

Increasing Economic and Employment Benefits from Tuna Fisheries

Project Evaluation

Evaluation Report

June 2020

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Glossary of Acronyms and Abbreviations

ADD	Activity Design Document
APR	Activity Progress Report
CSLA	Country Service Level Agreement
DAC	Development Assistance Committee (of the OECD)
EU	European Union
FFA	Forum Fisheries Agency
GDP	Gross Domestic Product
GFR	Grant Finance Agreement
HACCP	Hazard Analysis and Critical Control Point
IEEBTF	Increasing Employment and Economic Benefits from Tuna Fisheries project
IFC	International Finance Corporation
IFM	Investment Facilitation Manager
ILO	International Labour Organization
IUU	Illegal, Unregulated and Unreported
JV	Joint Venture
MFAT	Ministry of Foreign Affairs and Trade
MTC	Minimum Terms and Conditions
NAFICOT	National Fishing Corporation of Tuvalu
OECD	Organisation for Economic Co-operation and Development
PEUMP	Pacific - European Union Marine Partnership programme
PNG	Papua New Guinea
PROP	Pacific Islands Regional Oceanscape Program
RECAS	Regional Competent Authority Support Unit
SME	Small to Medium-sized Enterprises
TIEF	Tuna Investment and Export Facilitation project

1 Abstract

An evaluation was carried out of the *Increasing Employment and Economic Benefits from Tuna Fisheries* (IEEBTF) project over the period March – June 2020. The IEEBTF began in December 2016, is projected to end in December 2020, and provides NZD\$5.2 million in funding over four years. The IEEBTF is implemented through The Pacific Islands Forum Fisheries Agency (FFA), and is a successor project to the earlier *Tuna Investment and Export Facilitation* project (TIEF) that ran from 2013 to 2017.

The evaluation was informed by a) a review of relevant project documentation and b) interviews with stakeholders, including FFA, MFAT and selected national government and private sector representatives. Stakeholder consultations were limited by Covid-19 travel restrictions, and were carried out remotely.

The evaluation finds that the project supports good work being done in important areas for fisheries development in the Pacific Islands region. The project has supported significant successes / advances in the areas of vessel crewing conditions; Competent Authorities; trade Expos; Investment advice, and the participation of women in the sector. The evaluation also identified some lack of clarity in relation to monitoring and reporting of activities and expenditure.

The evaluation makes five recommendations relating to: 1) reviewing expenditure figures and totals for the IEEBTF project; 2) supporting continued work in the area of fisheries development; 3) including support for the role of women in fisheries in future project design; including a clear accountability structure in future project design; 4) de-emphasising 'travel' as a measure of outputs.

2 Executive Summary

This report presents the findings of an evaluation of the project: *Increasing Employment and Economic Benefits from Tuna Fisheries* (IEEBTF). The project is funded by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and delivered through the Pacific Islands Forum Fisheries Agency (FFA) under a Grant Funding Arrangement (GFA). The evaluation was carried out over the period March – June 2020.

The IEEBTF began in December 2016, is projected to end in December 2020, and provides NZD\$5.2 million in funding over four years. The IEEBTF is a successor project to the earlier *Tuna Investment and Export Facilitation* project (TIEF) that ran from 2013 to 2017.

The IEEBTF project was designed to enable the Forum Fisheries Agency to provide further support to Pacific Island countries across four key areas:

- i) Coordinate the development and implementation of minimum employment standards for crew and process workers
- ii) Provide investment appraisal and facilitation advice and build in-country capacity to facilitate investment and provide advice to decision-makers.
- iii) Provide assistance to private sector Small and Medium Enterprises to strengthen existing business in the tuna fishing and support sector.
- iv) Provide advice and technical support to enable compliance with importing marketing requirements (Competent Authorities and EU Illegal Unreported , and Unregulated (IUU) Fishing Regulation).

Findings

The Evaluation considers that overall the project supports good work being done in important areas for fisheries development in the Pacific Islands region. The project has supported significant successes / advances in the areas of vessel crewing conditions; Competent Authorities; trade Expos; Investment advice, and the participation of women in the sector.

The work has been well appreciated by participating countries and stakeholders. Relevant FFA Staff are also well regarded, being described variously in stakeholder interviews as resourceful, cooperative, knowledgeable, practical and 'good operators'.

Some questions have been raised about the recording of expenditure under the project; these deserve further investigation to confirm the overall expenditure figures.

Covid-19 has been a disruption across the fisheries sector and for FFA's work from early 2020 and is expected to continue to do so for considerable time, potentially years.

Lessons Learned

Project management and oversight

- There has been constructive relationship between agency and donor, characterised by flexibility and a level of informality in relation to project monitoring and adjustment. However this has allowed some gaps to arise in reporting and monitoring of the project, including reporting of expenditure. This situation would benefit from some enhancement to the monitoring and reporting arrangements, to ensure that nothing is missed.

Outputs and work programme

- The project design focused on 'regional' approaches in several areas, such as crewing standards and Competent Authorities. As this work has been implemented it has emerged that regional approaches were not favoured by the FFA membership, and work has continued at national level. It could be seen that, in the history of FFA's regional role, much of this work could now be described as '*post-regional*', requiring engagement at national level or directly with business enterprises.
- The project is working in some difficult areas where large investment projects (e.g. regional hubs) and private sector development involves a level of competition between business and in some cases national interests. This runs up against issues of commercial confidentiality and political sensitivity that require a different approach from FFA's predominantly regional work.
- Member countries' involvement with joint ventures can involve an imbalance of information on commercial aspects of the ventures; this makes it especially important for governments to have access to independent, informed advice on key issues (asset valuation, due diligence, business planning etc), as provided through this project – even if that advice is not immediately acted upon. Results may take some time to emerge.
- Following from the above – the fact that work under the project focusses on commercial (and related) opportunities at national and business level, it is inevitable that some countries will attract more services than others (according to the national circumstances and opportunities – e.g. for export). Coupled with the potential for overlapping interests between members, this is an area that FFA needs to manage with openness and tact.

Recommendations

Recommendation 1: Due to the uncertainties identified in relation to project expenditure and coding, FFA should carry out an in-house review to confirm the expenditure figures and totals for the IEEBTF project

Recommendation 2 The activities under the project to promote fisheries development are important and support should continue.

Recommendation 3 – Future Project design should include the role of women in fisheries

Recommendation 4 – Future Project implementation should include a clear accountability structure

Recommendation 5 – Project indicators should de-emphasise 'travel' as a measure of outputs

3 Background

This report presents the findings of an evaluation of the project: *Increasing Employment and Economic Benefits from Tuna Fisheries* (IEEBTF). The project is funded by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and delivered through the Pacific Islands Forum Fisheries Agency (FFA) under a Grant Funding Arrangement (GFA).

Background and context to the activity

Pacific Island countries seek to derive greater economic and social benefits from their tuna resources. In 2015 Pacific Island Leaders endorsed the Regional Roadmap for Sustainable Pacific Fisheries and directed that increases in economic return be achieved within five years. New Zealand has provided funding to FFA through the New Zealand Aid Programme for advice and technical assistance towards this goal through the IEEBTF project. The IEEBTF began in December 2016, is projected to end in December 2020, and provides NZD\$5.2 million in funding over four years.

The IEEBTF is a successor project to the earlier *Tuna Investment and Export Facilitation* project (TIEF) that ran from 2013 to 2017. The TIEF supported progress in relation to market access for tuna products, particularly the European Union, and economic evaluation of investment projects.

The IEEBTF project was designed to enable the Forum Fisheries Agency to provide further support to Pacific Island countries across four key areas:

- i) Coordinate the development and implementation of minimum employment standards for crew and process workers
- ii) Provide investment appraisal and facilitation advice and build in-country capacity to facilitate investment and provide advice to decision-makers.
- iii) Provide assistance to private sector Small and Medium Enterprises to strengthen existing business in the tuna fishing and support sector.
- iv) Provide advice and technical support to enable compliance with importing marketing requirements (Competent Authorities and EU Illegal Unreported, and Unregulated (IUU) Fishing Regulation).

Evaluation purpose and design

Purpose

The Terms of Reference state that the key objective of the evaluation is to inform the design and implementation of a possible future phase of the project. This will be done by assessing the project with reference to the five Development Assistance Committee (DAC) criteria for evaluation, with the addition of gender and social inclusion.

- 1) Relevance – alignment with national and regional priorities
- 2) Effectiveness – achievement of project outcomes (Appendix B) and outputs
- 3) Efficiency – use of resources in project delivery
- 4) Impact – evidence of benefits to project target groups
- 5) Sustainability – on going benefits beyond the project term
- 6) Gender and social inclusion – project initiatives on gender and social inclusion

In each case the evaluation addresses activities and performance of the project, while focusing particular attention on experience of project implementation in order to derive lessons learned to inform future project design.

Scope

The evaluation covers activities under the project over the period December 2016 to December 2019. In relation to forward-looking aspects, the evaluation also takes into account the potential impacts of major events occurring in early 2020, in particular the COVID 19 pandemic, along with developments arising from the recently adopted FFA Strategic Plan (2020 – 2025).

The geographic focus encompasses the Pacific Island countries that have participated in the project. The target groups are fisheries agencies at the national and sub-national levels, fisheries SMEs and other private sector beneficiaries of the project, staff at the Forum Fisheries Agency, and NZ MFAT staff who have been involved with the project.

MTR Evaluation Design

The evaluation design is set out in the Evaluation Plan attached as Annex A.

Information was gathered through two main mechanisms:

- a) Review of documentation: Documentation was provided by MFAT and FFA staff, totalling over 100 documents (project documents, activity reports, travel reports, position papers etc).
- b) Consultations with stakeholders: An initial briefing was held with MFAT staff, and subsequent interviews were conducted with FFA staff, national representatives (Kiribati and Tuvalu) and other stakeholders (including the private sector).

The MTR was carried out over the period April – May 2020.

Limitations

The evaluation was conducted during a period of regulatory closures and travel restrictions put in place in New Zealand, Australia, and Pacific Island countries to address the Covid 19 pandemic. This meant that the in-country consultations envisaged as part of the evaluation process could not be carried out. Instead all stakeholder interviews (including with MFAT staff) were conducted remotely, using a variety of web-based applications (including zoom, skype, messenger and email). This changed the character of the discussions and in some senses limited the free exchange of information and opinions that can emerge in face-to-face discussions.

4 Findings

Overall the evaluation finds that the IEEBTF project addresses important elements of fisheries development that have had limited attention from FFA prior to this project and its predecessor. The project is delivered by a dedicated and capable group of FFA staff (funded in partnership with other donors and projects). The project works in several difficult areas where success does not come easily or rapidly, but there has been significant progress and some clear successes.

Management arrangements

The project is embedded in the FFA Fisheries Management Division, and is delivered largely by three technical staff, along with administrative support, reporting through the Director, Fisheries Development. Only one staff position is funded by the project; that of the Investment Facilitation Manager (IFM). The IFM is responsible activities under Outputs 2 and 3, and for project planning and reporting, but has no management responsibility for other staff.

It is also relevant that the IEEBTF project is a successor to an earlier project; *Tuna Investment and Export Facilitation* (TIEF), which was implemented by FFA between June 2013 and December 2017. The two projects share some closely aligned outputs (table 1). For a period up to the closure of TIEF in 2017, the two projects overlapped in terms of both staff and activities.

Table 1: Alignment of Outputs TIEF / IEBTF					
IEEBTF Outputs	1. Crew employment standards	2. Investment Facilitation		3. Assistance to SMEs	4. Support to CAs
TIEF Outputs		1. Investment facilitation advice	2. Investment policy advice		3. CA capacity support

This overlap, which might more properly be described as the continuation from one project to its successor, brought about some ambiguity relating to reporting and finances for the IEEBTF project (discussed further in section 4 c - efficiency).

a) Relevance

The Activity Design Document (ADD) places the IEEBTF project in the context of FFA's longstanding role in supporting fisheries development amongst its membership. It also cites the project's alignment with a key outcome of the New Zealand Aid Programme in relation to Pacific fisheries: "increase economic and food security benefits from sustainable fisheries and aquaculture in the Pacific".

The evaluation notes that the Project is consistent with high level regional priorities and the overall direction agreed in 2015 as set out in the document:

A regional Roadmap for Sustainable Pacific Fisheries 2015

This Regional Roadmap sets out directions at a high level, and broad regional scale. The Roadmap covers all fisheries (i.e. including offshore / oceanic fisheries) and highlights the issues of Value and Employment.

In 2019 FFA adopted a new Strategic Plan: Pacific Islands Forum Fisheries Agency Strategic Plan 2020-2025. This focuses the agency's work on 6 Outcome areas, and subsidiary Strategies, several of which are directly relevant to the IEEBTF as set out in table 2.

Table 2: Alignment between IEEBTF and FFA Strategic Plan		
FFA Strategic Plan 2020-2025		IEEBTF
Outcome	Strategy	Output
2. FFA members offshore fisheries rights are well defined	2.3 Improved management of longline fisheries to enhance the social and economic benefits derived by FFA members	Output 2: Investment appraisal and facilitation Output 3: Assistance to private sector SMEs
3. FFA members offshore fisheries rights are secured and protected	3.4 Strengthen the capacity of relevant FFA members to implement their responsibilities as flag, port and processing states	Output 4: Advice and technical support to enable compliance with importing market requirements (Competent Authorities and EU Illegal Unreported, and Unregulated Fishing Regulation)
4. Economic and social benefits are optimised, for FFA member countries and our people, within the context of ecologically sustainable fisheries	4.2 Improve standards for employment and ensure opportunities for decent work for women and men in the fishing and processing industry 4.3 Increase the value and profitability of the region's tuna fisheries throughout the value chain for the economic benefit of FFA members	Output 1: Coordinate the development and implementation of minimum employment standards for crew and process workers Output 2: Investment appraisal and facilitation Output 3: Assistance to private sector SMEs

b) Effectiveness

Effectiveness is gauged in two ways;

- Through assessing progress towards achievement of targets in the Results Framework
- Through reviewing activities under each of the project Output areas

Reporting against Results Framework

Table 3 below summarises achievement against indicators and targets as informed by the information available to the evaluation in May 2020. A full version of the Results Framework is attached as Annex B, including information from FFA Annual Progress reports by Output.

Note that:

- Although the formal target date in the GFR is 2019, it is interpreted for the purpose of this evaluation as being 'by the end of the project'.
- for long-term outcomes, many factors contribute to the status of high level measures (such as GDP, employment etc); the outcome is therefore not solely or directly attributable to this project.

Table 3: Assessment against IEBTF Results Framework

	On track or already achieved		Slower than planned		Insufficient data
Outcomes and outputs	Indicators for measuring performance	Baseline data	Planned targets	Rating as at evaluation	
Long-Term Outcomes					
Increased employment in tuna sector	Total employment in the Pacific Island's tuna sector	19,924 (2014)	31,000. (2019)	Annual reports show employment peaked at 23,100 in 2016 and has declined each year since ¹	
Increased tuna fisheries contribution to GDP	Total contribution to GDP of the tuna sector	US\$296 million (2014)	US\$400 million (2019)	The most recent reported figures show contribution to GDP at US\$464 million	
Increased value of tuna exports	Total exports from FFA Pacific Island members	US\$335 million (US, Japan, and EU - 2014)	US\$455 million (2019)	The most recent reported figures show export value at US\$500 million	
Medium Term Outcomes					
Tuna sector offers viable and safe employment opportunities	Regional mechanisms developed to increase worthwhile crew jobs	No mechanism to offer viable and worthwhile crew jobs (2014)	Feasible options identified, discussed and adopted (2019)	Crewing standards being pursued at national level through policy, regulations and license conditions	
Investment in tuna industry increased	New inward investment into the Pacific Islands tuna sector	US\$82.5million (2011 to 2014)	Target: US\$100 million new investment since 2014 (2019)	Inward investment is estimated to be on track for US\$100 million target (detailed assessment in preparation)	
Growth in number of markets with preferential access for Pacific Island tuna	Markets with preferential access for Pacific Islands tuna	Baseline: EU preferential access for 3 Pacific Island countries (2014)	EU preferential access for 6 Pacific Island countries (2019)	There are currently 4 member countries that are EU approved and listed.	
Short-Term Outcomes					
Agreement on minimum conditions for crew employment	No regional standard for crew employment on foreign vessels	No regional agreement on minimum standards for crew employment on foreign vessels	FFA members to be using ILO C188 – Work in Fishing Convention (2007) as a guideline to agree to minimum working conditions on fishing vessels (2019).	MTC on crewing approved by FFC in May 2019. (reporting on national status delayed due to Covid 19)	
Investment frameworks in place and improved systems	Number of Investment Frameworks in place and applied	10 frameworks in regular use to guide investment (2014)	4 additional or revised in place; frameworks in regular use to guide investment (2019)	Three countries have had their investment policy frameworks, and related documentation endorsed; three further in process	
Performance of tuna SMEs improved	Number of SMEs showing improved operational practices	1 (2014/ 2015)	More than 6 report measurable improvement (8 received support) (2019)	Support has been provided, 'improved operational practices' not reported.	
Increase in countries on list one for export to the European Union (EU)	Number of Pacific Island countries on List One	3 (2014)	8 (2019)	There are currently 4 member countries that are EU approved and listed; 2 further in process	

¹ This points to an inconsistency in the APRs, which state that employment is increasing through 2017 and 2018, while showing reduced employment figures over the same period (refer annex B)

No PICs judged non-compliant with EU IUU regulation (red card)	Number of Pacific Islands countries with yellow or red card status	0 [zero] red cards and 3 yellow cards (2014)	0 red cards and zero yellow cards (2019).	No red cards and no new yellow cards.
Outputs				
O1. Coordinate the development and implementation of minimum employment standards for crew and process workers	Report of meeting outcomes on crewing	n/a	5 missions by consultants, resulting in a total of 20 days in country per year. 2 missions by FFA staff for a further 10 days in country.	A full programme of in-country consultations was deferred due to the lack of consensus on the crewing framework at FFC106. 2 missions by staff 2019
O2. Investment appraisal and facilitation	Missions to provide investment appraisal and facilitation advice	n/a	8 missions by consultants, resulting in a total of 120 days in country per year. 12 missions by FFA staff for a further 180 days in country.	The number of days in country was well short of target; 'this level would seem to be in excess to what is reasonably necessary'
O3. Assistance to private sector SMEs	Consultancies in support of SMEs	n/a	2 missions by consultants, resulting in a total of 14 days in country per year. 2 staff missions by FFA staff for a further 14 days in country.	Mission numbers not reached as the focus of SME activity has been facilitation of SMEs with the capability to export (with focus on attendance at trade 'Expos' and market development.
O4. Advice and technical support to enable compliance with importing market requirements (Competent Authorities and EU Illegal Unreported, and Unregulated Fishing Regulation)	Number of missions to support (a) established CAs; (b) new CAs using RECAS approach; and (c) missions to assist IUU CAs.	n/a	8 missions by consultants, resulting in a total of 112 days in country per year. 16 missions by FFA staff for a further 224 days in country.	Mission numbers at or exceeding target levels on average over the 3 years to 2019.

Activities and achievements by Output

Output 1: Coordinate the development and Implementation of minimum employment standards for crew and process workers

Activity under this output has focussed on standards relating to vessel crews as this is considered to be the higher priority. No specific work has been done on employment standards for *process workers*, in part because conditions for process workers are governed by national labour laws and conditions.

The initial approach was to generate support, and adoption, of standards in the form of Minimum Terms and Conditions (MTC) for employment of crew on foreign fishing vessels. The expectation was that these would be applied regionally, for example through their inclusion in licensing conditions for foreign fishing vessels. This work was supported in the early phase of IEEBTF by contracted services as set out in Table 4.

Table 4: Output 1 – summary of contracted services under IEEBTF			
Output 1			
Date	Country	Description	Total cost (USD)
2016	Regional	National legislative Review – to review of national legislation relating to crewing, labour standards for fishing crew and the applicability of any international conventions relating to crewing.	12,850 (est)
2017	Regional	Workshop Resource Person - to review the status of the crewing in the region and identify strategies to promote crewing and improving working conditions.	7,100
2017	Regional	Workshop Resource Person - to review the status of the crewing in the region and identify strategies to promote crewing and improving working conditions.	8,100

The proposal for regional MTCs was considered by the Forum Fisheries Committee in 2017, at which time there was 'not a consensus to proceed'. Instead, work has gone ahead at national level, supporting developments in Tuvalu and Vanuatu (crewing policies and regulations).

Follow-up work has been disrupted by Covid-19, meaning scheduled discussions have been postponed. As one stakeholder noted, it is 'very difficult to do this remotely' as it involves multiple agency interests beyond fisheries departments.

Output 2: Investment Appraisal and facilitation

The work on investment appraisal and facilitation builds on work in this area under the preceding project (TIEF). The Evaluation was advised that a slightly different approach has been taken with the appointment of the IFM in early 2017. Previously work had been driven by country requests, in the context of the FFA member Country Service Level Agreements (CSLAs). Under the current project a more pro-active approach has been taken in this area (and also for Output 3 – work on SMEs).

Work under Output 2 clearly involves in-depth understanding of current investment priorities and pressures, in the context of the broader sector / investment environment, along with the capacity to bring expert analysis to bear on investment decisions. This is handled through foundation/development work by the IFM, coupled with consultancy advice/expertise targeted at individual development initiative and proposals. Table 5 below shows consultancy services contracted under the project for Output 2. This demonstrates the broad range of initiatives under consideration and the scale of investment (and associated risk) involved.

Table 5: Output 2 – summary of contracted services			
Output 2 Investment facilitation and appraisal			
Date	Country	Description	Total cost (USD)
2017	Tuvalu	NAFICOT Phase I - to regularise the status of NAFICOT to bring in line with new public enterprise legislation, including company registration which requires the preparation of a set of accounts and balance sheet.	42,000
2017	Vanuatu	SINO VAN - to assist the Government of Vanuatu to review SINO-Van Fisheries Ltd. This review requires a detailed assessment of the Joint Venture's (JV's) contribution to direct income from the company's existing operations and development plans.	12,700
2017	Regional	Regional Processing Hub Strategy - to develop a strategy for FFA member countries to guide a proposed regional processing hub development initiative.	27,050

2017	Cook Islands	Penrhyn Transshipment Project - To assist Cook Islands Government with the necessary capacity to effectively undertake clearly out set out facilitation activities including stakeholder wide consultation and project management of the proposed Penrhyn transshipment hub project.	26,500
2017	Kiribati	Longline assessment for KI Government: To provide review and advice on vessel designs and specifications for the LL vessels that are to be purchased by the Government of Kiribati	2,000
2017	Solomon Islands	Fish Processing Hub – to undertake a fish processing hub feasibility study for Solomon Islands	29,400
2018	PNG	Lae Port Facilities Feasibility Assessment - to undertake a detailed analysis of the suitability and feasibility of the proposed port facility within Lae Port, and determine the capital expenditure requirements for new improvements and installation to operate a dictated tuna port.	21,462
2018	Tuvalu	Vessel Valuation - to undertake a condition survey and valuation of a vessel. (FV Taumoana)	4,350 (est)
2018	Vanuatu	SINO VAN - to assist the Government of Vanuatu to review construction of additional plant and infrastructure for Sino-Van Fisheries Ltd, a fish processing joint venture partnership between the Government of Vanuatu and CNFC Overseas Fisheries Co Ltd of China.	98,000
2018	Kiribati	Kiribati Fuel Bunkering Tender Management - to manage a transparent international tender to identify an acceptable international bunkering company with which to agree terms for an equity joint venture to provide fleet bunkering services.	70,000
2018	Regional	Local Tuna Landing Study - the study aims to collect and compile data from fishing companies operating in FFA Member countries on the volume of tuna and tuna like species that are landed for local consumption for a baseline year.	33,000
2019	Tuvalu	Tuvalu PS Vessel Appraisals - to provide assessment of two purse seine fishing vessels and provide a valuation for their transfer into a new joint venture with Dongwon Fisheries of Korea.	27,000
2019	Regional	Board of Directors Training	47,965
2019	Kiribati	Valuation of Cosmos Kim - To undertake a thorough condition survey and valuation of MFV Cosmos Kim and provide recommendation on additional maintenance required for the vessel.	12,720
2020	Tuvalu	FOFA Business Plan - to develop a business plan for the fishermen on Funafuti Fish Market.	10,477
2020	Regional	Regional training - Business Appraisal and Finance Training	18,468
2020	Tuvalu	NAFICOT - to undertake phase two of the reform process to develop a business plan and policy documents for NAFICOT.	36,000

It is clear that much ‘behind-the scenes’ work is required to develop government and business relationships needed to identify potentially productive areas in which the project can contribute.

The Evaluation heard that this work area has some successes but also instances where project funds are expended (e.g. on consultancy reports / commercial advice) with little evident result. It appears that, in the latter case, issues of political / commercial sensitivity mean that FFA (and external consultants) do not always have access to full information about development initiatives on which to ground its advice. Despite this, the Evaluation heard positive feedback from partner countries on this work, one stating that ‘it is encouraging to know that FFA can assist in providing technical support on specific projects driven by countries’ and that the specific work ‘has been very useful and we continue to work [with FFA]’.

Output 3: Assistance to Private Sector SMEs

Work under Output three is aimed to identify small to medium-sized enterprises (SMEs) in the fisheries sector and partner in ways to improve business performance. Project report indicate that there is not a large number of firms of this size in the region due to 'domination of the sector by large international companies'. The work done has therefore been closely targeted at limited number of SME's seen as having development potential.

Most conspicuous success has been in supporting industry representatives in attending trade 'expos'. In 2018 company personnel attended expos in Hong Kong and Brussels. The FFA report of the 2018 Seafood Asia Expo in Hong Kong noted that:

It was extremely encouraging to see that the FFA Pavilion was inundated with potential clients and buyers over the three (3) days. These enquiries resulted in our companies holding meetings with 137 clients and buyers, of which 43 were reported as serious sales leads. Of the 7 companies, two have already secured firm orders. One has firm orders from two separate buyers in China worth over US\$3.5m, while the second has a firm order to the Netherlands worth around US\$2.2 million annually

The success of these initiatives was reiterated in stakeholder interviews, with one company observing that FFA had a 'very cooperative approach' and took on board participants suggestions for improvement. In addition, '[company] met customers in person + developed business that we didn't expect'.

It is unfortunate that this initiative has been unable to go ahead in 2019 due to civil disruption in Hong Kong, and in 2020 as a result of the global efforts to address Covid-19.

Interviews with stakeholder also identified several additional areas for potential support including:

- Business opportunities for stocks other than tuna – i.e whether support could be extended to include non-tuna species and potentially coastal fisheries (the latter being of special importance for many FFA Members)
- Security of tenure - The SME sector reported some concern about the stability of their fishing rights/license, particularly in relation investments and their ability to borrow. There was support for further work in this area, in line with FFA's Strategic Plan focus on the definition of fisheries rights (Strategic Plan Outcome 2: FFA Members' offshore fisheries rights are well defined)
- Covid-19 – The global response to Covid-19 has closed down access to export markets. This is putting considerable pressure on SMEs with some companies becoming vulnerable e.g. to closure or takeover from offshore. This would be a serious loss for domestic companies in the fishing sector and for their flow-on contribution to the local economy and employment. The suggestion was raised that FFA may be in a position to negotiate (or lobby for) support for the sector – e.g. through working with the World Bank to develop some form of rescue package to maintain local sector capacity
- Covid-19 – A further, more direct impact for SME firms is that the halt in air services has removed a key means of transporting product to markets. This opens up the need for work targeted at developing alternative transport options in the short term.

Output 4: Advice and technical support to enable compliance with import market requirements

Work under this Output has comprised a continuous round of support missions and training to enable market access to the European Union and elsewhere. As noted earlier, this work carries on from the precursor project (TIEF) in terms of activities, FFA staff involved, and funding. Taken together the two projects have been successful in contributing to the removal of market barriers in the form of the yellow/red cards imposed earlier by the European Union.

Early in the current project, work was aimed at developing a Pacific Regional Competent Authority Support Unit (RECAS) that would 'facilitate sanitary controls for exported fishery products to meet the requirements of importing countries, and in particular the European Union'. This work was supported under IEEBTF through consultancy assignments as itemised in Table 6.

Table 6: Output 4 – summary of contracted services			
Output 4 Advice and technical support to enable compliance with import market requirements			
Date	Country	Description	Total cost (USD)
2017	Regional	FFA Training - Seafood Safety, HACCP and fish processing course and standard development and assessment duties.	29,600
2017	Regional	RECAS - to prepare an action plan for the implementation of the regional Competent Authority support unit for fishery exports from FFA states to the EU.	68,030
2017	Regional	IUU CA - to provided support to implement a strategy to address national CA and IUU challenge	67,500
2017	Regional	Market Access - to provide technical support in Institutional Strengthening and Capacity Building of Pacific Islands EU Health Certification CA	97,500
2020	Regional	Fish Inspector Training - Consultant to facilitate Fish Inspectors Training	3,703

By the end of 2017, FFA reported that 'for various reasons the key countries now prefer to develop their own Competent Authorities'; in other words, the regional approach envisaged under RECAS, was not supported. Work has continued through a variety of regional and bilateral support mechanisms, including:

- Regional and national training in a range of fields including Sampling and Testing, Traceability, HACCP and other technical methods
- Peer to peer learning amongst heads of national competent Authorities
- Direct support for Competent Authorities including audits and mentoring

Over 50 travel / mission reports were provided to the Evaluation, describing activities undertaken under Output 4. These were analysed to provide insight into the distribution of effort across member countries. The results, displayed in Table 7 give an indication of where work has been carried out².

² The figures in Table 7 are indicative only, as they involve interpretation of a number of factors that are not always clear in the reports, including; number of days in country (excluding travel), number of FFA staff whose travel was funded under the project. Note that regional workshops are not included in the calculation of percentages.

Table 7: Regional effort under Output 4			
Country	FFA person days	% of total days	
Fiji	155	30%	
FSM	60	11%	
Kiribati	34	6%	
PNG	115	22%	
Samoa	6	1%	
Solomon Islands	60	11%	
Tonga	26	5%	
Tuvalu	2	0.5%	
Vanuatu	68	13%	
Total national	526	100%	
Regional workshops	126	n/a	

It is notable that over half the total effort has supported two countries (PNG and Fiji).

Despite the extensive efforts across the region, it has proven challenging to increase the number of countries meeting the requirements for export to the European Union (as prescribed in the Results Framework – Table 3 and Annex B).

c) Efficiency

Modes of Implementation

Project works in two ways:

- a) The project fully funds one staff position – the Investment Facilitation Manager (IFM) with the costs distributed across Outputs 1,2, and 3
- b) The project provides operational funding across all four Output areas; travel costs and consultancy inputs as required

It can be seen that the project also works in partnership with other funding sources, in different ways in relation to different Outputs. For Outputs 1 and 4, the relevant FFA staff are funded by other donor funds available to FFA (not specified). Elements of the work are also supported by other project funds (e.g. PEUMP and formerly PROP).

For outputs 2 and 3, relevant staff (funded under the project) and significant consultancy funding provide the basis of the work programme. At the same time there is strong focus on developing partnerships particularly for potential future large scale investments.

In these ways the projects both adds value to existing funding streams, and provides leverage for addition funds.

Work planning and reporting

The planning and reporting requirements are set out in the Grant Funding Arrangement (GFA) signed between MFAT and FFA. The annual cycle is based around a Costed Workplan for each calendar year, and a corresponding Activity Progress Report (APR) covering the same period.

The Costed Workplans are concise documents that set out brief statements of intended activities for the year (with some carry-over of text from year to year) and an itemised budget for each Output. The APRs provide a more comprehensive discussion of activities and challenges, along with expenditure to Output level. With respect to expenditure, the APR explains in a footnote that 'A

breakdown of sub-output activity costs... will be extracted and forwarded as a follow up action to this submission' however the Evaluation has not sighted this and it is not clear that it was ever prepared (or requested by MFAT). There were carry-over interactions between IEEBTF and a preceding project, with the 2017 APR noting in relation to expenditure that "The 2017 budget has not been fully expended, primarily because expenses accruing in both the SME sector activities and Investment Facilitation were able to be charged back to a previous project". This previous project is assumed to be TIEF, with the relevant expenses being \$318,000 in Output 2, and \$66,000 in Output 3.

The structure and content of these documents mean it is not straightforward to track activities and expenditure against the corresponding work plan and budget. As noted above, significant proportion of the work is delivered through contracted / consultancy services. These services and costs are not routinely elaborated in the Annual Progress Reports, however the evaluation was provided with summary information on contracted services purchased under the project as detailed in the section on 'effectiveness'.

For Outputs 2 and 3 supplementary information has been provided in the form of an 'Investment Facilitation Pipeline/Activity Report', (in spreadsheet form) that is updated quarterly; this does not include financial information. An example is attached as Annex C.

Against this background, the annual expenditure figures (as available to the Evaluation) for each output are shown in Tables 8 to 11 below.

Table 8: Output 1 budget / expenditure 2017 – 2020 (NZD)					
Year	2017	2018	2019	2020	Total
Output 1: Employment Standards for crew and process workers					
Planned ³	286,080	119,080	119,080	119,080	
Actual (APR)	158,230	5,825	107,666	n/a	271,721
Expenditure % of budget p.a.	25%	1%	17%		
Cumulative %	25%	26%	43%		
Budgeted Total for Output⁴					636,710

Table 9: Output 2 budget / expenditure 2017 – 2020 (NZD)					
Year	2017	2018	2019	2020	Total
Output 2: Investment Appraisal and Facilitation					
Planned	531,740	452,854	452,854	452,854	
Actual (APR)	222,921	436,448	392,678	n/a	1,052,047
Expenditure % of budget p.a.	11%	22%	20%		
Cumulative %	11%	33%	53%		
Budgeted Total for Output					1,944,740

³ As estimated in the annual costed workplan

⁴ From GFA – figures exclude 15% FFA Management Costs (Output 0)

Table 10: Output 3 budget / expenditure 2017 – 2020 (NZD)					
Year	2017	2018	2019	2020	Total
Output 3: Assistance to SMEs					
Planned	104,300	104,300	104,300	104,310	
Actual (APR)	36,627	56,242	163,042	n/a	255,911
Expenditure % of budget p.a.	9%	13%	39%		
Cumulative %	9%	22%	61%		
Budgeted Total for Output					417,210

Table 11: Output 4 budget / expenditure 2017 – 2020 (NZD)					
Year	2017	2018	2019	2020	Total
Output 4: Capacity of Competent Authorities					
Planned	380,760	380,760	380,760	380,760	969,095
Actual (APR)	287,832	443,967	237,296	n/a	
Expenditure % of budget p.a.	19%	29%	16%		
Cumulative %	19%	48%	64%		
Budgeted Total for Output					1,523,080

A comparison between the annual workplans and budgets⁵ and the reported expenditure raises several apparent inconsistencies in the way that expenditure is recorded. Some examples are:

Investment Facilitation Manager (IFM) employment costs

For each year, the costs project budget allocates the IFM salary ('package') across outputs 1, 2 and 3 in a fixed ratio and at the same budgeted cost each year: Output 1 – 25% [NZ\$57,690]; Output 2 – 50% [NZ\$115,380]; Output 3 25% [NZ\$57,690]. These figures represent a minimum expenditure⁶ in these Outputs over the duration of the IFM employment. Despite this, there are several instances in which the total actual expenditure is significantly less than the IFM cost (highlighted in yellow in tables 8 and 10). This suggests that the IFM costs were not accounted against the outputs in the way intended under the budget, which raises the possibility that these cost may have been coded to another Output within the project, or possibly to another FFA funding source.

On the possibility of coding to another output, the most obvious alternative would be Output 2, however table 5 shows significant expenditure on consultant contracts under this Output. For example, for the years 2017 and 2018 the consultancy contract costs were US\$138,000 and US\$ 226,000 respectively. Using an exchange rate of 1.4, these figures approximate NZD 193,000 (2017) and NZD 316,000 (2018), leaving a much reduced figure (approximately NZD 30,000 in 2017 and NZD 120,000 in 2018) for all other costs. The relevant figures are highlighted in blue in Table 9.

Seafood Expo costs 2018

A summary report on participation in the Seafood Asia Expo in September 2018 shows the total cost of participation as USD 58,821 (not including 'the cost of FFA officers who facilitated arrangements). Again using an exchange rate of 1.4, this equates to

⁵ Copies of the annual budgets are attached for reference as Annex D

⁶ It is acknowledged that the actual cost may be less than budgeted – but a figure somewhere near that budgeted should be incurred each year.

approximately NZD 82,000, yet the total expenditure for Output 3 (where this work rests) in 2018 is recorded as NZD 56,242 (highlighted in green in Table 10). Note also that 25% of the IFM salary is expected to appear in this total as discussed above.

There are a number of factors that could affect the way that expenditure is recorded in the APRs, including:

- The reporting year for the project (calendar year) differs from FFA's financial year
- Different currencies are used for different types of expenditure, with corresponding variability in exchange rates
- Some expenditure (e.g. consultancy contracts) may be incurred across 2 or more reporting years.
- Changes in coding practice, or errors
- Other information, not available to the Evaluation, may be relevant.

While the Evaluation is not suggesting anything untoward in relation to the funding / expenditure, it considers that the questions above warrant further investigation to confirm, or otherwise, the coding by output and overall quantum of expenditure under the project.

Agency relationships

There is a strong existing relationship between MFAT and FFA, and this project is part of an ongoing funding relationship between the agencies. There is a high level of mutual confidence involved; from the MFAT side, FFA's track record of effective engagement in the Pacific fisheries sector provides a sound basis for the current project. For FFA, interviews confirmed a high level of appreciation for the flexibility available under the project, especially in comparison with certain other funding sources.

As an illustration of this flexibility, it appears that some decisions on emphasis and direction have been agreed by way of direct discussion and exchange of emails. For example, changes to the detail of Outcome indicators (highlighted in Annex B) were reportedly changed in this way.

Other factors have also been in play; for FFA the position of Director, Fisheries Development Division has been filled on an 'acting basis' for a prolonged period (being an additional responsibility for someone with an existing full time role) up until recently. For MFAT, there has been significant turnover in the staff responsible for project oversight. These factors combine to create a lack of continuity in relation to project monitoring, and the potential for things to 'fall between the cracks'; for example the questions above relating to expenditure could have been identified and raised on receipt of the respective APRs.

Risk Management

The risk management matrix in the project design highlighted several risks that have affected delivery of the project, including:

- External – Political – Poor quality investment policy and facilitation decisions
- External – Economic – Poor quality investment proposals from foreign investors
- Organisational – Capacity – insufficient capacity to implement importing country food safety requirements and sustainable financing of health and export authorities not provided.
- External – Economic – Pacific Island countries compete to secure economic benefits offering bigger concessions to investors than their neighbours, or providing crew on lower wages.

Several of these risks were considered, in the wording of the ADD, to be 'To a large extent... beyond the Activity's ability to manage'. Despite this project staff appear to have managed these risks reasonably well, creating alternative options and in some cases redirecting effort.

The greatest disruption, Covid-19, was outside the risk consideration at the time of project design.

d) Impact

Overall, it is too early to assess impact at this stage, although the Output 4 work (including the prior project) has been successful in reducing a key risk to access to major markets.

e) Sustainability

ADD discusses the issue of sustainability, noting in relation to Output 2 (and 3) that:

- It is not expected that the demand for investment facilitation services will continue beyond the medium term. There are limited opportunities in all countries in the Pacific region on which to base investments in vessels and on-shore processing. Successful investments are sustainable once established*

Project experience has shown that much effort is needed to set the groundwork for major investment initiatives, and that more work is needed in this area. While this is the second tranche of project funding addressing this area, this remains in the 'medium term' horizon.

In relation to Output 4, the ADD noted that:

- The market access support has proved less sustainable to date (countries still need help) but the RECAS unit will use cost recovery from the industry after an initial start-up is funded by the European Union.*

The expectation that RECAS would support sustainability has to be re-visited, given the lack of support for RECAS as proposed. The record of activities under this project, driven by country needs, shows that there is likely to be an ongoing requirement for coordinated support. This raises the question as to whether FFA is acting as *de facto* regional support unit, and the implications for this on FFA's work programme and funding.

f) Gender and Social Inclusion

The project design raises gender and social inclusion issues in a general sense but does not specify any gender-related activities under any of the Outputs.

The work on crewing standards (Output 1) is focused on social outcomes in the form of labour / employment standards for vessel crews. There is also one specific reference to gender issues in the formulation of indicators for Output 1, for which the Long -Term Outcome and Indicator were presented as below in the initial design (ADD and GFA):

Long-Term Outcome	Indicator
Increased employment for men and women in tuna sector	Total employment in the Pacific Island's tuna sector (m,f)

The text highlighted in grey was subsequently omitted from the Results Framework as used in project Annual Project Reports. The Evaluation is not aware of the rationale for this change, though there may have been a case made that these data were not available to FFA.

There has been significant effort to develop initiatives under Outputs 2 and 3 to support the participation of women in the fisheries sector. Three such initiatives are in development in partnership with IFC:

- a) Regional Initiative in partnership with the International Finance Corporation (part of the World Bank Group): Improving women's employment in fisheries through increased financial literacy and attendance of fish processing employees. This has been pursued in PNG and Fiji and builds on successful work already conducted with Soltuna.
- b) Regional initiative: Leadership development program for women in private sector fisheries, building on the successful localisation and implementation of the Australian Accredited Cert. IV in Women's Leadership and Management in PNG and Solomon Islands.
- c) Seaquest Fiji: Agreement to fully crew one longline vessel with women.

5 Evaluation Conclusions

The Evaluation considers that overall the project supports good work being done in important areas for fisheries development in the Pacific Islands region. The project has supported significant successes / advances in the areas of vessel crewing conditions; Competent Authorities; trade Expos; Investment advice, and the participation of women in the sector.

The work has been well appreciated by participating countries and stakeholders. Relevant FFA Staff are also well regarded, being described variously in stakeholder interviews as resourceful, cooperative, knowledgeable, practical and 'good operators'.

Some questions have been raised about the recording of expenditure under the project; these deserve further investigation to confirm the overall expenditure figures.

Covid-19 has been a disruption across the fisheries sector and for FFA's work from early 2020 and is expected to continue to do so for considerable time, potentially years. Some effects of this are:

- Agencies like FFA have been forced to develop new ways of working – especially the use of remote / web-based technology. This is a major change where in the past, most agency work has required extensive travel by staff and member countries
- As a result there is likely to be ongoing limitations on travel (when possible) and Increased scrutiny in relation to cost-effective use of time and resources
- For the fisheries sector; the industry and associated services (vessels, processing, observers etc) will be under pressure with flow-on effects for employment and revenue (including government revenue through access fees and taxes); there may be a short-term need for sector support.

Beyond Covid-19, further issues for consideration in future similar projects are discussed under lesson learned.

6 Lessons Learned

Project management and oversight

- There has been constructive relationship between agency and donor, characterised by flexibility and a level of informality in relation to project monitoring and adjustment. However this has allowed some gaps to arise in reporting and monitoring of the project, including reporting of expenditure. This situation would benefit from some enhancement to the monitoring and reporting arrangements, to ensure that nothing is missed.

Outputs and work programme

- The project design focused on 'regional' approaches in several areas, such as crewing standards and Competent Authorities. As this work has been implemented it has emerged that regional approaches were not favoured by the FFA membership, and work has continued at national level. It could be seen that, in the history of FFA's regional role, much of this work could now be described as '*post-regional*', requiring engagement at national level or directly with business enterprises.
- The project is working in some difficult areas where large investment projects (e.g. regional hubs) and private sector development involves a level of competition between business and in some cases national interests. This runs up against issues of commercial confidentiality and political sensitivity that require a different approach from FFA's predominantly regional work.
- Member countries' involvement with joint ventures can involve an imbalance of information on commercial aspects of the ventures; this makes it especially important for governments to have access to independent, informed advice on key issues (asset valuation, due diligence, business planning etc), as provided through this project – even if that advice is not immediately acted upon. Results may take some time to emerge.
- Following from the above – the fact that work under the project focusses on commercial (and related) opportunities at national and business level, it is inevitable that some countries will attract more services than others (according to the national circumstances and opportunities – e.g. for export). Coupled with the potential for overlapping interests between members, this is an area that FFA needs to manage with openness and tact.

7 Recommendations

As the current project is close to conclusion, only the first Recommendation deals directly with the current project, while the remainder are framed around proposals for new or follow-up projects.

Recommendation 1: Due to the uncertainties identified in relation to project expenditure and coding, FFA should carry out an in-house review to confirm the expenditure figures and totals for the IEEBTF project

Recommendation 2 The activities under the project to promote fisheries development are important and support should continue.

The work is strongly aligned with regional priorities and national needs. In relation to the four output areas:

Output 1 – The Evaluation has been advised that work is underway to design a separate project addressing these issues

Output 2 - Work should continue to address key analytical gaps for investments and Joint Ventures, and work with funding partners to bring resources to support development in the sector

Output 3: - Continue to facilitate market linkages e.g. through trade ‘expos’ when possible. Consideration should be given to the concepts raised during consultation during this evaluation as listed in section 4 b: Covid-19 support, inclusion of non-tuna/coastal fisheries, promoting national tenure/access arrangements compatible with long term investment.

Output 4: – Regional support will continue to be needed to retain national capacity and access to markets. FFA should review its ongoing role in view of the lack of agreement on RECAS.

Recommendation 3 – Future Project design should include the role of women in fisheries

The current project has developed some promising concepts to support women in the fisheries sector. However this was done by going outside the specifications of the project design. Future projects should address this by incorporating gender-related activities into the design at the outset.

Recommendation 4 – Future Project implementation should include a clear accountability structure

The level of flexibility under the current project has been appreciated, but some gaps have emerged in project reporting and monitoring. Future projects should address this through an enhanced oversight arrangement such as a joint Steering Committee with the task of reviewing progress at least annually.

Recommendation 5 – Project indicators should de-emphasise ‘travel’ as a measure of outputs

Several of the indicators under the current project focus on ‘number of missions’ conducted by staff and consultants per year. The shut down of air travel has not only made these impossible to achieve, but also highlighted that they are poorly specified; they appear to incentivise ‘travel’ as an end in itself, rather than a means to achieve project goals. In future

project design, indicators should move away from this kind of measure and focus on what is to be achieved through travel. This would not be aimed at eliminating missions to member countries but would ensure that opportunities are taken for more cost effective means of engagement when appropriate.

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Annexes

Annex A: Evaluation Plan

Annex B: Results Framework

Annex C: Investment Facilitation Pipeline

Annex D: Project Budgets 2017 - 2020

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Annex A: Evaluation Plan**Increasing Employment and Economic Benefits from Tuna Fisheries****Project Evaluation****Evaluation Plan****April 2020****Bruce Chapman**

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Increasing Employment and Economic Benefits from Tuna Fisheries (IEEBTF) Project

Evaluation Plan

April 2020

1. Introduction

Background and context to the activity

Pacific Island countries seek to derive greater economic and social benefits from their tuna resources. In 2015 Pacific Island Leaders endorsed the Regional Roadmap for Sustainable Pacific Fisheries and directed that increases in economic return be achieved within five years. New Zealand has provided funding to FFA through the New Zealand Aid Programme for advice and technical assistance towards this goal through the project: *Increasing Economic and Employment Benefits from Tuna Fisheries*. (IEEBTF). The IEEBTF began in December 2016, is projected to end in December 2020, and provides NZD\$5.2 million in funding over four years to enable the Forum Fisheries Agency to support Pacific Island countries with advice on tuna industry investment, joint ventures, export facilitation, and improved crewing conditions.

The IEEBTF is a successor project to the earlier *Tuna Investment and Export Facilitation* project (TIEF) that ran from 2013 to 2017.

Evaluation purpose

The Terms of Reference state that the key objective of the evaluation is to inform the design and implementation of a possible future phase of the project. This will be done by assessing the project with reference to the five Development Assistance Committee (DAC) criteria for evaluation, with the addition of gender and social inclusion.

- 7) Relevance – alignment with national and regional priorities
- 8) Effectiveness – achievement of project outcomes (Appendix B) and outputs
- 9) Efficiency – use of resources in project delivery
- 10) Impact – evidence of benefits to project target groups
- 11) Sustainability – on going benefits beyond the project term
- 12) Gender and social inclusion – project initiative on gender and social inclusion

In each case the evaluation will address activities and performance of the project, while focusing particular attention on experience of project implementation in order to derive lessons learned to inform future project design.

Evaluation scope

The evaluation will primarily cover activities under the project over the period December 2016 to December 2019. In relation to forward-looking aspects, the evaluation will also take into account the potential impacts of major events occurring in early 2020, in particular the COVID 19 pandemic, along with developments arising from the recently adopted FFA Strategic Plan (2020 – 2025).

The geographic focus will be the Pacific Island countries that have participated in the project. The target groups are fisheries agencies at the national and sub-national levels, fisheries SMEs and other

private sector beneficiaries of the project, staff at the Forum Fisheries Agency, and NZ MFAT staff who have been involved with the project.

2. Evaluation Design

Evaluation principles underpinning this evaluation

The evaluation will be guided by MFAT's Guiding Principles⁷, in particular:

- Impartiality and Independence
- Credibility
- Usefulness
- Partnership and Participation

These will be addressed through contracting an independent consultant (Bruce Chapman) to undertake the evaluation, ensuring a consultative approach is taken, and processes (e.g. eliciting views of stakeholders to corroborate information) that underpin credibility and usefulness of results.

Information collection

Information will be collected through two main mechanisms:

- a) Review of documentation: Relevant documentation will be gathered from MFAT, FFA and other stakeholders. This will include documentation relating to project design (including its predecessor project), project reports, and products / outputs resulting directly (in whole or part) from work under the project (policies, plans etc) as well as workshop records and the like. A preliminary list of documents is provided below:

- Activity Design Document (ADD): Increasing Employment and Economic Benefits from Tuna Fisheries
- Signed Tuna Investment GFA between MFAT & FFA 31.10.16
- IEEBTF Activity Progress report for 2017 to MFAT
- IEEBTF Activity Progress Report to MFAT (Y2 2018) [2 slightly different versions of this]
- IEEBTF Quarterly Activity Report February 2018
- IEEBTF Quarterly Activity Report January 2019
- IEEBTF Quarterly Activity Report October 2019
- IEEBTF Yr 1 project workplan
- Activity Report March 2020 [Excel]
- IEEBTF costed workplan 2018
- FFA Seafood Asia Expo 2018 report
- Activity completion Report TIEF Project
- ADD Tuna Investment and Export Facilitation
- Progress Report – Export and Investment Facilitation (2014-2015 FINAL)
- TIEF GFA – Tuna Investment and Facilitation
- TIEF Progress Against Budget 2015.16

⁷ As set out in Evaluation Policy for the New Zealand Aid Programme (2014)

- b) Consultations with stakeholders: A series of interviews will be conducted with stakeholders to supplement and corroborate information from project documents, as well as identify key areas of success and potential future directions.

The evaluation methodology takes into account the constraints imposed by COVID 19, the major one being the lock-down of citizens (in New Zealand and certain Pacific Island countries) and the associated cessation of international travel. This means that, of necessity, all interviews will be undertaken remotely; using telephone or internet-based communications (skype, zoom or similar).

The interviews themselves will be semi-structured in character, guided by the key questions (Appendix A) while allowing participants to expand freely on their own areas of experience and expertise. Stakeholders are listed in section 4 below.

3. Evaluation Schedule

The MTR will be carried out over the period March – May 2020 as shown below.

	Week 1	2	4	11	12	13
Activity / week starting date	23 Mar	30 Mar	13 Apr	18 May	25 May	1 June
Contract (SoW) signed (25 March)						
MFAT briefing						
Gather documentation						
Evaluation Plan						
Consultations (Skype etc)						
Draft Evaluation Report (18 May)						
Feedback on draft Report (27 May)						
Final Report (31 May 2020 ⁸)						

The schedule above allows seven working days for MFAT feedback on the draft evaluation report, and a further three working days to finalise the report.

Evaluation Report

The MTR report will follow the structure and content provided in MFAT guidelines, specifically the MFAT *Recommended template for evaluation report*, although some modifications may be made as needed to reflect the character of the review.

4. Evaluation Stakeholders

A range of different categories of stakeholders will be included in the review process and consultations; a preliminary list of potential stakeholders is presented below:

MFAT staff:

Wellington: Emma Hodder, Anita Edgecombe, Sarah McAvinchey
Post – Tarawa: Paul Wallis

FFA Staff:

Senior/Management: Matt Hooper, Chris Reid
IEEBTF project staff: Tony Sullivan, Leonard Rodwell, Jope Tamani, Steve Gu'urau

⁸ The contract (SoW) sets out the final report date as 31 May 2020, however this is a Sunday so the date here is proposed as Monday 1 June.

Former FFA Director Fisheries Development – Mike Batty
Other staff to be identified

Pacific Island countries:

Kiribati: Ministry of Fisheries and Marine Resources Development – Agnes Yeeting, Aketa Tanga.
Contracted staff under the New Zealand-funded *Tobwan Waara* fisheries project.

Tuvalu: to be identified

Other Pacific Island Countries: to be identified

Private sector:

Private sector beneficiaries under the project

PITIA: John Maefiti (CEO); Brett Haywood (Chair)

SMEs: to be identified

Other regional and sub-regional agencies:

Parties to the Nauru Agreement (PNA)

Melanesian Spearhead Group (MSG)

Pacific Islands Forum Secretariat

The Pacific Community (SPC)

5. Other Considerations in the Evaluation

Quality considerations: The evaluation will attempt to verify information and stakeholder viewpoints by cross-checking between views expressed (e.g. whether there is a concurrence or divergence of views) and formal documentation.

Ethical considerations: The evaluation will ensure that participants are aware of the purpose and context for the review, and the way their input will be used and presented (ensuring confidentiality as appropriate).

Limitations, risks and constraints: The key limitation relates to consultations as noted above. The evaluation will work around the current travel restrictions by using a variety of consultation methods (phone, skype etc). Where there are specific limitations that affect the quality or certainty of conclusions, these will be noted in the final Report.

6. Management arrangements

The evaluation will be managed by MFAT's 'Statement of Work Manager' Emma Hodder. The consultant's day-to-day communications with MFAT will be through Emma Hodder and Anita Edgecome. The consultant will provide weekly updates on progress with consultations.

Communicating Evaluation Findings

A short summary of preliminary findings will be presented at the mid-point of the consultation process (end of April), to provide an initial indication to MFAT of signals emerging from stakeholder consultations to that point.

Procedures for communicating results and providing acknowledgement to stakeholders who contributed to the process will be developed in consultation between the consultant and MFAT.

Appendix A - Indicative Evaluation Questions

Questions relating to evaluation criteria

1: Relevance

- How relevant is the Activity to the priority needs of PICTs, in particular in relation to priorities defined in national and regional plans, including the *Regional Roadmap for Sustainable Pacific Fisheries*?
- Is there a need to review the program theory and adapt a future phase of the Activity based on new emerging priorities (since project design in 2016)?

2: Effectiveness

- What progress has been made against the outputs and short and medium term outcomes described in the Results Diagram? What factors have affected the achievement of results?
- What (if any) unintended outcomes (positive and negative) were there? Why?

3: Efficiency (value for money)

- Have outputs been achieved in a timely manner? If yes/no why?
- Could the similar outputs be achieved with fewer funds? Could similar outputs be achieved in a different way?

4: Impact

- What positive and negative medium and long term impacts at the national and regional levels have resulted from the Activity?
- What positive and negative impacts have there been in the private sector, in particular for SMEs and for workers?
- What would happen without the Activity or a similar scheme?

5: Sustainability

- What, if anything, needs to be changed going forward? For example, the types of services offered.
- What critical success factors are in place to ensure sustainability?
- Is donor support required to maintain the provision of services?

6: Gender and social inclusion

- To what extent is the Activity contributing to gender equality and the empowerment of women and girls in all their diversities? What, if anything, could be changed going forward?
- To what extent is the Activity contributing to social inclusion and the realisation of economic and employment benefits among a variety of social groups? What, if anything, could be changed going forward?

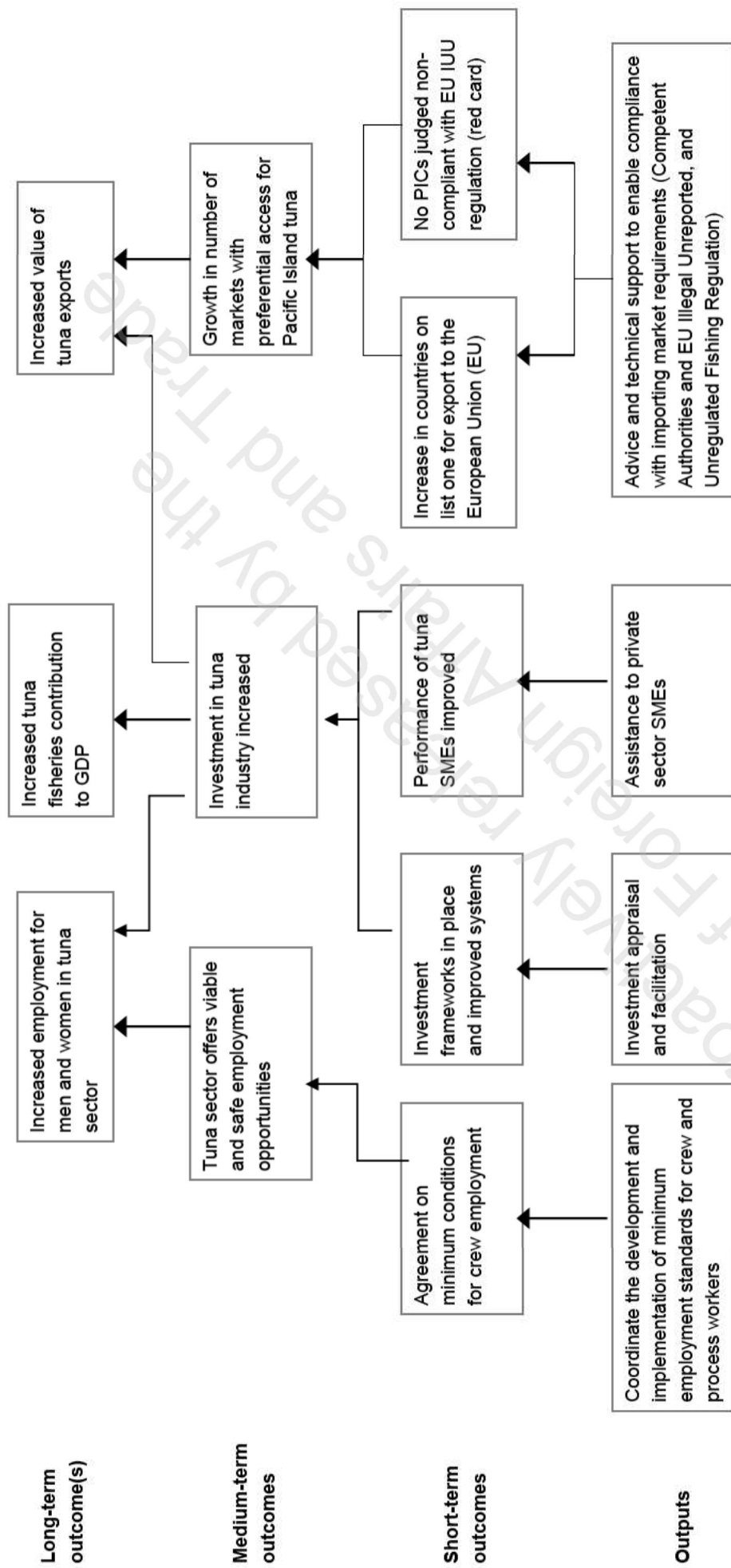
Generic questions relating to lessons learned

- What has worked well under the project and what do contributed to making this successful?
- What was less successful and why?
- What do you see as future priorities in this area (existing or emerging issues)?
- What aspects of the project have become less important and why?
- What improvements could be made to the institutional or management arrangements

Appendix B: Results Framework

Goal of the Activity: Tuna Fisheries are developed to maximise social and economic benefits to members (FFA goal)

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Annex B: Results Measurement Table

Summary of progress towards indicators / targets in the Results Measurement Table

Progress is indicated in the right hand column as reported in the APRs for the years 2017, 2018 and 2019

This uses the results management table in the Grant Funding Arrangement as a base, and highlights changes using the highlight colour code below

Highlight Code
Text omitted [ie. In ADD and GFA but not in APR]
Text / fig. changed / revised
Text / fig. as revised or added
Change without altering meaning

Table A.B 1: Summary of progress towards indicators / targets in the Results Measurement Table				
Outcomes and outputs	Indicators for measuring performance	Baseline data	Planned targets	Progress (as recorded in APRs 2017, 2018, and 2019 [draft report])
Long-Term Outcomes				
Increased employment for men and women in tuna sector	Total employment in the Pacific Island's tuna sector (m,f)	17,663 (2014) [ADD] 22,461 (2014) [GFA] 19,924 (2014) [APR]	31,000. (2019)	<p>2017: Estimated employment for 2016 was 23,100, an increase of 2,300 (11%) over the previous year. Job growth over the past 6 years has averaged 1,450pa, which is behind the required run rate of 1,800pa, however initiatives to increase domestic processing in PNG (processing rebate scheme) are likely to see acceleration of these numbers over the next two years.</p> <p>2018: Estimated employment for 2017 was 22,684, an increase of 788 (3.6%) over the previous year. Job growth has slowed over the four years averaging only 665 pa. which is well behind the required run rate of 1,800pa, the planned target. Initiatives to increase domestic processing in PNG (processing rebate scheme) are likely to see some acceleration of these numbers over the next two years, along with increased local participation in joint venture harvesting operations.</p>

				<p>2019: Estimated employment for 2018 was 22,257, an increase of 671 (2.9%) over the previous year. This continues the pattern of slow growth over the past 5 years that is well behind the required run rate of 1,800pa, the planned target. Employment in the harvest sector declined 429, but this was more than offset by an increase of 938 in processing and ancillary services</p>
Increased tuna fisheries contribution to GDP	Total contribution to GDP of the tuna sector	US\$556 million (2014) US\$296 million (2014) [GFA + APR]	US\$623 million (2019) US\$400 million (2019) [GFA + APR]	<p>2017: The catch value of the tuna fishery increased by 30% to US\$355 million in 2016, having suffered three consecutive years of decline driven by reductions in fish prices. The total contribution to GDP from the sector for 2016 was estimated at US\$470 million, well ahead of target.</p> <p>2018: The catch value of the tuna fishery increased by 13% to nearly US\$3 billion in 2017, the third consecutive year of increases driven substantially by fish prices, and dominated by purse seining. The total contribution to GDP from the sector for 2017 was estimated at US\$464 million, well ahead of target.</p> <p>2019: The catch value of the tuna fishery increased by a nominal 1.7% to US\$3.05 billion in 2018, despite the substantial fall in prices. This followed three consecutive years of increases driven substantially by fish prices, and dominated by purse seining. The total contribution to GDP from the sector for 2017 was estimated at US\$464 million, well ahead of target. (2018 GDP unavailable)</p>
Increased value of tuna exports	Total exports from FFA Pacific Island members	US\$325 million (US, Japan, and EU - 2014) US\$335 million (US, Japan, and EU - 2014) [GFA + APR]	US\$455 million (2019)	<p>2017: The value of exports from FFA member countries declined marginally in 2016, down 2% to US\$290 million, and remains well short of both its peak of US\$385 million in 2012 and the 2019 target. It is notable however, that Thailand, which is not included in the target measure, has increased its imports from the region in 2016 to US\$317 million, up by 46% on 2015 value of US\$217 million, although this is unprocessed fish in contrast to US and EU markets in particular.</p> <p>2018: The value of exports from FFA member countries increased to a peak of US\$474 million exceeding the 2019 target. Additionally, Thailand, which is not included in the target measure, has increased its imports from the region in 2017 to US\$378 million, up by 18% on 2016 value of US\$321 million, although this is unprocessed fish in contrast to US and EU markets in particular.</p>

					<p>2019:</p> <p>The value of exports from FFA member countries increased to a peak of US\$500 million, already exceeding the 2019 target. Additionally, Thailand, which is not included in the target measure, has increased its imports from the region in 2018 to US\$408 million, up by 8% on 2017 value of US\$378 million, although this is unprocessed fish in contrast to US and EU markets in particular.</p>
Medium Term Outcomes					
Tuna sector offers viable and safe employment opportunities	Regional mechanisms developed to increase worthwhile crew jobs for men and women [No mechanism to offer viable and worthwhile crew jobs (2014)	Feasible options available [identified APR], discussed and adopted (2019)		<p>2017:</p> <p>This was discussed at the regional crewing workshop and will be addressed further, as part of the follow work on the crewing MTC.</p> <p>2018:</p> <p>The development of a Crewing Regulation for Vanuatu will set a minimum standard for further development of Regulations at the national level as well as setting a precedent for a regional approach via the MTCs.</p> <p>2019:</p> <p>Crewing policy and regulation finalised for Tuvalu. Crewing regulation finalised for Palau. Licence condition covering crewing standards finalised for Tokelau. Draft policy and regulations developed for Vanuatu and Fiji.</p> <p>2017:</p> <p>Investment activities that took place over the period of FFA's investment facilitation activities were mostly in PNG, Fiji, Kiribati, Solomon Islands, Tuvalu and to a lesser extent; FSM, Marshall Islands and Vanuatu. The majority of new investment has been in fleets and joint venture investments, the value of which inward investment is estimated to be on track for the US\$100 million target. A more detailed assessment will be conducted midprogramme.</p> <p>2018:</p> <p>Investment activities that took place over the period of FFA's investment facilitation activities were mostly in PNG, Fiji, Kiribati, Solomon Islands, Tuvalu and to a lesser extent; FSM, Marshall Islands and Vanuatu. The majority of new investment has been in fleets and joint venture investments, the value of which inward investment is estimated to be on track for the US\$100 million target. A more detailed assessment is to be conducted in the next review period.</p> <p>2019:</p> <p>Investment activities that took place over the period of FFA's investment facilitation activities were mostly in PNG, Fiji, Kiribati, Solomon Islands, Tuvalu and to a lesser extent; FSM, Marshall Islands and Vanuatu. The majority of new investment continues to be in fleets and joint venture</p>
Investment in tuna industry increased	New inward investment into the Pacific Islands tuna sector	US\$82.5million (2011 to 2014)	Target: US\$100 million new investment since 2014 (2019)		

Growth in number of markets with preferential access for Pacific Island tuna	Markets with preferential access for Pacific Islands tuna	Baseline: EU preferential access for 3 (soon to be 4) Pacific Island countries (2014)	EU preferential access for 8 (6 APR 2018) Pacific Island countries (2019)	<p>investments, the value of which inward investment is estimated to be on track for the US\$100 million target. A more detailed and comprehensive assessment is currently underway.</p> <p>2017: Kiribati gained EU accreditation in the 2017 year, taking the number of members with preferential access to 4. The target of 8 by 2019 is considered doubtful given the timeframes needed to achieve the demanding EU standards and lengthy audit procedures and the loss of support for the regional RECAS solution advocated by FFA.</p> <p>2018: There are currently 4 member countries that are EU approved and listed. The target has been re-aligned to get in an extra 2 members (FSM and Vanuatu) within the 2019/2020 financial year. This is taking into account the challenging process.</p> <p>2019: There are currently 4 member countries that are EU approved and listed. There has been an increase in the number of establishments from these countries that are approved and part of the list. The target has been realigned to get in an extra 2 members (FSM and RMI) within the 2020/2021 financial year. This is taking into account the challenging process and the increasing demand for non EU markets.</p>
Short-Term Outcomes				
Agreement on minimum conditions for crew employment	No regional standard for crew employment on foreign vessels	no regional agreement per minimum standard based on guidelines of ILO C188 – Work in Fishing Convention, 2007 (2014). [ADD + GFA]	FFA members to be using ILO C188 – Work in Fishing Convention (2007) as a guideline to agree to minimum working conditions on fishing vessels (2019).	<p>2017: A regional framework has been developed to implement crewing standards, regulations and employment conditions. This framework was further developed by the MCS working group which approved, in principle, the establishment of minimum standards for crew conditions of employment to apply to all crew on vessels licensed in FFA waters. This will be tabled for endorsement at FFC106, following which, national and industry consultations will continue.</p> <p>2018: A regional framework has been developed to implement crewing standards, regulations and employment conditions. This framework was further developed by the MCS working group which approved, in principle, the establishment of minimum standards for crew conditions of employment to apply to all crew on vessels licensed in FFA waters. The proposal to have this as an MTC was not approved at FFC106 in May 2018 so specific work at the national level was undertaken during the rest of 2018.</p> <p>2019:</p>

Investment frameworks in place and improved systems	Number of investment Frameworks in place and applied	foreign vessels [APR 2017]	4 additional or revised in place; frameworks in regular use to guide investment (2019)	<p>MTC on crewing approved by FFC in May 2019. The July 2019 Ministerial FFC extended the application of the MTC to domestic vessels. FFC members were to use their best endeavours to implement the MTC by January 2020 and to report back to the MCS working group in March 2020. This reporting schedule has been disrupted by the coronavirus pandemic which caused the cancellation of the working group meeting.</p> <p>2017: Eight (8) member countries have requested work on this since 2011. Of these countries, three (3) have had their investment policy frameworks, and related documentation endorsed, and are now implementing it. One has been stalled due to internal change to priorities at the time, but has now requested in this reporting period to be completed. Also for this reporting period, another member country has been assisted and work is in progress. Except for the initial three (3) countries who had requested but have not followed through with specific instructions, it is expected that two countries who are being assisted in this reporting period will have their investment policy framework work and guide finalized for possible endorsement.</p> <p>2018: Eight (8) member countries have requested work on this since 2011. Of these countries, three (3) have had their investment policy frameworks, and related documentation endorsed, and are now implementing it. One has been stalled due to internal change to priorities, but has now resumed in this reporting period. It is expected that a further two countries will be assisted in this reporting period will have their investment policy framework work and guide finalized for possible endorsement.</p> <p>2019: Eight (8) member countries have requested work on this since 2011. Of these countries, three (3) have had their investment policy frameworks, and related documentation endorsed, and are now implementing it. Consultations are underway with a further three countries (Nauru, Niue and Solomon Islands) to develop their investment policy frameworks.</p> <p>2017: The project worked with the Fish 2.0 entrepreneurship competition during the period with a view to building capacity in small fishing businesses. While this was successful, with 2 businesses selected for the final and one receiving an award, it has fallen short of expectations in terms of identifying good candidates for further support. FFA is developing better mechanisms to 'pick winners' including through national Fishing Industry Associations.</p> <p>2018:</p>
Performance of tuna SMEs improved	Number of SMEs showing improved operational practices	1 (2014/ 2015)	More than 6 report measurable improvement (8 received support) (2019)	

				<p>Missions to FSM, Kiribati, Tonga, Vanuatu, as well as Solomon Islands have failed to identify SME interventions to satisfy this outcome. Efforts will nevertheless continue, however the number of opportunities is likely to be minimal due to the limited number of SME's in a segment dominated by multinational interests.</p> <p>2019: Support has been provided to 12 SME's through direct interventions and sponsorship to trade shows to develop export market potential.</p> <p>2017: Kiribati gained EU accreditation in the 2017 year, taking the number of members with preferential access to 4. The target of 8 by 2019 is considered doubtful given the timeframes needed to achieve the demanding EU standards and lengthy audit procedures.</p> <p>2018: There are currently 4 member countries that are EU approved and listed. The target has been re-aligned to get in an extra 2 members (FSM and Vanuatu) within the 2019/2020 financial year. This is taking into account the challenging process.</p> <p>2019: There are currently 4 member countries that are EU approved and listed. There has been an increase in the number of establishments from these countries that are approved and part of the list. The target has been realigned to get in an extra 2 members (FSM and RMI/Vanuatu) within the 2020/2021 financial year. This is taking into account the challenging process and the increasing demand for non EU markets.</p> <p>2017: On target, no red cards and no new yellow cards. Solomon Islands had its yellow card lifted in the period under review and good progress was made with Kiribati and Tuvalu</p> <p>2018: Tuvalu now cleared and work on going with FSM, Vanuatu, Kiribati and continues support to Fiji, PNG and Solomon on Traceability and review of CDS system.</p> <p>2019: Work ongoing with FSM, Vanuatu, Kiribati and continues support to Fiji, PNG and Solomon Islands on Traceability and overall EU IUU including CDS system.</p>
Increase in countries on list one for export to the European Union (EU)	Number of Pacific Island countries on List One	3 (2014)	8 (2019)	
No PICs judged non-compliant with EU IUU regulation (red card)	Number of Pacific Islands countries with yellow or red card status	0 [zero] red cards and 3 yellow cards (2014)	0 red cards and zero yellow cards (and 3 yellow cards removed from 2014) (2019). [APR]	
Outputs				
O1. Coordinate the development and	Report of meeting outcomes on crewing	n/a	We envisage 5 missions by	2017:

implementation of minimum employment standards for crew and process workers			consultants, resulting in a total of 20 days in country per year. Also 2 missions by FFA staff for a further 10 days in country.	<p>These in-country consultations will be initiated once the FFC106 endorses the framework tabled for crewing standards</p> <p>2018: A full programme of in-country consultations was deferred due to the lack of consensus on the crewing framework at FFC106. Follow up work focused on the development of a crewing Regulation for Vanuatu with that work undertaken in August 2018. A request for similar work was made by Tuvalu in late 2018 with that work scheduled for February 2019. Note that consultancy input was not required for this work.</p> <p>2019: During 2019 in-country consultations took place in Tuvalu and Fiji and work was done remotely with Tokelau. Work in Solomon Islands was deferred because government officials prioritised the development of a Tuna Management and Development Plan (also requiring extensive stakeholder consultation) before doing work on labour standards. A constraining factor on the national work has been the availability of legal personnel.</p>
O2. Investment appraisal and facilitation	Missions to provide investment appraisal and facilitation advice	n/a	<p>We envisage 8 missions by consultants, resulting in a total of 120 days in country per year. Also 12 staff missions by FFA staff for a further 180 days in country.</p>	<p>2017: Seven consultant missions were completed in the review period aggregating to around 84 days in-country. Time in country was lower than target due to the use of exclusively short term experts rather than longer term advisors. Seven missions were completed by FFA staff, considered acceptable given the Investment Manager position was unfilled for the first five months of the review period. The number of days in country was well short of target and this level may be in excess to what is justifiably needed. The missions provided investment services and advice to nine member countries.</p> <p>2018: Six consultant missions were completed in the review period aggregating to around 54 days in-country. Time in country was lower than target due to the use of exclusively short term experts rather than longer term advisors. Nine missions were completed by FFA staff, considered acceptable given a number of desk top reviews were also completed by the IF team during the review period. The number of days in country was well short of target and this level would seem to be in excess to what is justifiably needed. The missions provided investment services and advice to nine member countries.</p> <p>2019: Three consultant missions were completed in the review period aggregating to around 30 in-country. Time in country was lower than target due to members withdrawing from projects previously initiated</p>

O3. Assistance to private sector SMEs	Consultancies in support of SMEs	n/a	We envisage 2 missions by consultants, resulting in a total of 14 days in country per year. Also 2 staff missions by FFA staff for a further 14 days in country.	<p>and approved. Six missions were completed by FFA staff, down on target due to staff vacancy for an extended period and two missions cancelled. The number of days in country was well short of target and this level would seem to be in excess to what is reasonably necessary</p> <p>2017: Only one consultant mission was undertaken in support of SME's. To get further traction into this segment, FFA staff undertook three missions accompanying selected SME's to trade related events, facilitating access to 6 SME's over a period of several days. In addition, the IF Manager mentored three entrants in the global Fish 2.0 competition over several months, two of which made it to the finals of the competition.</p> <p>2018: The focus of SME activity has changed in the review period to one of facilitation of SME's with the capability to export. Four SME's were sponsored to attend the Brussels Seafood Expo and a further seven SME's from four member countries attended the Asia Seafood Expo and in so doing secured new export orders of US\$5.7 million.</p> <p>2019: The focus of SME activity has been facilitation of SMEs with the capability to export. Two SMEs were sponsored to attend the Brussels Seafood Expo and a further eight SME's from Kiribati and Fiji were scheduled to attend the Asia Seafood Expo which was regrettably cancelled due to riots in Hong Kong. Direct interventions were initiated with a further three SME's to assist in market development and new enterprise initiatives.</p>
O4. Advice and technical support to enable compliance with importing market requirements (Competent Authorities and EU Illegal Unreported, and Unregulated Fishing Regulation)	Number of missions to support (a) established CAs; (b) new CAs using RECAS approach; and (c) missions to assist IUU CAs.	n/a	We envisage 8 missions by consultants, resulting in a total of 112 days in country per year. Also 16 missions by FFA staff for a further 224 days in country.	<p>2017: 10 consultancy missions and over 20 FFA staff missions were undertaken, above target due to the additional requirements needed for RECAS and the additional impost in preparing for the EU audits.</p> <p>2018: 9 consultancy missions and over 20 FFA staff missions were undertaken, above target due to the increase demand and interest from members and also continued work with targeted members on SPS and IUU fronts. There were 4 attachments (CA officers sharing their knowledge and skills with other CA) in the year under review.</p> <p>2019: Between the FFA Market Access Specialist and the PEUMP MAA, a total of 20 of in-country visits (individual/combined) were made. The approach this time in recognition of the demand and also of lesson learnt over the years is for "budd[y]ing" approach. This is where possible, in-country visits are based on FFA Technical representatives are engaged in showing</p>

				the CAs what and how things are done. This has found to be a more effective way of dealing with our people. During the same time, a total of 6 consultant have been engaged to facilitate training. There were also 2 regional training conducted, one CA Team Leader meeting and also 4 CA officers on attachments.
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Annex C: Investment Facilitation Pipeline

Investment Facilitation
Pipeline/Activity Report
March 2020

Member Country/Client	Client Contact	FFA Team	Consultants	Key Action /Next Steps	Timeline
Tuvalu Fisheries	Niko Apinelu/ Mike Batty	Tony	Prime Consulting Jerry Tengemoana	Phase I completed. Phase II of the reform process is underway which includes the development of a business plan and policies on compliance, investment and dividends. In country visit and consultations on hold, however consultant has commenced a desktop review of relevant documents remotely.	To be confirmed in line with the lifting of CV19 restrictions
FSM Dept. of Resources and Development, and NORMA.	Eugene Pangellinan Camille Movick	Tony/Franklin	n/a	Draft Policy largely finalised with NORMA. Next step to facilitate State consultations which was postponed due to CV19.	To be confirmed in line with the lifting of CV19 restrictions
Regional FFA Initiative with collaborative input from PITIA	Pacific fisheries SME's	Tony/Franklin	Pauline Chee, DivCom.	Rescheduled for September 2020	Sep-20
Regional FFA Initiative.	Pacific fisheries SME's. Targeting export-ready and EU certified processors.	Tony/Franklin	Pauline Chee, DivCom.	The largest global seafood trade event. Was scheduled for 21st -23rd of April but cancelled due to CV19.	1/07/2020 Subject to the lifting of CV19 restrictions
Regional Initiative in partnership with the International Finance Corporation (part of the WB Group) - Improving women's employment in fisheries through increased financial literacy and attendance of fish processing employees. This has been pursued in PNG and Fiji and builds on successful work already conducted with Soltuna.	<u>PNG</u> : Nambawan Seafood, Frabelle, IFC, RD Corp., Majestic Seafoods <u>Fiji</u> : PAFCO, Solander, Golden Ocean. <u>Kiribati</u> :KFL	Tony	IFC - Shabnam Hameed, Amy Luinstra,	Meetings held with PNG and Fiji processors, all of which expressed interest in the financial literacy initiative. Presentation also made to industry during the Pacific Tuna Forum. Two Fiji processors (Viti Foods and PAFCO) are signing up to commence the diagnostic and training	Signed agreements by 30 April. Deliverables to be confirmed once agreed with individual processors and CV19 restrictions lifted

<i>Regional initiative: Leadership development program for women in private sector fisheries, building on the successful localisation and implementation of the Australian Accredited Cert. IV in Women's Leadership and Management in PNG and Solomon Islands.</i>			Tony	IFC - Shabnam Hameed, Amy Luinstra,	<i>Still in concept stage. IFC to provide detailed proposal.</i>	<i>Apr-20</i>
Seaquest Fiji	Brett Haywood	Tony	FFA		Agreement secured to fully crew one longline vessel with women. Meeting 7 Nov agreed underwrite requirements for Seaquest to proceed	On-hold as Seaquest has suspended operations
Kiribati, MFMRD	Toaa Tokoia, O/S Dev. Specialist	Tony	Hale & Twomey NZ Ltd Ian Twomey Shakil Kumar	s9(2)(g)(i)		To be confirmed in line with the lifting of CV19 restrictions
NAFICOT/Govt of Tuvalu	PS, Ministry of Natural Resources	Tony/Kasipo	Chapman Tripp Grant Finlayson	JV P/S Vessel arrested in RMI. Urgent legal advice tendered. Court case favoured GoT but now under appeal. Vessel valuation completed and report and recommendations submitted to the Ministry for consideration	Further advisory and valuation work may be requested	
Promote concept to establish tuna extract and/or katsuobushi manufacturing operation in one or more member countries.	Initial targets are Fiji processors.	Tony/Taro-san	Maruhachi Muramatsu, Kanetora, Hisaka Works Limited	Potential investors and technical support identified, and a feasibility drafted. Two Fiji processors expressed desire to take up the prospect. Taro-san working on revised costings prior to re-engaging.	Sep-20	
Regional FFA Initiative	All members	Tony, Allison	Australian Institute of Company Directors	Governance and directorship training course for board directors on joint ventures and investee companies. First cohort completed training in Nadi in March 2019. Next cohort planned for March 2021	Mar-21	
Kiribati, MFMRD	Robert Lee, MFMRD and Central Pacific Producers Ltd	Tony	Kenton Geer	Business modelling and technical assistance to long line project. Assistance offered but Ministerial request yet to be received	Jun-20	

Kiribati, MFMRD	Agnes Yeeting, Aketa Taanga	Tony, Tion Nabau	FFA	Review and recommendations submitted for Dongwon JV. Advisory ongoing to secure a new vessel and redress issues with JV.	Jun-20
Kiribati, MFMRD	Agnes Yeeting, Aketa Taanga	Tony	FFA	s9(2)(ba)(ii)	Further advisory work may be requested
Regional	Kiribati, FSM, Nauru, Tuvalu	Tony	IFC	Seek EOI's to establish an advisory group to offer technical assistance, negotiation support, and ongoing governance support to members in managing existing JV's or negotiating new ventures.	May-20
MFMR, Solomons Islands	Chris Ramofafia, PS	Tony, Len	tbc	Stakeholder workshop to assess longline development options. On hold awaiting formal request from MFMR.	Jun-20
MFMR, Temotu Province.	Wilson Kiyo (Temotu Fisheries Officer)	Franklin	FFA	Attachment training from Temotu Fisheries to assess a new development proposal, create a business model and capacity build. Awaiting Temotu Provincial Gov't for further advice.	May-20
Nauru Fisheries	Murin Jeremiah Jasmina Giouba	Franklin	FFA	Offer to initiate work tabled to Nauru Fisheries. Awaiting formal response.	Sep-20
Niue Fisheries	Josie Tamate	Franklin	FFA	Offer to initiate work tabled to Niue Fisheries. Awaiting formal response.	Sep-20
Marshall Islands	PII, Jerry Kramer	Tony	FFA	s9(2)(f)(iv)	On hold due to RMI lock down o/a of CV19

<i>Regional initiative</i>	<i>All members</i>	<i>Franklin/Allison</i>	<i>Australian Skills Development Institute</i>	<i>Business planning and feasibility training for members to facilitate assessment of new proposals and joint ventures, and build capability to develop their own business cases. Will include a training module "Finance for non-financial managers". Scheduled for 23 - 27 March but now postponed indefinitely.</i>	<i>On hold due to Fiji lock down o/a of CV19</i>
<i>Tuvalu Fisheries</i>	<i>Mike Batty</i>	<i>Tony/Franklin</i>	<i>Mereia Volavola</i>	<i>Draft business plan for FOFA is under review with feedback awaited from stakeholders. Next step for consultant to finalise the business plan.</i>	<i>Apr-20</i>
<i>PNG Fishing Industry Association</i>	<i>Jonathan Manieva</i>	<i>Tony/Franklin</i>	<i>FFA</i>	<i>Assist PNGFIA to prepare a White Paper for industry to engage with government on export and investment incentives.</i>	<i>Jul-20</i>
<i>PNG Fishing Industry Association</i>	<i>Jonathan Manieva</i>	<i>Tony</i>	<i>FF/tbc</i>	<i>Assess options and feasibility of establishing solar cold storage capability at remote points of aggregation before transport to market.</i>	<i>Jul-20</i>
<i>Fiji, Ministry of Fisheries</i>	<i>Craig Strong</i>	<i>Tony/Franklin</i>	<i>tbc</i>	<i>To undertake a fish processing hub feasibility study for Fiji</i>	<i>May-20</i>
<i>VFL</i>	<i>Pranay Kissun</i>	<i>Tony/Franklin</i>	<i>tbc</i>	<i>Undertake a review of operations and develop a comprehensive business plan for VFL to develop its exports.</i>	<i>1/05/2020 dependent on sourcing a Fiji-based consultant</i>

Annex D: IEEBTF Annual Budgets 2017 – 2020

ANNUAL BUDGETS FOR THE PROJECT 'INCREASING EMPLOYMENT AND ECONOMIC BENEFITS FROM TUNA FISHERIES' 2017 - 2020

Budget for 2017

Output No.	Output (i.e. explanation of what will be produced)	Estimated cost NZ\$
0	Non-output specific costs/Management costs	
	<i>In-Direct Project Support Costs by Type</i>	
	Programme Support (15% of activity budget)	169,540
1.	Coordinate the development and implementation of high employment standards for crew and process workers	
	<i>Detailed Inputs to deliver this output (i.e resource activities)</i>	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) package.	s9(2)(a)
	Staff Airfares	9,540
	Staff Per diem	4,070
	Consultants fees: Review of crewing legislation, labour standards	17,300
	Consultants airfares	4,770
	Consultants per diem	2,040
	Crewing Workshops involving government officials from fisheries and labour and crewing agents.	187,600
	Computer & software for IFM	3,070
2.	Investment Appraisal and Facilitation	
	Staff Salaries: 50% of Investment Facilitation Manager's (IFM) salary	s9(2)(a)
	Staff airfares for national studies and investment reviews	57,230
	Staff per diem for above	73,380
	Consultant fees to undertake national studies and review of regional hub concept.	173,480
	Consultant airfares to undertake national studies and investment reviews	57,230
	Consultant per diem	55,040
3	Assistance to SMEs	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) salary.	s9(2)(a)
	Staff airfares for visits to national SMEs	9,540
	Staff per diem	5,690
	Consultant fees	16,150
	Consultant airfares	9,540
	Consultant per diem	5,690
4	Capacity of Competent Authorities	
	Staff and exchanges airfares for visits to review and strengthen competent authorities	76,310
	Staff and exchanges per diem	91,380
	Consultant fees	129,230
	Consultant airfares	38,150
	Consultant per diem	45,690
	Total Cost	380,760

Budget for 2018

Output No.	Output (i.e. explanation of what will be produced)	Estimated cost NZ\$
0	Non-output specific costs/Management costs	
	<i>In-Direct Project Support Costs by Type</i>	
	Programme Support (15% of activity budget)	185,496
1.	Coordinate the development and implementation of high employment standards for crew and process workers	
	<i>Detailed Inputs to deliver this output (i.e resource activities)</i>	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) package.	s9(2)(a)
	Staff Airfares	9,540
	Staff Per diem	4,070
	Consultants fees: Review of crewing legislation, labour standards	30,000
	Consultants airfares	9,500
	Consultants per diem	8,280
2.	Investment Appraisal and Facilitation	
	Staff Salaries: 50% of Investment Facilitation Manager's (IFM) salary	s9(2)(a)
	Staff airfares for national studies and investment reviews	48,153
	Staff per diem for above	61,741
	Consultant fees to undertake national studies and review of regional hub concept.	133,217
	Consultant airfares to undertake national studies and investment reviews	48,153
	Consultant per diem	46,210
3	Assistance to SMEs	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) salary.	s9(2)(a)
	Staff airfares for visits to national SMEs	9,540
	Staff per diem	5,690
	Consultant fees	16,150
	Consultant airfares	9,540
	Consultant per diem	5,690
4	Capacity of Competent Authorities	
	Staff and exchanges airfares for visits to review and strengthen competent authorities	76,310
	Staff and exchanges per diem	91,380
	Consultant fees	129,230
	Consultant airfares	38,150
	Consultant per diem	45,690
	Total Cost	380,760

Budget for 2019

Output No.	Output (i.e. explanation of what will be produced)	Estimated cost NZ\$
0	Non-output specific costs/Management costs	
	<i>In-Direct Project Support Costs by Type</i>	
	Programme Support (15% of activity budget)	185,496
1.	Coordinate the development and implementation of high employment standards for crew and process workers	
	<i>Detailed Inputs to deliver this output (i.e resource activities)</i>	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) package.	s9(2)(a)
	Staff Airfares	9,540
	Staff Per diem	4,070
	Consultants fees: Review of crewing legislation, labour standards	30,000
	Consultants airfares	9,500
	Consultants per diem	8,280
2.	Investment Appraisal and Facilitation	
	Staff Salaries: 50% of Investment Facilitation Manager's (IFM) salary	s9(2)(a)
	Staff airfares for national studies and investment reviews	48,153
	Staff per diem for above	61,741
	Consultant fees to undertake national studies and review of regional hub concept.	133,217
	Consultant airfares to undertake national studies and investment reviews	48,153
	Consultant per diem	46,210
3	Assistance to SMEs	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) salary.	s9(2)(a)
	Staff airfares for visits to national SMEs	9,540
	Staff per diem	5,690
	Consultant fees	16,150
	Consultant airfares	9,540
	Consultant per diem	5,690
4	Capacity of Competent Authorities	
	Staff and exchanges airfares for visits to review and strengthen competent authorities	105,320
	Staff and exchanges per diem	117,560
	Consultant fees	72,500
	Consultant airfares	48,150
	Consultant per diem	37,230
	Total Cost	380,760

Budget for 2020

Output No.	Output (i.e. explanation of what will be produced)	Estimated cost NZ\$
0	Non-output specific costs/Management costs	
	<i>In-Direct Project Support Costs by Type</i>	
	Programme Support (15% of activity budget)	185,496
1.	Coordinate the development and implementation of high employment standards for crew and process workers	
	<i>Detailed Inputs to deliver this output (i.e resource activities)</i>	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) package.	s9(2)(a)
	Staff Airfares	9,540
	Staff Per diem	4,070
	Consultants fees: Review of crewing legislation, labour standards	30,000
	Consultants airfares	9,500
	Consultants per diem	8,280
2.	Investment Appraisal and Facilitation	
	Staff Salaries: 50% of Investment Facilitation Manager's (IFM) salary	s9(2)(a)
	Staff airfares for national studies and investment reviews	48,153
	Staff per diem for above	61,741
	Consultant fees to undertake national studies and review of regional hub concept.	133,217
	Consultant airfares to undertake national studies and investment reviews	48,153
	Consultant per diem	46,210
3	Assistance to SMEs	
	Staff Salaries: 25% of Investment Facilitation Manager's (IFM) salary.	s9(2)(a)
	Staff airfares for visits to national SMEs	9,540
	Staff per diem	5,690
	Consultant fees	16,150
	Consultant airfares	9,540
	Consultant per diem	5,700
4	Capacity of Competent Authorities	
	Staff and exchanges airfares for visits to review and strengthen competent authorities	105,320
	Staff and exchanges per diem	117,560
	Consultant fees	72,500
	Consultant airfares	48,150
	Consultant per diem	37,230
	Total Cost	380,760

MFAT Management Response to Increasing Economic and
Employment Benefits from Tuna Fisheries Project
Evaluation

Proactively released by the
Ministry of Foreign Affairs and Trade

Evaluation Report Recommendation	MFAT Response and Action (Agree, Partially Agree, Reject)
<p>Recommendation 1: Due to the uncertainties identified in relation to project expenditure and coding, FFA should carry out an in-house review to confirm the expenditure figures and totals for the Increasing Economic and Employment Benefits from Tuna Fisheries Project (IEEBTF) project</p>	<p>Agree – FFA to confirm expenditure for IEEBTF as part of completion reporting for phase II.</p>
<p>Recommendation 2: The activities under the project to promote fisheries development are important and support should continue. The work is strongly aligned with regional priorities and national needs. In relation to the four output areas:</p> <p>Output 1: The Evaluation has been advised that work is underway to design a separate project addressing these issues</p> <p>Output 2: Work should continue to address key analytical gaps for investments and Joint Ventures, and work with funding partners to bring resources to support development in the sector</p> <p>Output 3: Continue to facilitate market linkages e.g. through trade 'expos' when possible. Consideration should be given to the concepts raised during consultation during this evaluation as listed in section 4 b: Covid-19 support, inclusion of non-tuna/coastal fisheries, promoting national tenure/access arrangements compatible with long term investment.</p> <p>Output 4: Regional support will continue to be needed to retain national capacity and access to markets. FFA should review its ongoing role in view of the lack of agreement on RECAS.</p>	<p>Agree – activities to promote fisheries development to continue in phase II and into phase III.</p>

Evaluation Report Recommendation	MFAT Response and Action (Agree, Partially Agree, Reject)
<p>Recommendation 3: Future Project design should include the role of women in fisheries.</p> <p>The current project has developed some promising concepts to support women in the fisheries sector. However this was done by going outside the specifications of the project design. Future projects should address this by incorporating gender-related activities into the design at the outset.</p>	<p>Agree – Gender-related activities to be a clear and defined component under Phase III Activity design.</p>
<p>Recommendation 4: Future Project implementation should include a clear accountability structure.</p> <p>The level of flexibility under the current project has been appreciated, but some gaps have emerged in project reporting and monitoring. Future projects should address this through an enhanced oversight arrangement such as a joint Steering Committee with the task of reviewing progress at least annually.</p>	<p>Agree – The MFAT Activity Manager to continue to conduct monthly “catch up” meetings with the FFA Programme Manager to discuss ongoing management of the programme.</p> <p>A joint steering committee to also be stood up for Phase III to assess progress annually and provide strategic oversight.</p>

Evaluation Report Recommendation	MFAT Response and Action (Agree, Partially Agree, Reject)
<p>Recommendation 5: Project indicators should de-emphasise 'travel' as a measure of outputs.</p> <p>Several of the indicators under the current project focus on 'number of missions' conducted by staff and consultants per year. The shut down of air travel has not only made these impossible to achieve, but also highlighted that they are poorly specified; they appear to incentivise 'travel' as an end in itself, rather than a means to achieve project goals. In future project design, indicators should move away from this kind of measure and focus on what is to be achieved through travel. This would not be aimed at eliminating missions to member countries but would ensure that opportunities are taken for more cost effective means of engagement when appropriate.</p>	<p>Agree – Phase 3 indicators to focus on measureable project outputs and outcomes using travel as one of the modes to achieve outputs and outcomes in addition to virtual engagement.</p>