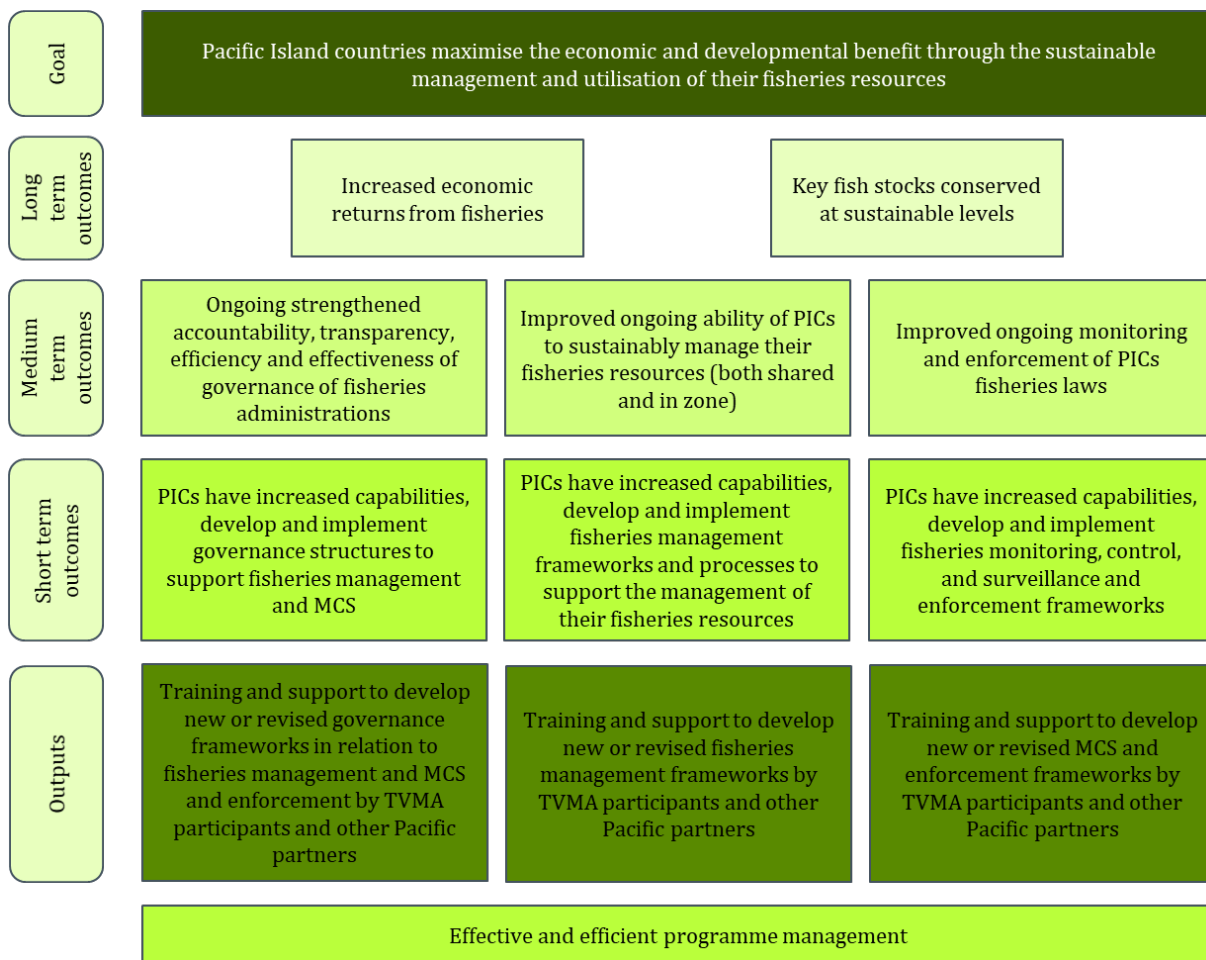


Figure 1: FMDI Results Framework

Figure 2 illustrates the countries where the FMDI has provided or has plans to support, and PICs that have received support through other MFAT fisheries activities. It shows a high degree of overlap, with only three countries supported through the FMDI only. New Zealand’s support for other fisheries activities is in the form of bilateral support, including providing technical assistance through paid advisors, and funding support through the Partnership for International Development Fund. New Zealand also provides funding to the Forum Fisheries Agency (FFA) and the Pacific Community (SPC) that both provide a range of technical services and support in fisheries across the Pacific.

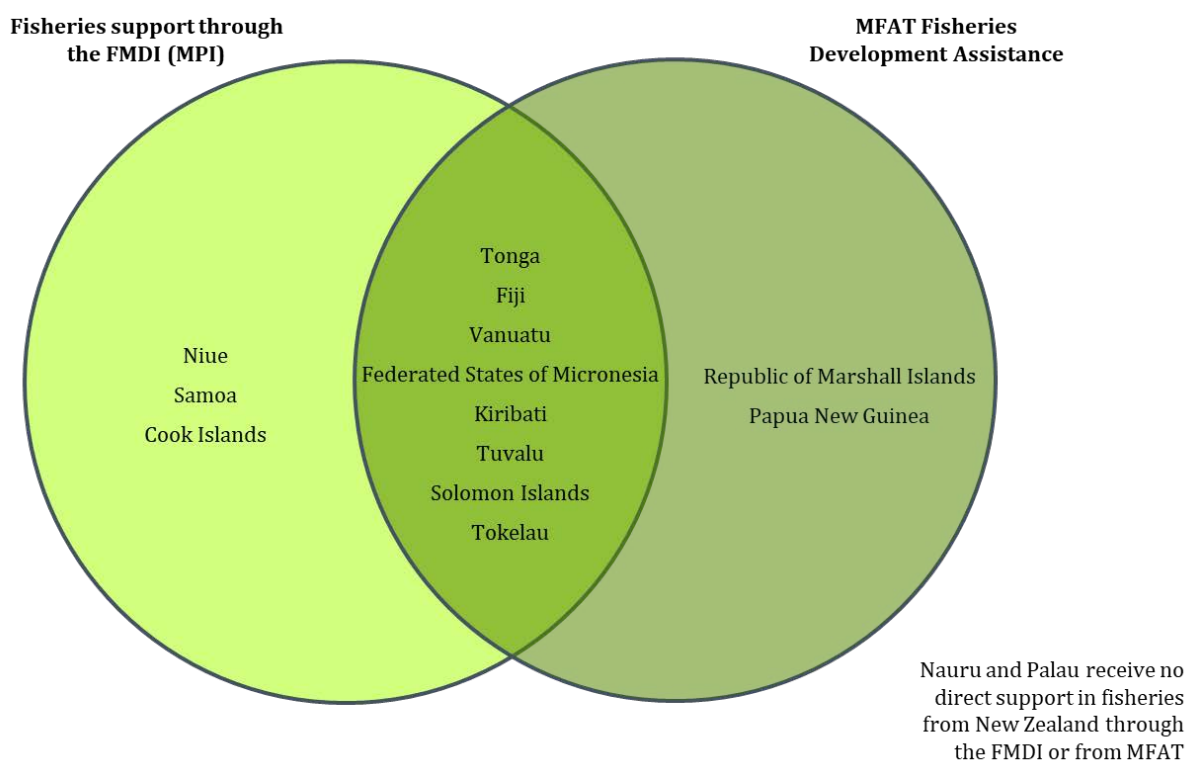


Figure 2: MFAT Fisheries Development Assistance in the Pacific 2018

Phase 1 of the FMDI

Phase 1 of the MOU ran from 10 February 2011 to 31 January 2014. This phase had a planned expenditure of \$2,110,000 against an actual expenditure of \$959,686. The Activity Completion Assessment (ACA) details some explanation for the underspend including:

- minimal need for contracting of external expenses and equipment;
- lower than expected costs regarding salaries and programme management;
- regional organisations covering some travel costs; and
- some activities did not progress due to resourcing constraints or limited demand from PICs.

Phase 2 of the FMDI

Phase 2 of the FMDI runs from 1 February 2014 to 30 April 2019. When the FMDI was rolled over for another funding period, the ACA from the previous phase recommended an increase in resourcing in the form of an additional FTE for coastal fisheries management and an additional FTE to support improved vessel monitoring system capabilities to support MCS. The ACA also noted that that the second Phase would 'seek to explicitly address gender and human rights issues that arise in implementation'.

Figure 3 details the total planned and actual spend across Phase 2 of the FMDI to January 2018 using data from annual reports. In total, Phase 2 had a planned expenditure of \$4,648,000,

including \$330,000 added through variations to the MOU in June and October 2016², and actual expenditure of \$2,796,919 to January 2018. As can be seen below, there has been a consistent underspend in each of the first four years of Phase 2, with close to 40% of the total budget remaining for the final year.

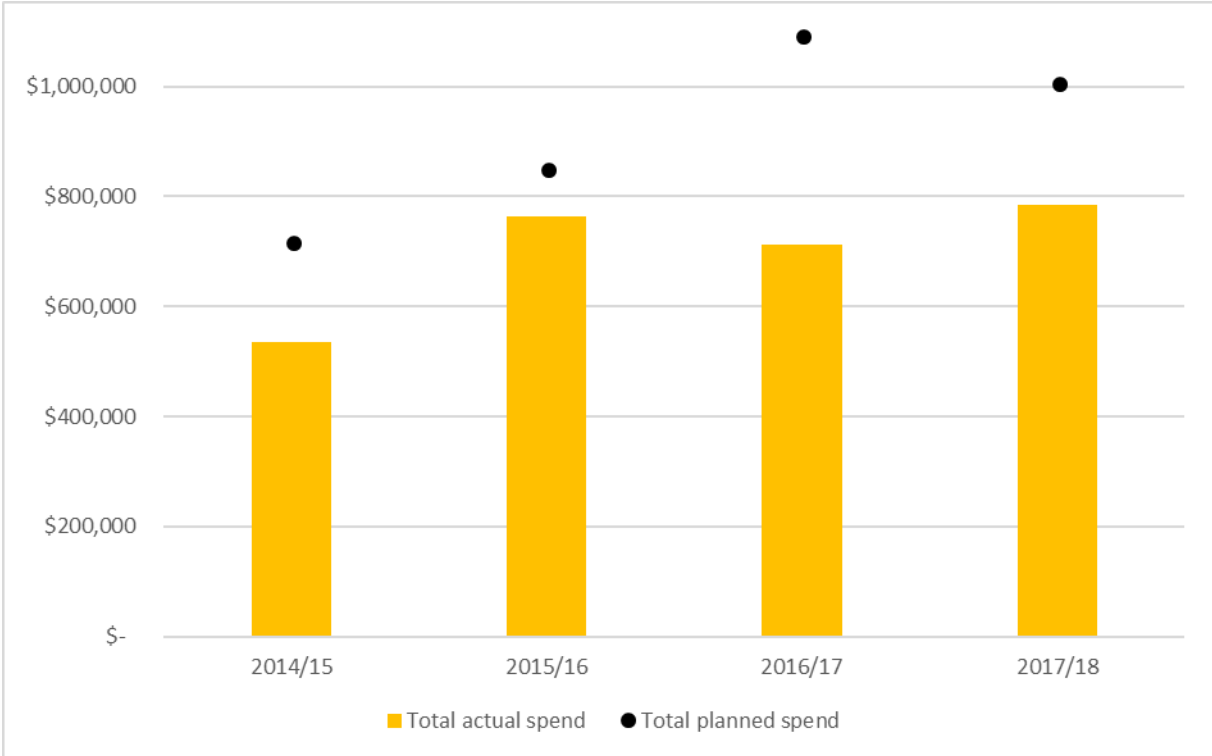


Figure 3: Total actual spend vs. planned spend on Phase 2 of the FMDI to January 2018

Figure 4 details the spend across Phase 2 to January 2018 under the Governance (Output 2), Fisheries Management Advice (Output 3) and MCS (Output 4) workstreams to illustrate areas of under and overspend on the initiative. These workstreams account for 88.9% of the total FMDI spend in Phase 2 (to January 2018). The MCS workstream has more consistently achieved its planned spend³ than Fisheries Management. While underspent, Figure 4 does show that spend under the Fisheries Management workstream has steadily increased across Phase 2. Spend in the Governance workstream has been variable. It should be noted that the initiative allows for flexibility in spend across output categories.

Spend under programme management (Output 0) has not been included in the Figure 4 as it is not an area of substantive technical delivery, but it has shown a trend of consistent and increasing underspend. Spend on increasing ongoing economic opportunities from sustainably managed fisheries (Output 1) was omitted as it was discontinued in 2016.

² Variation 1 reallocated funding from the workstream on facilitating relationships with industry stakeholders to the MCS and Fisheries Management workstreams and added \$100,000 of funding across these streams. Variation 2 added a further \$230,000 to the MCS and Fisheries Management workstreams.

³ The underspend in 2016/17 is partly explained by delays in recruiting an additional MCS adviser which would have accounted for a significant proportion of the annual budget.

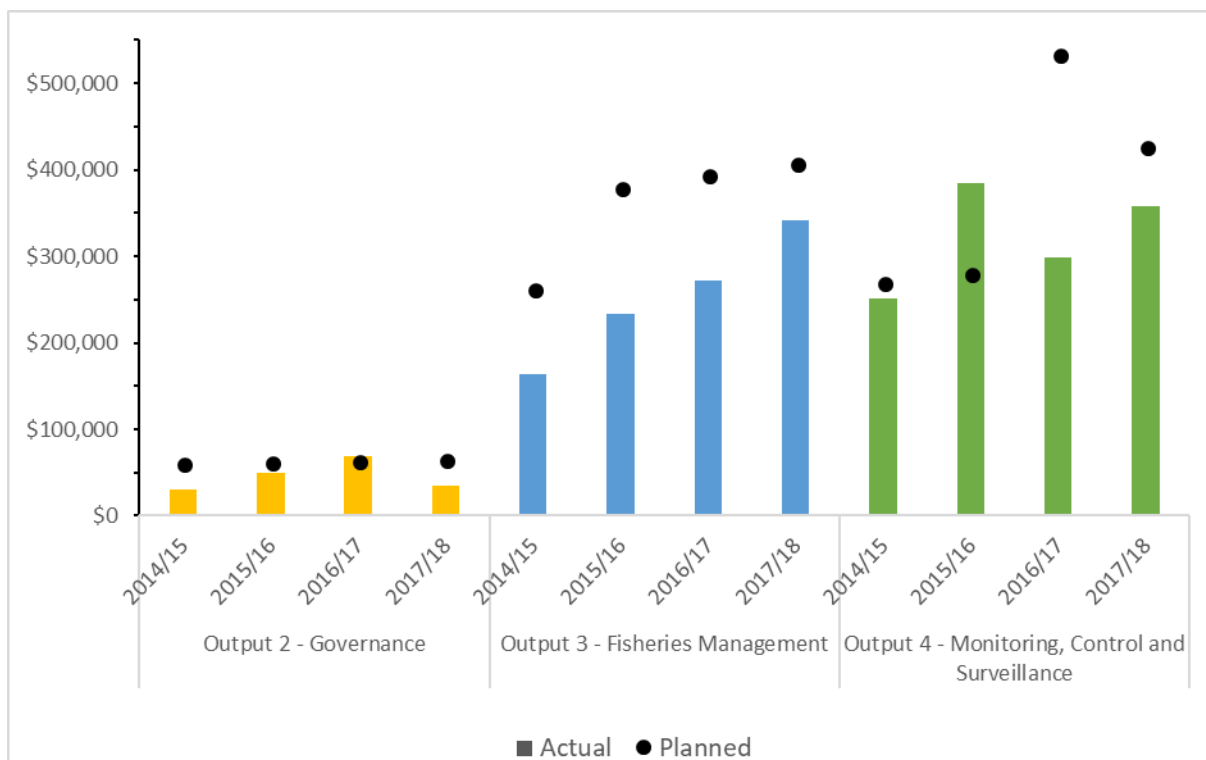


Figure 4: Planned vs. actual spend on Governance, Fisheries Management and MCS during Phase 2

1.2. The evaluation of the FMDI

Purpose of the evaluation

This evaluation has been designed to support MFAT and MPI in extending the FMDI beyond its current lifespan in the most effective way. It provides an evidence base to inform decisions on the design and management of the next phase and any associated necessary amendments to the MOU.

Specifically, this evaluation will be used by MFAT and MPI to:

- Improve the extent to which the FMDI design is fit-for-purpose, including coherence and alignment with New Zealand's and the Pacific Islands' strategic fisheries priorities.
- Improve effectiveness and efficiency of the FMDI by utilising the lessons learned in terms of what works, what does not and why. Particularly focusing on relationships with development partners and capacity building.
- Identify to what extent the current components of the FMDI can better work together to meet the MOU objectives.
- Recommend improvements in the strategic alignment, design and operations that could be included in any new FMDI (from 2019), and for cross-government development work more broadly.

Scope of the evaluation

The evaluation covers the FMDI since its inception in 2011. It considers both the services delivered under the FMDI and the management arrangements between MFAT and MPI agreed in

the MOU arrangement. While the focus of the evaluation is on the FMDI and the MOU, these are considered in the broader context of MFAT's investments in fisheries in the Pacific.

Though the FMDI supported the Tokelau fisheries administration in the past, the evaluation team was advised that much of this related to New Zealand's constitutional role in relation to Tokelau exercised through the Tokelau Administrator. The team was further advised of MFAT/MPI's intent to separate the role of Administrator from other initiatives (in this case the FMDI) targeting fisheries. The evaluation makes no recommendation on this issue (but supports the separation of roles to distinguish an Official Development Assistance (ODA)-funded programme from New Zealand's constitutional role).

Key evaluation questions

The evaluation is focused on answering four key evaluation questions which relate to relevance, effectiveness, efficiency, impact, sustainability and improvement. These questions are:

1. Is the design of the FMDI fit-for-purpose and relevant, including coherent and aligned with strategic priorities?
2. How effective and efficient has the FMDI been through its first two phases?
3. To what extent do the current components of the FMDI work together to meet the long-term MOU objectives?
4. What should MFAT and MPI do to improve FMDI's strategic alignment, design and operations?

Sub-questions were developed for each of these questions, which are provided in Annex 1.

Methodology

This evaluation was guided by a Utilisation Focused Evaluation (UFE) approach to generate findings that are utility-focused, credible, timely and relevant. It used mixed methods where information collected through interviews, relevant documentation and administrative data was analysed against the key evaluation questions and sub-questions identified in an Evaluation Plan. Evaluative judgements on the relevance, effectiveness, efficiency, impact and sustainability of the activity were then made and tested with key stakeholders in MFAT and MPI.

The evaluation had two phases:

Phase One involved determining the focus and scope of the evaluation. It included a document review and interviews with Wellington-based stakeholders (including MFAT and MPI staff).

1. Phase Two focused on implementing the evaluation according to the plan agreed in Phase One. It involved interviews with 48 stakeholders, either face-to-face or by telephone, in New Zealand and in the Pacific during April and May 2018. Interviews with stakeholders in the Pacific were largely conducted during field research in the Solomon Islands, Fiji and the Cook Islands. Fiji and the Solomon Islands were selected because the FMDI team had provided a lot of support to these countries. The Cook Islands was selected to coincide with the Forum Fisheries Committee (FFC) meeting, with the intention of meeting a range of Pacific fisheries officials in the margins of this meeting and minimising the need for telephone interviews or further travel. This included FFA and SPC officials, the former Te Vaka Moana Coordinator, and representatives of the fisheries department in Tonga.

2. Phase Two also involved a discussion of preliminary findings with MFAT and MPI to test the evaluation team's interpretation of the evidence and discuss other potential meanings and the implications of the emerging findings.

Strengths and limitations

The evaluation saw strong engagement from MFAT and MPI, particularly from MPI staff who had worked on the FMDI. The evaluation team were able to speak with a range of MPI staff, including former staff involved in the early stages of the FMDI.

Limitations for this evaluation include:

- Difficulty in isolating the difference that specific investments in Pacific fisheries have made in the Pacific, given that the FMDI is a relatively small investment that often works alongside other MFAT funded programmes.
- Findings on the impact and sustainability of the FMDI are context-dependent and due to the small size of the FMDI, many discussions were based around the effect individuals within the FMDI were having on the system. This makes it difficult to draw broader conclusions on the impact and sustainability of the programme.

1.3. Structure of this report

The remainder of this report is structured as follows. Section 2 provides an overview of key factors that contextualise the evaluation. Section 3 discusses the relevance of the FMDI. The effectiveness and efficiency of the FMDI is presented in Section 4, and its impact and sustainability in Section 5. Finally, Section 6 presents the evaluation conclusions and recommendations.

2. CONTEXTUAL ANALYSIS

In analysing and making sense of the emerging evaluation findings, several contextual factors became apparent that support greater understanding and interpretation of the findings. These important contextual factors include:

- The FMDI is a small part of a large MFAT portfolio of fisheries initiatives (Figure 2). These include long-term technical assistance to selected PICs, funding contributions to the relevant regional agencies (FFA and SPC) and regional fisheries projects and programmes. This creates a network of people and projects that the FMDI staff can tap into to develop wider working relationships and identify opportunities, but also creates the possibility of overlap in some areas.
- The FMDI is relatively small in scale so expectations of the level of impact should reflect the size of the investment. By comparison, MFAT has supported technical assistance in the Solomon Islands' Ministry of Fisheries and Marine Resources under the Mekem Strong Solomon Islands Fisheries (MSSIF) programme since 2010 at a cost of approximately \$2m per year. This has supported MFAT-contracted advisors, consultancies contracted through MSSIF, and training.
- The FMDI comprises a small team of sector specialists and the individuals involved are recognised as the face of the programme. To ensure confidentiality, the report does not describe individual work areas or case studies.
- There has been an agency change since FMDI was initiated with a restructuring of the Ministry of Fisheries (MFish) into MPI. MFish was a stand-alone fisheries agency, whereas MPI extends across all the primary production sectors. MPI has no specific mandate to support Pacific development. Restructuring is ongoing and further change is expected in the way that fisheries is managed within MPI.
- Ongoing restructuring in MFAT has led to changing management arrangements and reporting lines over the lifetime of the FMDI. This has affected monitoring and evaluation and reporting requirements from MPI to align with new internal requirements in MFAT.
- There has been a shift in the mode of delivery over time. The initial concept involved desk-to-desk relationships between MFish staff and Pacific fisheries officials working on similar issues (e.g. MCS). This has shifted to having dedicated MOU staff within MPI working exclusively on Pacific development work, at times supplemented by other departmental expertise.
- There are differences in character between the two major workstreams: MCS / fisheries management and planning. The MCS work involves a very 'hands on' approach to supporting fisheries officers in-country through training, providing materials such as uniforms/ identification badges, and sometimes equipment. The fisheries management side involves working with Pacific fisheries management staff to address systemic issues relating to management and planning - this often requires high level commitment from the agency (or in some cases Minister of Fisheries) to be effective.

3. RELEVANCE OF THE FMDI

3.1. Is the design of the FMDI fit-for-purpose and relevant, including coherent and aligned with strategic priorities?

The evaluation finds that the FMDI design is appropriate in its alignment with relevant strategic priorities. The FMDI goals are specified at a high level and are described broadly enough to cover a wide range of actions. The FMDI goals are consistent with other high-level goals for Pacific fisheries including those of MFAT and the regional strategies endorsed by Pacific Island Leaders.

There is scope for improving delivery of the FMDI through more effective management structures and planning to achieve objectives.

3.2. Are FMDI’s goals aligned with the strategic priorities of New Zealand and Pacific Island countries?

The document *New Zealand Aid Programme Investment Priorities 2015–19* sets out New Zealand’s development goal, and focal areas, for fisheries. Table 1 shows these along with the FMDI programme goal, and short- and medium-term outcomes. It is evident that the FMDI goal and outcomes are consistent with the wider New Zealand Aid Programme goal, and two of the three focal areas.

Table 1: Comparison of New Zealand development and programme goals

New Zealand Aid Programme Goal for Fisheries	Increase economic and food security benefits from sustainable fisheries and aquaculture in the Pacific		
Focal Areas	Strengthen governance, transparency, stakeholder engagement, and rights-based management of fisheries at local, national and regional levels	Enhance skills and capability to enforce fishing rules, monitor fishing, and assess the health of fish stocks	Support the development of proven aquaculture food production strategies
FMDI Programme Goal	Pacific Island countries maximise the economic and developmental benefit through the sustainable management and utilisation of their fisheries resources		

Medium-Term Outcomes	On-going strengthened accountability, transparency, efficiency and effectiveness of governance of fisheries administrations	Improved ongoing ability of PICs to sustainably manage their fisheries resources (both shared and in zone)	Improved on-going monitoring and enforcement of PICs fisheries laws
Short-Term Outcomes	PICs have increased capabilities, develop and implement governance structures to support fisheries management and MCS	PICs have increased capabilities, develop and implement fisheries management frameworks and processes to support the management of their fisheries resources	PICs have increased capabilities, develop and implement fisheries monitoring, control, and surveillance and enforcement frameworks

New Zealand also has an International Fisheries Strategy in place. The Strategy 'covers those areas of international fisheries policy and operations for which the Ministry of Fisheries and the Ministry of Foreign Affairs and Trade have responsibility', though it does not assign specific agency responsibilities. The Strategy was designed to cover a four-year timeframe (2011 - 2015).⁴ Its objectives focus largely on New Zealand's interests in international fisheries, such as participation in fisheries, sustainability, market access, value chains etc.

The Strategy includes a separate goal for New Zealand's engagement on Pacific fisheries issues:

To maximise the economic and developmental benefits to Pacific Island countries, including New Zealand, from the sustainable management of Pacific fisheries resources.

The FMDI is closely aligned with two of the four objectives under this Goal:

- Objective 1: Promote effective fisheries management frameworks based on sound science, at national, sub-regional and regional level.
- Objective 3: Implement effective fisheries surveillance and enforcement regimes aimed at elimination of illegal, unregulated and unreported (IUU) fishing in the Pacific.

At the regional level, Pacific Leaders have adopted Fisheries as one of their regional priorities under the Framework for Pacific Regionalism. In 2015, Leaders requested the development of a regional initiative to accelerate the increase in economic returns from fisheries. Leaders are presented annually with a Report Card on the status of regional tuna fisheries (prepared by FFA) and coastal fisheries (prepared by SPC). These Cards report on progress against several parameters, including sustainability, value, employment/livelihoods, resilience and food security.

⁴ The Strategy is in the process of being updated.

Evidence from stakeholder interviews indicates that in-country work under the FMDI has largely been conducted by means of a collaborative approach between MOU staff and national fisheries representatives. This, by its nature, ensures that in-country work aligns with identified needs of PIC fisheries administrations and regional fisheries agencies. In addition, as the FMDI's goal and outcomes are broad in nature and improving the management of fisheries is generally seen as a priority across the region, the evaluation is reasonably confident that the FMDI is aligned with national PIC priorities.

Overall the FMDI goals are consistent with New Zealand and Pacific priorities for fisheries. Some of the emphasis has shifted over the course of the arrangement, and some detail at output level has been overtaken by events and is no longer relevant.

3.3. Does the design of FMDI enable delivery in line with its intended goals?

The design of the FMDI is considered in terms of its two primary elements:

- Its goals and objectives as set out in the programme results framework and measurement table.
- The implementing arrangements and incentives under the MOU between MFAT and MPI.

The goals and objectives have been discussed above. An additional factor in this regard is that while the FMDI goals are consistent with MFAT's Pacific goals and priorities, this does not appear to be the case for MPI. The key difference is that MPI is solely focused on domestic production and related issues, with no commitment to supporting development goals in the Pacific.⁵ This may also be the driver for the shift away from a 'desk-to-desk' relationship at MFish to a semi-independent team in MPI. It would be difficult for MPI to work in a partnership arrangement reflecting FMDI activities in its business plans without a more fundamental change to its Corporate Strategy.

The MOU itself has the character of a contract between the agencies, under which MFAT 'engages [MPI] to improve Pacific fisheries management, development and compliance by providing assistance to Pacific Islands fisheries agencies.' In this sense, MPI is empowered under the MOU to deliver the agreed outputs contributing to the outcomes and programme goal. The evaluation found that MPI management has, over the term of the MOU, taken a 'light-handed' approach to the work of the MOU team, whereby staff were to a large degree left to themselves to identify areas and opportunities where they considered they could effectively contribute to the FMDI outcomes. This appears to reflect two factors: firstly a relatively complex set of management arrangements within MPI; and secondly a high level of confidence in staff working under the MOU. This has provided considerable flexibility for the staff involved and the direction that work has taken, consistent with the intent embedded in the FMDI Activity Design Document (ADD).

At the same time, it opens areas of risk in terms of:

⁵ This is based on the four Outcomes and six Priorities in the MPI Corporate Strategy.

- Weak consideration of strategic direction in relation to the deployment of resources under the MOU.
- Issues around the interaction of MOU activities with other initiatives in the region, including other MFAT-funded programmes, and the work of Regional Agencies.
- Reliance on staff's ability to generate sufficient demand for support to meet expected outputs and outcomes and deliver the level of support indicated by the budget.

These issues are discussed further under the next section.

4. EFFECTIVENESS AND EFFICIENCY OF THE FMDI

4.1. How effective and efficient has the FMDI been through its first two phases?

The evaluation finds that the MOU team has been active and visible in the region and that their work has been well-received by Pacific Islands fisheries administrations and regional agencies. There have been some clear successes in both the MCS and fisheries management areas, but attribution of FMDI activities to outcomes is difficult to demonstrate.

There is significant scope for improvement through addressing:

- management structures under the FMDI;
- staff preparation for working effectively in the Pacific (e.g. induction, training);
- strategic focus; and
- managing relationships with partner agencies/organisations.

4.2. What progress is being made towards achieving the FMDI outputs and short- and medium-term outcomes?

It is recognised that the FMDI has a limited/marginal impact in relation to the long-term outcomes and programme goal; this reflects the limited scope and scale of the investment and activities. It is worth noting though that the regional indicators for both economic returns and conservation of fish stocks have been tracking positively over recent years:

- Fisheries access fees increased from approximately US\$150 million in 2010 to approximately US\$500 million in 2016.⁶
- For the four major tuna stocks (bigeye, yellowfin, albacore, skipjack), as at 2017 these stocks are 'not overfished and overfishing is not occurring'.⁷

The evaluation has not undertaken a comprehensive assessment against all elements of the results framework and measurement table. However, a summary assessment against the indicators (Annex 3) raises some general issues, including:

- For short- and medium-term outcomes, the results/measurement system envisages MPI staff working with Pacific Island Countries/Territories to develop 'systems' and/or 'frameworks' in the expectation that these will be 'implemented by PICs without MPI assistance'. Though outputs delivered contribute to general capacities of PIC officials and some of the short-term outcomes, as they are one-off activities that are not necessarily part of a capacity development programme or linked to the delivery of

⁶ FFA Tuna Fishery Report Card 2017.

⁷ Refer Annex 3; note that both the value and sustainability indicators focus on tuna/oceanic fisheries, not coastal or non-tuna stocks.

specific policies or plans, the ability of the FMDI to contribute to these medium-term outcomes is limited.

- The medium-term outcomes align closely with indicators used by SPC in reporting on coastal fisheries in the region. These indicators - for example on transparency, accountability and management of coastal fisheries - have been in place since 2015, but SPC has yet to develop accepted methods of measurement at a regional level. These factors are hard to gauge at a national level and difficult to quantify at a regional level.

These factors highlight the difficulty in attributing systemic change regionally to FMDI activities.

The evidence of progress is stronger at the output level. It is clear from MPI reports that the FMDI team is delivering a high number of activities across the region with results accruing at the individual level. An analysis of activities against outputs is included in Annex 2 and summarised in Table 2.

Table 2: Summary of activities against key outputs, 2012 – 2018

Output	Main activities
Output 2: Training and support to develop new or revised governance frameworks in relation to fisheries management and MCS and enforcement by TVMA participants and other Pacific partners	<ul style="list-style-type: none"> • Input into country strategies, plans and policies • Facilitating strategic planning workshops • Attachments and secondments for PIC fisheries managers and staff • Other scoping meetings, engagements and ad hoc advice <p>[Activities under this output often overlap with the fisheries management workstream (Output 3) and annual reports note the difficulty in categorising activities between these two outputs]</p>
Output 3: Training and support to develop new or revised fisheries management frameworks by TVMA participants and other Pacific partners	<ul style="list-style-type: none"> • Technical support for the development of fisheries management plans and policy frameworks • Facilitating fisheries management workshops • Attachments, secondments and job-shadowing/observation opportunities for PIC fisheries managers and staff • Other mentoring and capability development activities • Other scoping, engagement, advisory activities
Output 4: Training and support to develop new or revised MCS and enforcement frameworks by TVMA participants and other Pacific partners	<ul style="list-style-type: none"> • Facilitating MCS training workshops and initiatives • Attachments, secondments and job-shadowing/observation opportunities for PIC fisheries managers and staff • Provision of equipment (e.g., uniforms, vehicles) • Assisting with fisheries patrols/exercises • Providing support and advice on illegal, unregulated and unreported (IUU) cases • Training needs assessments and other capability building activities • Other scoping, support and advisory activities

Stakeholder interviews confirmed some specific initiatives that were successfully implemented and well-received, including:

- **Training MCS personnel (fisheries officers) in MCS operations and procedures**

In Solomon Islands, MPI has devised a programme of training to be delivered over a year that is tailored to the specific needs of a cohort of new fisheries officers. The on-the-job approach adopted was particularly noted as a productive means to build both capacities and confidence.

- **Support for fisheries management planning and regulatory systems**

In the Cook Islands, MPI / MOU staff have assisted with designing and implementing a quota management system for managing certain local fisheries.

In terms of evaluating progress, it can be stated that these individual actions/interventions contribute incrementally towards achieving the short- and medium-term outcomes. This was achieved through stand-alone activities, as well as through partnerships with New Zealand-funded bilateral programmes and regional agencies (at times working directly with New Zealand-funded projects delivered through SPC and FFA).

4.3. What is working well in FMDI's achievement of intended outcomes? What is not working well and why?

MOU staff have put considerable effort into developing professional relationships and have been successful in doing so across a range of stakeholder groups, including national government officials, regional agencies and NGOs (including the private sector). This emphasis on relationships reflects the predominant mode of operation adopted by MOU staff to support their engagement with Pacific Fisheries. It has its origins in the 'light-handed' management style adopted by MPI towards staff working under the MOU. Many of the MOU staff interviewed during the evaluation indicated that they were provided with little guidance about what they should be doing, beyond 'working with Pacific Island fisheries departments'. Most staff found their early weeks and months in the role to be a stressful time, and several noted that it took 12-18 months to gain traction in the role. The quotes below - from MOU staff interviewed - give a sense of their experience:

- *[there was] no real direction or support*
- *to start with it was a nightmare – no-one knew what the role would be ... [the] first year was really frustrating*
- *[it was] quite overwhelming - where do you even start?*
- *it also takes up to 18 months for new staff to build new relationships*

In the absence of existing working relationships (or relationships 'handed on' from a previous staff member employed under the programme), staff found the only way to gain traction was to make their own introductions (e.g. through attending regional meetings) and work to develop relationships and trust with individual Pacific officers. Only once this had been achieved could priority areas of work be identified and productive work be delivered.

This introductory experience was shared across both the MCS and fisheries management work areas, although the character of the MCS work (and the imperatives in this area faced by countries, such as EU 'yellow flag' requirements) made it easier in that field.

The evaluation team also heard of certain instances where the initial ability to engage with Pacific officials was hampered by lack of guidance/training about the operating environment, in relation to both technical issues as well as the 'politics' of the region and specific countries.

As a consequence of the above, activities have largely focused on following up on opportunities for collaborative work within the scope of the MOU outcomes, as and when they came to light for MOU staff. This approach has resulted in a number of ways of finding/generating work including:

- Working directly with national fisheries officials on domestic projects (responding to requests for assistance, training, organising placement in New Zealand, etc.).
- Working alongside or supplementing the work of New Zealand-funded Technical Assistance placements in-country.
- Working with private sector organisations or individuals on work seen to support MOU outcomes.
- Working alongside or collaboratively with staff of regional agencies (SPC and FFA).

In other cases MOU staff responded to direction/guidance from MFAT on areas of interest.

The highly responsive nature of this approach and the emphasis on relationship-building has been positive in that staff working under the MOU have developed a good reputation through their work, which is seen as relevant and timely, and it has been well-received by collaborating PIC officials and regional agency staff.

However, while Pacific stakeholders were well aware that the work was a New Zealand initiative, it has not had any clear branding as a specific programme (i.e. stakeholders were not aware of the 'Fisheries Management and Development Initiative' as a separate mechanism supporting MOU staff).

The linkages between FMDI activities and other New Zealand-funded activities in the Pacific fisheries sector raise the issue of the relative effectiveness (or cost effectiveness) of the different modalities. This is not a straightforward issue to address/quantify, but some overall observations can be made:

- The Activity Completion Assessment for Phase 1 concluded that 'value for money was very good'.⁸ Records from Phase 2 to date show an increase in outputs (Annex 2) and a corresponding increase in expenditure.
- The evaluation has not assessed the costs or outputs/outcomes associated with other modalities; however, we were advised that the staff/human resource costs for staff in regional agencies (working under the employment conditions of the Council of Regional Organisations of the Pacific - CROP) and for contracted Technical Assistance (bilateral programmes) are significantly higher than under the FMDI.
- Although the different modalities all focus on building capacity in Pacific Islands fisheries agencies, each has a different emphasis and delivery mechanism. Compared to these other modalities, the FMDI provides a high level of individual expertise at a relatively low cost. The particular advantage of FMDI is the ability to apply this expertise directly to assist Pacific fisheries agencies.

⁸ It also, perhaps optimistically, concluded that 'the activity achieved almost all its outputs and short term outcomes'.

4.4. To what extent do MFAT and MPI effectively manage the FMDI, including collaboration with partner organisations?

The MOU between agencies is not prescriptive about the way MPI organises management of the initiative and its staff. In terms of management and governance structures, the FMDI funds staff in three separate Divisions:⁹

- International Policy.
- Resource Management and Programmes - Fisheries Management.
- Verification and Systems - Operational Programmes.

This creates a situation where there is a separation between line management reporting and FMDI accountability for most staff employed under the initiative. The governance system has also included a Steering Group (meeting quarterly) and a Working Group (meeting monthly) at times, including MFAT counterparts. Taken overall, this represents a relatively complex set of arrangements with split accountability in relation to the key workstreams under the FMDI.

Interviewees gave mixed reports on the effectiveness of the suite of management arrangements. Some commented that the split accountability meant that line managers' support for the FMDI work depended on the level of their personal commitment to it - being strong in some cases and weak in others. It is worth noting that this extended to the higher levels of the organisation, with a continual need to explain and (re)justify the FMDI work to incoming managers and be exposed to scrutiny in relation to international travel.

Similarly, several interviewees commented that the regular meetings served largely as a forum for information exchange, and had little role in 'strategic' issues, especially during the early phase of the FMDI.

On the MFAT side, the formal relationship with MPI is set out in the MOU, under which MPI must periodically account for expenditure and report against the results framework. While MFAT's participation in the governance mechanism for the FMDI was confirmed, the evaluation team is of the understanding that this was mostly for the purposes of information sharing rather than pro-active guidance and direction. At the same time, it is evident that MFAT has taken a role in the work of the FMDI, both through their specialist fisheries/development staff, and diplomatic staff at Posts where FMDI staff are working. At times the MFAT role has extended to providing information on topical priorities for FMDI staff, and instruction on where to engage. Given the flexible and varying approach to delivery, there may be benefits in considering more active engagement from MFAT in the management of the FMDI to provide a consistent strategic view and facilitate engagement with Posts and bilateral programmes.

With respect to partner organisations, MFAT has funding relationships at a bilateral level and with regional agency partners, while MPI's links with Pacific fisheries (apart from the FMDI) appear to be primarily as sector representatives in New Zealand delegations to regional tuna management processes.

At a technical level, the partnership relationships are strong between FMDI staff and regional technical agencies (SPC and FFA). The evaluation team heard from stakeholders that in the early

⁹ These division names are taken from the document 'MPI Project Governance' dated 2012 – specific arrangements change with ongoing restructuring.

phase of the FMDI there was some uncertainty over roles and concern over duplication. The relationships have now matured to the point where FMDI staff are invited to participate in certain regional initiatives (e.g. training, technical workshops) as technical experts in their field. This is a positive sign; however, while working to avoid duplication the relationship needs to be managed to maintain the core intent of the FMDI, which is not simply to provide additional resources/capacity to the regional agencies.

In summary, while the FMDI is relatively well-managed at the individual level, there is scope for more strategic management from MPI and MFAT to maximise the benefits both from development outcomes as well as relationships. MFAT Posts and bilateral programmes in particular have a greater role to play in helping guide the selection of FMDI activities that are implemented.

4.5. To what extent is the implementation of the FMDI managed efficiently?

The records of expenditure show that the FMDI overall has been managed within budget, with some under-expenditure, particularly in Phase 1 which spent only 45.5% of the planned expenditure. The under-expenditure has mostly been in the fisheries management area, with some funding transferred to the MCS work area as required. As noted in the discussion around Figure 4, there has been a steady increase in expenditure in the fisheries management area over the last four years. Under-expenditure has arisen partly due to delays in recruiting/replacing staff.

This staffing issue has resulted in periods of reduced delivery, arising from both delays in recruitment and the long lead times taken for new staff to become fully effective in their roles (as discussed above). The evaluation team considers that there is room for significant improvement in the areas of staff induction and training, including the 'handover' process when new staff take up their posts. As indicated earlier, interviews with staff suggest it takes 12-18 months before new staff become fully effective; this represents a significant area of inefficiency in FMDI implementation.

Closely related to this, we consider that the induction process should, amongst other things, include some guidance for new staff in navigating the cultural and political circumstances they face in the role ('rules of engagement'). This could involve both guidance material and mentoring, and could for example include:

- Awareness of any current issues of relevance in-country.
- Knowledge of the state of play of regional / sub-regional negotiations (especially where these are contentious or in a delicate phase).
- Advice on basic 'diplomacy' (including the role of MFAT Posts).
- Awareness of other relevant New Zealand or regional initiatives.

Efficiencies could also be gained from increased collaboration between the MPI technical teams. At present both the MCS and fisheries management teams expend significant resources on building relationships. It may be useful to consider joint scoping trips to establish relationships or, where a strong relationship already exists within one technical team, to introduce the other areas of work that MPI could support through the other technical team.

Finally, the evidence of collaboration with other MFAT bilateral programmes is mixed. Though it would seem that the FMDI is a natural fit to supplement bilateral programmes as needs are identified, there has at times been poor communication and coordination between the FMDI and bilateral programmes that has required Post intervention to agree on joint delivery. The FMDI should also focus on its own area of advantage: bringing specialist expertise to work directly with Pacific fisheries agencies. To maximise the overall value of its portfolio of support in the Pacific, MFAT should ensure that its bilateral and regional programmes are aware of the role of the FMDI (and vice versa) and are actively encouraged to collaborate to both avoid duplication and build on the strength of each mode of development support.

Together, the issues identified in this section contribute to an inefficiency in identifying and delivering activities in line with the expected outputs and outcomes and as indicated by the budget available for activities. The underspend throughout the programme is reflective of this.

5. IMPACT AND SUSTAINABILITY

5.1. To what extent do the current components of the FMDI work together to meet the long-term MoU objectives?

The evaluation finds that the current components work together to a limited degree to meet the long-term MOU objectives (outcomes).

Impact and sustainability are difficult to assess given the fragmented nature of the work.

5.2. Do the components of the FMDI work together to meet the long-term MoU objectives

The MOU results framework focuses on three thematic areas: governance, fisheries management and MCS. In practice, the work is delivered by two teams working in the areas of MCS and fisheries management. To the extent governance issues are addressed, this is done in the course of other work rather than as a stand-alone work programme.

It has been noted above that the work of the two teams (MCS and fisheries management) is of a different character. One aspect of this is that the MCS workstream is largely delivered through working directly with fisheries officers at a practitioner level (dealing with training, equipment and hardware, such as laptops and vehicles). In contrast the fisheries management side aims to work with officers addressing issues relating to the policy and planning/regulatory system. Stakeholder interviews showed that because of these differences, the teams rarely work in partnership. This reflects the current limited crossover and incentives to work together under the split line management arrangement for the teams. There is no conceptual reason that the two workstreams cannot work more closely together when they are addressing linked issues / in the same country.

It has also been noted above in Section 4.2 that, while there have been positive results in term of the FMDI's long term outcomes – increased economic returns from fisheries and key fish stocks conserved at sustainable levels – it is very difficult to assess the contribution of the FMDI to these outcomes. The evaluation team has judged that the initiative has had a marginal impact in relation to these outcomes.

5.3. Is the impact likely to be sustainable beyond the end of the FMDI?

Assessment of impact is closely aligned with the discussion of high-level outcomes; there is evidence of successful delivery of outputs at a local or regional scale, and the impacts reflect the scope and scale of those successful actions. Much of the activity under the FMDI addresses core foundational skills necessary to underpin broader frameworks (plans, strategies, etc.), rather than the frameworks themselves.

The sustainability of actions (especially relating to skills and training) is strongly influenced by the capacity constraints faced by most PICs: small fisheries departments, few staff performing

multiple roles, and high turnover of staff. This lack of capacity also forms the basic rationale for providing additional support in the fisheries sector.

There is evidence that the FMDI is both building and supplementing capacity. For example, the training of compliance officers in Fiji and Solomon Islands has proved highly effective in building local capacity, and this should provide benefits beyond the end of the FMDI, subject to the general constraints discussed above such as staff turnover. In other cases, the work has focused on immediate needs such as lack of basic equipment (uniforms, laptops, vehicles). These are important, but do not address long-term capacity issues.

5.4. Cross-cutting issues

The MOU *Activity Design Document* (2016) gives prominence to gender issues in the context of the problem analysis, overarching policy issues, and project risks. Gender was also discussed in the Phase 1 Activity Completion Assessment, which noted that MPI has recognised that there needs to be an improved understanding of how to incorporate gender considerations into the programme. However, project reports were largely silent on gender issues; some reports mentioned collection of data on gender participation in workshops, but this data was not sighted by the review team.

Reflecting the emphasis in the current project design documents, gender and human rights issues should be explicitly supported in any extension of the FMDI. The evaluation considers that the gender aspects should reflect the specific design and scope of activities under any extension and identify practical areas that can be addressed.

There are a number of international and regional guides relating to gender and fisheries. One Pacific example¹⁰ identifies barriers to women's participation under four headings:

- A. Social context.
- B. Access to opportunities.
- C. Access to resources.
- D. Institutional support.

The project design could incorporate reference to reducing barriers (categories B, C, and D) as they relate to programme delivery.

5.5. Project risks

The ADD includes a risk matrix that sets out a number of risks to delivery of the project, proposed approaches to risk management, and responsibility for their management. The risks are all ongoing and general in nature and therefore remain highly relevant to both the current FMDI and any future programme that MFAT and MPI may design. Table 3 presents the risks identified in the ADD and provides some recommended changes for any future programme.

¹⁰ SPC 2011 (Tuara/Passfield) Gender in Oceanic and Coastal Fisheries Science and Management: Based on case studies in Solomon Islands, Marshall Islands and Tonga (A report under the SciCOFISH Project).

Table 3: Review of FMDI Risks

Risk (likelihood)	Responsibility	Comments	Proposed changes
<p>Duplication of donor support risks lowering the credibility of New Zealand and the successful delivery of the desired outcomes. (Unlikely)</p>	<p>MPI</p>	<p>New Zealand is recognised as a key partner in the fisheries sector by PICs. However, given the flexible regional nature of the FMDI, coordination with MFAT’s bilateral fisheries projects is essential. As noted earlier in this report, there have been instances where the FMDI and bilateral projects could have leveraged synergies through improved coordination and collaboration. The evaluation has also noted the need for increased coordination by and with MFAT Posts to address this.</p>	<ul style="list-style-type: none"> • Recognise the likelihood is higher than anticipated in previous ADD • Expand responsibility to include MFAT as a pro-active party in managing the risk
<p>MPI is unable to deliver necessary expertise when requested/required, resulting in an inability to successfully deliver outcomes. (Rare)</p>	<p>MPI</p>	<p>Staff turnaround without succession plans in place increases the likelihood of this risk. While some efforts are underway in MPI to increase resourcing through contributions from other business units, this has to be carefully managed to ensure it adds value and doesn’t detract from the high quality of delivery to date that both results from and strengthens relationships with beneficiaries.</p>	<ul style="list-style-type: none"> • Recognise the likelihood is higher than anticipated in previous ADD • Include resourcing and succession planning in risk management • Specify approach to engagement with other business units

Risk (likelihood)	Responsibility	Comments	Proposed changes
PICs are unable to participate effectively with the Activity resulting in an inability to achieve outcomes. (Possible)	MPI	It is important that the FMDI recognises that PIC fisheries administrations tend to be relatively small and any support provided outside of beneficiaries' home countries includes an inherent risk of removing an individual from their regular duties. To the extent possible, support should be provided in-country and directly linked to a deliverable that beneficiaries are responsible for (e.g. development of a specific policy)	<ul style="list-style-type: none"> • Include risk of removing people from their regular jobs • Revise risk in line with new specification
Lack of awareness of wider political and operating environment for PICs fisheries administrations results in management measures that will not be implemented or enforced effectively. (Rare)	MPI	The evaluation has discussed the need to improve coordination with MFAT, including Posts, to ensure that both engagement with PIC officials and activities supported are in line with the wider political and operating environment. The FMDI's relevance to both PIC and New Zealand priorities can be improved through a pro-active approach to managing this risk in partnership between MFAT and MPI.	<ul style="list-style-type: none"> • Recognise the likelihood is higher than anticipated in previous ADD • Expand responsibility to include MFAT as a pro-active party in managing the risk
Women in fisheries sectors and who interact with the fisheries sector are harmed and unfairly treated. (Likely)	MPI	As noted in the previous section, project reports are largely silent on gender. The evaluation considers this risk may be too broadly specified considering the remit of the FMDI. A more focused risk around inclusion of gender and human rights in sector policies and plans would likely improve the ability both to explicitly address it and achieve tangible results in this area.	<ul style="list-style-type: none"> • Revise risk to increase relevance to the programme

6. CONCLUSION AND RECOMMENDATIONS

The FMDI is a relatively small element of a wider portfolio of New Zealand Government support for Pacific fisheries. Overall the initiative has been well-received by the recipient countries, and the MOU staff expertise is appreciated by collaborating regional agencies. The FMDI has been well-aligned with New Zealand and regional priorities.

The FMDI outcomes have been specified at a broad level, leaving considerable scope for flexibility about where effort is deployed. In practice the work has largely been driven from the ground up, i.e. through individual staff working to develop professional relationships and identify productive areas of operation. In this sense the workstream has to a large extent been opportunistic. This has been an effective way of working and has led to some successful actions; but it also means that the work has lacked an overall sense of strategic direction or priority-setting. As a result, the effectiveness and impact of the programme (contribution to expected short- and medium-term outcomes) has been limited. The FMDI would benefit from more closely-defined objectives that define the role of this initiative in relation to other modes of Pacific fisheries support.

Table 4 provides a summary assessment of the FMDI against the DAC criteria.

Table 4: Summary assessment against the DAC criteria

DAC Evaluation Criteria	FMDI Overall Assessment
Relevance	FMDI goal and high-level outcomes are well-aligned with New Zealand and Pacific fisheries objectives.
Effectiveness	The FMDI has been effective on a limited scale in specific fields. Work has been opportunistic, and contribution to strategic outcomes has been difficult to demonstrate.
Efficiency	There have been inefficiencies in delivery associated with long lead times before staff become effective, staff turnover and induction/handover processes. Coordination with bilateral projects has been mixed and could be improved for greater efficiency. There are examples of the FMDI leveraging regional benefits from relatively small investment.
Impact	Impact is difficult to determine but is judged to have been limited, reflecting the scale of effectiveness.
Sustainability	Sustainability is yet to be demonstrated; this in part reflects the lack of capacity in PICs.

Overall, the management arrangements are heavily focused on getting work done (in flexible, and at times innovative, ways) and reporting on activities; there has been less focus on the strategic direction of the programme. The two workstreams (MCS and fisheries management) report to separate units within the MPI structure and largely work independently of each other. The emphasis on building relationships with Pacific fisheries stakeholders has led to long lead times before staff become effective in their roles. The evaluation team's view is that there is

scope to improve the management arrangements, in particular to simplify and clarify the management structure and internal accountabilities and improve staff induction and training. Specific recommendations are outlined in the next section. The box below outlines further considerations in the context of MFAT's wider fisheries portfolio.

Considerations for future design

The current MOU focuses on regional outcomes for fisheries administrations; the responsibility for identifying fruitful areas and modes of operation is transferred to MPI.

The MOU does not require alignment with other New Zealand Pacific fisheries support but refers more generally (in the companion ADD) to avoiding duplication, given the number of parallel donor initiatives in the Pacific fisheries sector, as well as agreement between agencies on the annual workplan.

The open nature of the MOU has presented MPI with a field that is too broad for the level of resources available, and a lack of focus on specific things that will support the programme goal. This combination has resulted in MPI staff devoting significant time to establishing relationships in the region and finding their own path towards productive partnerships and lines of work.

While the FMDI is a stand-alone programme, its reason for being is implicitly linked with the other elements of the MFAT Pacific fisheries funding portfolio; in particular, the bilateral support programmes through in-country technical assistance, but also the funding to regional agencies working in the fisheries sector (FFA and SPC).

There is significant appeal in aligning the FMDI with these existing development modes:

- It would allow the FMDI staff to link in with existing relationships with staff in Pacific fisheries agencies and in-country TA support.
- It would ensure an existing level of commitment from partner government fisheries agencies.
- It would allow operations to go ahead in an environment where institutional capacity and gaps are reasonably well known.
- It would provide a wider range of skills and expertise to be brought to different elements of governance.
- It would also increase both efficiency (through reduced start-up / relationship building) and effectiveness (through alignment of sector support).

The arrangement could maintain some flexibility to work with regional organisations where it makes sense to do so, and to carry out scoping work in new areas.

6.1. Recommendations

The recommendations are drawn from the analysis in line with Key Evaluation Question 4. The evaluation recommends:

1. MFAT continue to support the FMDI, subject to a number of changes in the design and management of the activity

The evaluation recommends that MFAT should continue to support the FMDI. The availability of flexible tailored support to improve fisheries management and monitoring, compliance, and surveillance is appreciated and seen as useful by PICs, regional fisheries organisations, MFAT Posts, and MFAT bilateral projects. Delivery through a New Zealand Government agency, MPI, provides the FMDI with a level of trust and credibility that enables relationship building that can further both development objectives and New Zealand and PIC political objectives in the fisheries sector. As a flexible arrangement, however, the design and expectations of the FMDI need recalibrating as outlined in recommendations 2-5 below.

2. Define the objectives of the FMDI and amend the design accordingly

There is currently a disconnect between the flexible reactive interventions that have been delivered and the outcomes that the results measurement framework expects from the FMDI. MFAT needs to better define the objective of the project in the context of its larger regional fisheries programme. While an outcomes framework is necessary to bound the project, there is a balance to be struck in the reasonable expectations of attaining attributable development outcomes for a flexible regional programme. Specifically, MFAT should define whether the objective of the FMDI is to:

- achieve specified longer-term development outcomes; or
- flexibly respond to emerging opportunities (i.e. a short-term, rapid response focus).

While the former would enable increased attribution to the FMDI it would also limit its ability to respond to opportunities in a variety of countries, as it would require the definition of a programme of activities over time that incrementally contribute towards the stated outcome. The latter enables the New Zealand Government to engage more widely with a variety of countries and stakeholders to:

- partner with PIC fisheries administration and regional fisheries agencies on specific issues;
- supplement MFAT bilateral projects, programmes of regional fisheries organisations, or other development partners;
- build improved relationships with PIC fisheries administrations; and
- act as a pathfinder for promising opportunities for increased investment through other funding mechanisms.

In its current phase, the FMDI operates as a flexible responsive mechanism but with a design and expectations to achieve specified outcomes. This is not tenable; it sets unachievable expectations from MFAT as the funder and targets for MPI as the implementer. It also reduces the value of the results framework as a management tool both for planning and reporting purposes.

The purpose of any future phase of the FMDI should be explicitly stated and reflected in the design. If a decision is made to continue providing support in a flexible and responsive manner similar to the current project, the theory of change underpinning the design should clearly identify the contribution pathways and set reasonable expectations at the outcome level. As a management tool for a flexible approach, the results framework sets the broad parameters for engagement and should be regularly updated as the programme becomes incrementally more focused, as opportunities are identified and become part of the work programme. An active collaboration between MFAT and MPI through regular engagement would then be required to guide partner and activity selection.

On the other hand, if MFAT decides to maintain specified outputs and outcomes that require specific development pathways and ongoing support to achieve, a more structured approach is required, akin to the current ADD. The programme would then need to operate in a more rigid way with well-defined multi-year programmes of engagement to achieve a series of outputs and outcomes. This would limit the ability of the programme to flexibly respond to opportunities, which should be acknowledged upfront. This type of programme would likely require less active coordination between MFAT and MPI as activities are known upfront and can be delivered and reported on.

Neither approach is incorrect, but a decision is required for any future phase to set the expectations for MFAT, MPI, and development partners accordingly. As indicated by Recommendation 1, the evaluation team is of the view that the benefit of a collaboration with a New Zealand Government agency stems from the ability to deliver responsive tailored support at short notice.

3. Agree to a sustained level of investment that provides certainty to MPI

The evaluation is of the view that the current funding level is approximately right in terms of the ability of the FMDI to respond to emerging opportunities. Despite the consistent underspend through Phase 2 across all output areas, there has been an increasing trend that reflects the upfront investment in relationship-building and opportunity identification. The reputation of the programme has built a level of demand that is likely to be sustained. If the benefits of a flexible responsive mechanism are fully exploited by MFAT (e.g. complementing bilateral programmes or acting as a pathfinder), it can be expected that demand may in fact increase. However, the current time-bound funding mechanism has associated effects on the employment model in MPI and the associated ability of the MPI MOU management team to attract and retain staff to implement the FMDI. While the cyclical nature of MFAT implies that the current time-bound funding arrangement is unlikely to change, the four-year commitments under the first two MOUs should provide MPI with the assurance of funding to enable long-term recruitment. This would also increase the efficiency of the programme as explained earlier in the report and likely lead to increased demand and delivery in line with the current budget.

4. Increase the institutional buy-in to the programme from MPI leadership

The broader institutional environment in MPI is not currently conducive to the FMDI delivering support in the Pacific effectively, as this work does not align with the outcomes and priorities outlined in MPI's strategy, which is focused on New Zealand only. The evaluation has outlined the benefits of technical assistance delivered by staff of the New Zealand Government in terms of trust and credibility. Should MFAT and MPI agree to continue the arrangement under the MOU, it is imperative that agreement be sought between the two Ministries at the highest levels to

clarify the relationship and provide for institutional support that enables the FMDI team to effectively deliver its work.

5. Review the management arrangements in MPI

Significant efficiencies would be gained from a more cohesive internal management structure for the FMDI. The current multiple reporting and accountability lines increase the administrative burden on staff and management and reduce the ability of MPI to be accountable to MFAT. The evaluation recommends that MPI consider establishing a single reporting line to a manager that is accountable to MFAT, as this would reduce the lines of communication. In practice, this would likely mean the establishment of a dedicated unit in the International Policy Division. The evaluation, however, recognises the value of staff providing the technical assistance to maintain close relationships with colleagues from technical teams, both in terms of the credibility their advice carries and to facilitate access to additional resources if needed. In this respect, while line management would be through International Policy, staff could be physically located in their respective technical teams whether in Wellington or elsewhere.

Increased coherence in management is also more likely to enable joint planning and delivery between workstreams. The evaluation is of the view that this would both increase the efficiency of the FMDI and the effectiveness of outputs' contribution to outcomes through complementary activities.

Finally, staff management arrangements that promote smooth succession should be put in place. Early planning for succession would allow for relationships to be handed over and maintained by new staff, and reduce the time taken to get up to speed. Induction processes for new staff should also include materials that enable delivery in PICs, such as briefings on geo-political relations and key strategic priorities for partnership. MFAT has a specific role both in Wellington and at Post to support this and collaboration should be implemented to ensure regular updating on developing relations and strategic priorities.

ANNEX 1 – KEY EVALUATION QUESTIONS

KEQ 1: Is the design of the FMDI fit-for-purpose and relevant, including coherent and aligned with strategic priorities?

- Are the FMDI's goals aligned with the strategic priorities of New Zealand and Pacific Island Countries?
- Does the design of the FMDI enable delivery in line with its intended goals?

KEQ 2: How effective and efficient has the FMDI been through its first two phases?

- What progress is being made towards achieving the FMDI outputs and short- and medium-term outcomes?
- What is working well in the FMDI's achievement of intended outcomes? What is not working well and why?
- To what extent do MFAT and MPI effectively manage the FMDI, including collaboration with partner organisations?
- To what extent is the implementation of the FMDI managed efficiently?

KEQ 3: To what extent do the current components of the FMDI work together to meet the long term MOU objectives?

- Do the components of the FMDI work together to meet the long term MOU objectives?
- Is the impact likely to be sustainable beyond the end of the FMDI?

KEQ 4: What should MFAT do to improve FMDI's strategic alignment, design and operations?

- How can strategic alignment with MFAT strategy, MFAT Aid Programme investment priorities and country strategies, plans and priorities be improved?
- What recommendations have been identified to improve the design and operation of the FMDI to ensure the delivery of MOU objectives?

ANNEX 2 – ACTIVITY REVIEW SUMMARY

Table 5: Review of activities by output and year

Outputs	Effective and efficient programme management	Facilitation and coordination of engagement and relationships between PICs, the New Zealand fishing industry and technical experts	Provision of advice to PICs on strengthening governance	Provision of fisheries management advice to TVMA countries and other Pacific partners with which New Zealand has bilateral programmes	Provision of technical MCS and enforcement advice that will build capability of Pacific partners to design their own MCS frameworks to support fisheries management
2012 – 2013	<ul style="list-style-type: none"> • Work Programme for 2012/2013 • Characterisation of Pacific partner needs • Monthly, biannual and annual reports • Monitoring and evaluation framework applied 	<ul style="list-style-type: none"> • Relationship management and engagement, including meeting the FFA, MFAT, and others • 2012-2013 engagement included: <ul style="list-style-type: none"> ○ Communication with Tuvalu, Solomon Islands ○ Engagement with Samoa and Tokelau over TVM ○ Attendance at FFC85 	<ul style="list-style-type: none"> • Input into MFAT reviews, including Tokelau process review • Working with NZ orgs (NIWA) • Attachments provided for four Solomon Islands MFMR fisheries managers, with on-going mentoring 	<ul style="list-style-type: none"> • Engagement with Tokelau Fisheries Division • Providing advice and support to the Tokelau Administrator regarding EEZ fisheries • Delivery of workshops to address Pacific partner needs: <ul style="list-style-type: none"> ○ Collaboration with SPC & FFA for a Limit Setting workshop in Niue ○ Other work scoping possible assistance • Secondments: <ul style="list-style-type: none"> ○ Secondment from Solomon Islands to Auckland ○ 2 x Tokelau attachments • Identified inshore fisheries management and capacity initiatives in Tokelau and Tonga • Technical support on implementation of TVMA regional fisheries plan including ongoing engagement at regional and sub-regional meetings • Met with NZ Industry to facilitate TVM meetings with NZ Industry 	<ul style="list-style-type: none"> • Visit to Tonga regarding supporting improvements in information management • Scoping assistance to Niue on products to support data management • Operation Calypso – planned cooperative exercise involving NZ Navy with participating ship riders from the Cook Islands • Engagement with TVM parties on MSC Capability • Work with FFA to identify areas requiring MCS support and assistance including participating in FFA-sponsored meetings, redefining MCS training parameters, attending FFA MCS Working Group • Scoping integration of FFA-sponsored PIC MCS assessment with NZ providing assistance – MPI had drafting input into this and relationship management • Assisted the Cook Islands Fisheries Compliance Unit Develop Plan • Ongoing engagement with Tokelau advisory team to conduct specific

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					<p>identification process of MSC areas for capability</p> <ul style="list-style-type: none"> • Identifying opportunities for engagement on MCS issues and relationships enhancement with Solomon Islands and Tuvalu <ul style="list-style-type: none"> ○ Included attachment for one staff member from the Solomon Islands, assessment of MCS capability in Solomon Islands ○ Noted as a difficult area with “less than a resounding success” • Work with Tongan officials, including a two-week visit, to identify areas of MCS for closer cooperation and support <ul style="list-style-type: none"> ○ Included a secondment of a Tongan Fisheries Compliance officer to MPI in Petone • Assessing need for compliance uniforms and equipment
2013-2014		<ul style="list-style-type: none"> • Briefing before mission on Pacific background in fisheries • Consistent engagement with Tokelau Fisheries staff, MFAT Special Relations Unit, the Administrator and their 	<ul style="list-style-type: none"> • Input into Tokelau fisheries business plan for 2014 • Engagement to support Niue Fisheries – MCS Analyst met with Niue’s Principal Fishery Officer • Ongoing Engagement 	<ul style="list-style-type: none"> • Engagement with the following PICs regarding planning support programmes including supporting policy frameworks: <ul style="list-style-type: none"> ○ Tokelau Fisheries – offshore fisheries plan ○ Tonga Fisheries – focus on aligning with existing in country support to avoid overlap 	<p>MSC Training workshops:</p> <ul style="list-style-type: none"> ○ Tonga Fisheries ○ Part of MCS Foundation Course for Fiji ○ Honiara – practical fishing vessel inspection workshop ○ Compliance training workshop in

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		advisors <ul style="list-style-type: none"> • Continued engagement with FFA, SPC and Tokelau Independent Advisor 	<ul style="list-style-type: none"> with Solomon Islands MFMR and MSSIF Advisors • Workshop and training schedules 	<ul style="list-style-type: none"> ○ Met with Samoa Fisheries • Coordinating and providing technical fisheries management advice <ul style="list-style-type: none"> ○ Strategic workshop planning with SPC and FFA ○ Inshore fisheries management workshop ○ Ongoing mentoring and input into Tokelau Fisheries sector • Support to Tokelau Inshore Management team (enhancing inshore administrations of PIC partners) • Delivered Fisheries Management workshops for Tokelau in Auckland • Provided TVM Interim Coordinator support • Dedicated support and capability development of the implementation of the Tokelau EEZ Fishing Regulations 2012 	<ul style="list-style-type: none"> Samoa <ul style="list-style-type: none"> ○ Planning for future workshops • Scoping discussions with Niue regarding MCS Support • MPI MCS Developed a report on assessment on VMS needs (Niue) • Scoping visit to Solomon Islands with FFA • Delivery of analytical tools involved MCS equipment donation and working with Tokelau to draft an MCS process for Tokelau • Meeting held to assist with surveillance with FFA, and Wellington-based National Maritime Coordination Centre Liaison Officer • Participation and providing support in Operation Calypso – fisheries officers from Tokelau, Samoa, Cook Islands, Niue Authorised Officers embarked on HMNZS Otago

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Feb 2014- Jan 2015	<p>Expenditure: Planned: \$75,996.00 Actual: \$67,025.50</p>	<p>Expenditure: Planned: \$51,000.00 Actual: \$23,422.50</p> <p>Engagement with industry occurred in the margins of regional meetings, outside of the scope of the MOU.</p>	<p>Expenditure: Planned: \$62,004.00 Actual: \$30,972.00</p> <p>Provided input into the development of the Tokelau fisheries business plan for 2014.</p> <p>Two attachments completed, one with a Tonga Fisheries official and the other with a Samoan senior Fisheries officer.</p> <p>In November 2014 MPI facilitated a two-day strategic planning workshop in Auckland with FFA and SPC.</p>	<p>Expenditure: Planned: \$262,992.00 Actual: \$163,323.00</p> <p>MPI delivered a two-day strategic planning workshop with SPC and FFA in early November 2014 in Auckland. The aim was to better coordinate the delivery of support in the Pacific with the two major capacity building providers in the region (i.e. SPC and FFA).</p> <p>Delivered Inshore Fisheries Management workshop in Nukunono, Tokelau, with 3 Inshore Fisheries Officers. The Workshop was to support finalisation and implementation of inshore plans and further technical capacity building. Delivered in collaboration with SPC fisheries advisor.</p> <p>MPI continued to provide “TVM Interim Coordinator” support until the recruitment was finalised in November 2014.</p> <p>MPI also provided support and capability development for the implementation of the Tokelau (EEZ) Fishing Regulations 2012, including the operation of the Tokelau</p>	<p>Expenditure: Planned: \$270,000.00 Actual: \$ 251,366.00</p> <p>Provided a number of workshops on a range of MCS training including:</p> <ul style="list-style-type: none"> • In September 2014, completed a four day in country training needs assessment with Tonga Fisheries (MAFFF). • In October 2014, delivered part of the MCS foundation course in Fiji for Pacific MCS staff. • In Honiara, organised the facilitated the delivery of a short practical fishing vessel inspection workshop at Honiara Port for Tokelau Offshore Officer – assisted by FFA, Solomon’s fisheries compliance and Maritime Police. • Delivered fisheries compliance training workshop which focussed on operational planning workshop in Samoa MCS practitioners. There were 14 Samoan participants, and also a Tokelau Offshore Officer. • Delivered a Cook Islands MCS focused training workshop for new staff and refresher for existing staff in

Outputs	Effective and efficient programme management	Facilitation and coordination of engagement and relationships between PICs, the New Zealand fishing industry and technical experts	Provision of advice to PICs on strengthening governance	Provision of fisheries management advice to TVMA countries and other Pacific partners with which New Zealand has bilateral programmes	Provision of technical MCS and enforcement advice that will build capability of Pacific partners to design their own MCS frameworks to support fisheries management
				fisheries policy and Offshore Management Plan.	<p>December 2014.</p> <p>MPI participated and provided support in Operation Calypso:</p> <p>MCS equipment donation:</p> <ul style="list-style-type: none"> • Organised the sourcing of uniforms for Solomon Islands MCS officers. • Provided MCS field equipment to Fafa Island Special Management Area (SMA) in Tonga. There was a letter of thanks and media release circulated of the event. • MCS notebooks were provided at the foundation courses in Fiji and in Suva. <p>Various scoping trips and reports developed on the MCS needs to PICs including planning for future workshops and equipment provision.</p>
Feb 2015 – Jan 2016	<p>Expenditure: Planned: \$76,116 Actual: \$65,805</p>	<p>Expenditure: Planned: \$52,055 Actual: \$31,229.79</p> <ul style="list-style-type: none"> • Limited industry engagement means that “Facilitating and coordinating engagement of PICs 	<p>Expenditure: Planned: \$63,032 Actual: \$49,562.22</p> <ul style="list-style-type: none"> • Strategic Planning with PIC Administration: <ul style="list-style-type: none"> ○ Tokelau – assistance for job descriptions, support for search 	<p>Expenditure: Planned: \$380,616 Actual: \$232,986</p> <ul style="list-style-type: none"> • Engagement and meetings with PICs to plan/develop programmes of support: <ul style="list-style-type: none"> ○ Tonga – mission to provide support for Deepwater Snapper and regular communications 	<p>Expenditure: Planned: \$289,992 Actual: \$383,875</p> <ul style="list-style-type: none"> • MCS Workshop in Cook Islands, Solomon Islands, Tonga • Republic of Marshall Islands: MPI/SPC jointly delivered a Coastal Fisheries MCS Workshop

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		<p>with industry and technical experts” removed as an activity</p> <ul style="list-style-type: none"> • Ongoing communication and relationship management with: <ul style="list-style-type: none"> ○ LMMA Network ○ NIWA ○ Te Vaka Moana ○ MFAT in relation to Tokelau ○ Briefing papers ○ SPC ○ Tonga ○ Niue ○ Solomon Islands 	<p>and rescue operation</p> <ul style="list-style-type: none"> ○ Discussions with Fiji and Solomon Islands • Secondments provided for a Fiji Fisheries Compliance Officer, Tonga Fisheries Policy Analyst • Engagement with FFA and SPC to support institutional planning etc. • Niue – scoping meetings • FFA engagement including providing an MCS Analyst, providing a report on Tonga’s IMS needs, clarifying and developing processes for FFA and Member requests for information from WCPFC 	<ul style="list-style-type: none"> ○ Niue: MPI working with Niue to review/finalise the Niue Draft Coastal Management and Development Plan • Coordinating to provide technical fisheries management advice: <ul style="list-style-type: none"> ○ Tonga: IUU Investigation, offered assistance for fisheries management plan, assistance provided to review the terms and conditions of license operators ○ Fiji: One IUU investigation and operational planning and advice on IUU ○ Tokelau: Assisted with IUU enquiry (followed up with WCPFC) ○ TVM: input/assistance on TVM Final Report ○ Solomon Islands: Input into inspection plan for the EU yellow card issue ○ Niue: Assisted with Cabinet Paper • Secondments provided to Tonga Fisheries Policy Analyst • Concept note for upgrading Tokelau Inshore fisheries • Contacted and offered support to Samoa, Niue and Tonga 	<ul style="list-style-type: none"> • FFA: MPI involved in planning second MCS Foundation Course • Tokelau: MPI involved in communication with Tokelau MCS Officer to incorporate Tokelau Objectives into Operation Tui Moana <p>Tonga:</p> <ul style="list-style-type: none"> • Prepared for attachment for IT support to MCS • Assisted with IUU Issue • Discussion and scoping regarding support to ensure VMS and information management to direct MCS activity • Facilitated access and introductory training for MCS team leader on SPC-supported observer and catch effort tool • Facilitated provision of vessel inspection database for capturing and analysing inspection data • Provided MCS equipment <p>Samoa:</p> <ul style="list-style-type: none"> • Second vehicle donated to be used by frontline MCS Staff • Working with FFA IMS on approach to aligning IMS capability development <p>Fiji</p> <ul style="list-style-type: none"> • Joint FFA/MPI MCS Attachment for Fiji Investigations units

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				<ul style="list-style-type: none"> • Prepared three presentations for Offshore Fisheries Management workshops • Assisted TVMA members to plan activities and implement South Pacific tuna measures 	<ul style="list-style-type: none"> • MSC Coastal fisheries workshop delivered • MPI Engaged with SPC to deliver a coastal fisheries MCS training workshop • Ongoing support to Fiji Coastal and Offshore fisheries <p>Niue</p> <ul style="list-style-type: none"> • Biosecurity check implemented • Niue Principal Fisheries Officer visit to Auckland Airport to observe biosecurity checks • Two MCS officer attachments to MPI Nelson Fisheries compliance • Ongoing support and assistance to Niue MCS officer • Facilitated Niue access to VMS data • MPI met with UNDP GED Advisor developing Niue Reef to Ridge Project to identify opportunities to align MPI MCS assistance • Liaising with Niue to ensure they are informed of NZ aerial EEZ Patrol <p>Solomon Islands</p> <ul style="list-style-type: none"> • Improving utilisation of VMS data • Provided advice to MSSIF Offshore Advisor on the development of an Offshore Inspection/Compliance Plan • Started work provisioning Authorised Officer ID Cards for SI MCS Staff

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					<p>(requirements)</p> <ul style="list-style-type: none"> • Arranged delivery of uniforms for frontline staff • Potential IUU issues raised and discussed with compliance staff • Other: Donation of MCS tools including uniforms (Samoa), MCS field equipment (Tonga), MCS notebooks (Fiji), planning for future vehicle donation in Samoa and Niue
Jan 2016 – Jan 2017	<p>Expenditure: Planned: \$79,000 Actual: \$64,211</p>	<p>This Output has been dropped from the initiative, however \$11,038 of expenditure occurred in the first quarter before this output was dropped.</p>	<p>Expenditure: Planned: \$180,000 Actual: \$68,891</p> <p>Discussions and scoping visits to support Cook Islands, Niue, Solomon Islands. Vanuatu.</p> <p>Ongoing advice to Tonga, Tokelau, Kiribati.</p> <p>Attended TVM meetings and assisted with developing TVM Strategic Plan</p> <p>Assisted MFAT in reviewing and providing input into a</p>	<p>Expenditure: Planned: \$394,000 Actual: \$271,426</p> <p>Ongoing engagement with Tokelau fisheries reform Steering Committee members and development of a fisheries reform implementation plan.</p> <p>Finalised draft for Fiji Tuna Management and Development Plan with FFA.</p> <p>Visit in NZ for Fijian fisheries staff to work alongside NZ Customary representatives</p> <p>Developed TVM Writing Workshop with SPC, FFA and TVM.</p>	<p>Expenditure: Planned: \$558,000 Actual: \$297,905</p> <p>Assisted with an IUU response in Tokelau regarding a United States vessel in the Tokelau EEZ.</p> <p>MCS training initiatives in Kiribati, Niue, Fiji, Cook Islands, and the Solomon Islands. Also worked with FFA delivering an MCS Foundation Course in Suva.</p> <p>Operation Calypso: provided support to Pacific participants in operation Calypso I 2016 (five PICs) and II (three PICs) including</p>

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			range of Activity Design Documents and other fisheries initiative planning.	Engaged with SPC and FFA including attending meetings and collaborating on projects.	<p>assisting with planning and targeting the patrol and other assistance.</p> <p>Attachments for Fiji MCS Officers,</p> <p>Participation on scoping visits to assess needs for assistance in the Solomon Islands, Fiji, Niue and with FFA.</p> <p>Sourced and delivered laptops to fisheries MCS staff in Niue, Fiji and Samoa.</p> <p>Distributed field uniforms to frontline MCS staff in Tonga, Fiji, Niue, Tokelau, Samoa, and Tuvalu.</p>
Jan 2017 – Jan 2018	<p>Expenditure: Planned: \$82,000 Actual: \$49,276</p> <ul style="list-style-type: none"> Developed MOU Workplan Initial Gap analysis for 12 countries and territories, this is now reworked into the template for country profiles Assisted MFAT with a range of other activities 	This Output has been dropped from the initiative	<p>Expenditure: Planned: \$94,750 Actual: \$34,276</p> <p>Cook Islands:</p> <ul style="list-style-type: none"> Provided policy assistance for development of marine sector plan and QMA for South Pacific Albacore and Bigeye Engaged to develop training package <p>Fiji:</p>	<p>Expenditure: Planned: \$409,000 Actual: \$342,280</p> <p>Cook Islands:</p> <ul style="list-style-type: none"> Regular engagement with MMR Provided ongoing support (including in-country support) for stakeholder consultation, development, and finalisation of Marine Sector Plan with the Ministry of Marine Resources Provided ongoing assistance with QMS development, including QMS policy finalisation 	<p>Expenditure: Planned: \$339,700 Actual: \$358,047</p> <p>MSC training/workshops in Cook Islands, Fiji, Solomon Islands, Tonga, Vanuatu, one joint with FFA.</p> <ul style="list-style-type: none"> FSM MCS Advisor formally invited to work with FSM in the development of case files to support the Investigation/Prosecution process Received requests from Fiji for further training workshops, MCS information management focused attachment

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			<ul style="list-style-type: none"> • Engagement with staff on strategic planning <p>Niue:</p> <ul style="list-style-type: none"> • Engagement with staff on strategic planning <p>Samoa:</p> <ul style="list-style-type: none"> • Assistance on Information and Security and Social media policy • Delivered Fisheries Plan/ Management Plan in country workshop (19 participants delivered with SPC) • Engaged with offshore staff on policy development outside of workshop <p>Solomon Islands:</p> <ul style="list-style-type: none"> • Facilitated and delivered Fisheries Policy workshop to staff • Ongoing planning discussions <p>Tonga</p> <ul style="list-style-type: none"> • Contributed to 2018 workplans <p>Tuvalu</p>	<ul style="list-style-type: none"> • Coordinated expert MPI advice on QMS setup • Attended QMS Implementation Plan workshop in Rarotonga (alongside FFA experts) • Working with Cook Islands/FFA to develop QMS allocation policy, over catch policy, set up of a Quota Management Advisory Committee, system testing for new QMS database, through in-country workshops and remote assistance • Engaged with Data Analyst for coastal data needs • Marine Sector Policy development in-country workshops: Feb / May / Oct. • QMS workshops: Feb / May / Oct. <p>Niue</p> <ul style="list-style-type: none"> • Supported development of Uga (Coconut Crab) Management Plan • Supported Coastal Policy through Cabinet process and planning for implementation phase <p>Samoa</p> <ul style="list-style-type: none"> • Provided advice on managing a trawl fishery in Samoa (they received a request from industry) • Supported initiations of developing 	<p>completed</p> <p>Kiribati</p> <ul style="list-style-type: none"> • Scoping exercise completed. Report identifying support programmes for inshore/offshore divisions <p>Solomon Islands</p> <ul style="list-style-type: none"> • Scoping around MCS preparation of job descriptions and in-country workbook guidelines for MPI deployment officers on one-month deployments to the Solomon Islands as MCE and Enforcement mentors and capacity development resource for MFMR Offshore Compliance Officers <p>Tonga</p> <ul style="list-style-type: none"> • Reviewed request for MCS skills training <p>Other</p> <ul style="list-style-type: none"> • Coordinated and provided technical fisheries monitoring control and surveillance advice in Fiji, Cook Islands, Samoa, Solomon Islands • Managing requests for training/advice/scoping trips

Outputs	Effective and efficient programme management	Facilitation and coordination of engagement and relationships between PICs, the New Zealand fishing industry and technical experts	Provision of advice to PICs on strengthening governance	Provision of fisheries management advice to TVMA countries and other Pacific partners with which New Zealand has bilateral programmes	Provision of technical MCS and enforcement advice that will build capability of Pacific partners to design their own MCS frameworks to support fisheries management
			<ul style="list-style-type: none"> • Engaged with staff Vanuatu • Engaged with MFAT consultant to provide formal governance advice for the sea cucumber fishery <p>FFA</p> <ul style="list-style-type: none"> • Workshop and coordination with FFA staff to coordinate trainings • Reviewing improving equity in PNG Fisheries Concept Paper and ongoing relationship building/maintenance <p>SPC</p> <ul style="list-style-type: none"> • Ongoing discussions, Vanuatu sea cucumber work • Participating in SPC Aquaculture Activity Steering Committee meeting <p>Other:</p> <ul style="list-style-type: none"> • Tokelau Reforms (separate and larger section in reporting) • Maintaining 	<p>drafts for three management plans (trochus, coastal fisheries, and FAD [offshore and nearshore] programme), with ongoing assistance to be provided to staff</p> <ul style="list-style-type: none"> • Engaged with Fisheries Director to offer assistance to coastal fisheries management team by way of in-country FP/FMP Workshop for 17 staff. <p>Solomon Islands</p> <ul style="list-style-type: none"> • Two draft policy statements were produced as an outcome of Policy Statement workshop (Dolphins; Constituency Fisheries Centres) that were MFMR priorities • Finalising Policy Statements, in process of establishing next statements for drafting (possibly trochus, clams, sea cucumber) • Contributed to the development approach of impending drafting of National Fisheries Policy <p>Tonga</p> <ul style="list-style-type: none"> • Regular communication supporting policy staff, progressing implementation of finalised management plans (Marine Aquarium; Deepwater), planning development of new management plan priorities (e.g. game fishing) <p>Tuvalu</p>	

Outputs	Effective and efficient programme management	Facilitation and coordination of engagement and relationships between PICs, the New Zealand fishing industry and technical experts	Provision of advice to PICs on strengthening governance	Provision of fisheries management advice to TVMA countries and other Pacific partners with which New Zealand has bilateral programmes	Provision of technical MCS and enforcement advice that will build capability of Pacific partners to design their own MCS frameworks to support fisheries management
			<p>communication within MPI regarding immersion training of FMA staff with MPI</p> <ul style="list-style-type: none"> Administration support for FMA staff in NZ for training period Advice to Tokelau Reform Steering Group Assistance with recruitment 	<ul style="list-style-type: none"> Follow up with training participants after training Completed one-week attachment of four coastal fisheries staff to NZ to develop general fisheries management and MCS understanding (general office operation, report writing, no-take areas, fisheries management/compliance interactions) <p>Vanuatu</p> <ul style="list-style-type: none"> Assisted SPC to facilitate fisheries management plan internal workshops for fisheries staff (lobster/trochus/sea cucumber) <p>SPC</p> <ul style="list-style-type: none"> Participated in inaugural Coastal Fisheries Working Group that included strategic planning for 2018 Working Group activities Developing attachment for two SPC Pacific Island Junior Professionals (PIJP) to MPI Auckland <p>Fiji</p> <ul style="list-style-type: none"> Planned and hosted five coastal fisheries staff for a customary management and compliance visit, sharing learnings of NZ <p>Other</p> <ul style="list-style-type: none"> Regular engagement with countries to scope work and build relationships 	

Outputs	Effective and efficient programme management	Facilitation and coordination of engagement and relationships between PICs, the New Zealand fishing industry and technical experts	Provision of advice to PICs on strengthening governance	Provision of fisheries management advice to TVMA countries and other Pacific partners with which New Zealand has bilateral programmes	Provision of technical MCS and enforcement advice that will build capability of Pacific partners to design their own MCS frameworks to support fisheries management
				<ul style="list-style-type: none"> • Regular engagement with SPC to avoid duplication of their work • Policy/management plan workshop in May 2017 and media workshop in Feb 2017 	

ANNEX 3 – ASSESSMENT AGAINST OUTCOMES

Table 6: FMDI Assessment of long-term outcomes (as at Evaluation 2018)

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Long term outcomes			
Increased economic returns from fisheries	<ul style="list-style-type: none"> Estimated contribution to GDP by fisheries. 	2012 (latest data available): <ul style="list-style-type: none"> Fisheries contribution to GDPs (US\$ millions): Cook Islands – \$2.7, Kiribati - \$14.7, Nauru - \$0, Niue - \$0, Samoa - \$3.3, Solomon Islands - \$34.5, Tokelau - \$0.3, Tonga – 0.2, Tuvalu – \$3.5. 	FFA data – comparative development indicators – average 2013 -2015 <ul style="list-style-type: none"> Fisheries contribution to GDPs (US\$ millions): Cook Islands – \$0.6, Kiribati - \$4.8, Nauru - \$0, Niue - \$0, Samoa - \$5.5, Solomon Islands - \$163.8, Tokelau - \$0.3, Tonga – 1.8, Tuvalu – \$14.9.
	<ul style="list-style-type: none"> Estimated foreign licensed access revenues (combined revenues from US Tuna Treaty and FSMA only). 	<ul style="list-style-type: none"> Foreign licensed access revenues from 2012 levels - <i>These revenues are based on combined FSMA and US Tuna Treaty access revenues only – as PAE data is not available</i> - (US\$ millions): Cook Islands – \$1.5, Kiribati - \$3.0, Nauru - \$2.5, Niue - \$0.36, Samoa - \$0.44, Solomon Islands - \$2.9, Tokelau - \$2.2, Tonga – 0.36, Tuvalu – \$2.0. 2019: Increased fisheries contribution to GDPs from 2012 levels. Increased license access revenues from 2012 levels. 	Estimated foreign licensed access revenues <ul style="list-style-type: none"> 'FFA 'licence revenue' figures (2012) / 2016 (US\$ millions): Cook Islands – (\$3.1) / \$12.8, Kiribati – (\$60.6) / \$118.3, Nauru – (\$13.3) / \$27.8, Niue – (\$0.35) / \$0.92, Samoa – (\$0.5) / \$1.0, Solomon Islands – (\$22.6) / \$41.6, Tokelau – (\$3.1) / \$13.3, Tonga – (\$0.8) / \$2.6, Tuvalu – (\$8.7). \$23.4

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Key fish stocks conserved at sustainable levels	<ul style="list-style-type: none"> Spawning stock biomass at MSY for the four tuna stocks 	<p>2011 (<i>latest data available</i>):</p> <ul style="list-style-type: none"> <i>Skipjack</i> – Spawning biomass levels well above Maximum Sustainable Yield (MSY). <i>Yellowfin</i> – Spawning biomass levels are estimated to be above MSY. <i>Bigeye</i> – Biomass of spawners declining. Overfished state. Biomass approaching MSY. <i>Albacore</i> – Spawning biomass levels well above MSY. <p>2019:</p> <ul style="list-style-type: none"> Biomass levels for the 4 tuna stocks are at or above MSY consistent with agreed reference points 	<ul style="list-style-type: none"> <i>Skipjack</i> – not overfished, overfishing is not occurring. <i>Yellowfin</i> – not overfished, overfishing is not occurring. <i>Bigeye</i> – not overfished, overfishing is not occurring. <i>Albacore</i> – not overfished, overfishing is not occurring.

Explanation of change in stock status for bigeye tuna

According to the Scientific Committee (SC) of the Western and Central Pacific Fisheries Commission, the stock status of bigeye tuna has improved as shown in Table 7. Excerpts of the Committee’s explanation for the improved status is presented below.

Table 7: Status of four key Pacific tuna stocks

Tuna stock	Status 2015		Status 2017 (2017 Tuna Report Card)	
	Overfished?	Overfishing?	Overfished?	Overfishing?
Skipjack	Not overfished	Overfishing is not occurring	Not overfished	Overfishing is not occurring
Yellowfin	Not overfished	Overfishing is not occurring	Not overfished	Overfishing is not occurring
Bigeye	Overfished	Overfishing is occurring	Not overfished	Overfishing is not occurring
Southern Albacore	Not overfished	Overfishing is not occurring	Not overfished	Overfishing is not occurring

WCPFC SC 13 – excerpts relating to bigeye tuna stock status

SC13 noted that the positive changes for bigeye tuna stock status in the 2017 assessment are primarily due to three factors: the inclusion of the new growth curve information, the inclusion of the new regional assessment structure, and the estimated increases in recruitment in recent years. In terms of the cause of the recent increases in recruitment, SC13 commented that it was unclear whether the recent improvement was due to positive oceanographic conditions, effective management measures to conserve spawning biomass, some combination of both, or other factors. SC13 also noted the recent recruitment improvements for yellowfin and skipjack tunas. SC13 also noted recent recruitment improvements for bigeye tuna in the Eastern Pacific Ocean.

SC13 also noted that, regardless of the choice of uncertainty grid, the assessment results show that the stock has been continuously declining for about 60 years since the late 1950's, except for the recent small increase suggested in the new growth curve model grid.

SC13 noted that there has been a long-term increase in fishing mortality for both juvenile and adult bigeye tuna, consistent with previous assessments.

SC13 noted that there has been a long-term decrease in spawning biomass from the 1950s to the present for bigeye tuna and that this is consistent with previous assessments.

Management advice and implications

Based on the uncertainty grid adopted by SC13, the WCPO bigeye tuna spawning biomass is likely above the biomass LRP and recent F is likely below FMSY, and therefore noting the level of uncertainties in the current assessment it appears that the stock is not experiencing overfishing (77% probability) and it appears that the stock is not in an overfished condition (84% probability).

Although SC13 considers that the new assessment is a significant improvement in relation to the previous one, SC13 advises that the amount of uncertainty in the stock status results for the 2017 assessment is higher than for the previous assessment due to the inclusion of new information on bigeye tuna growth and regional structures.

Based on those results, SC13 recommends as a precautionary approach that the fishing mortality on bigeye tuna stock should not be increased from current level to maintain current or increased spawning biomass until the Commission can agree on an appropriate target reference point (TRP).

Table 8: FMDI Assessment of medium-term outcomes (as at Evaluation 2018)

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Medium term outcomes			
Ongoing strengthened accountability, transparency, efficiency and effectiveness of governance of fisheries administrations	<ul style="list-style-type: none"> • PIC Fisheries agencies developing and implementing transparent policies, procedures, regulations and legislation as a basis for directing Fisheries Management and Monitoring, Control and Surveillance without MPI assistance. • Fisheries agencies have clear decision pathways that have been developed in consultation with stakeholders. • 	<p>2014:</p> <ul style="list-style-type: none"> • Limited governance and planning frameworks across PICs. • Limited transparency. <p>2019:</p> <ul style="list-style-type: none"> • Governance and planning frameworks developed with MPI assistance and implemented by PICs without MPI assistance (5 total, 1 per annum) 	<p>Evidence of assistance provided to support the development of planning frameworks.</p> <p>Implementation with MPI assistance not able to be assessed.</p>
Improved ongoing ability of PICs to sustainably manage their fisheries resources (both shared and in zone)	<ul style="list-style-type: none"> • Fisheries agencies developing and implementing fisheries management frameworks without MPI assistance. • Improvements in the management of inshore and offshore stocks by PICs. • Improvement in the institutional capacity of PICs fisheries agencies. 	<p>2014:</p> <ul style="list-style-type: none"> • Limited number of fisheries management frameworks completed and applied. <p>2019:</p> <ul style="list-style-type: none"> • Fisheries management frameworks developed with MPI assistance and implemented by PIC fisheries agencies without MPI assistance (5 total, 1 per annum). 	<p>Evidence of assistance provided to support the development of management frameworks.</p> <p>Implementation with MPI assistance not able to be assessed.</p>
Improved ongoing monitoring and enforcement of PICs fisheries laws	<ul style="list-style-type: none"> • Fisheries agencies developing and implementing enforcement activities (vessel boarding, seizures, infringements or prosecutions) without MPI assistance. • Improvement in the enforcement 	<p>2014:</p> <ul style="list-style-type: none"> • Limited number of enforcement activities completed by PICs. <p>2019:</p>	<p>Evidence of assistance provided to support the development of MCS frameworks.</p>

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Medium term outcomes			
	processes of PICs fisheries agencies.	<ul style="list-style-type: none"> MCS frameworks developed with MPI assistance and implemented for 5 PIC fisheries agencies without MPI assistance. 10 enforcement activities completed by PICs (2 per annum) without MPI assistance. 	Implementation with MPI assistance not able to be assessed.

Table 9: FMDI Assessment of short-term outcomes (as at Evaluation 2018)

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Short term outcomes			
PICs have increased capabilities, develop and implement governance structures to support fisheries management and MCS	<ul style="list-style-type: none"> Number of identified fisheries governance frameworks that have been developed and implemented with MPI assistance¹¹. People using skills/knowledge received in fisheries-governance related training and/or advisory support, six months after training. Transparent governance 	<p>2014:</p> <ul style="list-style-type: none"> Limited governance work across PICs (e.g. limited governance work with Tokelau achieved). <p>2019:</p> <ul style="list-style-type: none"> Development and implementation of improved fisheries governance frameworks for five PIC fisheries agencies from 2014 levels (one per 	Evidence of assistance provided to support the development of governance frameworks.

¹¹ <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Tools-and-guides/Strategic-Results-Framework-The-Detailed-Indicator-Sets.pdf> Supports MFAT Strategic Indicator SRF 4.2D, Number of identified legislation, plans, strategies that have been agreed and implemented (No.)

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Short term outcomes			
	legislation/regulations and plans are developed with MPI assistance.	annum). • Staff trained in five PIC fisheries agencies through attachments and training from 2014 levels (one per annum).	
PICs have increased capabilities, develop and implement fisheries management frameworks and processes to support the management of their fisheries resources	<ul style="list-style-type: none"> • Fisheries agencies developing and implementing fisheries management measures, with MPI assistance. • People using skills/knowledge received in fisheries management related training and/or advisory support, six months after training. 	2014: <ul style="list-style-type: none"> • Limited number of fisheries management frameworks completed and applied. 2019: <ul style="list-style-type: none"> • Improved fisheries management frameworks being implemented and developed in five PIC fisheries agencies from 2014 levels with MPI assistance (one per annum). • Staff trained in five PIC fisheries agencies in fisheries management through attachments and training from 2014 levels. 	Evidence of assistance provided to support the development of governance frameworks. Evidence of staff training in foundational skills.
PICs have increased capabilities, develop and implement fisheries monitoring, control, surveillance and enforcement frameworks	<ul style="list-style-type: none"> • Fisheries agencies implementing enforcement activities (vessel boarding, seizures, infringements or prosecutions) with MPI support. • People using skills/knowledge received in MCS related training and/or advisory support, six months after training. 	2014: <ul style="list-style-type: none"> • Limited number of trained compliance staff across PICs through secondments and training. 2019: <ul style="list-style-type: none"> • Improved MCS frameworks being developed and implemented in five PIC fisheries agencies from 2014 levels with MPI assistance (one per annum) • 25 additional compliance staff trained in MCS through secondments and 	Evidence of assistance provided to support the development of MCS frameworks. Evidence of staff training in MCS skills.

Results	Indicator(s)	Baseline Information and Targets	Evaluation 2018 <i>Green – increased</i> <i>Black – no change</i> <i>Red – decreased</i>
Short term outcomes			
		training from 2013 levels (five per annum).	