MARCH 2018

# Evaluation of Pacific Fisheries Training Programme (PFTP)

Fish market, Papua New Guinea. Credit: MFAT

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NEW ZEALAND
FOREIGN AFFAIRS & TRADE
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# 1

# Abstract

The $7.4m Pacific Fisheries Training Programme (PFTP) commenced in March 2013 with the goal of increasing Pacific Islands' sustainable economic development through a greater contribution from the seafood sector. This end-of-programme evaluation was conducted in late 2017. The evaluation adopted a stakeholder-based case study approach and sourced data from 110 documents and 125 semi-structured interviews with stakeholders in the Pacific.

This evaluation found that learning was generally high, and the content relevant to the context and trainees role. Consequently, most participants have applied the learning in their workplace. Trainers commitment to improving fisheries outcomes in the Pacific and their understanding of the context, were both significant factors leading to this high level of application of learning. Because training was relevant to participants, the benefits will be sustained.

However, PFTP funded training has made limited contribution to low level outcomes and little contribution medium term outcomes. This is due to the programme design; many courses do not target the stakeholders needed to achieve the outcomes. There was little attention to sustainability or gender. Consequently, no evidence of PFTP contributing to positive gender outcomes was identified.

Each modality (training conducted locally, regionally and in New Zealand) was cost efficient and brought specific benefits and disadvantages to achievement of the course and programme objectives. Therefore, these benefits and disadvantages should be considered with unit price when selecting delivery modality.

# 2

# Executive Summary

The Pacific Fisheries Training Programme (PFTP) is a $7.4m programme which commenced on 18 March 2013 with the goal of increasing Pacific Islands' sustainable economic development through a greater contribution from the seafood sector. To achieve this goal, the programme has trained over 700 Pacific Island men and women. Training occurred in-country, regionally and in New Zealand.

This end-of-programme evaluation was conducted in late 2017 and covered the period March 2013 to December 2017. Data was sourced from 110 documents and 125 semi-structured interviews with stakeholders. These stakeholders were primarily those involved in training in Fiji, Solomon Islands, Tonga and Vanuatu. A small number of stakeholders from other participating Pacific Island Countries were interviewed, along with stakeholders in New Zealand. Three stakeholder case studies were investigated (i) private industry, (ii) public sector and (iii) community. The findings will be used by MFAT and stakeholders to assess programme effectiveness and relevance, and inform decisions re a second phase of PFTP.

The extent of learning from the training was generally high, and the content relevant to both the context and the role of the trainee. As a consequence, most participants have applied the learning in their workplace. The level of behavioural change to which PFTP has contributed is amongst the highest the lead evaluator has witnessed. This has had significant impact on the lives of community fishers and the performance of fisheries officers in the workplace. The commitment of trainers to improving fisheries outcomes in the Pacific and their understanding of the realities of the context in which trainees' work, were both significant factors leading to this high level of application of learning. This must be commended.

However, training funded under PFTP has made little contribution to programme outcomes. This is primarily a consequence of programme design rather than the way in which training was implemented. The programme logic is flawed and the courses included in the design will not contribute to medium and long-term outcomes in any reasonable timeframe. This is because the intent of the design focused on expanding fisheries activity by the private sector (at all levels), but less than 15% of participants were from private sector fisheries and only 10% ($245,000) expenditure was on this sector. In contrast 37% participants were community fishers and 49% from the public sector with 80% ($2,227,000) expenditure being invested in public sector participants.

There has been little attention to sustainability. However, because of the relevance of the training to the participants, the benefits will be sustained. There is no evidence that activities will be sustained without ongoing donor support. This is a consequence of the way in which the training was implemented. Similarly, there has been little significant attention to gender,

either in terms of participation or within course content. Consequently, no evidence of positive gender outcomes because of PFTP were identified.

All modalities (in this context, modality refers to training conducted locally, regionally and in New Zealand) of PFTP have been cost efficient. The average cost per participant (excluding overheads) ranges from $500 (for a two-day course) to $35,000 (for 19 weeks). On a per week basis, this translates to $900 (conducted locally) to $3,600 (conducted in the region), with training in New Zealand being approximately $1,700/week per person. While locally based training is cheaper, each modality brings specific benefits and disadvantages to achievement of the course and programme objectives (for example, establishment of collegial relationships between national fisheries agencies or public-sector agencies, opportunity to observe good practice). These factors are significant and, when determining modality, should be considered along with unit price. In addition, the way in which the course is delivered should consider sustainability of activity (where this is needed). This is likely to increase the unit cost of the training.

The extent to which training participants have applied the learning from the training indicates that it met a need among stakeholders. However, it is not possible to determine whether these were the sector's priority needs or whether these training needs addressed the main constraints identified in the ADD to seafood sector activity; catch, employment and exports. There remains an ongoing need for this training (and in the case of the training targeting community fishers, the demand is something of a bottomless pit), however, this evaluation did not identify whether it would be the priority training to address constraints to the sector.

The private fisheries sector is diverse, encompassing, for example, tuna and reef fishing, processing, aquaculture and game fishing. Consequently, there is a range of training needs depending on the segment and size of the business. For all but the smallest of businesses, there was also a willingness to contribute to funding training where this training is made available. The available information suggests that addressing training needs associated with constraints in the enabling environment is likely to be a priority for the private sector. This requires a broader focus than simply the national fisheries agencies.

The findings from this evaluation would support further investment in training in the fisheries sector. However, it is recommended that:

(i) MFAT determine the objective of this support. This evaluation assumes the training would be designed to address specific constraints in the sector.

(ii) A simple training needs analysis be completed and training that will contribute to the objective identified. This may involve training to all/some of the key stakeholder groups: public, private or community sector.

(iii) A gender analysis be completed and inform prioritisation and content of training.

(iv) If training is provided to national fishery agency officers, the future role of fisheries officers in national fisheries agencies be identified. Training to staff of these agencies must align with the requirements of this role and ideally support a career pathway.

(v) Current training not be continued as is. Training must be designed (where new courses) or reviewed and revised (where existing) and documented.

(vi) A monitoring framework for the Programme be established which includes monitoring application of learning.

(vii) Effective governance arrangements be established which include regular formal reviews of all curricula.

# 3

# Background

## THE ACTIVITY

PFTP is a $7.4m programme which commenced on 18 March 2013[1] with the goal of increasing Pacific Islands' sustainable economic development through a greater contribution from the seafood sector[2]. From the indicators, this is taken to mean an increase in formal employment in the seafood sector and increased revenue from the sector reflected in increased exports and GDP. This also aligns with the long-term outcome for the New Zealand Aid Programme "Increased contribution of fisheries and aquaculture to the economy"[3].
To achieve this goal, the programme was designed to train up to 500[4] Pacific Island men and women from New Zealand's bilateral development partners in the Pacific. The results framework is included as Figure 1 with detail of performance against indicators in Table 6 of Appendix A.

Eight different training activities were to be delivered in country, in region and in New Zealand and Australia. These were to align to four Outputs[5]:

1. Small Vessel Operators, and Observer Management
2. Seafood Safety and Handling
3. Business Enterprise Development and
4. Fisheries Policy, Investment Appraisal and International Commerce.

The programmes originated in 2010 and evolved from providing training to support the fisheries sector in eight Pacific Island countries (Kiribati, Nauru, Tuvalu, Solomon Islands, Cook Islands, Niue, Tokelau, Tonga and Samoa) to a broader programme of support across the Pacific to the sector[6]. This came about through revisions flowing from wide consultation on the design in early 2011 and subsequent feedback from regional agencies and a peer

[1] Activity Monitoring Assessment for Fisheries: Pacific Training Programme.

[2] PFTP Activity Design Document.

[3] New Zealand Aid Programme Strategic Plan 2015 - 19

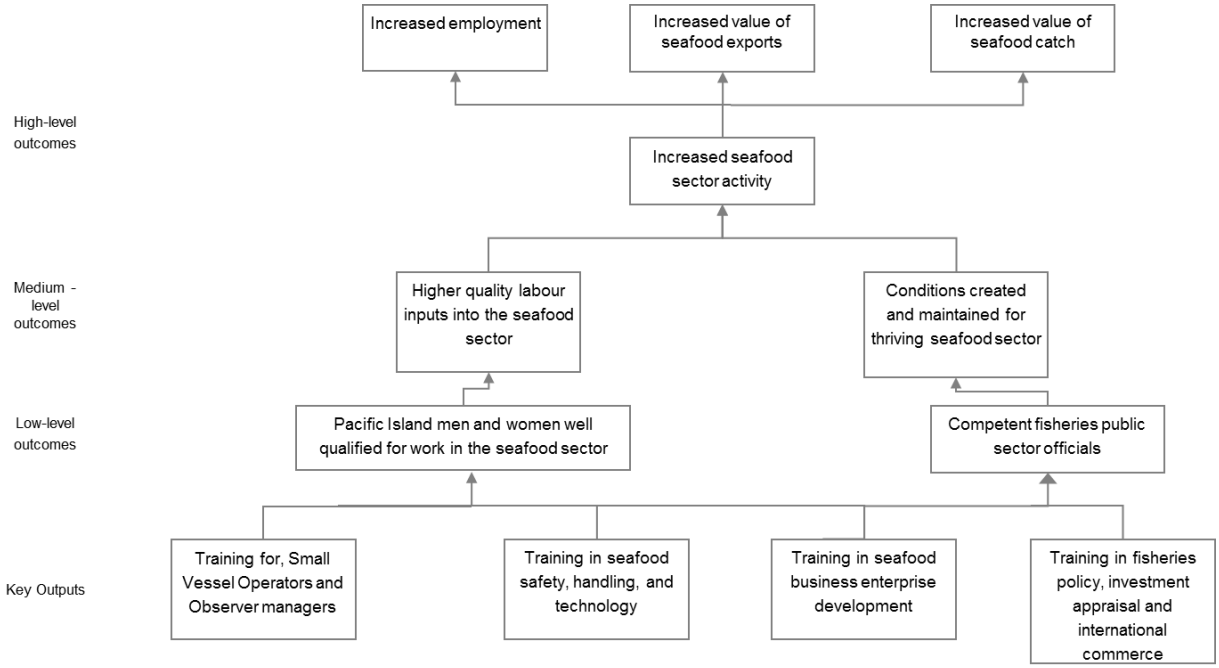
[4] As at 30 December 2017, 665 participants were trained under PFTP and a further 25 funded through PFTP to complete the New Zealand Pacific Island Fisheries Officers course at NMIT.

[5] In some documents, there is reference to seven outputs. However, these are sub-outputs of these four outputs listed here.

[6] The ADD identifies: Solomon Islands, Nauru, Papua New Guinea, Vanuatu, Cook Islands, Tonga, Fiji, Tuvalu, Kiribati, Samoa, Niue and Tokelau.

review. The Prime Minister announced the programme at the Pacific Islands Forum in early September 2011. The initial tender for a Management Services Contractor to deliver this programme was unsuccessful. As a result, management of the programme was split into two elements: (i) Regional Training to be managed by a Regional Organisation (which formed the PFTP), and (ii) Fisheries Scholarships to be managed by the Scholarships Programme (for which no design was developed). Thus, the final design for PFTP addressed only the Regional Training element.

**Figure 1. PFTP results framework**




The ADD identified that the PFTP was not intended to supplant MFAT's existing support to agencies, rather to provide a mechanism for accessing training to support the achievement of the objectives of those activities. In particular, the Programme's focus was on private sector skills development, with support to fisheries officials being intended to help ensure an enabling business environment was created and maintained.

FFA manages the Regional training component under a Grant Agreement with MFAT. This Agreement identified the tasks to be undertaken against seven Outputs, each a separate course (Box 1). However, the Grant Agreement did not identify the objective of any of these courses. The Fisheries Scholarships are delivered through NMIT and Skills International. Skills International manage the scholarship and NMIT delivers the course.

**Box 1: PFTP Outputs specified in the Grant Agreement**

1. Observer Management
2. Seafood Market Development
3. Fisheries Policy, Investment Appraisal and International Commerce
4. Small Vessel Operators
5. Seafood Safety and Handling
6. Fisheries Extension Officers

7. Small and Medium Business Enterprise Development

The fisheries sector is critical to the Pacific as a major contributor to food, the largest resource and the greatest contributor to their economy for many nations, and a significant employer in others. The diversity of the fisheries sector across nations is significant, and it is a highly dynamic sector (Appendix A). Thus, the future directions, priorities and consequently training needs are likely to vary between countries.

## EVALUATION PURPOSE AND DESIGN

### PURPOSE

This is an end-of-programme evaluation to inform decisions re a second phase of PFTP. The evaluation will be used by MFAT and other stakeholders to:

- ***Assess effectiveness:*** Identify the outcome[7] and sustainability of the PFTP's short and medium-term outcomes and whether PFTP is likely to contribute to its long-term outcomes.
- ***Assess relevance***: Assess the extent the PFTP meets the needs and expectations of the public and private Pacific Fisheries sectors.
- ***Decision making***: Inform decisions on MFAT's Pacific fisheries work, including whether to proceed with a second phase of PFTP and if so the future focus, design and support (this will consider efficiency considerations).

### SCOPE

The scope of the evaluation included:

- ***Time***: The time period 2013 to mid-2017;
- ***Geography***: Cook Islands, Fiji, Kiribati, Nauru, Niue, Papua New Guinea, Solomon Islands, Samoa, Tonga, Tokelau, Tuvalu, Vanuatu, Marshall Islands and Federated States of Micronesia[8];
- ***Stakeholders***: The key stakeholder groups (MFAT, fisheries business, national fisheries agencies, implementing agencies (FFA, SPC and NMIT)). Others as noted in Section 4 will be included to a more limited extent.
- ***Activities***: Training provided by FFA and SPC funded by PFTP and training provided in New Zealand by NMIT. The Mates, Masters and Marine Engineers scholarships were removed from the scope of the evaluation because these courses had significantly different characteristics to the New Zealand Pacific Island Fisheries Officer scholarship

[7] MFAT have advised that while the ToR refers to impact, the focus of the evaluation should be on outcomes.

[8] The document review has not identified why or when Marshall Islands and Federated States of Micronesia were included within the scope of PFTP. Field work will only be conducted in a sample of these countries.

course (Appendix B), reports were not available, few graduates could be interviewed as most were at sea and there was little documentation available.

- ***Focus***: short and medium-term outcomes as the long-term outcomes are difficult to attribute to the activity.

**DESIGN**

The design for this evaluation is set out in the Evaluation Plan (ME001). In summary, the evaluation applied four methodologies to address the key evaluation questions:

(i) A case study approach[9]. Cases were defined by stakeholder group: (a) private industry, (b) public sector and (c) community[10].

(ii) Content analysis,

(iii) Programme logic analysis, and

(iv) Cost utility analysis.

Data was sourced from documents (110) and 125 semi-structured face-to-face interviews with stakeholders in Fiji, Solomon Islands, Tonga and Vanuatu and by phone or skype with interviewees in other countries. A summary of people interviewed is included in Appendix B.

The Evaluation Plan had anticipated that analysis would not be on a course-by-course basis. However, it generally proved possible and advantageous to do this. The course level analysis was completed first and is included in Appendix D. Following this, data was analysed for each case study using content analysis and a contribution analysis approach. Contribution analysis is an iterative approach which sought evidence to support the achievement or otherwise of each outcome, identified and considered alternative explanations for achievement of each outcome, and identified additional data required to indicate the Programme's contribution to these outcomes. The initial document review formed the initial step (this was reviewed by FFA, SPC, and NMIT prior to finalisation) and data collection in the field a second iteration.

Qualitative analysis was undertaken on available pre and post test data. This is reported in the document review (ME002). However, data was limited and poorly reported, preventing robust analysis and conclusions.

Following analysis, a draft of findings at the course and case study level, and the Sections titled overarching findings, and future design and support were provided to FFA, SPC, NMIT and SI for comment. Comment was integrated into the report wherever the Evaluation team believed possible. The findings from the three case studies were integrated into a single set of findings as presented in Section 4 of this report.

[9] Kirkpatrick's Four Level Model for evaluation of training was used as a basis for structuring interviews and analysising data related to effectiveness.

[10] In this context, public sector refers to the national fisheries agency in partner country, private industry refers to private sector organisations employing PFTP trainees in formal employment, and community refers to PFTP trainees who are not in formal employment.

The programme logic identified in the ADD was found to be unrealistic. To assist future design, a revised results framework was developed for the STTS and the regional training component of PFTP.

The costs for courses, along with expenditure for each case study group. A cost utility analysis will be completed at the stakeholder workshop.

This evaluation was implemented in accordance with the MFAT's evaluation principles (impartiality and independence, credibility, utility, and partnership and participation) and the Australasian Evaluation Society's (i) Code of Ethics and (ii) Guidelines for Ethical Conduct of Evaluations.

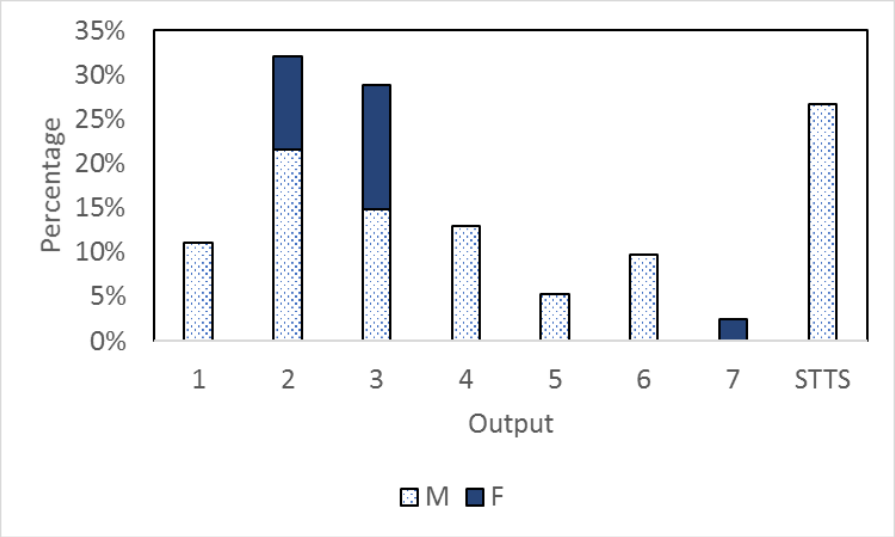
**LIMITATIONS.**

The limitations of this evaluation reflect the: (i) lack of robust baseline, (ii) limited data available from training reports, (iii) programme monitoring not occurring as planned, (iv) limited documented information contributing to the key evaluation questions[11] and (v) number of interviewees (Figure 2). These limitations are primarily at an output level and include:

- The absence of robust baseline data means changes to which PFTP contributed can generally not be quantified.
- Interviewees were not drawn from all countries. However, the consistency of findings across participants suggests that the findings are generalisable across the programme. It should be noted that SPC have advised that they consider the findings in relation to Output 4 would have been more positive had participants in Tuvalu been included in the interview.
- Only one participant was interviewed for Output 7. The amount of data and number of interviewees means that no comment can be made about Output 7 other than what is based on reports.
- The perspective of private sector training participants is limited to participants from one course (Output 2). These conclusions may not be generalisable across other courses (Outputs 5 and 7).
- The number of female participants interviewed is small. However, the consistency of comment across female participants suggests that the findings are generalisable across the programme.

[11] Refer separate detailed document review (ME002) for further information on limitation of documents.

**Figure 2. Percentage of participants of each Output interviewed.**



# 4

# Overarching Findings

In summary, the extent of learning from the training has generally been high, and the content relevant to both the context and the role of the trainee. As a consequence, most participants have applied the learning in their workplace. The level of behavioural change to which PFT has contributed is amongst the highest the lead evaluator has witnessed. The commitment of trainers to improving fisheries outcomes in the Pacific and their understanding of the realities of the context in which trainees' work are all significant factors leading to this high level of application of learning. This must be commended. However, training funded under PFTP has made little contribution to programme outcomes. This is primarily a consequence of programme design rather than the way in which training was implemented. The programme logic is flawed and the courses included in the design will not contribute to medium and long-term outcomes in any reasonable timeframe. While the intent of the design focused on expanding fisheries activity by the private sector (at all levels), more than half of the participants and almost half of the expenditure were from community sector fisheries.

There has been little attention to sustainability. However, because of the relevance of the training to the participants, the benefits will be sustained. There is no evidence that activities will be sustained without ongoing donor support. This is a consequence of the way in which the training was implemented. Similarly, there has been little significant attention to gender, either in terms of participation or within course content. Consequently, there is no evidence of positive gender outcomes because of PFTP[12].

### *Objective 1: To examine the progress and impact being made in achieving the PFTP, Outputs and short and medium-term outcomes (Effectiveness and impact)*

*To what extent were the objectives achieved/ likely to be achieved and what, if any, unintended results have occurred (include cross-cutting issues with particular reference to gender)?*

The evaluation found that the extent to which learning from PFTP funded training has been applied by participants is high, among the highest from any programme the lead evaluator has reviewed. However, the contribution of the training to high and medium level outcomes, and indicators was found to be limited. This is a function of the design[13] rather than the effectiveness of the training. The evaluation team believes that it is important that this is

[12] Output 7 may have positive outcomes. However no documentation supporting this was identified and the only person interviewed attributed change to her participation in other training.

[13] As discussed elsewhere, the design is not internally consistent. While the training identified may be needed, much of it does not contribute to the outcomes.

emphasised or the value of PFTP may be underestimated and the general quality of training not recognised.

The indicators included in the ADD and reported against by PFTP have not been used as part of this evaluation. This is because: the targets for some of these indicators were achieved before the programme started (several indicators for high level outcomes), the indicator is not well related to the outcome (medium and low-level outcomes), or the data reported is of little value (many low-level outcomes).

**High level outcomes[14]:** Only training provided to the private and public sector is likely to contribute to the high-level outcome of increased seafood sector activity. There was evidence that in the long-term, training to public sector officials in trade, policy development and investment appraisal (Output 3) and to the private sector seafood market development (Output 2) may contribute to increasing seafood sector activity.

Public sector participants of training through Output 3 had applied the learning to assist development of a regulatory environment that will support the seafood sector. Participants had used the training to analyse investment proposals to ensure they provided suitable benefit to the country, provide better quality advice in trade negotiations, improve consultation during policy development and develop corporate and business plans. This can be expected to contribute to increased seafood sector activity in the long-term. Perhaps the most significant outcome was the improved relationships this training had facilitated between public sector staff across various agencies. Through the experience of working and living together during this course, participants had come to know each other and developed sound working relationships. Men and women now consulted informally across agencies and sort each other's advice where this had not previously occurred.

Private sector participants in Output 2 interviewed all identified ways in which they had used the learning to develop their business. This was primarily in relation to seafood safety, which all considered an essential prerequisite for increasing seafood sector activity for the domestic market and ultimately for the export market. A small number had used the training to investigate developing new products and opportunities in the export market. These investigations have only just commenced and therefore it is not possible to assess their contribution to PFTP outcomes. Fisheries officers who had participated in this training were also sharing the learning in regards seafood safety with other stakeholders.

Training provided to the community sector (Output 4 and 5) has resulted in behavioural change. However, there was no evidence identified that these fishers are moving, or planning to move, into the formal sector (Appendix C). This would be required for this training to make a significant contribution to the medium or high-level outcomes.

**Medium level outcomes:** There is evidence that the training to the public sector may support the medium-term outcome "Conditions created and maintained for thriving seafood sector". However, at this stage, there was no evidence of progress towards the target for the

[14] While time frames are not defined, it is assumed to be approximately 10 years.

indicator: 80% of firms indicate improvement in sector conditions (fisheries management, investment and labour laws)[15].

There was little if any evidence that the training provided by PFTP will contribute to the medium level outcome of a higher quality labour inputs into the seafood sector, other than by community fishers. Community fishers can utilise the skills to improve their catch rate for their family's consumption and by that already captured by the low-level outcome of competent fisheries public sector officials.

**Low level outcomes:** All training provided to public sector officials had contributed to the low-level outcome of "competent[16] fisheries public sector officials". Almost all those interviewed from the public sector identified ways in which their competency and performance had been increased because of the PFTP training. This was most evident for the training that specifically targeted the public sector (Outputs 1, 3, 6 and the STTS). However, there was no progress evident toward the target for the indicator identified in the ADD, (90% of Ministers[17], business and stakeholders satisfied with performance of fisheries agencies)[18].

Many fisheries sector managers interviewed advised that they specifically sent fisheries officers to the New Zealand Pacific Island Fisheries Officers course or Output 6 to gain the skills and knowledge required to be an effective fisheries officer. These courses were considered essential training to prepare fisheries officers for their role where new graduates joined the national fisheries agency with either a generalist background or a background in fisheries biology. This particularly applied to the New Zealand Pacific Island Fisheries Officers course. However, it also applied to other courses to a lesser extent, such as Output 3 (Box 2).

**Box 2: Example of learning to perform role through PFTP training**

I learnt how to do my job by going on this course (Output 3). The Ministry sent me to Solomon Islands to do this course as soon as I joined. I didn't know anything about analysing investment proposals before. The course has helped me to analyse the investments proposals that come in. I can now analyse proposals carefully and trace the chain of investment. I check the benefits of government and investor and make sure that they are fair.

I have turned down some proposals that have been submitted because of what I found when I applied what I learnt on the course. For example (a NGO) put in a proposal to do various activities. When I read the proposal, I read that they were effectively doing this under their own umbrella, flying their own flag without the Department of Fisheries being seen. I talked

[15] All private sector representatives interviewed either stated there was no change or thigs were worse. This indicator would have a measure of 0% for those interviewed.

[16] Competence is not defined in the ADD. Competencies are often defined in agreed industry standards for specific functios and/or roles. None were identified in the agencies where interviews were conducted. Therefore, for the purpose of this evaluation, a standard dictionary definition "the ability to do something successfully or efficiently" has been used.

[17] No Ministers were interviewed as part of this evaluation.

[18] This is again a problem with the results framework and the defined indicators.

about this with others who did the course with me and we agreed. So now I have consulted with (the NGO) and hope that they will be able to resolve this otherwise it will be not passed.

**Outputs**: All outputs have been delivered, however elements of some outputs (Outputs 2 and 5) objectives have not been achieved. Several Outputs (Outputs 2 and 3) were pitched at a level which has reduced the extent to which the objective of the Output was achieved.

Output 2 included the objective of strengthening teamwork and communications. There was no evidence that this had occurred, nor that the approach to delivering the training facilitated this objective. Output 5 was intended to reduce post-harvest losses and increase income from small-scale fishery operations. At this stage, fishers have not identified a reduction in post-harvest losses or increase in income because of participation in the course.

The trade component of Output 3 in its most recent format was too complex. Comments such as "I was lost for the first week" were made by several of those interviewed. Those with a trade background noted that without this, "it would be like hitting a brick wall". In addition, most of those interviewed considered that the content of the trade component had not been contextualised and was not a "practical course for practitioners". Consequently, achievement of objectives relating to trade have been reduced. Similarly, participants in Output 2 considered the training approach was not appropriate for a Pacific context. The course was too theoretical with insufficient practical work, discussion or contextualisation of the course. This was considered to have limited achievement of the Output's objectives.

**Gender** has been poorly addressed throughout PFTP. This is in both the original design, course implementation and monitoring. As a result, PFTP has not supported positive (or negative) outcomes related to gender, this is a significant lost opportunity[19].

There was no evidence of gender mainstreaming[20]. MFAT identifies that gender mainstreaming is evidenced where:

- Gender analysis is included in the context/problem analysis. The PFTP design does not appear to be based on a gender analysis. Consequently while it recognised that men and women have different roles in the fisheries sector, there is no evidence that the design or implementation considered: differences in access to resources based on gender, approaches to address barriers to women's participation in decision making,

[19] SPC has noted a strong disagreement with this statement on the basis of Output 7. This is the only course which had a majority of female participants (84%). Unfortunately the only participant of this course interviewed did not identify any behavioural change as a result of this course, and there is no evidence that course material addressed relevant gender issues (for example, obtaining a bank loan to establish a business) or promoted women in non-stereotypical roles. Further one course out of seven (representing approximately 7% of the total number of people trained through PFTP) would not negate the inadequate way in which gender has been addressed in the programme.

[20] MFAT defines gender mainstreaming as "Integrating gender equality and women's empowerment into all stages of development policies, programmes and activities" (MFAT, 2016. Integrating Gender Equality and Women's Empowerment into an Activity, Programme or Policy. Gender Analysis Guideline. Document ID: REFE-21-31).

opportunities for women's economic empowerment or implications of divisions of labour as required by MFAT to effectively address gender equity[21].

- Actions or inputs ensure equitable participation and inclusion of women, including in the distribution of benefits and revenues. This was not well addressed at a design or implementation level. Other than marketing, the PFTP design did not seek to include specific courses that would focus on the areas in which women were engaged (such as inshore fishing, processing, aquaculture[22], environment or administration (Table 1)). Nor were courses to support an increase in the proportion of women in fisheries management included.

**Table 1 Proportion of women in fisheries sector in three case study.**[23]

| | Solomon Islands | | Marshall Islands | | Tonga | | Total | |
|---|---|---|---|---|---|---|---|---|
| | M | F (%) | M | F (%) | M | F (%) | M | F (%) |
| Total all agencies | 132 | 30 (19%) | 117 | 22 (16%) | 43 | 21 (33%) | 292 | 73 (20%) |
| Government fisheries | 120 | 19 (14%) | 92 | 14 (13%) | 38 | 16 (30%) | 250 | 49 (16%) |
| Management | 38 | 5 (12%) | 13 | 7 (35%) | 11 | 6 (35%) | 62 | 18 (23%) |
| Science/ research | 17 | 2 (11%) | 8 | 2 (20%) | 12 | 1 (8%) | 37 | 5 (12%) |
| Observers | 61 | 6 (9%) | 33 | 0 (0%) | 6 | 0 (0%) | 100 | 6 (6%) |
| Administration | 3 | 5 (63%) | 0 | 3 (100%) | 8 | 9 (53%) | 11 | 17 (61%) |
| Other | 1 | 1 (50%) | 38 | 2 (5%) | 1 | 0 (0%) | 40 | 3 (7%) |
| Environment marine staff | 2 | 3 (60%) | 19 | 7 (27%) | 5 | 5 (50%) | 26 | 15 (37%) |
| NGO marine staff | 10 | 8 (44%) | 6 | 1 (14%) | 0 | 0 | 16 | 9 (36%) |
| Total (exc. observers) | 67 | 18 (21%) | 46 | 17 (27%) | 28 | 12 (30%) | 141 | 47 (25%) |
| Total (inc. observers) | 128 | 24 (16%) | 79 | 17 (18%) | 34 | 12 (26%) | 241 | 53 (18%) |

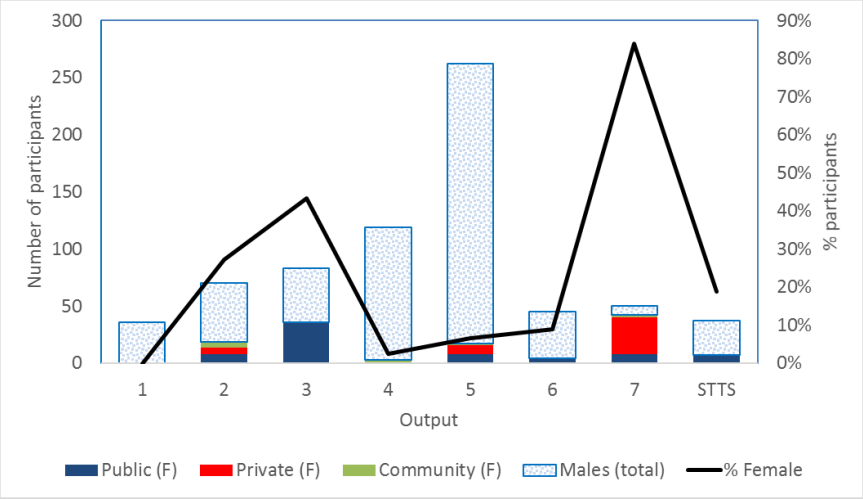
[21] For example, as set out in "MFAT, 2012. Gender Equality and Women's Empowerment into an Activity, programme of Policy. Gender Analysis Guideline. Document ID: REFE-21-31" (or the updated version dated 2016) or "MFAT, 2012. Sustainable Economic Development and Gender Equality Knowledge Note. Document ID: REFE-21-66".

[22] Lambeth, L., Hanchard, B., Aslin, H., Fay-Sauni, L., Tuara, P., Des Rochers, K., & Vunisea, A. (2014, October). An overview of the involvement of women in fisheries activities in Oceania. Women in Fisheries Information Bulletin, pp. 21-33.

[23] Tuara P & Passfield K. 2011. Gender in Oceanic and Coastal Fisheries Science and Management: based on case studies in Solomon Islands, Marshall Islands and Tonga. Secretariat of the Pacific Community

Female participation in PFTP was low (Figure 3) with only 18% of participants being female. A reasonable expectation of a programme supporting gender equity[24] is that it would have at least the same proportion (and ideally a higher proportion) of the disadvantaged gender participating in courses than occurred in the workforce. However, this did not occur. For example, in half of the courses targeting the public sector (Outputs 1 and 6), female participation was much lower than the sector average. In terms of the Observer Manager training (Output 1), there were no female participants. Only for Output 3 did the proportion of women exceed that in the public sector. The two courses with the largest numbers of participants (Outputs 4 and 5) had particularly low female participation (3 and 6% respectively). Again this is lower than participation rates in the community[25]. Consequently there was not an equitable distribution of benefits.

**Figure 3. Female participation in Outputs by sector.**




Efforts to increase female participants in courses were limited[26]. Implementation did not use the findings of research published by SPC[27]. This research reported (p. 31)

[24] The ADD specified that an affirmative action approach was to be taken. While a 50:50 ratio (as specified in the ADD) is unrealistic given the proportion of women in the sector, it could be assumed female participation should exceed the workforce proportions.

[25] In 2015, Gillett (2016) was able to identify figures for only seven countries. For these, over 50% fishers were women three of the four countries where data was reported. In addition, women formed 73% of the employment relating to the tuna industry (Gillett, 2016. Fisheries in the Economies of Pacific Island Countries and Territories. SPC.

[26] For most courses, this was limited to noting that applications from females were encouraged. STTS ran articles to increase publicity of females who were participating, however numbers of female participants did not subsequently increase.

that women could be encouraged to participate by offering training specifically for women or promoting their involvement in established courses, emphasised the importance of avoiding having one sex as an extreme minority, and suggested the use of the concept of "family and development" to introduce gender equity concepts.

- The results framework identifies and tracks gender outcomes. Gender is not included in the PFTP results framework or indicators. Analysis was not gender disaggregated and reporting was not gender disaggregated (other than where the number of female partcipants were specified).
- There are available resources and competencies to deliver on the goals and outcomes. A module on gender was developed and was to be delivered in all courses. However this was often not delivered. Beyond this, there were no specific resources or budget included in the design to support the effective addressing of gender. Nor does the expenditure information identify any expenditure occurrig to support this area.
- An assessment identifies potential benefits, opportunities and risks for gender equality and women's empowerment. There is no evidence of such an assessment occurring. However, the design did identify a range of gender equality principles which were to be applied. These have largely not been implemented (Table 2).

**Table 2. PFTP performance against gender equality principles identified in the ADD.**

| Gender equality principle | Performance |
|---|---|
| Affirmative action for women's participation in training courses, especially government officials, enterprise studies, extension officers and business development. For each activity 50 percent of the candidates must be women. Where this is not possible there must be a plan for an incremental increase, year on year, of the number of woman receiving training until the 50% mark (or a lower percentage if the PSC considers that is appropriate for that particular course) is reached. | In most courses there was no gender equality (the exceptions being Seafood Export Market Development and Fisheries Trade, Policy Development and Investment Appraisal where proportions of men and women were within 10% of each other). PSC Minutes consistently show an awareness for seeking female participation. The lower % of women was consistently explained as male domination of a sector or sub-sector.<br>Women were targeted for Output 7 (84% participants were female) and NMIT profiled four women who participated in the Fisheries Officers Course (this did not lead to increased female participation). NMIT advised that in the long term, the number and calibre of women attending the training has steadily increased because of reducing restrictions on selection criteria and, allowing women in administrative roles to move into frontline fisheries officer roles. Nothing appears to have been done to increase female participation for Outputs 1 - 6 other than including in course |

[27] Lambeth, L., Hanchard, B., Aslin, H., Fay-Sauni, L., Tuara, P., Des Rochers, K., & Vunisea, A. (2014, October). An overview of the involvement of women in fisheries activities in Oceania. Women in Fisheries Information Bulletin, pp. 21-33.

| | |
|---|---|
| | information the statement that "women are encouraged to apply"[28].<br>The statement in the Annual Report for Year 4 that FFA could not "take responsibility for nominations which are members' prerogative" is correct, but disappointing. It would be helpful for FFA to consider strategies that would increase nominations of relevant female participants.<br>There is no evidence of a plan for an incremental increase in the proportion of female attending training. Efforts to include a new course that targeted areas that employed more women (fisheries laboratory technicians) were unsuccessful.<br>Where there was a higher participation of women (for example the Small Vessel Operators course in Choiseul, Solomon Islands) there was no discussion of why this had occurred and how this learning could be applied elsewhere. |
| Actively seeking out suitably qualified women to have governance and advisory roles on the Programme Steering Committee and the team within the Regional Organisation delivering the programme. | The female representation on the PSC has varied between 25 and 40%. There is a higher proportion of male trainers across most courses and in some courses, no female trainers. There is no evidence of action taken to increase the proportion of female trainers[29]. |
| Risks to women who train to work in the fisheries sector will be managed by the programme. It will not force or expect women to take up dangerous roles in the sector. All training will cover gender equality and the right to a safe and secure working environment. | There is no evidence to suggest that any training has covered gender equality and the right to a safe and secure working environment. Gender issues were not addressed in course material or case studies, course content did not integrate gender issues where appropriate, most material only reflected men and women in stereotypical roles (and in some cases the illustrations of negative practice were only of women and leaders were men). Development of the module on gender equality was delayed and the often not delivered[30]. |
| In-country training is used wherever possible to increase the opportunities for women to participate in courses. | There is no evidence that the conduct of in-country training influenced female participation (half of the overseas courses had the highest levels of female participation, half of the in-country courses had the lowest levels of female participation). |

[28] SPC have advised that as a result of their lobbying to encourage Fisheries Department to nominate women for Output 6, numbers of females attending the course increased. This was not reflected in participant numbers provided to the evaluation.

[29] Output 7 included trainers in Tonga and for local taxes.

[30] For further information, refer Document Review ME002.

| | |
|---|---|
| Monitoring will collect and present gender disaggregated data for each of the activities. | The number of female and male participants is recorded for most (but not all) training under the ADD. However, learning is not gender disaggregated. There is no gender disaggregated reporting. |

More significantly, there was no evidence of efforts to raise awareness of how changes in practice may affect men and women differently. For example, this was not identified in any of the course material reviewed (refer ME002, Document Review), participants were unable to identify differences or remember this being discussed, and trainers did not provide examples during interviews.

None of those interviewed raised identified gender related knowledge or skills they had learnt through this training unless they were specifically asked about gender. Even then, few were able to recall gender being addressed in the course or anything that they learnt. None identified any changes in their behaviour related to gender because of the training. During interviews, trainers did not identify where gender issues were relevant to their course. There was no evidence that they had a sound awareness of gender issues or understood how gender could be mainstreamed within the course material. In general, the perception among trainers and participants was that 'this is a male dominated sector and that was all there was to it'. This attitude may have contributed to the inadequate attention given to gender.

Overall, it appears that there has been little practical attention to addressing gender in PFTP. A documented training needs analysis may have highlighted the gaps and effective monitoring against the principles may have helped address this.

**Environment:** PFTP has made a limited contribution to improving the environment in both the short and long term. In the short term, training in offshore fishing techniques associated with FAD (Output 4, 6 and STTS) has contributed to fishers targeting their effort to further offshore and FADs, and away from the coral reef. This has positive environmental impacts as it reduces the fishing pressure on the coral reefs (the literature suggests coral reefs are over fished). In the long-term, the training delivered to fisheries officers through the STTS can be expected to improve environmental outcomes. This was because several fisheries officers interviewed indicated a greater understanding about the need for quality data, how to collect this, and how to manage the data. As a result, their practice in terms of data collection had already changed. This can be expected to contribute to improve management of the environment in the long-term.

The design recognised the risks associated with improving business skills in the fisheries sector leading to greater pressure on the fisheries. To address this, the design stated that "training will include modules on the importance of sustainable fisheries management … and (provide) training to government officials who manage fisheries resources." Attention to this within the courses has been extremely limited[31]. However, it is likely that the increased focus on FAD fishing across the region has helped reduce the fishing pressure on the coral reefs that may otherwise have occurred.

[31] Reference was only identified in one session for Fisheries Trade Training (Session 4, Integrating 'sustainable development' into the trade regime) and one reading associated with SEMD.

**HIV, AIDS and other cross cutting issues:** The design recognised the fact that seafarers are a high-risk group for contracting and spreading HIV and sexually transmitted diseases; significant health, social and economic issue for Pacific Island countries. It noted that "The programme can mitigate these risks by having courses include modules on HIV and STD prevention." In general, this is reported to have been addressed by local non-government organisations or health professionals. However, in some cases trainers could not be secured or became unavailable at the last minute. In these cases, SPC obtained and distributed a series of leaflets in the local language. This is a reasonable response in the situation.

In addition, the design saw this programme as a means to provide information about family planning, violence, alcohol abuse and sexual health. None of those interviewed were able to recollect these topics being addressed and in at least one case (reported in the 2017 Annual Report), this was cancelled due to lack of time. If this material was delivered, there is no evidence that it led to learning or behavioural change.

This reviewer believes providing training in these areas will have little effect where it is treated as an 'add-on'. If it is conducted, a more effective approach is likely to be integrating it into the training material at the points at which it is relevant. This requires all trainers to have a sound grasp of cross-cutting issues and awareness of their relevance to what the training is teaching[32].

*What observable difference has the activity made to recipients of training, Pacific Island government fisheries departments and private sector operators (impact)?*

The training funded through PFTP has made extensive differences to the recipients of training, and to a lesser extent the organisation for whom they work, be it public or private sector. The most significant observable differences were amongst training participants from the community sector, although often, these changes had limited contribution to PFTP outcomes.

All community fishers interviewed had applied most of the learning[33]. They reported that as a result of what they had learnt on the course, they had changed the fishing techniques they applied and the way in which they handled fish. This reduced the time required to catch fish, increased the fish catch, improved seafood quality, and moved the focus of fishing from the reef to offshore.

For many of the fishers from community sector, the changes in the life of the individual and their family as a consequence of applying the learning were significant. Members of the community consistently reported improved food security and nutrition for their family, increased savings (for use when food or money were less available, for children's education including a new intention to send children to tertiary education, and for investment in fishing boats) and an increase in the time available for agricultural activities and to spend with

[32] The 2014 Annual Plan recommends that this continue to be delivered as a separate module given "the sensitive nature of sexual health in the Pacific Islands".

[33] The exception was in regards sea safety practice for which there was no evidence of PFTP contribution to change in behaviour. This is discussed in the community fishers case study (Appendix C).

family. While this may not contribute significantly to PFTP outcomes, the positive impact is significant.

Many (but not all of those interviewed) of the public-sector training participants have also changed their practice because of the training. For fisheries officers, the training often provided the technical skills and knowledge, communication skills and confidence that they needed to perform their role. This was particularly the case for those who participated in the observer management training course (Output 1, Box 3) and the New Zealand Pacific Island Fisheries Officers course (Box 4 and 5). Prior to the training, those interviewed indicated that they did not have a full understanding of their role. Each identified a significant change in how they functioned because of the training. Across those interviewed, there were examples of better planning, a proactive approach, improved communication and quality of data being collected, and for Output 1, a greater focus on the welfare and well-being of observers, (Box 3). Similarly, those who completed the investment appraisal training have been using this training to analyse investment proposals more rigorously.

**Box 3: Changes as a result of the Observer Management Training**

For me, the most significant change is planning. Before I did the training, I didn't plan. I didn't know what I would be doing the next week, in two weeks' time, or in the next month. Because of this, things didn't run smoothly: I didn't know the dates of placements, so I had no one ready to go when a ship needed an observer. I had to run around and find someone to go on the boat as an observer. The administration would always complain about the fuel and the vehicles that I used in driving around trying to find someone. There was a lot of wasted fuel. Sometimes I also missed or was late to training because I didn't remember that it was on.

Then I did the training and I learnt the importance of planning my schedule; that it would make things better. I could see that it would from the training.

After I did the training, I planned out my schedule. I got the calendar and put on it when things would happen. I put on it when I would finish a report, submit it and when the placements would occur. So, I use this big calendar and also an office manager programme that we have on the computer that was designed by FFA. Planning makes things much easier, things go smoothly.

**Box 4: Changes as a result of the New Zealand Pacific Islands Fisheries Officers Course**

The most significant change because of undertaking the course at NMIT was the way I collect data.

Before I did the course, we used a basic form. I would take it to the market and collect data on the fish there. I didn't explain how we would use the data. So, the stallholders didn't know the purpose of the data collection or why it was important. I didn't know about selecting fish to measure randomly, so sometimes I would select the large fish, sometimes I'd select the small fish and measure them. I didn't know the correct way to measure the size of a turtle. So I didn't do it consistently when I did this.

On the course we learnt how the fishermen may be thinking, the type of information that they would find useful and the importance of providing feedback. I learnt that the middle man should know why we are collecting the data and how it will be used. I also learnt that we need to provide feedback after the data is analysed and explain the results and the

changes that they are interested in. This is so they can use the information, see that we are using it and also to acknowledge their contribution. We learnt that it must be simple – just collect the data that is needed and do this well. I also learnt about the need for taking a random sample and the correct way to measure the size of fish and turtles.

Now when I go to the market or talk to fishermen, I explain why I am doing this, exactly what I will be doing, and I show them my identification. I also always go back after the analysis and provide them with feedback – I give them the results of the analysis. The fishermen appreciate this. Also, now I select the fish that I will measure randomly and measure them consistently. The same with the turtles, I know how to measure them and do this consistently. So the data is correct.

This is significant because the Division has been lacking strength in data collection and analysis. We will also be able to see what fishermen are doing and be able to help them.

These changes at an individual level, have led to small improvements of the organisation. In some cases, new systems are being trialled, and in others, procedures or plans have been developed and are being implemented. However, overall the extent of change within the Pacific Island fisheries departments is small and industry indicated that there was still extensive improvement required. Thus, while there have been improvements in knowledge and skill, and evidence of changes in behaviour, these were small within the overall needs of the sector.

*Are the benefits to those trained continuing beyond their training? (sustainability)*

The benefits to those trained have generally continued beyond their training. As discussed above, community fisher participants have applied this training and accrued benefit to themselves and their family. Participants who were members of a Fisher's Association had shared their learning through the Association. As a result, many others within the community had also applied the learning. Thus, the benefits had been extended beyond those trained. Public sector participants have usually applied the learning and accrued benefit to the national fisheries agency or community fishers who the fisheries officer has trained.

In only a few cases was no benefit continued beyond the training. These few cases were all public-sector officials who found that the demands of other work or limited organisational support was a constraint to applying the learning or had changed and did not have the opportunity to apply the learning from the PFTP funded training. However, this was an exception amongst those interviewed and training participants had generally applied some of the learning within their new role.

More commonly, the cause of failure to retain the benefit were a consequence of the quality of training. In the case of Output 2, application of learning was limited because participants found the course pitched at too high a level. In this case, much of the benefit did not continue beyond the training. In other cases, there was an expectation that the Fisheries Officer would train others. However, this was not reflected in the training and they did not consider they had the skills and/or resources to do this. Few Fisheries Officers understood that training could be provided even without a dedicated budget, although the locations in which this was delivered would be more limited.

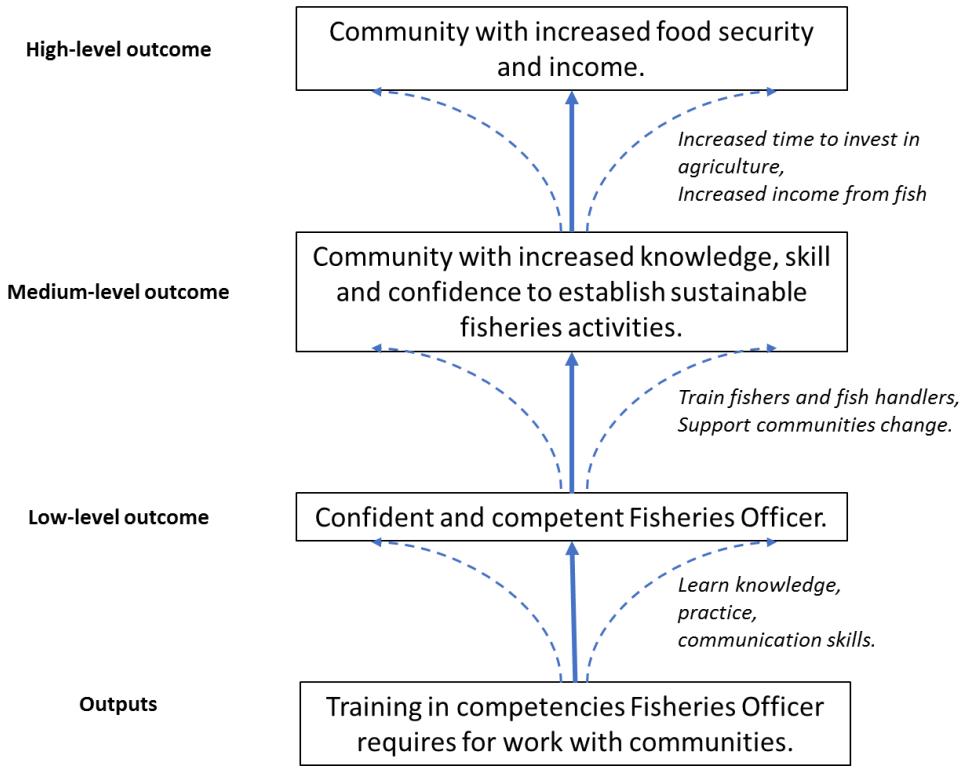
*What would a results framework for the New Zealand based training look like?*

The New Zealand based training has been delivered for fisheries officers. The focus of this training was on the skills that fisheries officers need to work with communities. A draft results framework reflecting training to date is set out in Figure 4. The framework is based

upon the interviews with Fisheries Officers, their managers and several community fisherman whom the Fisheries Officers had trained. These interviews identified what changes had occurred and the reasons for these changes, and to what these changes were expected to lead. This framework has been reviewed by NMIT who considered it a useful and accurate reflection of the training provided through this course[34]. Several participants also reviewed the framework and considered it reflected their perception of the underpinning theory of change. Importantly, any future results framework would differ from this if the New Zealand Pacific Island Fisheries Officer's course delivers a greater breadth of competencies to fisheries officers than those competencies required to work with the community.

[34] Ideally, when developing a results framework, all stakeholders would meet to develop this together. This was not possible within the available resources. The reader must also remember that the results framework reflects what is necessary, rather than what is necessary and sufficient to achieve the high level outcome.

**Figure 4. Results Framework for the New Zealand Pacific Island Fisheries Officers Course.**




### *Objective 2: To review the methodology of the PFTP (Efficiency)*

*Is the current structure and delivery of the both Programmes the most efficient option compared to alternatives (i.e. training institutions)? How does the in-country training compare with the New Zealand based STTS courses?*

Efficiency is a function of both course outcomes and costs. From the discussion above, outcomes from all training courses have been excellent, though not necessarily contributing to PFTP outcomes. The cost of delivery of each course varies significantly as a function of course location and duration and inclusion of costs for curriculum development and equipment.

Overall, analysis of costs (Appendix E) showed that the locally conducted courses have the lowest course cost and those conducted in New Zealand, the highest course costs (Figure 5), almost six times the cost of conducting training in country per participant. Obviously, more people can be trained where the absolute cost is lower, and fewer where there are higher costs. However, the training conducted in New Zealand is longer, targeting broader outcomes and can be considered to be the equivalent of more than 10 in country courses in terms of duration and number of topics covered. When comparing cost per unit time, the training in New Zealand is proportionally cheaper than either in country or regional training (Figure 6).

**Figure 5. Average cost of training for different locations**

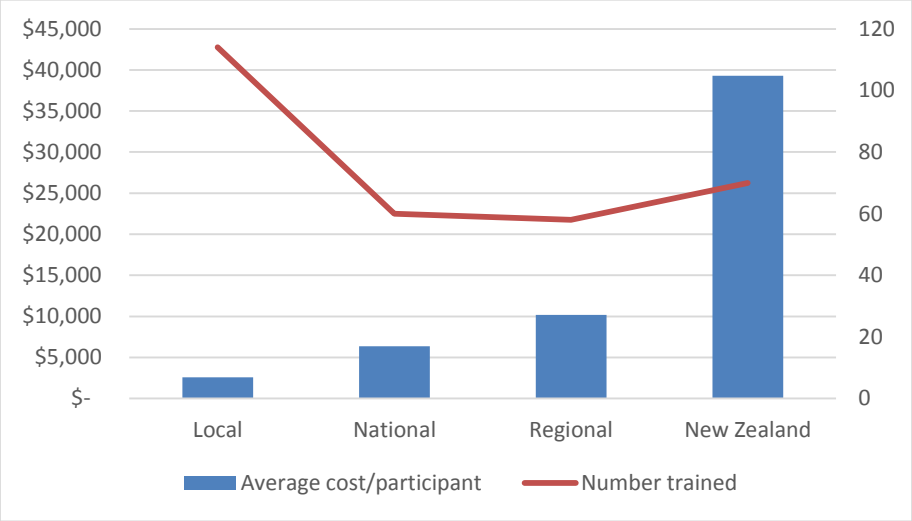
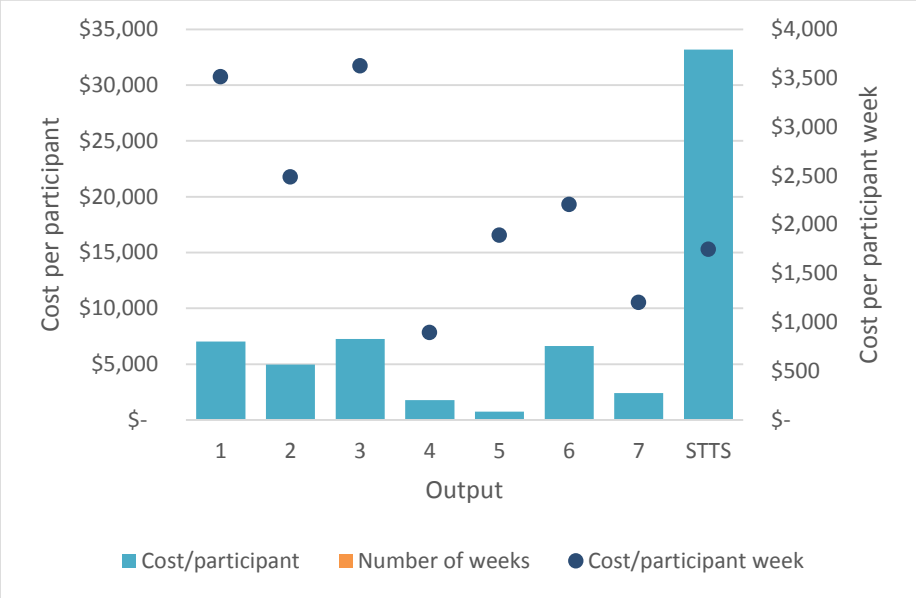



**Figure 6. Participant cost per course ($NZ)[35].**




Based on cost per participant week, the most cost-efficient courses are the STTS and those conducted in country; regional courses are the least efficient (Figure 7). This does not mean

[35] This includes curriculum development costs.

that training in New Zealand will always be cheaper than training in the region. The greater length of training in New Zealand has resulted in overall cost efficiencies[36].

**Figure 7. Cost per participant week by location of training ($NZ)[37].**


From interviews with training participants, it was clear that most trainers from FFA, SPC and NMIT had a personal commitment to the fishery sector in the Pacific. It was clear, that they didn't just deliver training; these trainers wanted to help those working in fisheries improve the sector. Consequently, they sought to address the specific needs of the sector[38] and adopted a continuous improvement process, even though this was often poorly documented. This commitment, combined with their depth of understanding of the context and ongoing relationships of trainers with people in the sector, has been a significant contributor to the effectiveness of the training. The evaluation team believes it is highly unlikely that as the same outcomes could be delivered by training institutions where trainers did not demonstrate this long-term, personal commitment.

There are various strengths and weaknesses associated with conducting training nationally, regionally and in New Zealand (Table 3). Reflecting this, those interviewed clearly identified that the location of training needed to consider the specific objectives of the course. For example, where developing networks with other fisheries agencies is important, regional training provides benefits over national training. In contrast, where there is benefit in building understanding of other in-country stakeholders within the sector, national training may be more appropriate.

[36] Some overheads are also shared across the broader scholarship programme.

[37] This includes curriculum development costs.

[38] It should also be noted that many of the trainers went above and beyond what could be reasonably expected to meet needs of participants.

**Table 3. Comparison of benefits of conducting training using different modality[39]**

| In-country | Regional | New Zealand |
|---|---|---|
| Good where context is critical. For example, allows tailoring and contextualising training to national laws and circumstances. | Opportunity to experience different things that are not in participants' own country rather than just learn about them. | |
| | | May demonstrate a benchmark to participants because they have the opportunity to observe standards elsewhere. They can then aspire to that standard. |
| | Compliance measures can be integrated into the training content which supports regional collaboration. | Exposure to advanced learning where content is of an international standard. |
| | Supports peer learning. This provides the opportunity to experience/hear about responses to issues in common and learn about issues that are not in each participants home country. | |
| | Increases availability of technical staff if near FFA or SPC as trainers (often these trainers can only be released as contributors for ½ - 1 day). | Enables exposure to a broader segment of trainers with wider experience (Asia and worldwide). |
| Close to family which makes it easier to attend (not away so long). | Away from work and family so not distracted by work. | |
| Releasing public sector staff for in-country training is often administratively easier. | | |
| | Good to meet & establish relationships with peers in other countries. Helps relationships across countries which is important for the Pacific. Keep in contact with them via social media. | |
| | Helps understanding of fisheries experience in other countries. | |
| Reach more people – a broader cross section. Brings all participants to a common level, esp. if at grass roots. | As fewer people trained from each country, it is more critical to select the right people and people who will share the information when they return. | |
| Language can be tailored to the country which increases comprehension. | Francophones often have a better learning experience in another Francophone country due to language. | Language needs to be English to meet most participants needs. |
| Follow-up to support implementation should be easier to provide. | Follow-up support is essential and often difficult and may be more expensive to provide. | |
| Cheaper cost per participant day. | Greater cost per participant day. | |
| | Some participants may focus on per diems rather than on learning. | |

[39] The content of this table refers to training more broadly than fisheries training.

As can be seen from Table 3, each modality of training has different benefits. Therefore, it is not possible to say that a particular modality is consistently more appropriate than another. Rather, it is important to consider the objectives of the course and choose the modality that will best meet these objectives, taking into account course length. In addition, using trainers who have a long-term commitment to, and understanding of, the region is critical for efficiency.

*How appropriate is the mode of delivery (i.e. bespoke short term courses) for meeting the needs of the public and the private sector? What differences, if any, can be observed in outcomes achieved by the two Programmes? Note the different lengths in training and different levels of follow up.*

The training conducted under PFTP is designed to be relevant to the needs of people in the fisheries sector in many different contexts across the Pacific. This training cannot be considered as bespoke training[40]; other than continuous improvement, the same course is delivered repeatedly. Having said this, this does not detract from the relevance of the content. As previously noted, there is broad need for all the training that has been funded through PFTP. Where the needs are largely the same (as in the case for PFTP), delivery of a consistent course minimises cost and maximises efficiency.

The use of short courses (less than two or three weeks) to deliver PFTP is also considered appropriate for both the public and private sector. In this context, short courses maximise the number of people who can complete training for the same budget and maximise the number of people who can be released from work[41]. However, there is also a balance between developing and depth of knowledge and skills within a few people and a greater breadth across a larger number of people.. None of the national fisheries agency managers interviewed suggested a change in proportions of types of courses. Most indicated that they were able to release staff to attend training where there was a need for that learning. In contrast, most interviewed from the private sector indicated that release of staff for longer courses would be a challenge. They preferred short courses.

The increased emphasis being placed on formal qualifications as part of public service selection requirements has led to public sector training participants increasingly seeking courses that will contribute to a formal qualification supporting promotion. Short courses provided through PFTP do not do this. In contrast, those from the private sector were most concerned about gaining knowledge and skills that would contribute to development of their business. Therefore, in the future, there is a need to give greater consideration to a clear differentiation between courses which contribute to formal postgraduate qualifications and short courses which develop expertise but do not provide formal qualifications. In this context it seems preferable that any course of greater duration than two weeks (including the New Zealand Pacific Island Fisheries Officer course) provides credit towards a qualification which will support an individual's promotion[42].

[40] Output 1, 2 and 3 were delveloped specifically for PFTP. In this sense they are custom-made. However, each is designed to be delivered repeatedly in different contexts.

[41] While on-line courses are cost effective, completion rates are generally far lower.

[42] This must not be at the expense of the course moving from a practical focus to a theoretical focus.

Private sector organisations were also concerned about gaining access to training opportunities. While those in the tuna industry had heard about the PFTP funded opportunities through PITIA[43] or SPC, most other private sector organisations interviewed did not know about these opportunities. Therefore, if organisations outside the tuna industry are the target of such training, a variety of mechanisms are required to inform the sector of such opportunities.

A generalisable finding in regards the comparative outcomes for public servants participating in the short courses conducted by FFA and SPC (Outputs 1 to 7) and the STTS (the New Zealand Pacific Island Fisheries Officers course) is not possible because: (i) baseline data was not robust, (ii) limited data was available from training reports and programme monitoring, (iii) the small number of people interviewed who completed the STTS (eight) and (iv) most of those who completed STTS had completed other courses through PFTP and other training providers. What was clear was that all training funded through PFTP had provided value to national fisheries agencies. The evaluators gained a sense that the training provided through the New Zealand Pacific Island Fisheries Officers course had contributed to greater change in the organisation and the individual than shorter courses. However, this is to be expected purely because of the duration of the course and different course objectives: the New Zealand Pacific Island Fisheries Officers course is intended to provide participants with the skills to perform their role, primarily in working with communities. In contrast, the training provided through Outputs 1 and 3 is very technically specific. This was reflected in outcomes.

There appeared a clear need for both the longer professional skills development training delivered through the STTS and the shorter, in-country, specific courses. The issue is not so much which should continue, but rather how both can be continued in a sustainable way. I.e. what long-term strategy can be adopted so their delivery is not fully dependent upon donor funding and does not disincentivise organisations providing in-house training?

*What efforts have been made to embed sustainability aspirations in Programme design? (Sustainability)*

There was little, if any, evidence of consideration of sustainability of activity or benefit. In terms of sustainability of activity, the ADD did include the requirement that participants be trained to teach aspects of the curriculum to others in Outputs 4 and 5. However, there was no evidence that this was implemented[44]. Despite this, participants who were members of Fishers Associations had shared their learning with other members of the Associations, as had some private sector participants through their supply chains. No other strategies to support sustainability of activity are included in the design.

[43] PITIA was the only private sector representative on the PSC and provided the conduit for information to the tuna industry. They did not provide information to other elements of the private sector. Consequently, private sector organisations outside the tuna sector were not aware of the opportunities available.

[44] For example, no interviewed public, private or community sector participants could remember any training on how to share this information with others (or its inclusion in their training material) or directions that they were expected to do this. Several specifically stated that this did not occur.

Apart from the Pacific Islands Fisheries Officers Course, no efforts to support sustainability of activity were evident during implementation. On this course, the focus on communication skills to work with communities, was increased from year to year. Participants noted that this was particularly effective and had improved their confidence and ability to train fishers (Box 5). The only national fisheries agency officers interviewed who were training others in what they had learnt were either graduates of this course or funded to do so by other donors.

**Box 5: A fisheries officers improved communication skills and training others**

For me, the most significant change from the (New Zealand Pacific Islands Fisheries Officer course) was that I learnt how to deal with the fishermen, I know how to communicate with them, how to give them ideas and encourage them to fish.

Before I went on the training in New Zealand, I just managed resources, I didn't know how to communicate with the fishermen. I didn't really have the knowledge I needed, I couldn't do the job. I didn't know what to do, so I just stayed in one place.

The training in New Zealand gave me a lot of new knowledge. But they also taught me how to communicate with fishermen. This gave me the confidence to do what I needed to do.

Because of knowing how to communicate and having the knowledge, I taught the people how to handle fish properly. I called the meeting for everybody who had a fishing boat. This brought everybody together, and then I taught them what I had learnt. Then I sent them back to their islands. The idea was that they would share this information with the people on their islands. Of the 10 people who came to the training, only three shared it with the people on the island. These people then set up a Vanuatu Fishers Association in each of the villages as a result of this. They shared the information through these Fishing Association.

Benefits have largely been sustained to a reasonable extent. This is a consequence of the relevance of the training to participants and its practical, hands-on nature. However, sustainability of benefit has had limited support. The two Outputs where there was evidence of consideration of sustainability of benefit were Outputs 1 and 4. Output 1 introduced follow-up support to increase the number of participants who completed assessment activities in a timely manner. Follow-up support was not provided for any other Outputs, nor was there evidence of PFTP working with other bilateral support to national fisheries agencies to facilitate support to training participants following completion of the course. In Output 4, provision of equipment to enable application of the skills acquired through the training was critical in sustainability of benefit. This had proved effective where equipment was provided on an individual basis rather than to be shared.

Consideration of sustainability of benefit is likely to improve outcomes.

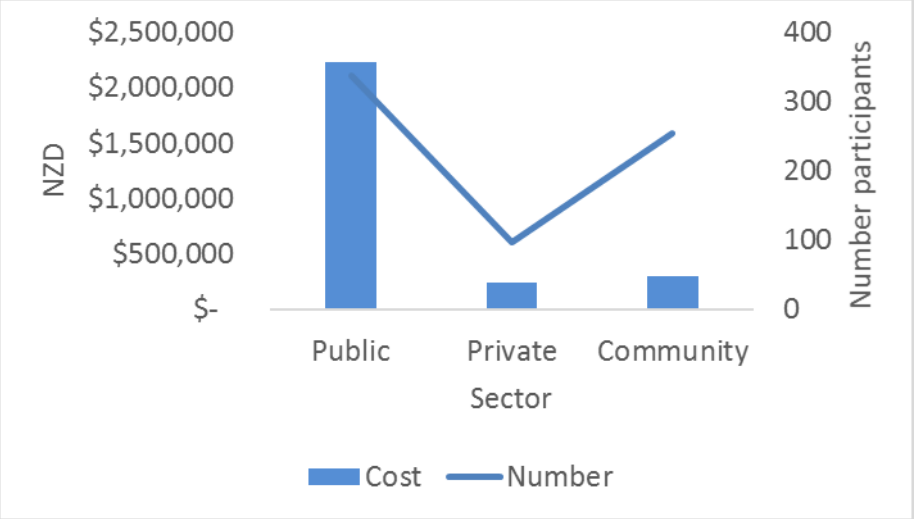
***Objective 3: To assess the extent to which Pacific Fisheries Training Programme, including New Zealand-based training elements, is relevant to the Pacific fisheries sector (both private and public).***

*Does the training align with the needs of the private sector and Pacific government fisheries departments?*

During the design process, there were discussions about the sector's training needs (refer the document review, ME002). However, this evaluation was unable to identify documented training needs for the fisheries sector at the time the Programme was designed. Nor was the evaluation able to identify any consideration of the relative priority of public sector, private sector and community fishers training needs at the time of the design or subsequently.

The Programme was designed to focus on private sector skills development, with support to fisheries officials being intended to help ensure an enabling business environment was created and maintained. This focus has not been maintained. As can be clearly seen in Figure 8, investment in public sector participants has been greatest (80% costs excluding overheads).

**Figure 8. Investment by sector**[45]




The fact that there is relatively little contribution of the training to the outcomes documented in the ADD is probably a consequence of the specific courses included in the design not being aligned with the intent. Despite the lack of training needs analysis and the misalignment of courses with intent, given the extent to which this training has been applied by participants, this evaluation team considers that the training was needed by, and relevant to the fisheries sector..

This evaluation found that training delivered directly by FFA, SPC or NMIT was more relevant to participants in terms of content, language and pedagogy than training delivered by academics from other institutions (including USP). From the interviews and analysis of feedback on lecturers reported in training reports, it appears that this is more a function of the individuals involved rather than the institution. As a broad generalisation, those trainers with experience in the field, and in the context in which the participants work, delivered more effective training. Those trainers who had a greater focus on research and academia, were consistently identified as providing training that used complex language, was difficult to understand, rushed and contained examples that were not relevant in the Pacific context.

*Assess the programme against the priorities of the partner countries, private sector and Pacific fisheries departments. Are existing priorities still relevant?*

As part of this evaluation, stakeholders identified that there were many training needs among all groups of fishery sector stakeholders in the region. This evaluation has not

[45] Excluding overhead costs. This is calculated for each participant as against the target group of a course.

prioritised these training needs, nor determined which best address the constraints to development of the sector. These needs are summarised in Table 4.

**Table 4. Training needs identified during evaluation**

| | Technical | Financial/commercial | Non-technical |
|---|---|---|---|
| Community | Fishing techniques.<br>Seafood safety and handling. | | |
| Private | High level skipper courses.<br>Boat safety.<br>Specific aspect of aquaculture.<br>Seafood safety and handling. | Small business skills.<br>Financial skills at levels appropriate to different sized businesses.<br>Value adding and product development.<br>Marketing. | Working with government requirements, for instance in export licenses and establishing infrastucture |
| Public | Sustainable fisheries management (including stock assessment for reef fishing and bio economic modelling).<br>Coastal fisheries.<br>Advanced fishing techniques.<br>Post-harvest handling.<br>Monitoring, control & surveillance.<br>Value adding and product development.<br>Aquaculture. | Fisheries economics.<br>Investment appraisal, investment promotion, marketing, facilitation and after-care.<br>Book keeping and money handling. | Communication (particularly with community).<br>Data analysis.<br>Relationship management.<br>Writing technical papers.<br>Management information systems (how to prepare for, design, use, analyse).<br>Teamwork.<br>Policy, plan and procedure implementation.<br>Project management.<br>Leadership and management.<br>Simple on-the-job training skills.<br>Representation, diplomacy and negotiation. |

As can be seen, the training needs across the sector are great and exceed what national fisheries agencies and donors can realistically provide. While there has been some recent formal work undertaken to identify training needs within the region (Te Vaka Moana Training Needs Analysis Final Report, May 2017), this only captures some stakeholder groups within part of the region. Before a design for significant training is undertaken, the constraints to the sector should be identified and the areas training can effectively address determined. Several in the private sector indicated that provision of practical training to relevant public

servants that led to an increased understanding of the commercial aspects of the fisheries sector would address constraints more effectively than training the private sector. In addition, identified training needs may well include stakeholders outside the fisheries sector (for example, public sector officials in tourism, marine safety and finance departments). Further detail is included in the private sector case study.

***Objective 4: Future design and support – to identify the key changes/ adjustments needed to deliver sustainable outcomes from a potential second phase of Pacific Fisheries Training Programme.***

*Identify strengths of the current programme and gaps which could be filled in a possible second phase.*

The strength of PFTP is the extent to which participants have applied skills and knowledge they gained on the training. This is a consequence of the trainers. From the interviews, it was clear that almost all trainers knew the realities of the context in which participants worked. They demonstrated a high level of personal commitment to improving fishing sector outcomes across the Pacific. Because of this, they had developed and implemented training that met the needs of participants. Where this was not the case, the trainers had modified course to better reflect the needs of the participants. The ability to do this, comes from a long-term relationship with the Pacific. It is also very much dependent on the individual trainers involved. Therefore, delivery of the same course, by different institutions and therefore trainers, may not achieve the same outcomes.

The weaknesses are around the original design and governance. In terms of design:

1. Training needs analysis. The lack of a documented training needs analysis is a weakness, it will not be possible to determine whether the training provided reflected the priority needs for fisheries in the Pacific. Though clearly, the training did address needs.
2. Focus on one segment of the private sector. The breadth of the sector was not considered, including areas where employment opportunities are great. Inclusion of PITIA as the private sector representative on the PSC limited communication with, and consideration of, other segments of the sector. It has also limited their participation.
3. Courses: some of the courses included in the design (Outputs 4 and 5) are not well aligned to the medium and high-level outcomes. Consequently, they are unlikely to contribute significantly to these outcomes in a reasonable timeframe.

These weaknesses were compounded by none of the implementing partners (FFA, SPC and NMIT) using the ADD to support implementation. The STTS was removed from the design after the initial unsuccessful tender of the programme. STTS was implemented in parallel to the design, but there was no design subsequently developed for STTS. NMIT continued to deliver what has been delivered in the past and integrated an informal continuous improvement approach. STTS did not fall under the PSC scope so there was no formal governance mechanism. While the ADD did apply to training implemented through PFTP, none of those interviewed from FFA or SPC were aware of the ADD, their reference document was solely the Grant Agreement which did not include the detail in the ADD. This meant that much of the thinking underpinning the ADD was lost.

In terms of governance:

1. The PSC operated at a management level more than a governance level. The focus was on approval of countries in which courses would occur and the next years

training programme. The minutes do not reflect consideration of strategic issues related to design (for example, is the results framework correct, do the Outputs contribute to outcomes, what are the implications of the targets being achieved before the programme commences?), gender (for example what strategies can be adopted to increase equity in access to resources and benefit?) or sustainability of activity.

2. There was no effective governance arrangement for the STTS. NMIT used the Heads of Fisheries meetings to review relevance of courses but they generally only meet every two years. There was a perception among some that the Heads of Fisheries didn't understand the need for this review function, nor that they wanted to take "ownership" of the course. They were quite happy for NMIT to carry on doing what it had done for all these year.

The issues with the design and governance led to lost opportunities during implementation:

1. Bilateral support: The lack of coordination with programmes providing bilateral support limited the follow-up support they could provide to trainees in applying their new skills and prevented PFTP supporting the bilateral programme as had been intended in the design. In addition, it did not "provide a mechanism for accessing training to support the achievement of (bilateral) activities' objectives" as intended in the design (p. 17). This prevented a multiplier effect being generated. This also applies to other activities being conducted, both at a national and regional level.

2. Gender: Gender was poorly addressed during implementation. There was no serious effort to ensure equity in access to the resources and benefits of PFTP, present men and women in non-stereotypical roles or to address relevant gender issues in each course. Reporting was not consistently done on a gender disaggregated basis.

3. Sustainability was not a focus. Sustainability of benefit was supported in Output 4 by the provision of equipment to enable fishers to apply the learning. Beyond this, there was little evidence of consideration of sustainability of benefit. There was no evidence that sustainability of activity had been considered[46].

4. Monitoring. While courses appear to have been monitored by the implementing agency, the analysis and reporting have been limited. Learning has not been monitored rigorously and there has been no monitoring of application of learning. This limits the ability for a course to be continuously improved. It may also account for the weaknesses in Output 2 and 3 and in application of sea safety (Output 4) not having been addressed.

*From the evaluation, make recommendations about the future of the Pacific Fisheries Training Programme. This is not limited to the current programme goals and outcomes.*

There is a large need for ongoing training in the fisheries sector, a greater need than MFAT can possibly meet. Based on the findings of this evaluation, the evaluation team has provided a way forward rather than identify specific training needs that MFAT could meet.

[46] For example different training strategies (such as use of co-trainers, co-funding) could have been specified and funded.

This is presented in Section 7. Specific recommendations for each stakeholder group are identified in the case study (Appendix C).

# 5

# Evaluation Conclusions

The extent of learning from the training has generally been high, and the content relevant to both the context and the role of the trainee. As a consequence, most participants have applied the learning in their workplace. The level of behavioural change to which PFTP has contributed is amongst the highest the lead evaluator has witnessed. This has had significant impact on the lives of community fishers and the performance of fisheries officers. The commitment of trainers to improving fisheries outcomes in the Pacific and their understanding of the realities of the context in which trainees' work are all significant factors leading to this high level of application of learning. This must be commended.

However, training funded under PFTP has made little contribution to programme outcomes. This is primarily a consequence of programme design rather than the way in which training was implemented. The programme logic is flawed and the courses included in the design will not contribute to medium and long-term outcomes in any reasonable timeframe. This is because the intent of the design focused on expanding fisheries activity by the private sector (at all levels), but less than 15% of participants were from private sector fisheries and 10% expenditure was on this sector. In contrast 37% participants were community fishers and 80% of expenditure was on public sector participants.

There has been little attention to sustainability. There is no evidence that sustainability of activity has been deliberately planned[47], rather it has been left to 'just happen'. However, because of the relevance of the training to the participants, the benefits will be sustained. There is no evidence that activities will be sustained without ongoing donor support. This is a consequence of the way in which the training was implemented. Similarly, there has been little significant attention to gender, either in terms of participation or within course content. Consequently, there is no evidence of positive gender outcomes as a because of PFTP[48].

All modalities[49] of PFTP have been cost efficient. The average cost per participant (excluding overheads) ranges from $500 (for a two-day course) to $35,000 (for 19 weeks). On a per week basis, this translates to $900 (conducted locally) to $3,600 (conducted in the region), with training in New Zealand being approximately $1,700/week per person. While locally based training is cheaper, each modality brings specific benefits and disadvantages to achievement of the course and programme objectives (for example, establishment of collegial relationships between national fisheries agencies or public-sector agencies,

[47] For example, different implementation strategies (such as use of co-trainers, co-funding) could have been used to support sustainability of activity .

[48] Output 7 may have positive outcomes. However no documentation supporting this was identified and the only person interviewed attributed change to her participation in other training.

[49] In this context, modality refers to training conducted locally, regionally and in New Zealand.

opportunity to observe good practice). These factors are significant and, when determining modality, should be considered along with unit price. In addition, the way in which the course is delivered should consider sustainability of activity (where this is needed). This is likely to increase the unit cost of the training.

The extent to which training participants have applied the learning from the training indicates that it met a need among stakeholders. However, it is not possible to determine whether these were the sector's priority needs or whether these training needs addressed the main constraints to the seafood sector activity; catch, employment and exports. There remains an ongoing need for this training (and in the case of the training targeting community fishers, the demand is something of a bottomless pit), however, this evaluation did not identify whether it would be the priority training to address constraints to the sector.

The private fisheries sector is diverse, encompassing, for example, tuna and reef fishing, processing, aquaculture and game fishing. Consequently, there is a range of training needs depending on the segment and size of the business. For all but the smallest of businesses, there was also a willingness to contribute to funding training where this training is made available.  The available information suggests that addressing training needs associated with constraints in the enabling environment is likely to be a priority for the private sector. This requires a broader focus than simply the national fisheries agencies.

# 6

# Lessons Learned

Much that is 'learnt' from PFTP is already well know, but often forgotten, in international development programmes. Other lessons are less well known or new. They are all listed here for completeness:

1. Results framework: The Results Framework provides the underpinning direction for any programme. Activities must be aligned to the Results Framework if outcomes are to be achieved. Like any plan, it should be regularly reviewed and revised as necessary. It should not be left as 'set in concrete' for the life of a programme.

2. Design: The design should be a key reference for all those involved in management and governance of a programme. This is because design documents provide significant additional context, direction and principles that are not included in contractual documentation but support the successful implementation of programmes.

3. Changes to design: Where a design is changed (in this case, STTS and other elements removed) the implications of this should be identified and addressed.

4. Indicators: Indicators must reflect the outcomes and be measurable. Where they, or targets, are found to be inappropriate they must be revised to better measure intended outcomes. Without this, it is not possible to determine progress towards outcomes.

5. Gender: Specific strategies, activities and actions must be developed and implemented if gender is to be successfully addressed. This requires an allocation of resources. To expect gender to be addressed effectively without a gender analysis or expertise is unrealistic. Most trainers do not have the level of gender awareness required to be able to integrate gender into the course without support.

6. Training of others: Participants will not automatically train others. For this to occur, they must be given, and practice, the skills to do this. This does not require formal train-the-trainer programmes, simple, but deliberate, strategies can be effective[50].

[50] The STTS developed an approach where scholarship holders trained scouts in simple skills. Through this, the scholarship holders gained the confidence to train others. Co-training has been shown to be an effective strategy. Discussing the need to share the learning and working with participants to identify with whom they will share the information, when and how has also been shown to improve sharing of knowledge.

7. Sustainability of activity must be deliberately planned, it doesn't 'just happen'. The way an activity is implemented is as important as the content. For example, different implementation strategies (for example use of co-trainers, co-funding) could support sustainability of activity.

8. Learning versus behavioural change: To achieve outcomes, learning must be applied – it must produce a behavioural change. Where training providers monitor only learning as an outcome, they often fail to recognise that behavioural change is the critical outcome.

9. The success of training is dependent on the trainer. Where the trainers had a long-term commitment to supporting improved management of the fisheries sector, an understanding of the context in which the participants worked; training was most successful.

10. Confidence is key to application of learning: The critical success factors in participants applying their learning was gaining practical, hands on experience in a similar context, in a safe environment. This provided trainees with both the required knowledge and confidence to apply this in the workplace. Developing confidence is critical and must be an intended outcome of all training. Training should be designed to develop confidence and this should be measured.

11. Governance: There must be a clearly defined governance structure for all activities. The governance structure must ensure that strategic issues are addressed rather than simply management issues.

12. Coordination and communication. Mechanisms for coordination with bilateral programmes must be formalised or coordination and communication is unlikely to occur.

# 7

# Future design and support

The fishery sector in the Pacific is extremely complex. This sector encompasses all pelagic and reef fishing, aquaculture, collectors and exporters of aquarium fish, and those involved in tourism industry (particularly game fishing[51]). The scale of organisations working in the sector ranges from the industrial scale through to fishers within the community catching fish for family consumption and selling any excess. Consequently, the training needs within this sector are equally broad.

In addition, there are numerous organisations delivering training designed to meet these needs. This includes training delivered by Conservation International, WorldFish, World Wildlife Fund, New Zealand (through both the MFAT and the Ministry of Primary Industries), Australia, Japan, Korea and China. While the range of funders is great, much of this training is delivered by the same trainers from FFA, SPC, and NMIT (all recognised as having extensive experience in the Pacific and an understanding of what is relevant). However, it must be said, that while no evidence of coordination was evident, there appears to be little duplication in delivery of the same course content to the same participants.

Across those countries in which case studies were undertaken, the large external investment across many donors appears to have led to an expectation that training will be funded externally and there is no necessity for the fisheries agency in any country to invest significantly in training stakeholders in the sector. Consequently, when these externally funded training programmes finish, unless there is another external donor, there is no continuity of the training – even where there remains a need for such training.

From the discussions, there appears to be a large amount of funding focussing on fisheries training stopping over 2017-2018. Both this programme and several Australian funded programmes are also finishing. The completion of several programmes almost concurrently presents a challenge to organisations such as SPC who depend on funding for delivery of much of their training programme and for continuity of programmes in country[52].

## DESIGN CONSIDERATIONS

The needs will be different across each of the three stakeholder groups: public-sector, private sector, and community. The training needs will also be different within each of these groups. The amount of training needed in the sector is enormous, it is virtually a bottomless pit. In this context, it is critical for MFAT to determine their objective. Having done this, the

[51] While snorkelling and diving may not be considered to be an element of the fisheries sector, their businesses are dependent on the effectiveness of coastal fisheries.

[52]However, the data collected was mixed as one of the SPC trainers advised that there was also significant new funding for training commencing. The funding was not identified.

next step is to identify whether training will contribute to this objective, and if so, what training is needed to achieve this objective. Such training is likely to comprise a mixture of existing and new courses/modules. Most of the training provided through PFTP does not directly contribute to the Programme's goal[53] or outcomes[54]. Where the training may contribute to the outcomes, the timescale is beyond something that should be reasonably considered in a programme. In addition, the other requirements to achieve the outcomes are so great that it is questionable whether this training should have been considered until it was clear that the other requirements would be provided. A number of the courses (Outputs 4, 5 and 6) all appear to have been existing courses which, while contributing to the sector, provided only an indirect contribution to the Programme's outcomes.

## CONSIDERATIONS FOR THE PROGRAMME

Once the objective and training needs contributing to this objective have been identified, MFAT will need to determine which priority training needs that they will address. This should consider the activities of the national fisheries agencies, other donors, and New Zealand's priorities and policy. While it may seem a statement of the obvious, there are several common things that should occur for each training programme that is developed:

1. Clearly include development of confidence in the theory of change. Application of training only occurred where participants gained confidence to apply the learning and share this with others. As this was a critical element in the theory of change, it should be included in the results framework and the implementation approach be one that facilitates generation of confidence among participants.
2. Recognise the differences between countries. For example, those interviewed from national fisheries agency identified that the background of staff differs between countries. They identified that in Fiji and Vanuatu staff are generally recruited with a marine biology background in contrast to those in Tonga who generally have a non-fisheries background.
3. The objective of each individual training course and module within that training course should be clearly identified and documented. The way in which this contributes to the programme outcome should be stated. The objective should also be a behavioural based objective; what the participants will do as a result of the training.
4. A documented design for the training. Without this, the content of the training is largely dependent on the trainer. If the trainer changes, a new trainer would not know what should be included, the emphasis on different elements of the training, and the methods to apply. This is good practice and essential where the same course is to be

[53] PFTP's goal is to "increase Pacific Islands' sustainable economic development through a greater contribution from the seafood sector." (ADD, p iv).

[54] PFTP's high outcomes are: (i) increased employment in seafood sector; (ii) increased value of seafood exports

and (iii) increased value of seafood catch.

implemented on a repeated basis. It also supports sustainability of activity implementation.

5. Where individuals are to receive a breadth of training (for example core training for fisheries officers) aggregating this training and conducting a single, longer course would be more cost efficient than a series of short courses and should be considered (along with nationally recognised certification for the course).
6. A focus on sustainability. Where it is expected that the course will be conducted by the National fisheries agency or participants following the training, this should be clearly identified in the course design and responsibility for conducting this training identified and agreed. The design should reflect this in the way the course is implemented. For example, this may result in use of co-trainers from the National fisheries agency, followed by coaching of these trainers to implement the course, or contribution to costs for the agency to replicate the course. If the activity is to be sustained, the organisation responsible for implementing the training should be doing this (or funding another organisation to deliver the training) before the programme finishes. This rarely occurred under PFTP, and where it did occur was accidental rather than planned.
7. The gender focus must be real. At a programme design level, this means that to ensure that men and women have equal access to, and benefit from, the course, training must include courses that are expected to be female dominated and courses that are expected to be male dominated in equal proportions. At a course level, this will only occur if trainers fully understand the gender issues associated with the content of their training. Even if a decision is made to have a separate gender module, all trainers must fully integrate gender into their course. As a minimum, illustrations and case studies in training material must not be gender stereotyped, trainers must identify relevant gender issues in the material. To enable this to occur, MFAT should: (i) undertake a gender analysis to inform any future design, (ii) ensure course design documentation identifies gender issues relevant to the material and (iii) require all trainers to have completed a minimum of three-days gender awareness and gender analysis training[55].
8. Formal follow-up support should be provided for all training. Given that FFA and SPC implement activities in most countries on a regular basis, a simple method for provision of follow up should be identified. This would maximise application of learning and assist in identifying areas where training is not relevant and modify the course accordingly.
9. Monitoring and evaluation of training should include participant's reaction to the training and learning. While this occurred on PFTP, the method used to determine learning was neither consistent nor valid. This evaluation strongly recommends that where pre-and post-tests are applied, paired t-tests and effect size be used to analyse

[55] A budget should be included in training programmes to enable trainers who have not had this training to be trained.

the results. Learning should be analysed on a sex disaggregated basis, and where possible, disaggregated by the sector in which the individual works. This provides early feedback and enables trainers to compare learning outcomes between courses.

10. A funded mechanism for monitoring application of learning should be integrated into the design. Ideally, this should be implemented within 12 months of training occurring; if the training has not been applied in that time, it is unlikely it will. This would allow timely adjustments of training to occur to maximise relevance and use of learning.
11. Coordination with bilateral programmes. Where there is a bilateral fisheries programme, any regional fisheries training programme must coordinate with this programme. This minimises the potential for duplication of training, enables in country support to be provided to participants in applying their training, and should maximise contribution to outcomes for both programmes.
12. Reporting. A report structure should be developed, agreed, and regularly reviewed. This structure should include identification of participant details (for example, sex and employer) to facilitate disaggregated monitoring, and contact details (such as email, mobile phone number, address) to facilitate subsequent monitoring and evaluation.
13. Governance arrangements must be clear, effective and regularly reviewed. The body responsible for governance at a strategic level (in the case of PFTP, the PSC) should regularly review: (i) progress towards outcomes, (ii) contribution of courses to outcomes, (iii) relevance of indicators, (iv) accuracy of the theory of change, and (v) the relevance of the content of courses to achievement of the course objective and the context in which it is delivered. Because of the dynamic nature of the sector, this review cannot be left to the end of a programme.

For each of the three sectors: public, private, and community, there are specific questions that MFAT should address before developing any future training programme. These are discussed below.

**Public sector**

Most PFTP funded training for the public sector was provided for the people within national fisheries agencies, and primarily for fisheries officers. However, there are a range of different agencies which impact fisheries outcomes. These include trade, tourism and safety. In many cases, the actions of these agencies may have greater influence on fisheries outcomes than provision of training to fisheries officers. For example, many of the constraints to private sector in Fiji were related to the Maritime Safety Agency and in Vanuatu, to tourism and trade. Where support is provided to the public sector, the design should consider this broader scope.

Within the national fisheries agencies, there has generally been a lack of consideration of the future role of a fisheries officer. While it is acknowledged that fisheries is a dynamic sector, and the priorities for fisheries officers will alter over time, there does not appear to be a clearly articulated specification of what competencies a fisheries officer will require in five or

10 years. Consequently, training programmes such as the New Zealand Pacific Island Fisheries Officer course and Output 6, may not develop the skill set national fisheries agencies will require. While the specific skill set required is not known[56], there was almost universal agreement from all stakeholders interviewed that this would include: analysis, communication (verbal and written communication with all stakeholders) and relationship management.

As part of this, any continuation of the New Zealand Pacific Islander Fisheries Officer course and Output 6 should be preceded by a detailed needs analysis and course review. NMIT and VMC both support such a review. The relationship between these two components of training should be re-examined. Historically, they formed a theoretical and practical component of one training programme. This was then split, and subsequently, each has developed independently. These courses need to be reviewed to ensure they are complimentary, consistent, and relevant.

Sustainability of activity is critical for training delivered to the public sector. In all cases, those interviewed identified that there would be an ongoing need for this training. It is unrealistic to anticipate New Zealand to provide this training on an ongoing basis. The training should be implemented in a way that facilitates sustainability of activity. There are numerous approaches to achieve this.

As formal qualifications and completion of certified courses is becoming increasingly important for public servants across the Pacific, it becomes more critical for training delivered through programmes to contribute to a certified course. This assists participants to gain the necessary qualifications for promotion, which in turn, provides the motivation for participants to attend and complete all course activities. Where assessment is competency-based, particularly those requiring completion of workplace-based activities as part of the assessment process, this will also facilitate application of learning in the workplace. This evaluation therefore strongly recommends training delivered to the public sector through a similar programme form part, if not all, of a certificated course at Diploma or higher level wherever possible.

This will be assisted if courses are modularised. Modularisation enables course providers (be they a bilateral aid programme, non-government organisation or the national fisheries agency) to select modules required for a particular context and deliver these in a timely and cost-effective way. A combination of such modules could then contribute to a recognised qualification[57].

**Private sector**

The private sector is extremely diverse and complex and the needs of each element are different. In terms of business size, any future training to the private sector should clearly

[56] These skills are encompassed within the detailed training needs analysis completed for members of Te Vaka Moana (Te Vaka Moana Training Needs Analysis Final Report, May 2017).

[57] The work previously undertaken by FFA and others to obtain formal recognition of courses is recognised by this evaluation and the challenges are not underestimated. However, as noted elsewhere, accreditation of training is becoming increasingly important within the public sector.

target family or single scale of business. For example, there is little value in providing the same topics in seafood marketing or business development training to micro, small, medium and industrial enterprises. A targeted suite of training packages for the private sector would be more beneficial.

In addition, from the feedback, it appears that there is a clear sequence in which training should be provided; (i) seafood handling, (ii) financial business skills and (iii) market development. There was general agreement amongst those interviewed that they would have better been able to learn and apply the skills and knowledge if they had participated in these topics in separate, sequential courses[58].

There was also agreement in the countries in which field work was undertaken that effective operation in the domestic market was required before export commenced. Reflecting this, those interviewed generally agreed that donors focus should first be on business development and marketing in a domestic context. This evaluation recognises that some countries may be an exception to this.

Increased attention to the value chain may assist identify weaknesses within each value chain. Training provided could then focus on these weaknesses. Without this attention, the failure to develop all elements of the value chain to a comparable level may result in a constraint which adversely affects the outcomes for this value chain.

Ongoing business mentoring and follow up is important to embed learnings and provide access to further growth; this may also continue to perpetuate learning through more confident participants training their communities and supply chain members.

**Community Sector**

Training required by the community in fisheries is almost a bottomless pit. It is unrealistic to expect New Zealand or any other donor, or even all donors combined, to meet these ever evolving needs. Therefore, it is essential that there is increased focus on sustainability of activity: each country's national fisheries agency must have the capacity to deliver the training required at a community level across the country. This will influence the approach taken to implementation of training for public sector participants.

There is also a perception amongst the public sector, that training cannot be implemented unless there is a donor programme and/or a large Pacific budget. Strategies to implement training that required no or minimal budget had not been demonstrated and were beyond the experience, and therefore practice, of most fisheries officers. Thus, while a fisheries officer may want to conduct training for community fishers, few recognise this was possible without discrete budget.

New Zealand needs to decide whether it is most effective for New Zealand to be providing this training given the large number of other agencies providing such training. Should New Zealand invest in fisheries training for the community sector, the benefits of ensuring this training also gain certification are significant for some; certification assists training

[58] Those interviewed noted that they completed some of these topics in a single course and/or had not previously completed the courses they considered precursors to make this training effective.

participants to obtain bank loans for purchase of fishing boats, fishing gear, and broader business expansion. Careful analysis of benefits vs costs for certification should be undertaken and responded to.

The target for provision of training to fishers should also be tailored. A recurring pattern within this evaluation was that learning was shared by fishers who were members of a fishers association. This sharing of learning was not a consistent feature of those outside fisher's associations. Therefore, future training should consider targeting only members of fisher associations to promote dissemination of learning. This approach will also facilitate ongoing support through greater linkages to the fisheries officers.

Training content must reflect the reality of the environment in which community fishers find themselves. Thus, while teaching about the use of ice to maintain the quality of fish during handling may be correct, those without access to ice (the majority of fishers) are unable to apply this training. The training must also include practices to improve the quality of fish that can be implemented in the context n which the fishers operate. The provision of equipment to enable trainees to apply the techniques after the training should be continued as it supported application of learning. However, this should be done in a way that maximises the number of participants who are able to have their own, rather than shared, equipment as shared equipment 'vanishes'.

This evaluation identified that no value had been obtained from the sea safety training conducted in Fiji [59]. While it may seem a 'good', and even priority training need, unless an approach can be implemented that will change behaviour, there is no value conducting this training. Alternate approaches need to be identified which address the barriers to implementing the learning. These alternate approaches may be embedding boat safety in school curriculum in areas where boat travel is normal, or training women and children (as occurred under a previous programme through the Pacific Island Women in Maritime Association) in use of lifejackets and boat safety to encourage children to use lifejackets when travelling to school by boat and women to remind husbands to take lifejackets when in boats. Safety training and lifejackets could also be provided to all public servants who travel between communities by boat. Their use of lifejackets would provide a role model within communities. In other places, it may be delivering an integrated package of training and support for enforcement, or only providing the training where there is a conducive, enforced regulatory environment.

[59] SPC believe value has been gained because participants are aware of what they should do, even if there is no change in behaviour.

# Appendices

# Appendix A. Summary of fisheries sector and PFTP data.

**Table 5. Details of fisheries in each country. [60].**

| | | Cook Islands | Fiji | Kiribati | Nauru | Niue | PNG | Samoa | Solomon Islands | Tonga | Tuvalu | Vanuatu | Tokelau |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Country characteristics** | | | | | | | | | | | | | |
| **Area in 200 mile zone (sq. km)** | | 1,830,000 | 1,290,000 | 3,550,000 | 320,000 | 390,000 | 3,120,000 | 120,000 | 1,340,000 | 700,000 | 900,000 | 680,000 | 290,000 |
| **2007 population** | | 15,369 | 836,239 | 95,470 | 9,373 | 1,587 | 6,324,106 | 181,267 | 506,422 | 900,000 | 11,130 | 227,056 | 1,169 |
| **2014 population** | | 15,225 | 836,073 | 111,117 | 10,660 | 1,499 | 7,570,686 | 187,372 | 626,247 | 680,000 | 11,099 | 271,089 | 1,166 |
| **Catch (mt)** | | | | | | | | | | | | | |
| **Coastal commercial** | 2007 | 133 | 9,500 | 7,000 | 200 | 10 | 5,700 | 4,129 | 3,250 | 3,700 | 226 | 538 | 0 |
| **Coastal subsistence** | 2007 | 267 | 17,400 | 13,700 | 450 | 140 | 30,000 | 4,495 | 15,000 | 2,800 | 989 | 2,830 | 375 |
| **Offshore locally based** | 2007 | 3,939 | 13,744 | 0 | 0 | 640 | 256,397 | 3,755 | 23,619 | 1,119 | 0 | 0 | 0 |
| **Offshore foreign based** | 2007 | 0 | 492 | 163,215 | 69,236 | 0 | 327,471 | 25 | 98,023 | 0 | 35,541 | 12,858 | 318 |
| **Freshwater** | 2007 | 5 | 4,146 | 0 | 0 | 0 | 17,500 | 10 | 2,000 | 1 | 0 | 80 | 0 |
| **Coastal commercial** | 2014 | 150 | 11,000 | 7,600 | 163 | 11 | 6,500 | 5,000 | 6,468 | 3,900 | 300 | 1,106 | 40 |
| **Coastal subsistence** | 2014 | 276 | 16,000 | 11,400 | 210 | 154 | 35,000 | 5,000 | 20,000 | 3,000 | 1,135 | 2,800 | 360 |
| **Offshore locally based** | 2014 | 194 | 17,079 | 510 | 0 | 0 | 216,896 | 1,254 | 41,523 | 1,363 | 0 | 568 | 0 |
| **Offshore foreign** | 2014 | 20,342 | 0 | 701,067 | 177,315 | 547 | 217,871 | 0 | 36,573 | 1,897 | 96,898 | 10,942 | 24,286 |

[60] Source: Gillet R (2016), WTO ( 2010) and https://www.cia.gov/library/publications/the-world-fact-book/geos

| | | Cook Islands | Fiji | Kiribati | Nauru | Niue | PNG | Samoa | Solomon Islands | Tonga | Tuvalu | Vanuatu | Tokelau |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **based** | | | | | | | | | | | | | |
| **Freshwater** | 2014 | 5 | 3,731 | 0 | 0 | 0 | 20,000 | 10 | 23,000 | 1 | 2 | 80 | 0 |
| **Coastal commercial** | Change (%) | 13% | 16% | 9% | -19% | 10% | 14% | 21% | 99% | 5% | 33% | 106% | |
| **Coastal subsistence** | Change (%) | 3% | -8% | -17% | -53% | 10% | 17% | 11% | 33% | 7% | 15% | -1% | -4% |
| **Offshore locally based** | Change (%) | -95% | 24% | | | -100% | -15% | -67% | 76% | 22% | | | |
| **Offshore foreign based** | Change (%) | | -100% | 330% | 156% | | -33% | -100% | -63% | | 173% | -15% | 7537% |
| **Freshwater** | Change (%) | 0% | -10% | | | | 14% | 0% | 1050% | 0% | | 0% | |
| **Consumption** | | | | | | | | | | | | | |
| **Estimated consumption kg/person/year** | | 47-71 | 44-62 | 72-207 | 46.7-63.9 | 49-118.9 | 18.2-24.9 | 46.3-129.5 | 32.2-45.5 | 25.2-35 | 85-146 | 15.9-25.7 | 119.4 |
| **Contribution to economy** | | | | | | | | | | | | | |
| **Contribution of fishing to GDP** | % | 6.0 | 1.8 | 8.6 | 2.3 | 4.3 | | 3.0 | 2.5 | 2.3 | 9.4 | 0.6 | |
| **Exports (2014)** | USD | 437,500 | 57,758,586 | 2,756,557 | 0 | 90,511 | 134,591,440 | 2,327,197 | 54,783,748 | 6,711,354 | 29,625 | 1,912,009 | 171,875 |
| **Exports (2014)** | % of all exports | 2.6 | 9.3 | 39.9 | 0.0 | 0.6 | 1.6 | 4.7 | 11.9 | 44.2 | 100.0 | 3.2 | |
| **Change in USD value of exports 2007 - 2014** | % | -1,004.9 | -28.4 | 19.4 | | | 12.0 | -284.8 | 57.6 | 15.0 | 83.3 | 24.5 | |
| **Processing and ancillary** | **2008** | | 1225 | 10 | | 2 | 6715 | 60 | | 21 | | 20 | |
| **Local crew** | 2008 | | | 66 | | 3 | 819 | 275 | | 54 | 213 | 132 | |
| **Processing and ancillary** | **2014** | 7 | 2000 | 75 | | | 7536 | 20 | 1470 | 12 | 2 | 84 | |

| | | Cook Islands | Fiji | Kiribati | Nauru | Niue | PNG | Samoa | Solomon Islands | Tonga | Tuvalu | Vanuatu | Tokelau |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Local crew** | 2014 | 9 | 1667 | 720 | | | 1776 | 237 | 274 | 33 | 363 | 46 | |
| **No. employers listed in SPC address book** | | 5 | 13 | 7 | 0 | 3 | 16 | 3 | 4 | 5 | 1 | 4 | 0 |

**Table 6. Summary of PFTP performance against indicators.**

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| **High Level Outcomes** | | | | | | | |
| 1. Increased employment | | Change in number of people employed in the seafood sector | Baseline: 10,000 (2010) across FFA members.Target: 12,000 (2017) across FFA members | 13,000 people engaged in tuna industry (2012/13 figures) with just under 4,000 on vessels including observers and the rest in inshore activities | 18,000 people engaged in tuna related employment underpinned by growth in onshore processing sector employment accounting for between 60% and 70% of total tuna related employment | In 2014, 22,736 people were engaged in tuna related employment underpinned by growth in onshore processing sector employment accounting for between 70% and 90% of total tuna related employment. | Total employment related to tuna fisheries in FFA member countries for 2015 is estimated at 23,000 a slight increase on 2014. Growth in local crew and the onshore processing sector employment has driven a trend of increasing employment levels. |
| 2. Increased value of seafood exports | | Change in dollar value of seafood exports | Baseline: US$183 million (2010) across FFA members. Target: US$250 | The combined annual import value by the EU, US and Japan from FFA members has more than doubled between 2001 and 2012, from | For an estimated throughput of 143,000 tonnes, together with estimated value added from fishing not directly | The 2014 estimates of exports from FFA members to the EU, US and Japan markets registered successive declines in export values of loins (9%), canned | The estimates of exports from FFA members to the EU, US and Japan markets deteriorated further in 2015 down 26% to $246 million from $331 million in |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | | million (2017) across FFA members | $130 million to $285 million. In 2013 the EU, US and Japan combined imported $327 million worth of tuna products from FFA members | connected with onshore processing of some form, the 2013 total value added in FFA states came to $347 million | tuna products (14%) and non-canned tuna products (10%) resulting in a declined value of US$325 million. | 2014 and down 36% from the peak of $383 million in 2012. |
| 3. Increased value of seafood catch | | Change in value of production at first point of sale. Target: US$1.9 billion (2017) | Baseline: US$1.7billion (2010) across FFA members | The present annual volume of tuna processed in the FFA member countries is around 100,000 tonnes, most involving canning or loining operations. | In 2013, the estimated catch declined marginally by 1% to 2.62 million tonnes (noting incompleteness of data, especially for longline) from the previous year record of 2.65 million tonnes. The estimated delivered value lowered by 14% to $6.3 billion from $7.3 b. | In 2014, the estimated catch increased by 6% to 2.9 million tonnes from the previous year. However the estimated delivered value declined by 12% to $5.8 billion following a similar decline of 11% the previous year. | Total WCPO catch in 2015 was down 7% on the 2014 record catch of 2.9 million tonnes driven by a decline in the catch from the purse seine fishery as intense El Nino conditions prevailed over most of the year. |
| 4. Increased seafood sector activity | | Change in contribution of GDP to Pacific Island economies | Baseline: US$244 billion (2010). Target: US$300billion (2017) | In 2012, the contribution to GDP was estimated to be $240 million, a rise of 25% from the previous year. This | In 2013, the contribution of the harvest sector to GDP was estimated to be $300 million, a fall of 15% from the | In 2014, the contribution of the harvest sector to GDP was estimated to be $556 million, a fall of 2% from the previous year. In the past two years | Overall harvest sector contribution of the tuna fishery to GDP declined to $267 million in 2015 from $308 million in 2014, a reduction of 13% |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | | | increase was driven by the substantial increase value of the catch landed. | previous year. This decrease was driven by the decline in value of catch underpinned by decreases in both catch volume and fish prices | both nominal and real contributions to GDP declined reflecting price reductions, hence value of tuna. | (the 3rd consecutive annual decline), driven by reductions in the value of production which in turn has been driven by falls in fish prices. |
| **Medium Level Outcomes** | | | | | | | |
| 5. Higher quality labour inputs into the seafood sector | | Employee skills | Baseline: N/A. Target: 80% of employers indicate improvement in employees skills | Yet to establish baseline | Tracer studies are being conducted and results analysed. Within the current 14% response rate from employers, there is confirmation of improvement in employees skills. | 100% of respondents indicated that employee skills had improved after training but 44% of trainees stated that they still faced obstacles beyond their control when attempting to fully implement what they had learned. | 100% of respondents indicated that employee skills had improved after training but 36% of trainees stated that they still faced obstacles beyond their control when attempting to fully implement what they had learned. |
| 6. Conditions created and maintained for thriving seafood sector | | Seafood sector conditions (fisheries management, investment and labour laws) | Baseline: N/A. Target: 80% of firms indicate improvement in sector conditions. Target: 90% of employees satisfied with | Yet to establish baseline | Surveys are being conducted and results will be analysed. | 100% of respondents felt that seafood sector conditions in their countries needed to be improved but responsibility for the champions and drivers of change were still unresolved. | 100% of respondents felt that seafood sector conditions in their countries needed to be improved but responsibility for the champions and drivers of change were still unresolved. |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | | the skills obtained | | | | |
| **Low Level Outcomes** | | | | | | | |
| 7. Pacific men and women well qualified for work in the seafood sector | | Employer satisfaction with acquired skills | Baseline: N/A | The current (and potential) positive impacts of KFL are just huge in terms of government revenue (fish exports), employment (currently 100 local employed with potential to double or treble this figure), fisheries development opportunities (purchase of tunas from local fishers) and even behavioural (local processing staff need to follow strict hygiene procedures and this is having an impact at the house-hold level) and food security (sales of cheap highquality | Tracer studies and followup meetings commenced and feedback from employers is being documented. Of the 14% responses received to date, all are satisfied with the skills obtained. | 100% of respondents were satisfied with the skills acquired by trainees and they all supported the development of modules to create career pathways through TAFE level qualifications. However training accessibility for the target audience is of concern. | 100% of respondents were satisfied with the skills acquired by trainees and they all supported the development of online modules to create self-paced learning for staff in a multitude of fisheries, leadership and management topics. But the need to see evidence of the human element in online training was stressed as critical for success. |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | | | fish protein). | | | |
| 8. Competent fisheries public sector officials | | Ministers, business and stakeholders satisfaction. | Baseline: N/A. Target: 90% of Ministers, business and stakeholders satisfied with performance of fisheries agencies. | Annual monitoring will begin from year two when initial impact of training can be assessed | Based on anecdotal evidence and ad hoc comments from Ministers to FFA Executive, Members are satisfied with the performance of some fisheries agencies and frustrated with others. This mixed reaction is yet to be measured as percentages. | Members are satisfied with the performance of some fisheries agencies and frustrated with others. The lack of national multi-departmental networking and cross-cutting collaboration are the most common limiting factors mentioned for the majority of countries where dissatisfaction with fisheries agencies exist. | Members are satisfied with the performance of some fisheries agencies and frustrated with others. The lack of national multi-departmental networking and cross-cutting collaboration are the most common limiting factors mentioned for the majority of countries where dissatisfaction with fisheries agencies exist. |
| **Outputs** | | | | | | | |
| 9. Training for Small Vessel Operators and Observer Managers | Training/ mentoring of Observer Managers (Output 1) | a) Training courses held and curricula developed. Number of men and number of women trained. | Baseline: a) zero, b) current competency. Target: a) 90 people trained, b) 70% improvement in competency | FFA contracted a consultant to develop the observer manager standards which have been completed. Negotiations are continuing with SPC on the inclusion of observer manager | Successful conduct of an introductory mentoring workshop for 14 PIRFO Observer Managers (mentees), of whom 4 were women, against developed standards and competencies | Successful followup mentoring workshop for 18 PIRFO Observer Managers (mentees) and their mentors, of whom 2 were women. Deliverables as evidence of competencies are being monitored/recorded and | Successful mentoring workshop and assessments for 13 PIRFO Observer Manager, of whom 1 was female. Deliverables as evidence of competencies are being monitored/recorded and incountry followup |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | b) Trainee competencies. | | training within the PIRFO programme. FFA is also working towards accreditation of these training programmes under a recoginsed training provider. Mentoring programmes will commence in year two. | through a newly developed mentoring programme with training and assessment guidelines. Deliverables as evidence of competencies are being monitored/recorded and incountry training of mentors will commence in year three. To date 14 of 30 people with 29% female participation have been trained with ongoing mentoring and assessment of competency. | incountry followup training continues in year four. To date 25 of 30 people with 20% female participation have been trained with ongoing mentoring and assessment of competency. | training continues in year five. To date 37 people with 19% female participation have been trained with ongoing mentoring and assessment of competency. This exceeds the target of 30 people trained. |
| | Training for Small Vessel Operators (Output 4) | a) Training courses held and curricula developed. Number of men and | Baseline: a) zero, b) current competency Target: a) 90 people trained, b) | The first course commenced in Kiribati at the end of March utilising the SPC curricula for small vessel operators. This | The first course (Kiribati early April 2014) saw 47 male local fishers trained of which 40 were assessed as competent. The | The third year training was conducted in Choiseul, Solomon Islands for 15 participants of which only 2 were female. To date 67 people with 3% | The fourth year training was conducted in Fiji for 36 participants of which only 1 was female. To date 103 people with 3% female participation (due to nature of local |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | number of women trained.<br>b) Trainee competencies | 70% improvement in competency | training will be completed in early April and will be included in the second year report. | second year training was conducted in Tuvalu during March/April for 21 participants of which only 12 successfully completed the evaluation. To date 52 of 60 people with 0% female participation (due to nature of local fishers being all male) have been trained with 17% increased performance in year one and 28% in year two for those successfully tested. | female participation (due to nature of local fishers being all male) have been trained with 25% increase in performance from 45% pre-assessment to 70% post-assessment for those successfully tested. | fishers being all male) have been trained with 45% increase in performance from 46% pre-assessment to 91% post-assessment for those successfully tested. This exceeds the target of training 60 people. |
| 10. Training in seafood safety, handling and food technology | Training in seafood safety, handling and food technology (Output 5) | a) Training courses held and curricula developed. Number of men and number of women trained. | Baseline: a) zero, b) current competency Target: a) 60 people trained, b) 70% improvement in competency | Capacity of local small-scale fishers to land export-grade tuna increased (88 persons trained, including 75 fishers through five two-day workshops). Target number of workshops were | The second year training will be conducted in Samoa in June, during the preparation of this report and will be reported on in the next reporting period. To date 88 of 250 people with 6% | The second year training was conducted in Samoa in June 2015 for 52 participants of whom 8 were female. The third year training will be reported on in the next reporting period. To date 140 of 250 people with 9% female participation | The third year training was conducted in Kiritimati in May 2016 for 57 participants of whom 7% were female. The fourth year training will be reported on in the next reporting period. To date 197 of 250 people with 9% |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | b) Trainee competencies. | off baseline | exceeded with 5 workshops of 2 days each facilitated in Tarawa between 23 Oct and 2 Nov 2013 comprising Tarawabased small scale fishers. 35.2% of total target numbers were trained (88 participants) of which 5 were female | female participation have been trained with a collective average of 61% improvement in overall competency. | have been trained with a collective average of 83% in overall competency. | female participation have been trained with a collective average of 75% in overall competency. |
| 11. Training in seafood enterprise business enterprise development (Output 2) | Market development (Output 2) | a) Training courses held and curricula developed. Number of men and number of women trained. b) Trainee competencies. | Baseline: a) zero, b) current competency. Target: a) 195 people trained, b) 70% improvement in competency | FFA is finalising negotiations with a training provider from PNG to deliver their developed curricula targeting small commercial entities interested in growing their export market products, specifically in the seafood trade sector. | FFA provided training for 8 trainers (3 females) to deliver their contextualised curricula. The first subregional training course was successfully conducted for 10 females and 6 males. To date 24 of 50 people with 54% female participation have been trained with a collective average of 77% in | The year three national training course was successfully conducted for 8 females and 14 males in the Solomon Islands. To date 46 of 50 people with 46% female participation have been trained with a collective average of 68% in overall competency. | The year four national training course was successfully conducted for 12 females and 20 males in Majuro and Port Vila. To date 78 people with 42% female participation have been trained with a collective average of 86% in overall competency. This exceeds the target of training 50 people. |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | | | | overall competency. | | |
| | Training for small & medium enterprise development (Output 7) | a) Training courses held and curricula developed. Number of men and number of women trained. (Top 6 performers ). b) Trainee competencies. | Baseline: a) zero, b) current competency. Target: a) 195 people trained, b) 70% improvement in competency | FFA is finalising negotiations with a training provider from PNG to deliver their developed curricula targeting small commercial entities interested in growing their export market products, specifically in the seafood trade sector. | 13 participants, of whom 11 were female, and the majority of whom were self-employed in capture-based fishing businesses were trained in Rarotonga. To date 24 of 40 people with 85% female participation have been trained with a collective average of 78% improvement in overall competency. | 11 participants, of whom 8 were female, and the majority of whom were from the private sector. To date 38 of 40 people with 82% female participation have been trained with a collective average of 45% increase in overall competency. | 12 participants, of whom 11 were female, and the majority of whom were from the Tongan private sector were trained in SME in year four. To date 50 people with 84% female participation have been trained with a collective average of 40% increase in overall competency. This exceeds the target of training 40 people. |
| 12. Training in fisheries policy, investment appraisal and | Training in fisheries policy, investment appraisal and international | a) Training courses held and curricula developed. Number of men and number of | Baseline: a) zero, b) current competency. , Target: a) 48 people trained, b) 70% | 11 private fishing businesses in Tuvalu were trained. 12 of the 14 participants were female including 2 females and 1 male from the Fisheries | The first 8-day training course was conducted for 10 fisheries officials (50% female). The second 10-day course was delivered for 16 regional participants | The third 10-day training course will be conducted in July 2016 for fisheries, trade and competent authority officers responsible for trade and investment appraisal. Based on | The 3rd 10-day training course was conducted in July 2016 for 23 fisheries, trade and competent authority officers responsible for trade and investment appraisal. Then the 4th |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| international commerce | commerce (Output 3) | women trained. b) Trainee competencies. | improvement in competency | Department. Only 2 participants passed the pretraining assessment but all passed the post training assessment resulting in an 84% average competency rating. | (6 females). Based on feedback, this course will evolve with additional content. To date 26 of 50 people with 42% female participation have been trained with participants collectively having full comprehension of 60% of the fisheries policy development content | feedback, this course was refined with additional content on trade. As of 2015, 26 of 50 people with 42% female participation have been trained with participants collectively having full comprehension of 60% of the fisheries policy development content | course was held in February 2017 for 34 participants including fisheries economists, senior fisheries managers, financial analysts and foreign affairs staff. As of 2017, 83 people with 47% female participation have been trained with participants collectively having full comprehension of 60% of the fisheries policy development content. This exceeds the target of training 50 people. |
| | Fisheries Extension Officers - Vanuatu practical course (Output 6) | a) 5 four-week practical Training held. Number of men and number of women trained. b) Trainee | | 12 fisheries officers were trained. Four of them had completed the NMIT Pacific Islands Fisheries Officers Course. A female participant was selected but replaced on decision of the National Fisheries | 11 fisheries officers, of whom 5 were women, were trained in safety at sea, fishing techniques and economics and business management for year two. Four of them had completed the NMIT Pacific Islands | 16 male participants were trained in safety at sea, fishing techniques and economics and business management for year three. Three of them had completed the NMIT Pacific Islands Fisheries Officers Course. To date 39 people with 13% female participation | 10 male participants were trained in safety at sea, fishing techniques and economics and business management for year four. Three of them had completed the NMIT Pacific Islands Fisheries Officers Course. To date 49 people with 10% female participation |

| Design | | | | Results against indicators reported in Annual Reports | | | |
|---|---|---|---|---|---|---|---|
| **Results** | **Results (Annual Progress Reports)** | **Indicators** | **Baseline Information and Targets** | **Year 1 (2014)** | **Year 2 (2015)** | **Year 3 (2016)** | **Year 4 (2017)** |
| | | competencies. | | Administration that was being represented, so the attendance was exclusively male with an average age of 37 Overall, 8 out of the 12 participants failed the pre-test, scoring an average of 39%. After the training, average competency increased to 79%. | Fisheries Officers Course. To date 23 of 30 people with 22% female participation have been trained with a collective average of 78% improvement in overall competency. | have been trained with a 47% improvement in overall competency from 32% prior to training to 79% after. | have been trained with a 51% improvement in overall competency from 24% prior to training to 75% after. The target of 30 people trained has been exceeded. |

# Appendix B. Methodology

**Table 7. Summary of people interviewed.**

| Interviewee | Female | Male | Total |
|---|---|---|---|
| **Fiji** | **2** | **60** | **62** |
| **Trainee** | | **31** | **31** |
| Output 1 | | 2 | 2 |
| Output 2 | | 3 | 3 |
| Output 3 | | 4 | 4 |
| Output 4 | | 6 | 6 |
| Output 5 | | 4 | 4 |
| Output 4 & 5 | | 9 | 9 |
| STTS | | 3 | 3 |
| **Not trainee** | **2** | **29** | **31** |
| **Solomon Islands** | **6** | **5** | **11** |
| **Trainee** | **1** | **5** | **6** |
| Output 1 | | 1 | 1 |
| Output 2 | | 3 | 3 |
| Output 3 | 1 | 1 | 2 |
| **Not trainee** | **5** | | **5** |
| **Tonga** | **4** | **6** | **10** |
| **Trainee** | **2** | **5** | **7** |
| Output 3 | 1 | | 1 |
| Output 7 | 1 | | 1 |
| Output 6 & STTS | | 3 | 3 |
| Master | | 1 | 1 |
| STTS | | 1 | 1 |
| **Not trainee** | **2** | **1** | **3** |
| **Vanuatu** | **8** | **24** | **32** |
| **Trainee** | **4** | **10** | **14** |
| Output 1 | | 1 | 1 |

| Interviewee | Female | Male | Total |
|---|---|---|---|
| Output 2 | 2 | 5 | 7 |
| Output 3 | 2 | 2 | 4 |
| Output 6 | | 1 | 1 |
| STTS | | 1 | 1 |
| **Not trainee** | **4** | **14** | **18** |
| **Marshall Islands** | **1** | | **1** |
| **Trainee** | **1** | | **1** |
| Output 3 | 1 | | 1 |
| **Regional** | **1** | **8** | **9** |
| **Not trainee** | **1** | **8** | **9** |
| **Total** | **22** | **103** | **125** |

**Figure 9 Number of interviewees by sector**

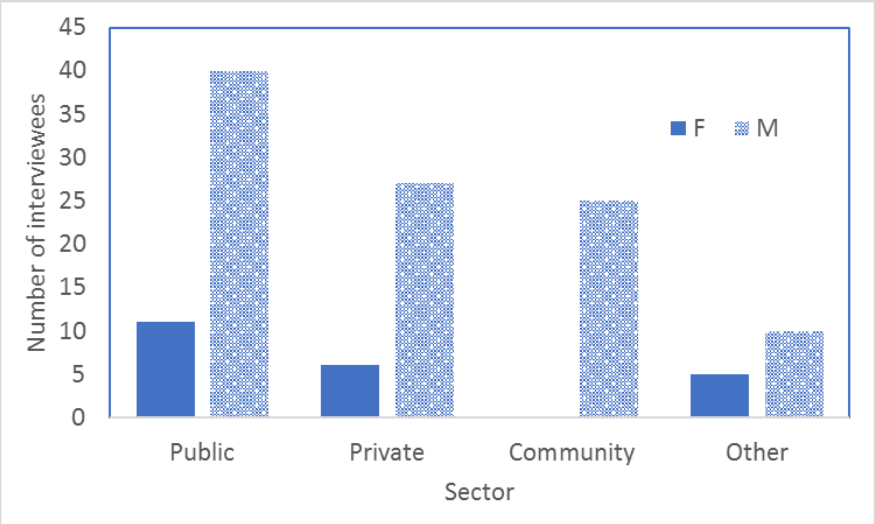



**Table 8. Comparison of characteristics of the two scholarships funded through PFTP.**

| | Mates, masters and engineers STTS | Pacific Island Fisheries Officers STTS |
|---|---|---|
| Funding | From the partner country STTS budget | From the fisheries budget (PFTP) |
| Governance | Scholarship programme | PFTP |
| Priority for training determined by | Partner government determines STTS allocation across sector within | PSC determines STTS allocation between countries |

| | Mates, masters and engineers STTS | Pacific Island Fisheries Officers STTS |
|---|---|---|
| | that country | (recommendations from FFA) |
| Selection of participants | Selection for participants is through the STTS system managed by MFAT Post | Selection of participants is by FFA |
| Level | These courses have been reclassified as level 7. | Low level course (probably Level 4 but not formally recognised). |
| International recognition | This course aligns to Maritime NZ qualifications which is internationally recognised. Once participants complete the course, they can't use it, it is actually Maritime NZ who issue the competency certificate, not NMIT/MIT. The Maritime NZ assessment also takes into account previous sea time and learning. | Not an internationally recognised course. Assessed by NMIT. |
| STTS eligibility | Will not be eligible as a STTS in future (too high a level). | Eligible for STTS in future. |
| Reporting | By student, for management | By course (no student outcome detail included) for employer. |
| Duration | The courses that fall in this group are 1 year duration (except 1 which is 15 months –this had 3 months maths and physics added as a prerequisite). | 4 – 5 months. |

# Appendix C. Sector case studies

## PUBLIC SECTOR CASE STUDY

### Background

This evaluation has adopted a case study approach. Cases were defined by stakeholder group: (i) private industry, (ii) public sector and (iii) community. The public sector was defined as the national fisheries agency in partner country.

The ADD identified that "The focus of the programme was primarily on private sector skills development; though it was acknowledged training for fisheries officials would help ensure an enabling business environment was created and maintained." (p6). This focus is also clearly reflected in the discussion on the programme goal (p8 and 9). Thus, it could be expected that the training for the public sector would focus on creating and maintaining an enabling business environment and would involve fewer trainees and investment than training targeting the private sector.

Fisheries Officers participated in every Output. However, three Outputs and the short-term scholarships were specifically targeted at the public sector. These Outputs were: Output 1 (observer management), Output 3 (fisheries trade, policy development and investment appraisal), Output 6 (practical safety fishing and financial management course for fisheries officers) and the New Zealand Pacific Islands Fisheries Officers Course. The targeted Outputs were delivered by FFA or various academic providers at a regional level, and the scholarships by NMIT in New Zealand.

### Methodology

Data was sourced from available documents (refer separate document review) and semi-structured interviews with 37 training participants from the national fisheries agencies (and other public sector agencies), their managers (14), and over 70 additional stakeholders from private industry, community fishers, managers in NGOs that worked in fisheries and NMIT, FFA and SPC managers and trainers (Table 9). Face-to-face interviews with training participants occurred in Tonga, Vanuatu, Fiji and Solomon Islands. Additional telephone interviews and responses via email were obtained from fisheries officers in Kiribati, Marshall Islands, Niue and Cook Islands.

**Table 9. Public sector trainees and managers interviewed.**

| | F | M | Total |
|---|---|---|---|
| **Fiji** | | **22** | **22** |
| Trainee | | 15 | 15 |
| Not trainee | | 7 | 7 |
| **Solomon Islands** | **3** | **2** | **5** |
| Trainee | 1 | 2 | 3 |
| Not trainee | 2 | | 2 |
| **Tonga** | **3** | **5** | **8** |

| | F | M | Total |
|---|---|---|---|
| Trainee | 2 | 4 | 6 |
| Not trainee | 1 | 1 | 2 |
| **Vanuatu** | **4** | **11** | **15** |
| Trainee | 4 | 8 | 12 |
| Not trainee | | 3 | 3 |
| **Marshall Islands** | **1** | | **1** |
| Trainee | 1 | | 1 |
| **Grand Total** | **11** | **40** | **51** |

Reporting of participant's reaction to the training and pre- and post-test results was inconsistent. Consequently, analysis was limited (refer Document Review ME002).

Five semi-structured interview guides were applied to specific stakeholder groups to elicit the data required to answer each of the key evaluation questions. This formed the key data source given the limited data available in PFTP reports. Drafts of the findings for each Output and the STTS were provided to SPC, FFA and NMIT for comment. Comment was integrated into Output level findings.

This case study was developed following completion the Output analysis. Data from interviews was managed for this case study using a Miles Huberman Grid, coded and analysed using content analysis. The draft case study has been provided to FFA, SPC and NMIT for comment. All comments received has been addressed.

The limitations of this case study are:

1. Participants were not drawn from all countries. However, the consistency of findings across participants suggests that the findings are generalisable across the programme.
2. The number of female participants interviewed is small. However, the consistency of comment across female participants suggests that the findings are generalisable across the programme.

**Findings**

***Objective 1: To examine the progress and impact being made in achieving the PFTP, Outputs and short and medium term outcomes (Effectiveness and impact)***

*To what extent were the objectives achieved/ likely to be achieved and what, if any, unintended results have occurred (include cross-cutting issues with particular reference to gender)?*

The courses targeting members of the public sector (Outputs 1, 3, 6 and 7) have made no contribution to the outcome level indicators included in the PFTP Results Framework (included in the ADD). However, if the outcomes are considered more broadly, this training has made a reasonable contribution to these low-level and medium level outcomes. There was little if any evidence that participation of fisheries officers in other courses (Outputs 2, 4,

and 5) had contributed to low or medium level outcomes. There was no evidence that participation in any of these courses will contribute to high level outcomes. This is a consequence of the design and the lack of congruity between the courses and the results framework, rather than the quality of all learning from, the training.

The observer management training (Output 1), and the New Zealand Pacific Island Fisheries Officer course (STTS) had both made significant contributions to the low-level outcome "competent fisheries public sector officials" and the medium level outcome, "conditions created and maintained for thriving seafood sector". Output 6 had also contributed to these outcomes, however the evidence suggested it was not to the same extent as Output 1 and the STTS. In all cases, this contribution was a consequence of fisheries officers gaining greater understanding of what was expected in their role and how to perform these functions. In all cases, communication skills and confidence had developed and training participants were applying these in the workplace. In some cases, fisheries officers were integrating some of the knowledge and skills they had gained into the training that they were delivering (for example, Output 2). Even in these cases, only a limited subject area was being used. In other cases, few participants were using any of the knowledge and skills gained to improve or maintain conditions for a thriving seafood sector (for example, Output 4).

There is evidence that training that had been applied across agencies (for example, Outputs 3) is contributing to the medium level outcomes and in the long-term can be expected to contribute to higher level outcomes. This contribution was a consequence of participants gaining and practising skills that they could apply in their role. In most cases, the participants did not have these skills before the training. The training had also established relationships between people in different government sector agencies that needed to work together. These relationships increase the consultation that occurred between these agencies and the extent to which those who had participated in the training worked together and drew on each other for support.

Fisheries is currently a male dominated sector. Consequently, it could be expected that there would be more males in the training than females. This was the case in regards the public sector. None of the female participants considered this to be unexpected, there was a clear sense from those women interviewed that "this was just the way it was".

Unfortunately, the gender strategies identified in the ADD had largely not been implemented. While calls for expressions of interest noted that applications from females were encouraged, this does little of a practical nature to encourage women to undertake these courses. The courses did little to help overcome barriers women face within the public sector. There was no evidence, either in the document review or from interviews, that gender was addressed through case studies, or that examples or illustrations provided examples of men and women in non-traditional roles or leadership positions in the fishery sector. There was no evidence that issues associated with gender were integrated into the training. There was also no analysis of gender disaggregated results. While small numbers of female participants often precluded this, it would have been possible at least for Output 3. The module on gender was often omitted due to time constraints.

There appears to have been no positive or negative outcomes associated with gender. However, the opportunity to address the disparity within the sector was lost.

In the long-term, the training delivered to fisheries officers can be expected to improve environmental outcomes. Several fisheries officers interviewed indicated a greater

understanding about the need for quality data, how to collect this, and how to manage the data. As a result, their practice in terms of data collection had already changed. This can be expected to contribute to improve management of the environment in the long-term.

*What observable difference has the activity made to recipients of training, Pacific Island government fisheries departments and private sector operators (impact)?*

The courses targeting participants from the public sector have made significant observable differences to the recipients of training; they have had a significant impact. The observer management training course (Output 1) is a good example. Managers of observers now understand their role and have the skills and greater confidence to perform their duties more effectively. There were examples of better planning, a proactive approach, a greater focus on the welfare and well-being of observers, improvements in quality of data being collected (Box 6). Similarly, those who completed the investment appraisal training have been using this training to analyse investment proposals more rigorously.

**Box 6: Changes as a result of the Observer Management Training**

For me, the most significant change is planning. Before I did the training, I didn't plan. I didn't know what I would be doing the next week, in two weeks' time, or in the next month. Because of this, things didn't run smoothly: I didn't know the dates of placements, so I had no one ready to go when a ship needed an observer. I had to run around and find someone to go on the boat as an observer. The administration would always complain about the fuel and the vehicles that I used in driving around trying to find someone. There was a lot of wasted fuel. Sometimes I also missed or was late to training because I didn't remember that it was on.

Then I did the training and I learnt the importance of planning my schedule; that it would make things better. I could see that it would from the training.

After I did the training, I planned out my schedule. I got the calendar and put on it when things would happen. I put on it when I would finish a report, submit it and when the placements would occur. So, I use this big calendar and also an office manager programme that we have on the computer that was designed by FFA. Planning makes things much easier, things go smoothly.

While the level of change was significant, discussions with industry indicated that there was still extensive improvement required. The performance of observers was often considered inadequate, improvements in coordination across government agencies negligible, consultation in regard policy development insufficient and investment appraisal largely a black box. In addition, most of those from the private sector who were interviewed, considered that the fisheries officers did not have a good understanding of how the private sector works and the commercial realities (similarly, many fisheries officers outside the headquarters of the national fisheries agency, also expressed the belief that those from headquarters had a limited understanding of the realities of fisheries at the community level). Thus, while there have been improvements in knowledge and skill, and evidence of changes in behaviour, these were small within the overall needs of the sector.

Changes in public sector officers' behaviour with the community and with colleagues were more evident. Many participants who had gained confidence and communication skills through completion of the New Zealand Pacific Islands Fisheries Officers Course were now using these skills to communicate with stakeholders (Box 7). This evaluation was able to confirm the claimed improvements for several of those interviewed.

**Box 7: Changes as a result of the New Zealand Pacific Islands Fisheries Officers Course**

For me, the most significant change was that I learnt how to deal with the fishermen, I now know how to communicate with them, how to give them ideas and encourage them to fish.

I joined fisheries in 2010. Before I went on the training in New Zealand in 2012 I just managed resources, didn't know how to communicate with the fishermen. I didn't really have the knowledge I needed, I couldn't do the job. I didn't know what to do, so I just stayed in one place.

Then I went on the training in New Zealand. They gave me a lot of new knowledge. But they also taught me how to communicate with fishermen. This gave me the confidence to do what I needed to do.

Because of knowing how to communicate and having the knowledge, I taught the people how to handle fish properly. The year after I did the training I called a meeting for everybody who had a fishing boat. This brought everybody together, and then I taught them what I had learnt. Then I sent them back to their islands. The idea was that they would share this information with the people on their islands. Of the 10 people who came to the training, only three shared it with the people on the island. These people then set up a Vanuatu Fishers Association in each of the villages as a result of this. The idea was, that would be able to use the Fishing Association to support the fish market, but that didn't work. They shared the information through these Fishing Association. Now we are setting up Fishing Associations in all communities as part of the current initiative.

*Are the benefits to those trained continuing beyond their training? (sustainability)*

The benefits to those trained have generally continued beyond their training. Most of those interviewed have applied this training. As a result, benefit has also accrued to the national fisheries agency or community fishers who the fisheries officer has trained. These activities and benefits will continue while the trainee is employed in this role.

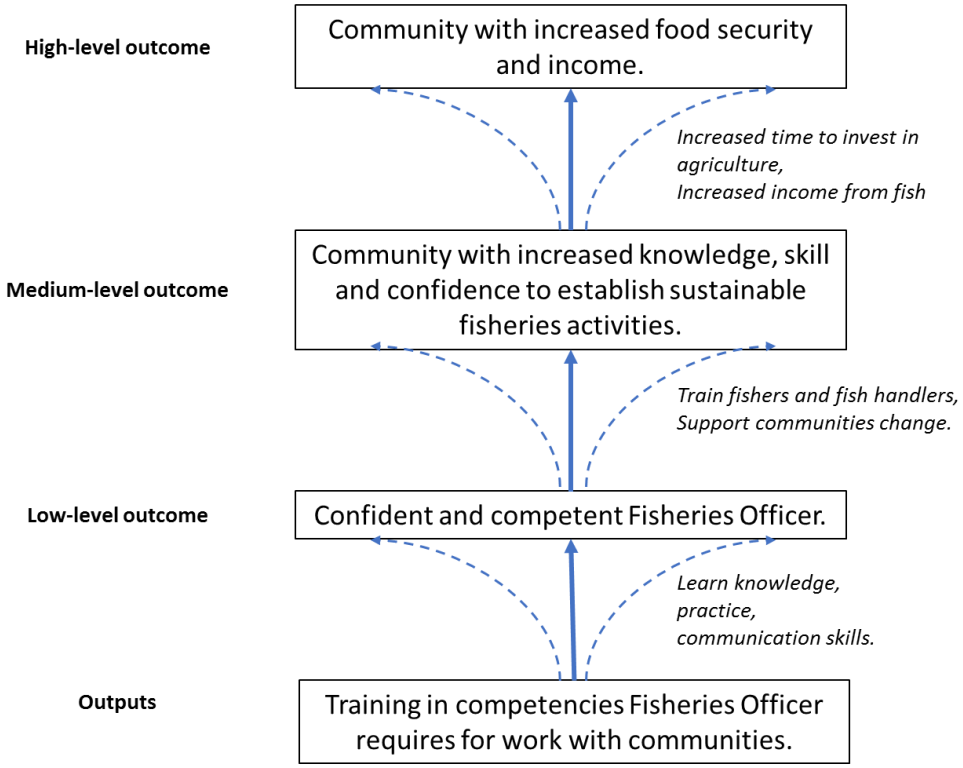
A few of those interviewed had moved to a new position in which they did not have the opportunity to apply the learning from the PFTP funded training. However, this was an exception amongst those interviewed. More frequently, the training participant had continued to apply at least some of the learning within their new role. Several Fisheries Officers identified demands of other work as a constraint to applying the learning. However, this was also an exception.

More commonly, the cause of failure to retain the benefit were a consequence of the quality of training. In the case of Output 2, application of learning was limited because participants found the course pitched at two high a level. In this case, much of the benefit did not continue beyond the training. In other cases, there was an expectation that the Fisheries Officer would train others. However, this was not reflected in the training and they did not consider they had the skills and/or resources to do this. Few Fisheries Officers understood that training could be provided even without a dedicated budget, although the locations in which this was delivered would be more limited.

*What would a results framework for the New Zealand based training look like?*

The New Zealand based training has been delivered for fisheries officers. The focus of this training has been on the skills that fisheries officers need to work with communities. A draft results framework reflecting training to date is set out below. Any future results framework

would differ from this if the New Zealand Pacific Island Fisheries Officers training delivers a greater breadth of competencies to fisheries officers than those competencies required to work with the community.




### *Objective 2: To review the methodology of the PFTP (Efficiency)*

*Is the current structure and delivery of the both Programmes the most efficient option compared to alternatives (i.e. training institutions)? How does the in-country training compare with the New Zealand based STTS courses?*

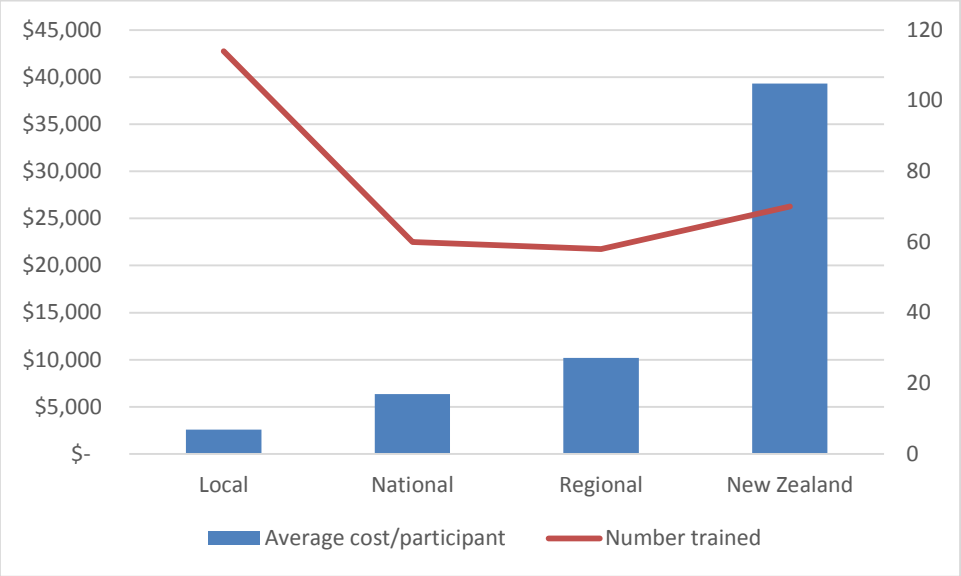
Outputs specifically targeting the public sector were primarily delivered by FFA (Output 1 and 3), VMC and SPC (Output 6) or NMIT (STTS). Output 2 was delivered by USP and Outputs 4, 5 and 7 by SPC. This evaluation found that training delivered directly by FFA, SPC or NMIT was more relevant to participants in terms of content, language and pedagogy than training delivered by academics from other institutions (including USP). From the interviews and analysis of feedback on lecturers reported in training reports, it appears that this is more a function of the individuals involved rather than the institution. As a broad generalisation, those trainers with experience in the field, and in the context in which the participants work, delivered more effective training. Those trainers who had a greater focus on research and academia, were consistently identified as providing training that used complex language, was difficult to understand, rushed and contained examples that were not relevant in the Pacific context.

From interviews with participants and managers from national fisheries agencies, it was clear that most trainers from FFA, SPC and NMIT had a personal commitment to the fishery sector in the Pacific. It was clear, that they didn't just deliver training; these trainers wanted to help

those working in fisheries improve the sector. Consequently, they sought to address the specific needs of the sector and adopted a continuous improvement process, even though this was often poorly documented. This commitment, combined with their depth of understanding of the context and ongoing relationships of trainers with people in the sector, has been a significant contributor to the effectiveness of the training. The evaluation team believes it is highly unlikely that as effective training could be delivered by training institutions where trainers did not demonstrate this long-term, personal commitment.

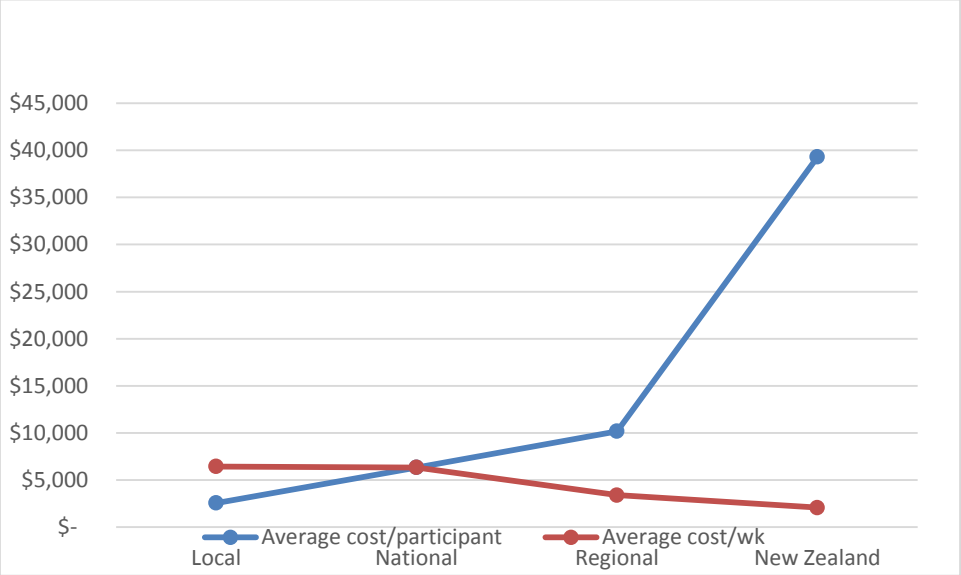
The location of training is a significant factor in cost, and hence efficiency (Figure 10). Outputs specifically targeting public sector were delivered regionally (Outputs 1, 3 and 6) or in New Zealand (STTS). Outputs that had a broader target were delivered in country, at a community level where the primary audience was the community sector (Output 4 and 5) and at a central location where the primary target was the private sector (Output 2[61] and 7).

**Figure 10. Average cost of training for different locations**




The cost of conducting training in New Zealand is six times the cost of conducting it in country per participant. However, the training conducted in New Zealand is longer, targeting broader outcomes. It could be the equivalent of more than 10 in country courses in terms of duration and number of topics covered. When comparing cost per unit time, the training in New Zealand is proportionally cheaper than either in country (1/3) or regional training (2/3). In terms of value for money, the real consideration should be the impact the training has on the performance of the individual and the organisation. This analysis will be undertaken in the final stakeholder workshop through application of a cost utility analysis. This section of the report will be updated to reflect these findings.

[61] One regional course was delivered.




There are various strengths and weaknesses associated with conducting training nationally, regionally and in New Zealand (Table 10). Reflecting this, public sector managers and training participants clearly identified that the location of training needed to consider the specific objectives of the course. For example, where developing networks with other fisheries agencies is important, regional training provides benefits over national training. In contrast, where there is benefit in building understanding of other in country stakeholders within the sector, national training may be more appropriate. Consequently, there is no single answer as to where fisheries sector training for members of the public sector should be conducted.

**Table 10. Comparison of benefits of conducting training using different modality**

| In-country | Regional | New Zealand |
|---|---|---|
| Good where context is critical. For example, allows tailoring and contextualising training to national laws and circumstances. | Opportunity to experience different things that are not in participants own country rather than just learn about them. | |
| | | May demonstrate a benchmark to participants because they have the opportunity to observe standards elsewhere. They can then aspire to that standard. |
| | Compliance measures can be integrated into the training content which supports regional collaboration. | Exposure to advanced learning where content is of an international standard. |

| In-country | Regional | New Zealand |
|---|---|---|
| | Supports peer learning. This provides the opportunity to experience/hear about responses to issues in common and learn about issues that are not in each participants home country. | |
| | Increases availability of technical staff if near FFA or SPC as trainers (often these trainers can only be released as contributors for ½ - 1 day). | Enables exposure to a broader segment of trainers with wider experience (Asia and worldwide). |
| Close to family which makes it easier to attend (not away so long). | Away from work and family so not distracted by work. | |
| Releasing public sector staff for in-country training is often administratively easier. | | |
| | Good to meet & establish relationships with peers in other countries. Helps relationships across countries which is important for the Pacific. Keep in contact with them via social media. | |
| | Helps understanding of fisheries experience in other countries. | |
| Reach more people – a broader cross section. Brings all participants to a common level, esp. if at grass roots. | As fewer people trained from each country, it is more critical to select the right people and people who will share the information when they return. | |
| Language can be tailored to the country which increases comprehension. | Francophones often have a better learning experience in another Francophone country due to language. | Language needs to be English to meet most participants needs. |
| Follow-up to support implementation should be easier to provide. | Follow-up support is essential and often difficult and may be more expensive to provide. | |
| Cheaper cost per participant day. | Greater cost per participant day. | |
| | Some participants focus on per diems rather than on learning. | |

As can be seen from Table 10, each modality of training has different benefits. Therefore, it is not possible to say that a particular modality is consistently more appropriate than

another. Rather, it is important to consider the objectives of the course and choose the modality that will best meet these objectives.

*How appropriate is the mode of delivery (i.e. bespoke short term courses) for meeting the needs of the public and the private sector? What differences, if any, can be observed in outcomes achieved by the two Programmes? Note the different lengths in training and different levels of follow up.*

The training conducted under PFTP is designed to be relevant to the needs of people in the fisheries sector in many different contexts across the Pacific. This training cannot be considered as bespoke training; other than continuous improvement, the same course is delivered repeatedly. Having said this, this does not detract from the relevance of the content. As previously noted, there is broad need for all the training that has been funded through PFTP. Where the needs are largely the same (as in the case for PFTP), delivery of a consistent course minimises cost and maximises efficiency.

The use of short courses to deliver PFTP is also considered appropriate. In this context, short courses maximise the number of people who can complete training for the same budget and maximise the number of people who can be released from work[62]. However, there is also a balance between developing and depth of knowledge and skills within a few people and a greater breadth across a larger number of people. Whether PFTP achieved the right balance is not known. None of the managers interviewed suggested a change in proportions of types of courses. Most indicated that they were able to release staff to attend training where there was a need for that learning.

Most, if not all, public services in the Pacific appear to be placing increased emphasis on human resource management, promotion and selection processes and succession planning. As part of this, there is greater attention being placed on formal qualifications as part of selection requirements. Consequently, training participants are increasingly seeking courses that will contribute to a formal qualification supporting promotion. Therefore in the future, there is a need to give greater consideration to a clear differentiation between courses which contribute to formal postgraduate qualifications and short courses which develop expertise but do not provide formal qualifications. In this context it seems preferable that any course of greater duration than two weeks (including the New Zealand Pacific Island Fisheries Officer course) provides credit towards a qualification which will support an individual's promotion.

This evaluation has collected insufficient data to be able to provide a generalisable finding in regards the comparative outcomes for public servants participating in the short courses conducted by FFA and SPC (Outputs 1 to 7) and the STTS (the New Zealand Pacific Island Fisheries Officers course)[63]. What was clear was that all training funded through PFTP had provided value to national fisheries agencies. The evaluators gained a sense that the training provided through the New Zealand Pacific Island Fisheries Officers course had contributed to greater change in the organisation and the individual than shorter courses. However, this is

[62] While on-line courses are cost effective, completion rates are generally far lower.

[6363] To enable this, robust baseline data would be required and a larger number of particpants would need to have been interviewed for several courses.

to be expected purely because of the duration of the course and different course objectives: the New Zealand Pacific Island Fisheries Officers course is intended to provide participants with the skills to perform their role, primarily in working with communities. In contrast, the training provided through Output 1 and 3 is very technically specific. This was reflected in outcomes.

There appeared a clear need for both the longer professional skills development training delivered through the STTS and the shorter, in-country, specific courses. The issue is not so much which should continue, but rather how both can be continued in a sustainable way. I.e. what long-term strategy can be adopted so their delivery is not fully dependent upon donor funding?

*What efforts have been made to embed sustainability aspirations in Programme design? (Sustainability)*

There was little, if any, evidence of consideration of sustainability of activity or and evidence of reasonable sustainability of benefit. In terms of sustainability of activity, the future delivery of all PFTP funded training to the public sector is dependent on funding from New Zealand. Those interviewed indicated that this training will not continue if New Zealand does not continue to fund it. While all national fisheries agencies have a constrained budget, the significance of fisheries to most countries GDP means that training of fisheries sector staff must be adequately funded. There is little motivation by national governments to provide adequate funding where donors fund this training. Strategies to encourage Pacific Islands governments to increase funding to required levels should be considered. This may include co-funding training to the sector.

Benefits have largely been sustained to a reasonable extent. This is a consequence of the relevance of the training to participants and its practical, hands-on nature. However, sustainability of benefit has had limited support. There was no evidence of provision of formal follow-up other than Output 1 where support was introduced to increase the number of participants who completed assessment activities in a timely manner. There was no evidence of PFTP working with other bilateral support to national fisheries agencies to facilitate support to training participants following completion of the course. Consideration of sustainability of benefit is likely to improve outcomes.

***Objective 3: To assess the extent to which Pacific Fisheries Training Programme, including New Zealand-based training elements, is relevant to the Pacific fisheries sector (both private and public).***

*Does the training align with the needs of the private sector and Pacific government fisheries departments?*

This evaluation was unable to identify documented training needs for public sector fisheries officers at the time the programme was designed. Nor was the evaluation able to identify any consideration of the relative priority of public sector, private sector and community fishers training needs at the time of the design or subsequently. Despite this, given the extent to which this training has been applied by participants, this evaluation team considers that the training was needed by, and relevant to, public servants working in the fisheries sector.

From the concept paper and the design (including the results framework), it is clear that training for fisheries officials was intended to help ensure an enabling business environment was created and maintained. Training under Output 6 and the STTS did not align strongly with this intent despite it being needed. While these training activities may make little if any

contribution to the medium and high-level outcomes of this programme, the demand for this training and its relevance, both at the time of programme design and today, is unquestionable.

*Assess the programme against the priorities of the partner countries, private sector and Pacific fisheries departments. Are existing priorities still relevant?*

There was almost universal agreement from all stakeholders interviewed that a fisheries officer would need the following skills in the future: analysis, communication (verbal and written communication with all stakeholders) and relationship management. The training needs analysis for members of Te Vaka Moana (Te Vaka Moana Training Needs Analysis Final Report, May 2017) also identified these as training needs. Consequently, these skills are likely to be future training priorities.

Beyond a fairly consistently identified need for training in these areas, the training needs identified by those interviewed varied widely. In part, this reflected whether the national fisheries agency was dominated by graduates with a biological or administrative background. Box 8 sets out those training needs identified for public sector officials. This list is not prioritised or verified, it purely represents those aspects identified by people interviewed.

**Box 8: Public sector training needs identified by stakeholders.**

**Technical areas:**

- Sustainable fisheries management (including stock assessment for reef fishing and bio economic modelling).
- Coastal fisheries.
- Advanced fishing techniques.
- Post-harvest handling.
- Monitoring, control & surveillance.
- Value adding and product development.
- Aquaculture.

**Financial/commercial areas:**

- Fisheries economics.
- Investment appraisal, investment promotion, marketing, facilitation and after-care.
- Book keeping and money handling.

**Non-technical areas:**

- Communication (particularly with community).
- Data analysis.
- Relationship management.
- Writing technical papers.
- Management information systems (how to prepare for, design, use, analyse).
- Teamwork.
- Policy, plan and procedure implementation.
- Project management.
- Leadership and management.
- Simple on-the-job training skills.
- Representation, diplomacy and negotiation.

Many fisheries officers working in the field considered that the greatest need was for those based in headquarters to gain a better understanding of the realities of work in the field. This was a consequence of the highly dynamic nature in which fisheries operated, and in some cases, the rarity of field visits by those from headquarters. Consequently, there was a strong demand for training to be delivered in a way that encouraged increased understanding of the realities in the field.

### *Objective 4: Future design and support – to identify the key changes/ adjustments needed to deliver sustainable outcomes from a potential second phase of Pacific Fisheries Training Programme.*

*Identify strengths of the current programme and gaps which could be filled in a possible second phase*

The strengths of the training delivered to the public sector under PFTP generally are:

- Relevance of content and context to participants.
- Pedagogy used to deliver the training (practical hands on).
- Quality of trainers.
- Formal qualification gained from some courses (Output 1 and part of both Output 6 and STTS).

However, there were exceptions to this which should be addressed (refer Appendix D).

The weaknesses of the training delivered to the public sector under PFTP are:

(i) Little alignment to medium and high-level outcomes.

(ii) Lack of documented training needs analysis.

(iii) Lack of coordination with programmes providing bilateral support to fisheries agencies.

(iv) In most cases, lack of follow-up support.

(v) Limited, if any, attention to sustainability of activity.

(vi) Lack of attention to gender.

(vii) Lack of rigorous monitoring and evaluation.

(viii) Lack of recognised qualifications that contribute to an accredited qualification at Diploma (or higher) level, supporting a career pathway.

*From the evaluation, make recommendations about the future of the Pacific Fisheries Training Programme. This is not limited to the current programme goals and outcomes.*

Most PFTP funded training for the public sector was provided for the people within national fisheries agencies, and primarily for fisheries officers. However, there are a range of different agencies which impact fisheries outcomes. These include trade, tourism and safety. In many cases, the actions of these agencies may have greater influence on fisheries outcomes than provision of training to fisheries officers. For example, many of the constraints to private sector in Fiji were related to the Maritime Safety Agency and in Vanuatu, to tourism and trade. Where support is provided to the public sector, the design should consider this broader scope.

Within the national fisheries agencies, there has generally been a lack of consideration of the future role of a fisheries officer. While is acknowledged that fisheries is a dynamic sector, and the priorities for fisheries officers will alter over time, there does not appear to be a clearly articulated specification of what competencies a fisheries officer will require in five or 10 years. Consequently, training programmes such as the New Zealand Pacific Island Fisheries Officer course and Output 6, may not develop the skill set national fisheries agencies will

require. While the specific skill set required is not known[64], there was almost universal agreement from all stakeholders interviewed that this would include: analysis, communication (verbal and written communication with all stakeholders) and relationship management.

As part of this, any continuation of the New Zealand Pacific Islander Fisheries Officer course and Outputs 6 should be preceded by a detailed needs analysis and course review. The relationship between these two components of training should be re-examined. Historically, they formed a theoretical and practical component of one training programme. This was then split, and subsequently, each has developed independently. These courses need to be reviewed to ensure they are complimentary, consistent, and relevant.

Sustainability of activity is critical for training delivered to the public sector. In all cases, those interviewed identified that there would be an ongoing need for this training. It is unrealistic to anticipate New Zealand to provide this training on an ongoing basis. The training should be implemented in a way that facilitates sustainability of activity. There are numerous approaches to achieve this.

As formal qualifications and completion of certified courses is becoming increasingly important for public servants across the Pacific, it becomes more critical for training delivered through programmes to contribute to a certified course. This assists participants to gain the necessary qualifications for promotion, which in turn, provides the motivation for participants to attend and complete all course activities. Where assessment is competency-based, particularly those requiring completion of workplace-based activities as part of the assessment process, this will also facilitate application of learning in the workplace. This evaluation therefore strongly recommends all training delivered to the public sector through a similar programme form part, if not all, of a certificated course at Diploma or higher level.

This will be assisted if courses are modularised. Modularisation enables course providers (be they a bilateral aid programme, non-government organisation or the national fisheries agency) to select modules required for a particular context and deliver these in a timely and cost-effective way. A combination of such modules would then contribute to a recognised qualification[65].

## PRIVATE SECTOR CASE STUDY

### Background

This evaluation has adopted a case study approach. Cases were defined by stakeholder group: (i) private industry, (ii) public sector and (iii) community. For this evaluation, private

[64] These skills are encompassed within the detailed training needs analysis completed for members of Te Vaka Moana (Te Vaka Moana Training Needs Analysis Final Report, May 2017).

[65] The work previously undertaken by FFA and others to obtain formal recognition of courses is recognised by this evaluation and the challenges are not underestimated. However, as noted elsewhere, accreditation of training is becoming increasingly important within the public sector.

industry was defined as private sector organisations employing PFTP trainees in formal employment in the partner country.

The ADD identified that "The focus of the programme was primarily on private sector skills development; though it was acknowledged training for fisheries officials would help ensure an enabling business environment was created and maintained." (p6). This focus is also clearly reflected in the discussion on the Programme Goal (p8 and 9). Thus, it could be expected that the training for the private sector would focus on building and maintaining businesses and business networks and would involve more trainees and investment than training targeting the public sector.

However, of the seven PFTP Outputs, the private sector participated in three Outputs (Output 2 Market Development Output 5 Seafood Handling and Food Technology and Output 7 Small and Medium Fisheries Enterprise Development) representing only 9% of total participants. Output 2 was delivered by USP under FFA and Output 5 and 7 by SPC.

The short-term scholarships for New Zealand Pacific Island Fisheries Officers were specifically targeted at the public-sector stakeholder group; Mates, Masters and Marine Engineers scholarships apply to the Private sector.

**Methodology**

Data was sourced from pre-existing documents (refer Document Review Report [ME001]) and semi-structured interviews with six private sector training participants and 27 private industry representatives (Table 11). Face-to-face interviews occurred in Fiji, Tonga, Solomon Islands and Vanuatu. Additional telephone interviews were obtained in Fiji and Solomon Islands. The number of training participants interviewed was less than nominated in the Evaluation Plan. This was a consequence of difficulty in locating many training participants from the private sector and lack of response.

**Table 11. Summary of private sector stakeholders interviewed for this case study.**

| | F | M | Grand Total |
|---|---|---|---|
| **Fiji** | **1** | **13** | **14** |
| Not trainee | 1 | 13 | 14 |
| **Solomon Islands** | **1** | **3** | **4** |
| Trainee | | 3 | 3 |
| Not trainee | 1 | | 1 |
| **Tonga** | **1** | **1** | **2** |
| Trainee | | 1 | 1 |
| Not trainee | 1 | | 1 |
| **Vanuatu** | **3** | **10** | **13** |
| Trainee | | 2 | 2 |
| Not trainee | 3 | 8 | 11 |
| **Total** | **6** | **27** | **33** |

Five semi-structured interview guides were applied to specific stakeholder groups to elicit the data required to answer each of the key evaluation questions. These formed the key data sources given the limited data available in other documentation.

This case study was developed following completion the Output analysis. Data from interviews was managed for this case study using a Miles Huberman Grid, coded and analysed using content analysis. Drafts of the case study and findings for each PFTP Output were provided to SPC, FFA and NMIT for comment; all feedback has been addressed and incorporated appropriately.

The limitations of this case study are:

1. Findings in relation to participants may not be generalisable because of the small number of interviews and lack of data in reports.
2. No participants from Output 5 or 7 were interviewed due to difficulty in reaching people over the period of the evaluation and business commitments of those people. Findings cannot be generalised to Output 5 or 7.
3. Participants were not drawn from all countries. However, the consistency of findings across participants suggests that the findings are generalisable in relation to Output 2.
4. No female participants from the private sector were interviewed.

**Findings**

### *Objective 1: To examine the progress and impact being made in achieving the PFTP, Outputs and short and medium term outcomes (Effectiveness and Impact)*

*To what extent were the objectives achieved/ likely to be achieved and what, if any, unintended results have occurred (include cross-cutting issues with particular reference to gender)?*

There is reasonable evidence that the courses targeting members of the private sector (Output 2[66]) may contribute to the high-level outcome level indicators[67]. Two of the five trainees interviewed were using the knowledge and skills to expand into the export market. In one case, the intent was already there and the knowledge from the course was being applied to assist the company better understand the export market and meet customer needs. Another participant reported that they were using the knowledge and skills gained to develop a value-added product (preserved smoked fish) as a product for their business. This new product is initially intended for the domestic market and ultimately for the export market. This would be expected to contribute to increased value of seafood exports over time.

[66] Data was not available for Outputs 5 and 7.

[67] In addition, those interviewed who had received a Mates, Masters and Marine Engineers scholarship identified ways in which the qualifications had supported them and their business. However, while there were gains to the individual and their family, there was no evidence that this would contribute to the medium or high level outcomes. In each case, it simply changed who was employed to perform the role.

All those interviewed from the private sector identified that their knowledge and skills had been improved because of participation on the course. This will contribute to the low-level outcome "Pacific Island men and women well qualified for work in the seafood sector"

Fisheries is currently a male dominated sector, but there is a perception that the proportion of women engaged in small business is greater than in other areas of the sector (this perception could not be validated through the document review). Assuming the perception is correct, it would be expected that the proportion of women in Output 2, 5 and 7 would be greater than for other courses. This was the case (23% of participants were female which is greater than the proportion of females from the public sector participating in training (21%) or the community (14%)). However, this was an opportunity to address gender equity within the sector by further increasing the proportion of women participants.

Unfortunately, the gender strategies identified in the ADD had largely not been implemented. No reference to gender or issues related to social inclusion were identified in the course material. Specific challenges women may face (for example, gaining a business loan or addressing gender stereotyped expectations) were not addressed. The courses did little to help overcome barriers women face within the private sector. The training material further entrenched gender stereotypes in the sector. For example, in Output 2, the terminology refers to fishermen, no references to women were identified. The diagrams mainly illustrate men and, in some sections, only show women in illustrations of bad practice. In other sections, men and women are both included in illustrations of good and bad fish handling practice. The course material for Output 5 included few illustrations. Those that were there generally reflected men and women in a variety of roles. There was no evidence that issues associated with gender were integrated into the training. There was also no analysis of gender disaggregated results. Overall, while there were neither a positive nor negative outcomes associated with gender, the opportunity to address the level of disparity within the sector was not captured in the delivery of the training.

The training may have contributed to some improvement in the environment. One business identified that as a consequence of the training they had increased the offshore fishing effort which may consequently reduce the fishing pressure on the coral reefs.

*What observable difference has the activity made to recipients of training, Pacific Island government fisheries departments and private sector operators (Impact)?*

Only participants from Output 2, Market Development were interviewed. This course made significant observable differences to the recipients of training; a significant 'impact'. All indicated that they had learnt new skills and knowledge. All had applied this learning in their workplace. This included investigating value adding to the product and improving fish handling practice in their organisation. Where the organisation was expanding and had plans to increase exports, the learning from training was being applied to support this expansion (Box 9). In several cases, the trainee had worked with their organisation to share this learning on fish handling and safety with local suppliers. This was widely seen as the first step in increasing the seafood sector activity.

**Box 9: Changes as a result of the Market Development Training**

One training participant is currently working on expanding the business. He is currently completing a lot of work to be able to export – building processing facilities, infrastructure in the province and working with government. He is particularly using learnings around developing a strategy, packaging and labelling and working with the Ministry of Health. The

training helped because he understands more about export channels and customer service ("what the customer wants") and quality and things to complete before exporting.

*Are the benefits to those trained continuing beyond their training? (Sustainability)*

The benefits to those trained have continued beyond their training. As discussed above, participants have applied this training and accrued benefit to themselves and their organisation. They expressed an intention to continue to apply the learning from the course. Two of those interviewed had shared their learning with suppliers to assist in improving the supply chain into their organisation. Thus, the benefits had been extended beyond those who participated in the training. None of the training participants that were interviewed from the private sector identified barriers to applying the learning. The barriers they identified were to application of learning resulting in change in business practice, and in all cases, this was due to government practices. Consequently, continuation of the benefits will be dependent upon addressing other barriers.

*What would a results framework for the New Zealand based training look like?*

Not applicable.

### *Objective 2: To review the methodology of the PFTP (Efficiency)*

*Is the current structure and delivery of the both Programmes the most efficient option compared to alternatives (i.e. training institutions)? How does the in-country training compare with the New Zealand based STTS courses?*

Those interviewed from the private sector were generally less concerned about achievement of formal qualifications than those in other sectors[68]. For them, it appeared that the key requirement was that the knowledge and skills gained would contribute to development of their business. The preferred structure and delivery location would be that which best enabled this.

Gaining access to training opportunities was of greater concern. Private sector organisations in the tuna industry had generally heard about the opportunities through PITIA or informally from NMIT. However, most other private sector organisations interviewed did not know about the training opportunities available through PFTP. This included businesses involved in aquaculture, deep sea game fishing, commercial fishing operating around reefs, and retail and wholesale of fish products. These organisations did not have links with PITIA and consequently were not informed about the training. Therefore, if organisations outside the tuna industry are the target of such training, a variety of mechanisms are required to inform the sector of beneficial training opportunities.

[68] The exception to this are recipients of a scholarship for the Mates, Masters and Marine Engineers course. Their participation in the course was completely depenedent upon receipt of a formal, internationally recognised certification. However, this scholarship was removed from the scope of this evaluation.

*What efforts have been made to embed sustainability aspirations in Programme design? (Sustainability)*

There was no evidence of consideration of sustainability of activity or sustainability of benefit.

***Objective 3: To assess the extent to which Pacific Fisheries Training Programme, including New Zealand-based training elements, is relevant to the Pacific fisheries sector (both private and public).***

*Does the training align with the needs of the private sector and Pacific governments' fisheries departments?*

This evaluation was unable to identify documented training needs for private sector fisheries officers at the time the programme was designed. The historic training priorities identified by those interviewed from the private sector aligned with the training funded through PFTP. Therefore, it appears that the training provided by PFTP was relevant to, and needed by, the private sector. However, one representative did not consider the courses relevant: "the courses offered here are all aimed at fishery bureaucrats both existing and future, and thus no value to Industry". This may be a consequence of the breadth of the private sector, resulting in different training needs among different segments of the sector. Regardless, the training provided formed only one small element of this stakeholder group's needs. The evaluation was also unable to determine whether this was the sector's priority training need in relation to achieving the programme's outcomes.

At a course level, there were issues with relevance of content, language and pedagogy. As these are course specific (and applied to all participants regardless of stakeholder group), the reader is referred to the analysis of Output 2 in Appendix D.

*Assess the programme against the priorities of the partner countries, private sector and Pacific fisheries departments. Are existing priorities still relevant?*

Private sector stakeholders identified that the training needs for their organisations feel into two broad categories: technical and commercial (Box 10). The specific technical training needs were a function of the industry: those involved in tuna or game fishing generally identified a range of courses within the scope of the STTS Mates, Master's and Marine Engineers[69]. The challenges for individuals to gain these qualifications and then for businesses to retain people with these qualifications were great. Certainly, provision of training for these qualification is only a short term, and unsustainable, solution. In contrast, those involved in the aquaculture industry generally identified specific knowledge gaps associated with a segment of that industry. This sector generally considered that the private sector would be more likely to find their own training.

[69] The Mates, Masters and Marine Engineers trainng was removed from the scope of tis evaluation. From the interviews it was clear that this training is critical for the sector. However, there are numerous complexities associated with retaining graduates within the organisation and sector. This presents challenges to employers funding this training and also, where donors fund the training, to development of the fisheries sector. Some of the training is offered nationally. However, there also appear to be a range of issues associated with tilising this training. While support to this area is needed, design of such support must work closely with the sector to maximise sustainability of benefit and ensure that it best meets the sector and training participants needs.

The other training need identified was commercial skills. These generally focussed around financial management. Those interviewed were clear that a range of courses needed to be available. The range of courses would target the different operational scales, and consequently the complexity of managing the financial systems. For all but the smallest of businesses, there was also a willingness to contribute to funding training where this training is made available.

**Box 10: Training needs identified by private sector stakeholders.**

| **Technical areas:** | **Financial/Commercial areas:** |
|---|---|
| • High level skipper courses.<br>• Boat safety.<br>• Specific aspect of aquaculture.<br>• Seafood safety and handling. | • Small business skills.<br>• Financial skills at levels appropriate to different sized businesses.<br>• Value adding and product development.<br>• Marketing. |

However, many of those interviewed identified that the greatest constraint to increasing and sustaining their business operations was the current capacity of the various public-sector agencies which interacted with the sector. For them, the priority was addressing training needs associated with constraints in the enabling environment they considered to result from national fisheries agencies and other agencies such as those associated with customs, harbour operations, trade, marine safety and tourism. These constraints included regulation and practice[70]. Consequently, several of those interviewed from the private sector suggested that rather than training the private sector, provision of practical training to relevant public servants (both within national fisheries agencies and other agencies) that led to an increased understanding of the commercial aspects of the fisheries sector would be advantageous. Examples included: how to evaluate and manage a fishery, and how to evaluate the financial viability of the fishing companies and boats. This requires a broader focus than simply the national fisheries agencies.

For any future training delivered to the private sector, the diversity of the sector must be considered. The specific training needs will depend on the segment (for example tuna, aquaculture, game fishing) and size of the business.

### *Objective 4: Future design and support – to identify the key changes/ adjustments needed to deliver sustainable outcomes from a potential second phase of Pacific Fisheries Training Programme.*

*Identify strengths of the current programme and gaps which could be filled in a possible second phase.*

The strengths of the training delivered to the private sector under PFTP generally are:

[70] Examples provided by the private sector included: notice required to come into harbour was not practical for a wild catch, lack of timely processing of customs clearances required for export of fresh fish, training not being available within the country/region to meet safety regulations when introduced, and different regulatory requirements for national and intenational fishing fleets.

- Relevance of content and context to participants.

However, there were exceptions to this which should be addressed (refer Appendix D).

The weaknesses of the training delivered to the private sector under PFTP are:

- Lack of documented training needs' analysis.
- Lack of breadth in training to meet the context of the industry.
- Lack of attention to gender.
- Lack of rigorous monitoring and evaluation.
- Limited industry participation, perhaps driven by lack of awareness of the availability of such courses.
- PSC being dependent upon PITIA for private sector input.

*From the evaluation, make recommendations about the future of the Pacific Fisheries Training Programme. This is not limited to the current programme goals and outcomes.*

The private sector is extremely diverse and complex and the needs of each element are different. In terms of business size, any future training to the private sector should clearly target family or single scale of business. For example, there is little value in providing the same topics in seafood marketing or business development training to micro, small, medium and industrial enterprises. A targeted suite of training packages for the private sector would be more beneficial.

In addition, from the feedback, it appears that there is a clear sequence in which training should be provided; (i) seafood handling, (ii) financial business skills and (iii) market development. There was general agreement amongst those interviewed that they would have better been able to learn and apply the skills and knowledge if they had participated in these topics in separate, sequential courses[71].

There was also agreement in the countries in which field work was undertaken that effective operation in the domestic market was required before export commenced. Reflecting this, those interviewed generally agreed that donors focus should first be on business development and marketing in a domestic context. This evaluation recognises that some countries may be an exception to this.

Increased attention to the value chain may assist identify weaknesses within each value chain. Training provided could then focus on these weaknesses. Without this attention, the failure to develop all elements of the value chain to a comparable level may result in a constraint which adversely affects the outcomes for this value chain.

Ongoing business mentoring and follow up is important to embed learnings and provide access to further growth; this may also continue to perpetuate learning through more confident participants training their communities and supply chain members.

[71] Those interviewed noted that they completed some of these topics in a single course and/or had not previously completed the courses they considered precursors to make this training effective.

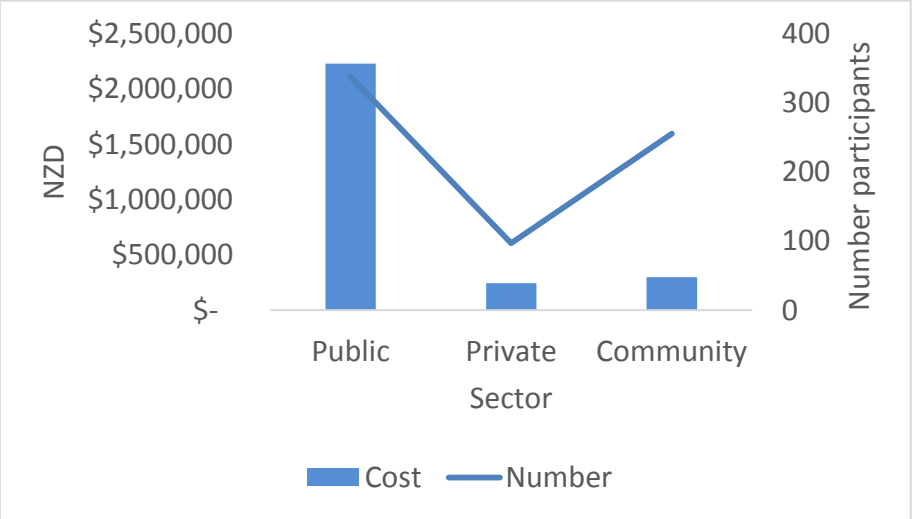
## COMMUNITY SECTOR CASE STUDY

### Background

This evaluation has adopted a case study approach. Cases were defined by stakeholder group: (i) private industry, (ii) public sector and (iii) community. The community fishers were defined as PFTP trainees who were not in formal employment in the fisheries sector. For these fishers, the primary purpose of fishing was to provide food to their family with any excess being sold or traded.

The ADD identified that "The focus of the programme was primarily on private sector skills development; though it was acknowledged training for fisheries officials would help ensure an enabling business environment was created and maintained." (p6). This focus is also clearly reflected in the discussion on the programme goal (p8 and 9). The inclusion of training which targeted community fishers was therefore not consistent with the intent of the programme. However, the majority of training participants were community fishers (Figure 11).

**Figure 11. Investment and number of participants in course by sector.**




Two Outputs specifically targeted community fishers: Output 4 (small vessel operations) and Output 5 (seafood safety and tuna handling). Community fishers did not participate in other Outputs. Training under Output 4 and Output 5 was delivered locally by SPC.

### Methodology

Data was sourced from documents (refer separate document review) and 16 semi-structured interviews with community fishers, nine managers and trainers in NGOs and SPC that worked in fisheries with the community and with fisheries officers (Table 12). These interviews occurred in Tonga, Vanuatu, Fiji and Solomon Islands. However, training participants were only interviewed from Fiji. Unfortunately, feedback from training participants in the Tongan community sector have not been received.

**Table 12. Summary of community sector stakeholders interviewed for this case study.**

| | M | Total |
|---|---|---|

| | | |
|---|---|---|
| **Fiji** | **23** | **23** |
| Trainee | 16 | 16 |
| Not trainee | 7 | 7 |
| **Vanuatu** | **2** | **2** |
| Not trainee | 2 | 2 |
| **Total** | **25** | **25** |

Participant's reaction to the training could not be analysed from the training reports because this data was not included in the reports. Pre-and post-tests had been used on all courses, however the way in which this data had been reported limited utility. Conclusions could not be drawn in regards learning for Output five, and those in relation to Output 4 suggested only some courses had statistically significant levels of learning (refer Appendix D)[72].

Five semi-structured interview guides were applied to specific stakeholder groups to elicit the data required to answer each of the key evaluation questions. This formed the key data source given the limited data available in reports. Drafts of the findings for Output 4 and Output 5 were provided to SPC, FFA and NMIT for comment. A lengthy telephone discussion in regards feedback followed. Comment was integrated into Output 4 and Output 5 where ever the evaluator considered the evidence supported the comment.

This case study was developed following completion the Output analysis. Data from interviews was managed for this case study using a Miles Huberman Grid, coded and analysed using content analysis. The draft case study has been provided to FFA, SPC and NMIT for comment. All comments received has been addressed.

The limitations of this case study are:

- Interviews only include training participants from Fiji. Therefore, some conclusions may not be generalisable. Where this is the case, the qualification has been noted.

**Findings**

***Objective 1: To examine the progress and impact being made in achieving the PFTP, Outputs and short and medium term outcomes (Effectiveness and impact)***

*To what extent were the objectives achieved/ likely to be achieved and what, if any, unintended results have occurred (include cross-cutting issues with particular reference to gender)?*

The courses targeting members of the community sector have not contributed to the indicators specified in the PFTP Results Framework (included in the ADD) or the M&E

[72] Analysis of data from interviews indicated that there had been a high level of learning for both Output 4 and Output 5.

Framework (developed by FFA) for low or medium level outcomes[73]. This is most likely a consequence of training provided to this stakeholder group falling outside the intended outcomes.

However, if a broader consideration of these outcomes is made, the courses targeting community sector have contributed to PFTP's low level outcomes, made a small contribution to PFTP's medium level outcomes but are unlikely to make a significant impact to medium level outcomes in the foreseeable future. Despite this, these courses have had a significant impact to participants and their communities (this is discussed in the next section). This apparent inconsistency in effectiveness is largely a consequence of the course objectives not being closely aligned with the PFTP outcomes.

Both courses targeting the community sector have contributed to the medium level outcome "higher quality labour inputs into the seafood sector" and associated low level outcome "Pacific Island men and women well qualified for work in seafood sector", though outside the formal sector. This contribution came from learning acquired through the training of community members in relation to seafood handling and fishing techniques associated with FADs. All members of the community interviewed had applied their learning on seafood handling and fishing techniques. In addition, they had shared this information with other members of the Fishers Association who had not participated in the training. This was confirmed by members of the Fishers Association.

Evidence was sought to indicate whether it was reasonable to assume that the changes in behaviour of fishers would contribute to achievement of the medium or high-level outcomes, i.e that there would be a move towards the formal sector. The types of evidence sought included evidence of participant's primary purpose of fishing moving toward income generation rather than providing food to their family, consistently increasing the quantity of fish sold, increasing the time invested in fishing, or expressing an intent or plan to achieve any of these. Examples of some of these were found (Box 11).

**Box 11. Changes for a fisherman from Kadavu**

Before when I went fishing I just caught enough fish for my family. When I caught the fish, I just put the fish anywhere in the boat, often it would be near the fuel and get contaminated. Before I just learnt from the elders, I did what I saw them do. All our money came from working on the farm. We didn't have enough money to buy everything we wanted or to send our children to university.

This was the first time that I have been trained in fishing techniques and fish handling. On the course I learnt longline vertical which is very efficient, and also trolling and the drift line. Now I know how to store fish, how to preserve fish with ice, how to brine a fish before you freeze it keep it fresh for buyers.

I use these new fishing techniques. With these new methods, using the same amount of fuel I can get three catches: one from trolling, one from the drift line, and one from the drop line.

[73] PFTP's goal is focussed on employment in the formal seafood sector and increased and increased revenue from the sector reflected in increased exports and GDP. Indicators for low and medium level outcomes specifically relate to the formal sector.

> In half a day I can get more fish than before using less fuel, in the same time. Now I get enough fish to sell not just enough to eat. For one fish I can earn 100 dollars or more. Fishing for one day gives me enough money to survive for one month. With this money I can provide what my children want, like milk. In the future, I can send my children to tertiary school. Now we get money when we need it from fishing (income from the farm is more delayed because the yangona takes at least three years to mature). This gives me more time to work on the farm, I just go fishing when I need money.

Little evidence was identified to suggest that training provided to the community sector may contribute to achievement of the medium or high-level outcomes.

However, there was no suggestion that any of the fishermen interviewed were moving into the formal fishing sector. Their 'work' focus remained on farming, none had moved (or were considering moving) to fishing on a regular basis and none were selling fish outside their local community. Often, other constraints prevented the consideration of an increased focus on the formal sector. For example, constrained access to equipment for maintaining the cold chain and to markets. Consequently, neither course is likely to contribute to any significant increase in seafood sector activity, the high-level outcome, without developments in other areas. However, the other benefits to the individuals and communities are significant and result in significant value from this training.

Unfortunately, the gender strategies identified in the ADD had largely not been implemented. There was no evidence that women had been encouraged to attend (even for Output 5 where women have large roles in seafood handling). The courses did little to address gender issues; there was no evidence, either in the document review or from interviews, that case studies, examples or illustrations provided examples of men and women in non-traditional roles or leadership positions in the fishery sector or that issues associated with gender were integrated into the training. The module on gender was often omitted due to time constraints.

It appears that there have been no positive or negative outcomes associated with gender. However, the opportunity to address the disparity within the sector was lost.

This training has contributed to fishers targeting their effort to further offshore and FADs, and away from the coral reef. This has positive environmental impacts as it reduces the fishing pressure on the coral reefs (the literature suggests coral reefs are over fished).

*What observable difference has the activity made to recipients of training, Pacific Island government fisheries departments and private sector operators (impact)?*

The courses targeting members of the community sector have made significant observable differences to the recipients of training and their community; they have had a significant impact. They have achieved most of the course objectives.

The changes in the life of an individual and their family because of applying the learning were significant, though not reflected in the results diagram for PFTP. Members of the community consistently reported improved food security and nutrition for their family, increasing savings (for use when food or money were less available, for children's education including a new intention to send children to tertiary education, community, and for investment in fishing boats), increase time for agricultural activities and to spend with family. For example:

> The most significant change for me is that now I go fishing regularly. Before I didn't fish every day. Sometimes after I would finish work at the farm, I would fish. I did this training and I learnt the skills on fish handling and also fishing techniques.
>
> Now because I know how catch the fish using different techniques and how to handle the fish properly, I go fishing regularly and I sell the fish that I catch. I bank the additional money that we get for selling fish so that we will have it in the future for when we need it later. Our family also eats more fish.

These impacts resulted from a change in participants behaviour. There was strong evidence that almost all of those who participated in the training had applied the learning. Numerous fishers were applying the new fishing techniques and handling of the fish in a way that improved seafood quality. The level of change in behaviour is among the greatest the evaluator has seen as a result of the training programme. This must be commended.

The extent of learning in these courses was high. Community members consistently described the delivery and content of these courses as being directly relevant. The practical, hands-on approach was repeatedly commended. The ability of the instructors to contextualise the information, their understanding of the Pacific and the specific context in which the training was delivered, and their ability to communicate clearly to participants were all valued. Consequently, the extent of learning and behavioural change in these courses was high.

The exception to behavioural change was in terms of practice of sea safety. While participants had become aware of what was required, few of those interviewed had changed their practice. The reasons for the failure to apply what they learnt were: few appeared to see a need for safety equipment as they did not know anybody who had drowned; the regulatory requirement to carry safety equipment was not enforced; and the cost of safety equipment was considered excessive for the potential benefit. Those fishers who had purchased safety equipment did so because of the new regulatory requirement to carry this equipment to license the boat. There was no evidence that the training had contributed to their purchase of safety equipment. As a consequence, there is no evidence that PFTP has contributed reducing risk to fishers and reducing casualties at sea (an objective of Output 4) and limited evidence that it has created awareness of responsible fishing (also an objective of Output 4).

Similarly, for Output 5, while the learning has been applied, there is no evidence that it has contributed to the course objective of reducing post-harvest losses and so increasing income from small-scale fishery operations. While it can be expected that this may occur in the future, there is no evidence of progress towards this objective at this stage.

*Are the benefits to those trained continuing beyond their training? (sustainability)*

The benefits to those trained have continued beyond their training. As discussed above, participants have applied this training and accrued benefit to their themselves and their family. Benefit has also accrued to the environment and community because of the reduced fishing effort on the reef. These activities and benefits will continue. I.e. the benefits to those trained are sustainable.

In addition, participants who were members of a Fisher's Association had shared their learning through the Association. As a result, many others within the community had also applied the new knowledge and skills. Thus, the benefits had been extended beyond those trained.

Therefore, it can be expected that the benefits will be sustained in a community. Where the fisheries officer replicates this training in other communities, the benefit was also demonstrated to be obtained in these communities (refer public sector case study). However, where this transfer of knowledge between communities does not occur, the benefits will be retained within the community that received the training.

*What would a results framework for the New Zealand based training look like?*

Not applicable as all training for community members is conducted in the local community.

### *Objective 2: To review the methodology of the PFTP (Efficiency)*

*Is the current structure and delivery of the both Programmes the most efficient option compared to alternatives (i.e. training institutions)? How does the in-country training compare with the New Zealand based STTS courses?*

Members of the community identified that the training needed to be short and locally based. Most indicated that training that did not meet these two requirements would be difficult to attend. The reason training needed to be short was that they all had other community and family commitments. In many cases this included some agricultural activities which could only be left unattended for a short period. Commitment to family was also a factor. This was closely related to why the training needed to be local; participants did not have time or resources to travel long distances that required them to be away for several days.

The training funded by PFTP targeting members of the community met these requirements. The recommendation by SPC at the start of the programme to reduce the length and depth of the training for Output five, and increase the number who receive this training was highly appropriate. The reduced length of this training has enabled more people to gain the knowledge required for the activities they undertake rather than a few people being over trained. Those who participated in this training are now applying this knowledge.

This evaluation did not collect any evidence on whether participants who were not members of fisheries associations shared their learning. However, the evaluator's experience and that of others in the fishery sector in the Pacific, indicates that generally sharing of knowledge from training is not great. However, the evaluation did find that participants who were members of fisheries associations shared their learning with others in the organisation. Thus, targeting those who were members of a fisher's association appears to have supported efficiency. This achieves a multiplier effect and promotes sustainability.

*How appropriate is the mode of delivery (i.e. bespoke short term courses) for meeting the needs of the public and the private sector? What differences, if any, can be observed in outcomes achieved by the two Programmes? Note the different lengths in training and different levels of follow up.*

Bespoke short-term courses are highly appropriate to meet the needs of the community sector. SPC advised that the courses they delivered, are ones that they have delivered across the Pacific for up to 30 years. The trainers had a detailed understanding of the context in which the course was being delivered. Using this knowledge, these courses are continuously improved to meet the changing needs of the community.

However, the courses are not documented. Consequently, the content is dependent upon the person delivering the training. If these trainers are unavailable, there is no certainty as to whether the content and pedagogy of training delivered would remain the same. To help

ensure future quality of this training, this evaluation recommends that SPC documents the training fully.

The delivery mode is dependent on the SPC trainer. This does not promote sustainability of activity. Ideally, the fisheries officers from the national fisheries agency should be delivering this training. A different approach would facilitate delivery by the national fisheries agency over time. Such an approach would increase the cost of the training. However, the evaluator believes that in the long term this would represent value for money and should be implemented. There are a range of approaches that can be undertaken, and a formal train the trainer approach is not recommended.

SPC noted that this is the only training they conduct which includes a budget to provide equipment to enable participants to apply the learning. This evaluation found that provision of equipment to individual participants had facilitated application of learning. Participants valued the equipment, use the equipment and cared for the equipment. Where equipment was provided to only a few participants on the basis that it would be shared amongst a broader group, this did not provide value. The location of the equipment was no longer known and the equipment was not shared. Where participants did not have access to equipment required to apply the learning, application of learning was limited.

Where equipment or specific materials are required to apply the learning, this equipment and materials must be available locally for participants. If this is not the case, this evaluation recommends that training not occur because value will be limited. The equipment can be provided through the training. There are a number of ways in which equipment can be provided to participants: either fully funded, subsidised, or at cost. The appropriate approach will vary between circumstances and locations.

The basis for selecting locations in which to run courses must be clearly thought through and defined. Where a decision is made to conduct a course in a different location for specific reasons, the implications of breaching the original rationale should be considered. For example, Output 4 was to be conducted in locations where sea safety had been an ongoing issue. However, following Cyclone Pam in Fiji, it was decided to conduct this training in Fiji to support post-Cyclone recovery. The sea safety component of this training has not resulted in any behavioural change among those interviewed. There was no sense amongst trainees that they needed to change their behaviour because sea safety had not been an issue in this area. Consequently, investment in the equipment required to support sea safety was not considered a priority. This is likely to be different in areas where sea safety has a poor history and also immediately following loss of life.

In summary, the mode of delivery for community fishers was highly appropriate. Short, locally based courses are recommended. However, in future the evaluation also recommends that: all courses be fully documented, there be a greater focus on developing national fisheries officers' ability to deliver and monitor the training themselves, equipment and materials required to implement the training be made available to all participants on a subsidised or at cost basis.

*What efforts have been made to embed sustainability aspirations in Programme design? (sustainability)*

Sustainability of benefit has been supported through provision of equipment to enable application of the skills acquired through the training. The inclusion of a budget to fund equipment to enable participants to apply this learning was critical in sustainability of

benefit. This had proved effective where equipment was provided on an individual basis rather than to be shared.

There is no evidence of efforts to embed sustainability of activity into the programme design. This would require the fisheries officers from national fisheries agencies to deliver this training. No efforts to support this were evident. Where fisheries officers were delivering the course, it was related to other factors: their completion of Output 6 or funding from other donors. While participants who were members of a fisher's association had shared their learning with others, there was nothing within the delivery of Output 5 that encouraged or facilitated this transfer of knowledge and skills to occur. Consequently, the Outputs themselves had not contributed to this element of sustainability.

***Objective 3: To assess the extent to which Pacific Fisheries Training Programme, including New Zealand-based training elements, is relevant to the Pacific fisheries sector (both private and public).***

*Assess the programme against the priorities of the partner countries, private sector and pacific fisheries departments. Are existing priorities still relevant?*

This evaluation was unable to identify documented training needs for community fishers at the time the programme was designed or implemented. Nor was the evaluation able to identify any consideration of the relative priority of public sector, private sector and community fishers training needs at the time of the design or subsequently.

While training needs were not documented, it is possible to determine some of the priorities. At the time this programme was designed, there was a focus on introducing FADs across the Pacific. This was an inshore fisheries management approach to encourage fishers to fish for pelagic fish and thus reduce the fishing pressure on reef. Thus, training to support effective pelagic fishing and use of FAD was a priority for Pacific Island countries. PFTP Output 4 and 5 supported this for community fishers.

From the concept paper and the design (including the results framework), the intent was a focus on public and private sector fisheries. However, the design also included two courses that were specifically aimed at local or small-scale fishers. As originally intended, these courses were two and four weeks duration - inappropriate for community fishers. It is possible, that the design intended this training to be delivered to small private sector fishers rather than community fishers. Regardless, in reducing the length and content of these courses to enable the participation of an inshore relevance to community fishers, the focus of Output for and Output five became community fishers.

The evaluators consider that it was likely the design never intended such a focus on community fishers. Despite this, the training delivered through Output 4 and Output 5 was highly relevant and required. While it may make little if any contribution to the medium and high-level outcomes of this programme, the demand for this training and its relevance, both at the time of programme design and today, is unquestionable.

*Does the training align with the needs of the private sector and Pacific government fisheries departments?*

Not applicable.

### *Objective 4: Future design and support – to identify the key changes/ adjustments needed to deliver sustainable outcomes from a potential second phase of Pacific Fisheries Training Programme.*

*Identify strengths of the current programme and gaps which could be filled in a possible second phase*

The strengths of the training delivered to community fishers under PFTP are:

- Relevance of content to participants and their context.
- Pedagogy used to deliver the training (practical hands on).
- Quality of trainers.
- Provision of equipment and materials to enable participants to apply the training.

The weaknesses of the training delivered to the community fishers under PFTP are:

- Little alignment to medium and high-level outcomes.
- Lack of documented training needs analysis.
- Lack of documentation of course content.
- Lack of attention to gender.
- Limited, if any, attention to sustainability of activity.
- Lack of robust monitoring and evaluation.

Recommendation:

The current and future training needs for community fishers consistently identified by those interviewed emphasised use and maintenance of FAD and new fishing techniques. This largely replicates the training currently provided and it was not possible to determine whether these suggestions were made because this was all those interviewed new, or whether they were real priority needs. This also parallels much of the training being delivered through funding from various donors.

One NGO representative also identified a need for training of community fishers in fish preservation (for example, smoking and salting), the rationale underpinning local legislation and regulations, and a better understanding of the whole value chain.

In addition, this evaluation considers that training in how to operate an effective fisheries association would be of value. In both Fiji and Vanuatu, fisheries associations were being encouraged and established. Many of the members with whom we spoke had little idea about how these association should function and how individuals and the collective group could gain maximum value from the association. In some cases, the association was also operating small income generation activities. The evaluator considered this a positive as it supports sustainability of the fisheries Association. However, it is also essential that the association has a basic understanding of bookkeeping and governance. Without this, the association could easily find themselves dealing with accountability issues, let alone insuring they gain maximum value from the Association

*From the evaluation, make recommendations about the future of the Pacific Fisheries Training Programme. This is not limited to the current programme goals and outcomes.*

Training required by the community in fisheries is almost a bottomless pit. It is unrealistic to expect New Zealand or any other donor, or even all donors combined, to meet these ever-evolving needs. Therefore, it is essential that there is increased focus on sustainability of activity: each country's national fisheries agency must have the capacity to deliver the training required at a community level across the country. This will influence the approach taken to implementation of training for public sector participants.

There is also a perception amongst the public sector, that training cannot be implemented unless there is a donor programme and/or a large Pacific budget. Strategies to implement training that required no or minimal budget had not been demonstrated and were beyond the experience, and therefore practice, of most fisheries officers. Thus, while a fisheries officer may want to conduct training for community fishers, few recognise this was possible without discrete budget.

New Zealand needs to decide as to whether it is most effective for New Zealand to be providing this training given the large number of other agencies providing such training. Should New Zealand invest in fisheries training for the community sector, the benefits of ensuring this training also gain certification are significant for some; certification assists training participants to obtain bank loans for purchase of fishing boats, fishing gear, and broader business expansion. Careful analysis of benefits vs costs for certification should be undertaken and responded to.

The target for provision of training to fishers should also be tailored. A recurring pattern within this evaluation was that learning was shared by fishers who were members of a fisheries association. This sharing of learning was not a consistent feature of those outside fishers' associations. Therefore, future training should consider targeting only members from of fisher associations to promote dissemination of learning.

Training content must reflect the reality of the environment in which community fishers find themselves. Thus, while teaching about the use of ice to maintain the quality of fish during handling may be correct, those without access to ice (the majority of fishers) are unable to apply this training. The training must also include practices to improve the quality of fish that can be implemented in the context in which the fishers operate. The provision of equipment to enable trainees to apply the techniques after the training should be continued as it supported application of learning. However, this should be done in a way that maximises the number of participants who are able to have their own, rather than shared, equipment as shared equipment 'vanishes'.

No value had been obtained from the sea safety training conducted in Fiji. While it may seem a 'good', and even priority training need, unless an approach can be implemented that will change behaviour, there is no value conducting this training. Alternate approaches need to be identified which address the barriers to implementing the learning. These alternate approaches may be embedding boat safety in school curriculum in areas where boat travel is normal, or training women and children (as occurred under a previous programme through the Pacific Island Women in Maritime Association) in use of lifejackets and boat safety to encourage children to use lifejackets when travelling school by boat and women to remind husbands to take lifejackets when in boats. Safety training and lifejackets could also be provided to all public servants who travel between communities by boat. Their use of lifejackets would provide a role model within communities. In other places, it may be

delivering an integrated package of training and support for enforcement, or only providing the training where there is a conducive, enforced regulatory environment.

# Appendix D. Findings for each Output.

## Output one. Observer management training

Four participants of this training were interviewed from Fiji, Solomon Islands and Vanuatu (all male). Each of these was from the public sector. In addition, their managers, advisors on bilateral aid programmes and operators of private ships were also interviewed to confirm claims made about changes resulting from this training. Based on these interviews, the aim of the course was achieved: the skills of each manager of National observer programme were improved. These managers had each gained knowledge and skills which they had applied. This had made a large difference to the management of the observer programme in Fiji and Vanuatu and a smaller difference in Solomon Islands.

Evidence was found that this training was contributing to the medium level outcome "conditions created and maintained for thriving seafood sector". For all those interviewed, the training had contributed to establishing improved communications with observers at sea. This led to improved effectiveness of observers. Beyond this, the way in which this training contributed to this outcome generally differed between participants, but in each case, there was a significant contribution. This contribution may have been through their response to an improved understanding of the need to plan, the importance of data, or the welfare and well-being of observers. A combination of this knowledge and confidence gained through practising the new skills resulted in these participants changing their behaviour in the workplace.

In each case, this changed behaviour and the increased competency of fisheries and public-sector officials was verified independently. Examples of the what three different participants considered the most significant change in their practice are given below.

> The most significant change for me is planning. Before I did the training, I didn't plan. I didn't know what I would be doing the next week, in two weeks' time, or in the next month. Because of this, things didn't run smoothly: I didn't know the dates of placements, so I had no one ready to go when a ship needed an observer. I had to run around and find someone to go on the boat as an observer. The administration would always complain about the fuel and the vehicles that I used in driving around trying to find someone. There was a lot of wasted fuel. Sometimes I also missed or was late to training because I didn't remember that it was on.
>
> Then I did the training and I learnt the importance of planning my schedule; that it would make things better. I could see that it would from the training.
>
> After I did the training, I planned out my schedule. I got the calendar and put on it when things would happen. I put on it when I would finish a report, submit it and when the placements would occur. So, I use this big calendar and also an office manager programme that we have on the computer that was designed by FFA. Planning makes things much easier, things go smoothly.

> For me, the most significant change was the improvement in quality data I receive from observers.

Before I did the course, a lot of the forms that I received from observers were not complete, the data had not been included. What data was included was correct. The observers didn't complete these forms and when I talk to them about it each time they would have a different excuse.

The course gave me the confidence to explain to the observers what was missing and correct them more effectively. The next time they submitted a form it was more complete. I learnt how to give feedback effectively. We also learnt about the need to communicate with the observers while on the ship and to provide guidance on what they should do first completing the forms.

Now I provide more information to the observers on what is needed before they go on the ship. This is clearer as well. I talk to them while they are on the ship and check what they are doing. I provide them with guidance on what to do first. When they submit the forms, I provide them with more feedback and the feedback is better. I am also more encouraging. As a result, the observers are completing more of the forms and I am getting the information that is needed.

The focus on the well-being and welfare of observers was a change identified by most of those interviewed.

Before I undertook this course, I didn't think about the impact on insurance of an observer being out of the office, we just assumed it was under our existing insurance. I had relied on the civil service code. I didn't think about the particular safety gear other than shoes and a raincoat that they would need.

On the frontline manager training course, we learn about the need to look after the welfare and well-being of the observers, to consider how being in a different location changed things for them. This is also a requirement of the WCPFC audit.

As a result, I am now much more focused on the well-being and welfare of observers. I have the confidence to raise issues senior management. So I am continually writing letters to senior management about safety and getting everything in place. I have developed standard operating procedures that address many of these issues. These are now with senior management for approval.

For me the focus on well-being and welfare was the most significant change because I am the coordinator of the observers.

While the level of change was significant, discussions with industry indicated that there was still extensive improvement required. In part, the comments from industry were legacy comments because some referred to the period before which these participants had undertaken the training.

A strength of this course was that successful completion leads to a formal, recognised qualification which supports promotion within the organisation. Participants noted that this was a motivator for them to complete all assessment activities. However, most found this a challenge. FFA had recognised this challenge and provided additional support to try and overcome this. The work being done to achieve a regionally recognised qualification will also improve participant's motivation for course completion.

The barriers to application of learning were generally around the capacity of the mentor to provide support to the participant in applying the learning. In some cases, this appeared to be because the participant and mentor did not understand their roles. In other cases, it was a consequence of the mentor not having the knowledge or skills necessary to coach the participant through an activity or not supporting the different approach.

Suggestions for future:

- more attention to mentor skills and knowledge. This may require engaging dedicated mentors rather than the participant identifying somebody from their workplace who can fulfil this role.
- Include workplace attachments as part of the training. Several interviews noted the value in observing the practice of what was being taught. Workplace attachments to similar roles within the region (including New Zealand and Australia) where this function is performing well, would enable this observation.

Recommendation: this training has already provided significant value to the sector but there is a need for further development. Therefore, its continuation is recommended. Over time, it is probably desirable that this course be integrated into, or expanded, to form a generic front-line management course available to all managers in the fisheries sector, and possibly broader. To achieve this, it is recommended that consideration be given to how this Observer Management training and the New Zealand funded Pacific leaders training programme could be integrated and a sustainable approach to the delivery of both established.

## Output two. Seafood market development

Thirteen participants of this training were interviewed from Fiji, Solomon Islands and Vanuatu, five were from the private sector (male) and eight were from the public sector (two females and six males). In addition, two purchasers of seafood (restaurant and wholesaler) were interviewed to confirm claims about changes in behaviour. The objective of the course was to introduce students to the basic information needed for a seafood business by encouraging critical thinking and product development, strengthening teamwork and communications. The main learning from this training was seafood handling (effectively the same outcomes as for Output five, seafood safety and tuna handling). Most participants applied this to train others (both public and private sector participants), and, for private sector businesses, in their own business (private sector participants). There was some learning evident in relation to marketing but only two of those interviewed identified that they apply the learning by trying to develop a new value-added-product or exploring the export market.

The seafood handling component of learning has been well applied. This component had contributed to creating and maintaining conditions for a thriving seafood sector (medium term outcome). All public-sector participants had integrated the knowledge gained from this training, into training they delivered or had applied it when undertaking inspections at market. One private sector participant had trained others in their organisation and was also training their fishing partners to improve the quality of the fish they received.

However, there was very little evidence that the marketing component of this training had contributed to (i) the medium level outcomes (conditions created and maintained for thriving seafood sector, or, higher quality labour inputs into the seafood sector) or (ii) the low-level outcomes (Pacific Island men and women well qualified for work in the seafood sector or,

competent fisheries public sector officials). The only evidence was one private sector participant applying the knowledge gained to exploring opportunities in the export market.

Participants considered the training would be better conducted as two separate modules, one for seafood quality followed by a second, on seafood marketing. This would support improvement of the quality of seafood in the domestic market. There was a general consensus that this should be achieved before product expansion or the export market were considered.

Participants also considered that the training approach was not appropriate for a Pacific context. The course was too theoretical with insufficient practical work. There was insufficient time to discuss the material, with many noting that discussion is a significant learning method in the Pacific. Most participants commented that there was insufficient contextualisation of the course.

While the level of English was generally considered appropriate, it required discussion to clarify. However, the quantity and pace meant that there was insufficient time to discuss the material which enables language to be clarified (participants had to translate the content into the local language for their colleagues). Participants noted that discussion is a key mechanism for learning in the Pacific. Many participants reported that they were unable to participate effectively because the pace was too fast and this meant that they became lost.

Participants noted that gaining a recognised certificate would also provide significant value to both public and private sector participants. For the public-sector participants, it would contribute to formal qualifications and promotion opportunities. For private sector participants, a recognised qualification would enable increased access to small business loans for business investment and provide a point of differentiation with their competition. They therefore recommended that the training gain recognition under the National qualification framework of the countries in which it was delivered.

Suggestions for future:

- The course be modularised into separate seafood handling and marketing components. Each module being conducted independently with marketing only being conducted for organisations demonstrating competent seafood handling.
- The marketing component of this course be completely rewritten to increase contextualisation, reduce content, adopt a more practical approach and increase time for discussion.
- Training material be translated into the local language.

Recommendation: There was little if any value gained from the marketing component of this course. The course not be continued in its present form.

## Output three. Fisheries trade, policy development and investment appraisal

13 participants from this course (six female and seven male) were interviewed from Fiji, Marshall Islands, Solomon Islands, Tonga and Vanuatu. Each of these participants was from the public sector. In addition, managers in all countries other than Marshall Islands were interviewed to confirm claims made about the changes resulting from the training. Based on these interviews, the objective of the course (to examine the role of trade and policy in understanding fishing industry dynamic in the Pacific Island countries) was achieved.

However, it would have been better for this objective to have been written as a behavioural outcome.

Evidence was found that, in each of these countries, this training is contributing to creating and maintaining conditions for a thriving seafood sector (PFTP's medium level outcome). This is through participant's use of the learning to increase consultation when writing policy, take a more informed approach to trade negotiations, and ensuring private investors business proposals are more rigorous. For example, participants stated:

- I learnt how to do my job by going on this course. The Ministry sent me to Solomon Islands to do this course as soon as I joined. I didn't know anything about analysing investment proposals before. The course has helped me to analyse the investments proposals that come in. I can now analyse proposals carefully and trace the chain of investment. I check the benefits of government and investor and make sure that they are fair.
- I have turned down some proposals that have been submitted because of what I found when I applied what I learnt on the course. For example (a NGO) put in a proposal to do various activities. When I read the proposal, I read that they were effectively doing this under their own umbrella, flying their own flag without the Department of Fisheries being seen. I talked about this with others who did the course with me and we agreed. So now I have consulted with (the NGO) and hope that they will be able to resolve this otherwise it will be not passed.
- The training on policy development was not relevant to what I do. But I used the training on policy development to develop a business plan and a corporate plan for the next five years for (my organisation). We had never had one before. These will be finalised a workshop in February.
- The way we appraise investment proposals is very simple, we just check that it meets the employment and environment criteria in the legislation. If it does we recommend that it is approved. The criteria don't consider many of the criteria we learnt about on the course. The application then goes to the Board who approves it.

  Using what we learnt on the course, I am working to introduce a more rigorous approach to evaluating investment proposals. As part of this I have developed a standard guide for investment proposals so that investors have some guidance on what is required. We are developing this more rigorous approach now, it is in the pipeline. It will be used for all sectors, not just fisheries.

The most significant change described by one participant was that the training has opened doors for the Ministry and increased their opportunities. This is described in the following box.

Before the training, the profile of the Fisheries Division was not very high. We often received requests for engagement with other organisations and agencies, but there was no sense that they valued our contribution or recognised it. Our contribution was of little value and there was not much two-way communication.

The training increased our skills. This increased the quality of work that we completed. This was recognised through better quality documents produced and better contribution in different fora, both national and international. The initiative of individuals is also important in achieving this increase.

This contributed to improved two-way communication with other agencies. This has raised the profile of the Division and there is greater recognition that we need to be involved in many of the international negotiations. Now there is greater involvement in the national and international processes. For example, the Ministry of Foreign Affairs now involves us in more international discussions. We have also been more involved with other international bodies such as Interpol and the Food and Agriculture Organisation (FAO). We are now working with FAO to pioneer a project in an electronic monitoring system that uses on-board cameras to monitor on ships. If this works, FAO will roll it out across the Pacific.

A strong positive outcome of the course was the relationships established with people working in similar areas in other countries and in other relevant agencies in the same country. Most of those interviewed said that the communications with those from other countries faded over time, but having now established this relationship, future work with them would be easier. Within their own countries, the networks established had been built upon and were being used to increase communication between agencies on approaches to trade, the fisheries policy and investment proposals.

The extent of application of learning was surprising given participants comments on the course, both in the post-course evaluations and during these interviews. There was agreement that the trade component of the course (the first week in the revised course) was too complex, only those with previous trade experience understood the content. Comments such as "I was lost for the first week" were made by several of those interviewed. Those with a trade background noted that without this, "it would be like hitting a brick wall". In addition, most of those interviewed considered that the content of the trade component had not been contextualised and was not a "practical course for practitioners". Several participants considered the content of the trade component was supply rather than demand driven. The amount of pre-reading was generally considered excessive with few participants reading the articles (and most of those who did stated they only skimmed them). Only one person interviewed had completed the reading and considered it beneficial.

There was agreement that all three elements of the course (trade, policy, and investment appraisal) should be delivered together even though most participants will not be involved in all three elements. This is because the three elements are interrelated, and participants considered it enhance their competency if they understood this interrelationship. However, they also agreed that equal weighting should be applied to all three components rather than trade comprising half the course. Participants suggested that the course be delivered over a three-week period and include an increased practical component.

The policy and investment appraisal components delivered by FFA were agreed to be relevant, contextualised, and of an appropriate standard. These two elements just needed to be longer to enable increased amounts of discussion and practical work.

While participants identified several barriers to learning, the only barriers identified to applying this learning were not being in a role where the training could be used and lack of manager support.

Suggestions for future:

- Revise the course to increase the balance between the three elements: trade, policy and investment appraisal; and increase practical component.
- Rewrite the trade module. This will require it to be simplified, contextualised, the balance between practical and theoretical work improved, and pedagogy changed.

Recommendation: this training should be revised to address the identified weaknesses. The training should then be applied to this sector (delivered through a regional approach). The training is likely to be relevant to other sectors, but in that case, delivered through an in-country approach.

## Output four. Small fishing vessel operation

15 participants of this training were interviewed from Fiji (all male). Of these, four were fisheries officers from the public-sector and the remainder were from the community. In addition, 11 community members, managers of fisheries agencies and seafood vendors were interviewed to confirm claims made about changes resulting from this training. Based on these interviews, two elements of the course objectives were achieved (improved on board and post-harvest fish handling, and increased efficiency of small-scale commercial fishers) which has contributed to transferring fishing effort away from reef species to local pelagic fish species. However, there was no evidence that this course has contributed to achievement of the remaining two objectives (lowering the risk to fishers and reducing casualties at sea, and creating awareness of responsible fishing).

Evidence was found that this training has contributed to the medium level outcome "higher quality labour inputs into the seafood sector" and associated low level outcome "Pacific Island men and women well qualified for work in seafood sector". This contribution came from learning acquired through the training of community members in relation to seafood handling and fishing techniques associated with FAD. All members of the community interviewed had applied their learning on seafood handling and fishing techniques. In addition, they had shared this information with other members of the Fishers Association who had not participated in the training. Members of the Fishers Association confirmed this.

The changes in the life of an individual and their family because of applying the learning were significant, though not reflected in the results diagram for PFTP. Members of the community consistently reported improved food security and nutrition for their family, increasing savings (for use when food or money were less available, for children's education including a new intention to send children to tertiary education, community, and for investment in fishing boats), increase time for agricultural activities and to spend with family. Several of these changes are captured below.

> Before I didn't use ice to store my fish. I would catch the fish, throw it in the bottom of the boat and then keep on catching fish. When we finished we would go back. By then the flesh of the fish had become soft and it would go off more quickly.
>
> I learnt on the course that you should store the fish on ice to help it keep better. Now I take an esky with ice when I go fishing. I also brine the fish before I freeze it. But the difficulty is the esky. Many of us don't have an esky and it's hard to find.

> The most significant change for me is that now I go fishing regularly. Before I didn't fish every day. Sometimes after I would finish work at the farm, I would fish. I did this training and I learnt the skills on fish handling and also fishing techniques.
>
> Now because I know how catch the fish using different techniques and how to handle the fish properly, I go fishing regularly and I sell the fish that I catch. I bank the additional money that we get for selling fish so that we will have it in the future for when we need it later. Our family also eats more fish.

In contrast, the application of learning by fisheries officers was more limited. Several fisheries officers had applied the learning in relation to FAD. into the way they designed and installed FAD. A few fisheries officers had integrated this learning into the training they provided to people in the community sector. However, in one case, this was most likely a consequence of other training funded through PFTP. In general, the fisheries officers did not realise that there had been an expectation that they would share this training with others. This is surprising given that the design specifies that one of the activities is that "training course participants (are to be) trained to teach aspects of the curriculum to other fishers". The value gained in providing this training to fisheries officers was limited because they rarely shared the learning.

All those interviewed indicated that they had learnt about safety, they all knew what they should do and the equipment they should take on board. However, there was no evidence that this learning had been applied. In Fiji, some of the fishers now owned safety equipment and sometimes took it when they went fishing. This was a consequence of regulatory requirements recently introduced in Fiji. There was no evidence that the training had contribute to acquisition, and the occasional use, of safety equipment.

Few, if any, of those interviewed knew of anybody who had been drowned. Consequently, they did not see that the likelihood of safety equipment being required great. Purchase of this equipment was not prioritised, particularly given the high cost of lifejackets and others safety equipment. Many fishers who had purchased safety equipment to enable their boat to be licensed, stored this equipment in their homes to prevent being damaged and requiring replacement for relicensing their boat.

No value had been obtained from the sea safety training conducted in Fiji[74]. While it may seem a 'good', and even priority training need, unless an approach can be implemented that will change behaviour, there is no value conducting this training. Alternate approaches need to be identified. These may be training women and children (as occurred under a previous programme through the Pacific Island Women in Maritime Association) in use of lifejackets and the safety to encourage children to use lifejackets when travelling school by boat and women to remind husbands to take lifejackets when in boats. Safety training and lifejackets could also be provided to all public servants who travel between communities by boat. Then use of lifejackets would provide a role model within communities.

[7474] Safety equipment was critical in two recent rescues in Tuvalu involving three fishermen (https://www.radionz.co.nz/international/pacific-news/326614/grab-bags-help-in-tuvalu-sea-rescue, https://www.saipantribune.com/index.php/grab-bags-save-lives-sea/ and https://spccfpstore1.blob.core.windows.net/digitallibrary-docs/files/3b/3bfcda067bc9952ff51c36fb0d75653b.pdf?sv=2015-12-11&sr=b&sig=oFQdqHOg%2BExCRsc0EWpwkEbbpGQiZfa0Wh4vFGnnNrs%3D&se=2018-07-31T09%3A19%3A01Z&sp=r&rscc=public%2C%20max-age%3D864000%2C%20max-stale%3D86400&rsct=application%2Fpdf&rscd=inline%3B%20filename%3D%22FishNews152_20_Poulasi.pdf%22) . However, the people involved did not attend this training and the equipment was provided by the EU. Therefore, while the equipment is being used in Tuvalu, and has contributed to saving of life, PFTP did not contribute to this. In addition, from the media reports, it appears that the requirement for all boats to carry grab bags and the enforcing of this regulation have helped ensure fishers take grab bags when fishing.

Numerous organisations fund training that appears to be virtually the same, if not the same. While the range of funders is great, much of this training is delivered by the same trainers from SPC using what appears to be the same course.

Suggestions for future:

- Ensure all training of fisheries officers it implemented in a way that emphasises the need to share learning with others and provides skills to do this.
- Develop an alternate approach to implementing the safety training which maximises application of learning. Monitor change in behaviour in relation to sea safety and revise training accordingly.

Recommendation: there is a clear application of this training among fishers. Therefore, continuation of the training is recommended. However, a different strategic approach is required to (i) improving sea safety amongst fishers and (ii) encourage fisheries officers to replicate this training rather than remaining largely reliant on various donors to continue its funding.

## Output five. Seafood safety and tuna handling

13 participants of this training were interviewed from Fiji (all male). Each of these was from the community sector. In addition, five members of the community fisheries association and one seafood vendor were interviewed who had not completed the training to confirm claims made about changes. The objective of the course was to provide small-scale fisheries stakeholders the basic knowledge to improve food health quality of fish products, reduce post-harvest losses and so increase income from small-scale fishery operations. From the evidence collected, food health quality was improved. At this stage, there appears to be no resulting reduction in post-harvest losses or increase in income (those who identified an increase in income had also completed the small fishing vessel operating handling course, and it was this that contributed to the change in income).

All those interviewed identified that their behaviour had changed because of the training. This was because "the course was very practical we practised everything that we learnt. This made it easy to learn and easy to understand. Then we could do this when we went home." Participants in this training had shared this information with other members of the Fishers Association who had not participated in the training. This was confirmed by members of the Fishers Association who had not participated in the training. This would suggest that the decision to change the course from a longer course aimed at developing competency of a small number of fishers to an expert level, to a short course, that provided a large number of fishers with the basic seafood safety and tuna handling skills which underpin quality seafood, was appropriate.

One fisherman described the most significant change for him as "the boat is clean and no longer smells of blood. Before I didn't care about cleaning the blood from the boat after I went fishing. The blood would dry on the boat and stay there. The boat smelt of blood and didn't smell clean. On the training we learnt the importance of keeping the boat clean so that there was no bacteria. Now I clean the boat before I go out fishing and when I return. As a result, there is no smell in my boat. The boat smells clean." This was confirmed in observations made by the evaluation team. In addition, the boats of other fishermen were also observed to be visually clean and not smelling of old blood.

This training had contributed to the medium level outcome of "conditions created and maintained for thriving seafood sector" as quality seafood is a precursor to a thriving seafood sector. However, it is unlikely to contribute to any significant increase in seafood sector activity, the high-level outcome without developments in other areas. For example, improved knowledge of fishing techniques and access to markets is required.

The quality of the training was highly commended. Participants were unable to identify any ways in which it could be improved. Several participants had use the training material several times since the training. They had also shared the material with others.

The provision of basic materials to apply the techniques after the training was a major factor in application of the training. However, where only one set of equipment was provided, the location of this was no longer known. It appeared (though was not verified) that in these cases, the material was used by one person rather than shared as had been the intent.

The only barriers to applying the learning identified were access to an esky and to ice. This was only identified by a small number of those interviewed.

Suggestions for future:

- Do not provide equipment or materials for sharing between fishers.
- Identify a mechanism to improve fishers access to esky (or similar). As a minimum, esky should be made available for all fishers who participate in the training to purchase at cost or at a subsidised cost on completion of the training.

Recommendation: there is a clear application of this training among fishers. Therefore, continuation of the training is recommended.

## Output six. Practical safety fishing and financial management course for Fisheries Officer

Four participants of this training were interviewed from Tonga and Vanuatu. All were male fisheries officers. In addition, two members of the community, two instructors, management from the Vanuatu Maritime College were interviewed and a range of documents reviewed at Vanuatu Maritime College. Based on these interviews and observations, the course has contributed to the objective: "to train Pacific Island fisheries officers in economically and environmentally sustainable fishing methods and to enable them to assist fishing communities to develop sustainable, profitable and safe fishing operations".

As a result of the course, most of those interviewed had significantly changed their practice. These fisheries officers were providing more information on different fishing techniques to communities. This was confirmed through interviews with members of the community. In addition, some fisheries officers were also providing training on how to determine the cost of different fishing techniques and helping fishers improve efficiency. While several indicated that they are also communicating more about sea safety, this was more difficult to verify.

In all cases, the change in practice of fisheries officers was a consequence of increased knowledge and confidence. This is clearly captured in the following description by one participant.

> Before I did the training, I didn't train people on fish handling and fishing techniques. Others did this from Vila, they came down and ran the training. I had seen the training before, but I

didn't have the knowledge that I needed to be able to run the training. I didn't understand why things had to be done a way. So I didn't have the courage to teach people this training.

When I did the training, it gave me the confidence to go to the village and to give them this training. I got the confidence because through the training I learnt what the real advantages of fads were and the new fishing techniques. I understood why they would be used and how you would do it. I actually did it, so I know how to do it. Because the training was very hands-on, I got the confidence to do it myself and I feel that I can do it.

Now, I'm quite happy to run the training. I have run the training for several fishing associations. After the training I got fisherman from three sites to (central location) and ran training there. In 2016 I ran training in (another location) and in 2017 I ran it in (central location) again. Now I'm happy to run training.

Participants in the training that this fisheries officer conducted were also interviewed. They confirmed that the fisheries officer had conducted the training as described and then went on to explain its effects on them.

The most significant change for two of the fishermen was that they can catch more fish in less time and get to spend more time at home and in their garden.

Before, when we went fishing we used the fish ourselves. if there was any fish over, we would sell it to the Department of Fisheries. One fisherman explained that he would go out fishing once or twice a week, often on a Friday or Saturday night. He would go out all night and sometimes even longer, often he went out at 2 PM in the afternoon and not get back until 8 AM (18 hours). In that time, one fisherman would catch 20 to 30 kg of fish and the other said less than 60 kg.

They went on to explain, the fisheries officer taught us that they shouldn't reef fish because it will spoil the reef. So it is better to catch big pelagic fish. We learnt the new techniques and also deployed the FAD. Then we and others use these new techniques. We have stopped reef fishing and now go offshore.

Now when we go out fishing and troll around the FAD, if there are no fish we use other techniques. Now I go out fishing more frequently, three or four days a week. But each time I go out fishing it isn't for as long, I only fish for three or four hours. Sometimes it's even less. I come in when I'm loaded with fish, so the amount of time varies, sometimes it's good. There are good times and bad times. But it's always less than it used to be. One fisherman said he catches 20 to 30 kg every time he goes out, but if it is really good, I can catch 80 – 90 kg. So instead of it taking me 18 hours to catch this much fish, I can now do it in three or four hours. For the other fisherman, when it's a good time I can catch as much as 80 kg in six hours.

When we come back in, the boarding schools will buy the fish, and then the people in the community. We sell it for two to 300 Vatu to a kilo. I have no fish over sell it all. If there is any over, we eat our self.

Because we are out for less time, I get to rest before I go fishing. I'm not as tired when I go fishing. One fisherman earns more now from fish and saves the extra money for maintenance for his boat and for buying more fishing gear. The other fisherman uses it to buy other food for his family. They both use the extra time they now have to go to their garden and work on the garden. Now I go fishing in the morning, to my garden in the

afternoon and then spends my nights with my family. This is much better than before because I used to spend my nights out fishing.

The changes in their organisation beyond the participants was small but recognisable. Several noted that they had trained other fishery officers in some of this course and that these fishery officers were now using this information when they visited communities. Another had developed a list of the materials required to build a fad. Their organisation now uses this to assess what additional materials are required before they commence building a fad.

Most considered the content of the course relevant to their role. However, some noted that different fishing techniques were appropriate in different countries. There was specific comment that in Tonga, FAD were not used widely, and consequently the emphasis on techniques associated with FAD was probably not suitable for participants from Tonga. SPC have advised that Tonga does have FAD and the fishing techniques included in the course can be used without a FAD.

The course has contributed to a small extent to the medium level outcomes of PFTP. This is through the increased competency of fisheries public sector officials (a low-level outcome of PFTP) resulting from the training. In the long-term, this may contribute to increased seafood sector activity at a local level.

Those interviewed those interviewed indicated that there were a number of barriers to applying the skills. For some, it was a lack of funds or materials with in the fisheries agency to build a fad, or for the fishers to apply the techniques. Others indicated there was insufficient funds for them to spend more time working with communities. For others, the barrier was a lack of time due to other work commitments. Some of these barriers can be overcome or reduced by the training itself. For example, while not ideal, extensive work can be undertaken communities with little, if any funding. When these strategies were discussed disciplines, they indicated that there was some they could apply but had not previously been aware of all considered. These strategies could be presented during the training.

Several people interviewed also noted that because the course did not provide a formal qualification (other than for the Safety component conducted by VMC), the Ministry did not recognise it. This course did not provide any credit towards promotion. These participants considered it was important for courses of any links to contribute towards a formal qualification at a diploma or degree level.

Many of those interviewed from NMIT, VMC and participants, indicated that there was duplication between Output 6 and the Pacific Islands Fisheries Officer Course. As a result, in 2016, participants who completed the course at NMIT did not attend the complete Output 6 course. There were positives and negatives identified with this, and it was not repeated in 2017.

There had been an intent that by the end of PFTP, VMC would have the capacity to be able to deliver this course in house. VMC is delivering the safety module, this is a course they deliver throughout the year. While instructors indicated that they had the skills to be able to deliver the training on fishing techniques, this course has been conducted by SPC without VMC co-trainers. The finance module is conducted by SPC. VMC has not been able to identify a trainer within their organisation who has the capacity or interest to deliver this training. They had identified a person who could be contracted to deliver this training if the course continued. This course is not sustainable without external funding and external support.

Suggestions for future:

- if there is a need for ongoing delivery of this training, increase the focus on sustainability of this course through VMC.
- Review the to ensure that the content meets the current and future expected needs of fisheries officers.
- Review and either reinforce or abandon the linkage of this course and the New Zealand Pacific Islander fisheries officers course conducted at NMIT.

Recommendation: from the small number of people interviewed, it appears that this course has provided value to the sector. However, its position in relation to other training provided to fisheries officers and is whether it contributes to future requirements of a fisheries officer is unclear. Therefore, this evaluation recommends that any future funding of the course be dependent on: (i) development of an agreed set of competencies a fisheries officer requires; (ii) a revision of this course to align with these competencies, and (iii) VMC gaining the skills and delivering all components. This may involve VMC contracting a specific person to deliver specialist courses on finance.

## Output seven. Small and medium fisheries enterprise development

Only one female participant in this training was interviewed from Tonga. There was insufficient data collected to make any comment about this course.

## STTS: New Zealand Pacific Island Fisheries Officer Course

Six male participants of this training were interviewed. These participants were from Fiji, Vanuatu and Tonga. Female participants from the countries in which field work was undertaken were overseas undertaking further training and unable to be contacted. All participants interviewed were from the public sector. In addition, there managers, advisors on bilateral aid programmes, colleagues and community members were also interviewed to verify claims about changes may resulting from this training. Several newspaper articles were also reviewed. From these interviews and the document review, there was extensive evidence that the training had contributed to enabling fisheries officers to assist fishing communities to look after their fisheries. However, there was little evidence to suggest that it had contributed to enabling fisheries officers to assist fishing enterprises develop sustainable and profitable fishing operations.

The positive impact this course has on fisheries officer's ability to perform their role was well recognised among managers and fisheries officers. Many managers stated they use this course as a foundation for their fisheries officers – some seek to place all fisheries officers on this course as soon as possible as it forms a robust basis for the officer to perform their role. All training participants interviewed had clearly become more competent in performing their role because of participation in this training. Several noted that they didn't really know what they were meant to do before they did this course.

The most consistent area in which training participants had changed was the communication with the community. All identified that the course had improve their knowledge and their confidence. Several noted that they now explain the "why", rather than just the "what". Instead of simply stating a new regulation, fishing technique, or practice with aquaculture, they will explain why the regulation is needed, the fishing technique works or that approach needs to be taken with aquaculture. The relatively recent introduction of public speaking

training and practice had made a significant contribution to this knowledge and confidence. As a consequence of this, they were better able to support communities. The newspaper articles indicated that some fisheries officers were now sharing the skills they had gained to teach students in vocational training centres[75]. Some of those interviewed stated that the way in which they trained fishers had changed. They now adopted a practical approach and focused on areas that were relevant to the community. This was confirmed by community members interviewed. For example:

> For me, the most significant change was that I learnt how to deal with the fishermen, I now knew how to communicate with them, how to give them ideas and encourage them to fish.
>
> I joined fisheries in 2010. Before I went on the training in New Zealand in 2012 I just managed resources, didn't know how to communicate with the fishermen. I didn't really have the knowledge I needed, I couldn't do the job. I didn't know what to do, so I just stayed in one place.
>
> Then I went on the training in New Zealand. They gave me a lot of new knowledge. But they also taught me how to communicate with fishermen. This gave me the confidence to do what I needed to do.
>
> Because of knowing how to communicate and having the knowledge, I taught the people how to handle fish properly. The year after I did the training I called a meeting for everybody who had a fishing boat. This brought everybody together, and then I taught them what I had learnt. Then I sent them back to their islands. The idea was that they would share this information with the people on their islands. Of the 10 people who came to the training, only three shared it with the people on the island. These people then set up a Vanuatu Fishers Association in each of the villages as a result of this. The idea was, that would be able to use the Fishing Association to support the fish market, but that didn't work. They shared the information through these Fishing Association. Now we are setting up Fishing Associations in all communities as part of the current initiative.

Most participants demonstrated a better understanding of the need to collect data for analysis. As a consequence, a number noted that they had now designed forms simplify data collection and clearly specify the correct way to collect data. As a simple example, a number noted that before this training they had not realised there was a specific way to measure the length of a fish. Consequently they had measured fish length inconsistently. Now, they understand why consistent measurement is important, understand the correct measure of fish length, apply this, train others in this, and in one case, integrated this into new forms.

A small number of those identified other areas in which their work practice had changed, significantly increasing their efficiency and effectiveness. Examples included: using a computer, writing their own reports, accessing data from a database and analysing why something does not work and looking at a different approach rather than just continuing existing practice (for example, changing the design of F A.D. so that they are not lost).

Another described the change as follows:

[75] Cook Islands local paper dated 11 March 2014.

The most significant change as a result of undertaking the course at NMIT was the way I collect data.

Before I did the course, we used a basic form. I would take it to the market and collect data on the fish there. I didn't explain how we would use the data. So the stallholders didn't know the purpose of the data collection or why it was important. I didn't know about selecting fish to measure randomly. So sometimes I would select the large fish, sometimes I'd select the small fish and measure them. I didn't know the correct way to measure the size of a turtle. So I didn't do it consistently when I did this.

On the course we learnt how the fishermen may be thinking, the type of information that they would find useful and the importance of providing feedback. I learnt that the middle man should know why we are collecting the data and how it will be used. I also learnt that we need to provide feedback after the data is analysed and explain the results and the changes that they are interested in. This is so they can use the information, see that we are using it and also to acknowledge their contribution. We learnt that it must be simple – just collect the data that is needed and do this well. I also learnt about the need for taking a random sample and the correct way to measure the size of fish and turtles.

Now when I go to the market or fishermen I explain why I am doing this, exactly what I will be doing, and I show them my identification. I also always go back after the analysis and provide them with feedback – I give them the results of the analysis. The fishermen appreciate this. Also now I select the fish that I will measure randomly and measure them consistently. The same with the turtles, I know how to measure them and do this consistently. So the data is correct.

This is significant because the Division has been lacking strength in data collection and analysis. We will also be able to see what fishermen are doing and be able to help them.

Participants provided examples of how this had impacted fishers or the National fisheries agency. In Fiji for example one participant has developed a new approach to data collection related to aquaculture as a result of the training and this is being trialled. If successful, the intent is to roll this out across the division. In other cases, community fishers were now applying different fishing techniques as a consequence of the training delivered by fisheries officers who had participated in this training.

This training had contributed to the medium level outcomes of creating and maintaining conditions to support a thriving seafood sector and higher quality labour inputs seafood sector. However, this contribution alone will be insufficient to achieve significant change at the medium-term outcome level.

NMIT has sought to increase female participation in the course. They advised that in the long term, the number and calibre of women attending the training has steadily increased as a result of reducing restrictions on selection criteria and, allowing women in administrative roles to move into frontline fisheries officer roles. In 2013, one third of participants were female. NMIT published an article in the Seafood New Zealand magazine (October 2013) focussing these female participants to encourage increased female participation in this course. However, high female participation rates were not maintained subsequently. As one person described "Gender is not a numbers game. What is more important are the opportunities for growth that women receive while they are on the course". What was clear was that those women who participated in this training had increased confidence (as did all participants), and many were taking up opportunities to study overseas, apparently at a higher rate than their male colleagues.

To support improved environmental outcomes, netting as a fishing method has been taken out of the course and there is increased focus on locally managed, shared fisheries. In addition, the course has actively promoted sports fishing, catch and release and charter operations as ways in which employment can be created but fishing pressure on coral reefs lessened. There was no evidence that participants had applied this.

Suggestions for future:

- Define the expected role of fisheries officers in five to ten years' time and revise this course to meet these needs.
- Develop the course to contribute to a formal qualification at a Diploma or higher level.
- Determine how the course can be delivered in the long term without permanent funding from New Zealand and implement this strategy. I.e.work towards this course being funded by the Pacific Island nations themselves.
- more attention to mentor skills and knowledge. This may require engaging dedicated mentors rather than the participant identifying somebody from their workplace who can fulfil this role.

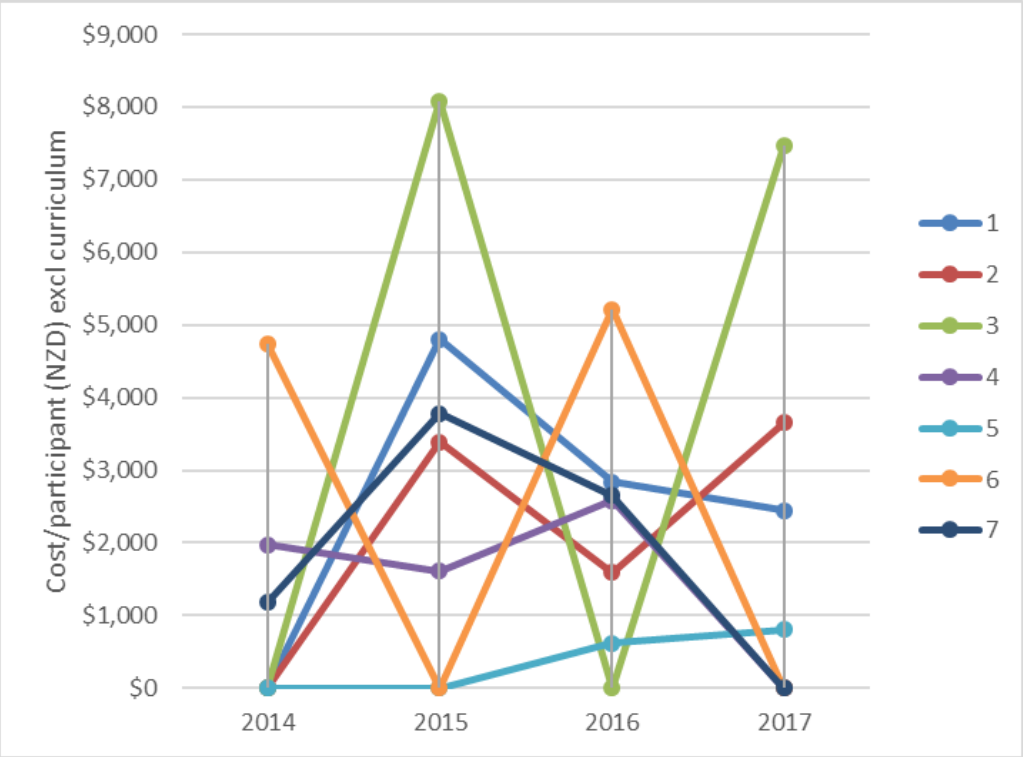
Recommendation: this training provides significant value to the sector and should be continued. However, the course should be reviewed and revised to ensure relevance to future needs and work towards sustainability of activity.

# Appendix E. Analysis of costs

This appendix analyses the available cost information. It is designed to inform a cost utility analysis. The cost utility analysis will be conducted with stakeholders during the debriefing workshop.

The analysis of costs at the course level was limited by the way in which data was reported. The cost of conducting a course is not specified in each course report. Where costs are included, it is not always clear what costs are included/excluded. From the lack of relationship between annual costs for a course and number of participants (Figure 12)[76] and the great variation between budget and actual expenditure (Figure 13), it does not appear that all expenses associated with a particular course were invoiced in the same year in which the course occurred. Consequently, course costs were analysed over the programme life[77].

**Figure 12. Cost per participant (excluding curriculum development) by Output.**




Variation between Output budget and actual expenditure on an annual basis is relatively high except for Outputs 1 and 6. With all other Outputs, the variance generally exceeds 20% and is as much as 80%. In the case of Output 4, the variance is likely to be a consequence of

[76] Costs for curriculum developmet and overhead expenses were excluded from annual costs as this would distort trends.

[77] This still has some limitations as not all course costs will be included in the expenses to date.

timing of expenditure. The extreme variance for Outputs 2, 3, 5 and 7, which do not oscillate around zero, suggests weak financial management rather than this simply being a function of timing.

**Figure 13. Variance between actual expenditure and budget by Output.**

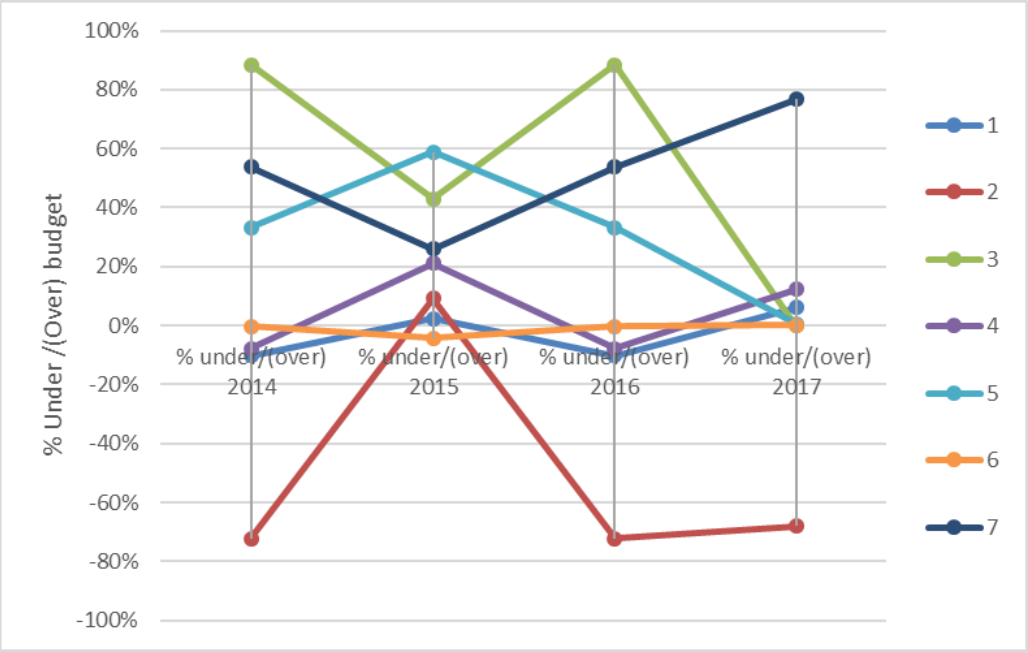
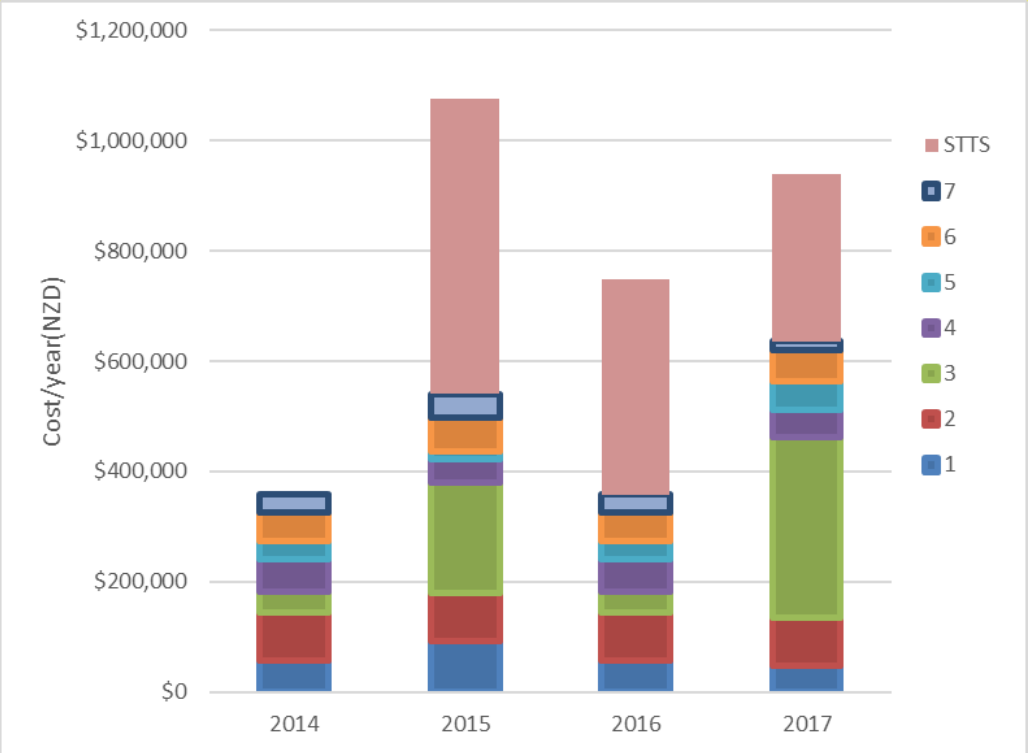


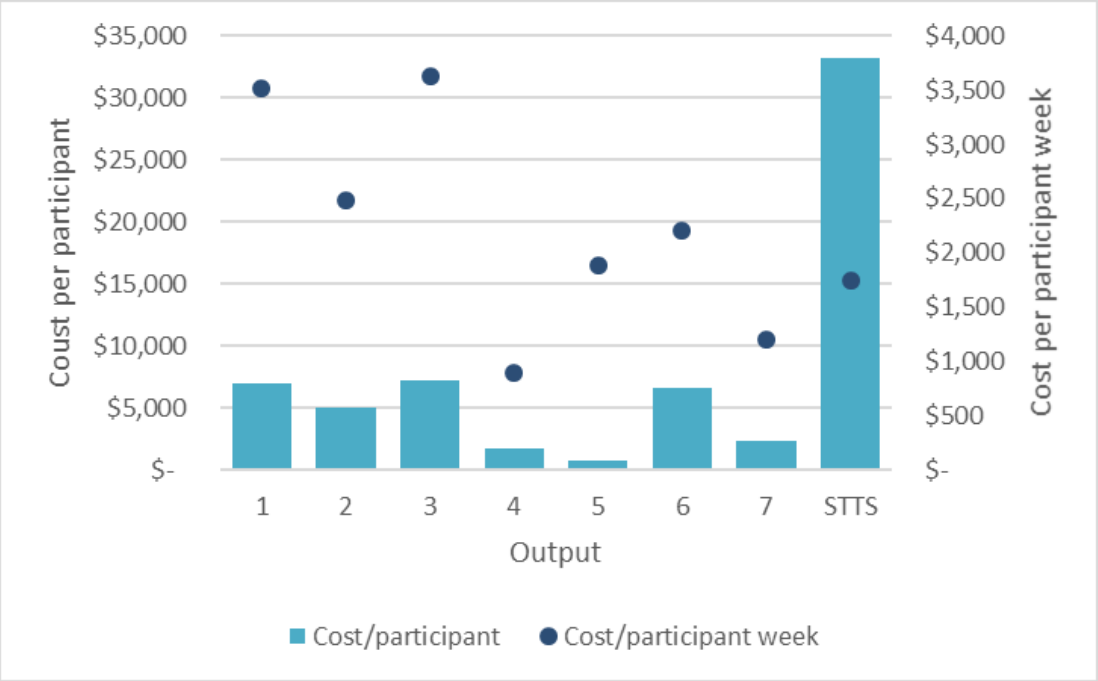

**Figure 14. Cost per course by Output.**



There is significant variation in the per participant costs for each course. As can be seen in Figure 14, the scholarships have the highest cost (on average $NZ33,187) and Output 5 the lowest cost (on average $NZ756). This variation is a function of:

- Location of course. Courses involving participant travel to another country (Output 1, 3, 6 and STTS) have a higher cost than courses conducted locally.
- Length of course. Courses of longer duration have higher costs (STTS) than those of shorter duration (Output 5).
- Material requirements. Courses with higher material requirements, and those that provide required equipment to participants (Output 4) have increased costs.
- Curriculum development. Courses for which curriculum development was included (Output 1, 2, 3) have a higher cost than existing courses for which curriculum development was not necessary (Outputs 4, 5

**Figure 15. Participant cost per course ($NZ)[78].**




When course duration is factored in, the relative costs change (Figure 15). The average cost per week of training is $2,194. All regional training (Output 1, 3 and 6) exceeds the average, as does Output 2 (which has been delivered on a regional basis once). The delivery of the STTS is below the average cost. For the courses funded through PFTP, the most cost efficient are the STTS and those conducted in country, regional courses are the least cost efficient (Figure 16). This does not mean that training in New Zealand will always be cheaper than

[78] This includes curriculum development costs.

training in the region. The greater length of training in New Zealand has resulted in overall cost efficiencies.

**Figure 16. Average cost of training per participant week as a function of location of training ($NZ)**

# Abbreviations

| | |
|---|---|
| ADD | Activity Design Document |
| F | Female |
| FAD | Fish Aggregating Device |
| FFA | Pacific Islands Forum Fisheries Agency |
| FTPDIA | Fisheries Trade, Policy Development and Investment Appraisal |
| IMO | International Maritime Organisation |
| M | Male |
| MFAT IDG | Ministry of Foreign Affairs and Trade's International Development Group |
| MNZ | Maritime New Zealand |
| MPI | Ministry of Primary Industries |
| NFC | Papua New Guinea's National Fisheries College |
| NMIT | Nelson Marlborough Institute of Technology |
| PFTP | Pacific Fisheries Training Programme |
| PIC | Pacific Island Countries |
| PICTs | Pacific Island Countries and Territories |
| PIRFO | Pacific Island Regional Fisheries Observer |
| PITIA | Pacific Islands Tuna Industry Association |
| PNA | Parties to the Nauru Agreement (Parties: Tuvalu, Kiribati, Papua New Guinea, Solomon Islands, Nauru, Palau, Marshall Islands, Federated States of Micronesia) |
| PNG | Papua New Guinea |
| PSC | Programme Steering Committee |
| SCTW-F | International Convention on Standards of Training, Certification and Watchkeeping for Fishing Vessel Personnel |
| SEMD | Seafood Export and Market Development |
| SI | Skills International |
| SPC | The Pacific Community |
| STTS | Short Term Training Scholarships |
| TVMA | Te Vaka Moana Arrangement (Participants: Niue, Cook Islands, Tokelau, Samoa, Tonga, New Zealand) |
| VMC | Vanuatu Maritime College |
| WCPFC | Western and Central Pacific Fisheries Commission |