

MFAT Management Response to the Review of Maritime Activities

Evaluation:	Review of Maritime Activities
Context for the evaluation	<p>MFAT has supported a range of activities in the Pacific maritime sector as part of its official ODA programme. Whether for trade, economic, social, educational, health care, and/or cultural purposes, shipping and artisan/subsistence fishing are key parts of life for Pacific people. Supporting safe, reliable shipping in the Pacific is therefore an important goal for MFAT's maritime interventions.</p> <p>The purpose of the Review was to help inform the future direction of the programme design and, subject to Activities being deemed effective, to provide recommendations based on available evidence. The Review will contribute to resourcing and other decisions on the upcoming 2021-2024 triennium's investment in maritime activities, particularly with regard to the current suite of Activities.</p> <p>The Review was undertaken between January and May 2021 using a mixed-method approach comprising document analysis and stakeholder interviews primarily conducted by video conference. The interviews were guided by Key Review Questions (KRQ) aligned to the review scope and approved by the New Zealand Ministry of Foreign Affairs and Trade (MFAT). The Review team interviewed or received written responses from 26 groups comprising more than 60 people covering seven countries and the partner implementing agencies.</p>
Summary	<p>All Activities were found to be highly relevant and aligned with domestic Pacific Island Country (PIC) priorities. Overall, where the programme delivery had progressed sufficiently, Activities were found to be effective in improving maritime safety. Tangible outputs had the greatest impact, particularly hydrographic charting products, which have multiple value-adding uses. It was recommended to continue the current approach of customising Activities for local contexts, and sharing decision making with partner countries. It was also recognised that progress gained to date will take time to embed, and recommended that a long term theory of change should be developed and shared. Exit strategies were deemed to be premature.</p>

MFAT broadly agrees with most of the recommendations of the Review. The findings will be used to inform future business cases for Activities, subject to ongoing funding, governance and priorities.

Where MFAT only partially agrees with the recommendations, it is mostly due to minor details, or due to balancing the recommendation with what is achievable under funding parameters, subject to governance decisions and given COVID-19 disruptions.

Date of Unit Manager acceptance of the final evaluation report 13 October 2021

Approval of the MFAT Management Response

Date: 22 October 2021

Recommendation	Response and Action (Agree, Partially Agree, Reject)
At a portfolio level, the Review team recommends that MFAT:	
<p>Prepares and promulgates a long-term strategy for the maritime sector (within the Transport sector) that includes agreement on an intervention logic (Theory of Change) which all maritime investment ‘falls under’, underpinned by improved governance.</p>	<p>Agree.</p> <p>Theories of Change are currently being developed for all sector and thematic areas at MFAT, transport included. Establishing a long-term maritime strategy will aid governance teams by providing a point of reference to reflect on the progress and continued alignment of activities, and will help with justification for ongoing investment.</p>
<p>Continues to provide ODA funding for the maritime sector beyond MFAT’s triennium cycle, guided by the long-term strategy to lock in successes and deepen interventions with continued effort in current countries before expanding geographic reach.</p>	<p>Agree, subject to available resources, and governance decisions on relative priorities.</p> <p>MFAT agrees that exit-strategies would be premature and that improvements observed to date will take time to embed. Maritime sector activities continue to be a high priority and highly valued by partner governments. Geographic expansion of activities under current funding parameters would struggle to meet minimum viable investment requirements, and would detract from the ability of existing activities to make progress in countries where they are currently committed.</p>
<p>Continues to ensure that its maritime initiatives align with work in the Pacific undertaken by regional agencies and other development partners, e.g. ADB and World Bank, through dialogue and funding contributions.</p>	<p>Agree.</p> <p>MFAT sees value in cooperative alignment with other development partners to encourage coherent strategies and avoid duplication of efforts.</p> <p>MFAT coordinates with other donors, regional partners and through the Pacific Regional Infrastructure Facility (PRIF) on transport development initiatives.</p>

Recommendation	Response and Action (Agree, Partially Agree, Reject)
<p>Maintains a multi-pronged approach and suite of initiatives, customised to the needs of participating countries, and involves said partner countries in decision making complemented by a risk-based approach (especially for domestic vessel safety).</p>	<p>Agree.</p> <p>MFAT values the partnership of participating countries and recognises that each has unique requirements. The success of Activities is dependent on the degree to which options are appropriate for local contexts. This must be informed and guided by partner governments. As such, MFAT will work to strengthen in-country governance of Activities to ensure partner participation.</p> <p>MFAT also agrees that the activities within the current multi-pronged approach are coherent and complementary. Maritime safety improvements require a holistic approach, therefore it is logical to simultaneously target regulatory and institutional strengthening, as well as community engagement and operational-level support.</p>
<p>Ensures implementing partners undertake monitoring against Results indicators to track progress and then use the monitoring data to make informed investment decisions. This would also include reviewing the results frameworks of each Activity to ensure the data gathered can report on the effects the activities are having on beneficiaries, and can be measured against the national development plan indicators and progress in meeting SDG indicators.¹</p>	<p>Agree.</p> <p>MFAT agrees that monitoring against results indicators is critical for informed investment decisions. There are challenges for implementation partners in terms of monitoring and reporting, exacerbated by closed borders and the inability to travel due to COVID-19. MFAT can support its partners in monitoring and evaluation by ensuring that sufficient budget is set aside for this during business case development. Engaging MFAT's Monitoring Evaluation Research and Learning team will also help to ensure that monitoring frameworks and indicators are appropriate and realistic. This includes revisiting the frameworks regularly to check whether any changes are required throughout implementation.</p>

¹ Note that MFAT may need to provide support in developing tools and providing training in their use.
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Recommendation	Response and Action (Agree, Partially Agree, Reject)
<p>Communicates achievements more effectively including within MFAT, to the Minister, and to partner countries to improve visibility and to raise the profile of the maritime sector.</p>	<p>Agree.</p> <p>While there are a number of case studies, media and social media coverage of aspects of the activities, MFAT agrees that more can be done to raise the profile and appreciation of MFAT's maritime work. Maritime transport can often struggle to compete for attention despite being critical to infrastructure and the economic health of partner countries, and despite posing genuine risks to safety and life.</p> <p>MFAT is currently building new web pages for its thematic sectors which may be a good avenue to improve visibility both internally and externally. The transport team will also make more deliberate efforts to ensure success stories are shared via appropriate communication channels.</p>
<p>At an Activity Level, the Review team recommends that:</p>	
<p><u>Pacific Regional Navigation Initiative (PRNI)</u> Secures funding for the remaining charts for Samoa and one for Tonga (Ha'apai Group) and for the rebranding work.</p>	<p>Agree subject to resources and governance approvals.</p> <p>A Business Case for the additional funding needed to complete the charts for Samoa and Tonga has been prepared, pending approval processes.</p>
<p>Recognises the importance of LINZ maintaining charts developed under PRNI, and supports LINZ to leverage any ongoing hydrography capacity building for the NZ5, including through the SWPHC.</p>	<p>Agree.</p> <p>LINZ has both the expertise and mandate to continue this work in future.</p>
<p>Notes that new initiatives which collect hydrographic information will lead to the need for new nautical charting to be funded.</p>	<p>Noted.</p>

Recommendation	Response and Action (Agree, Partially Agree, Reject)
Ensures any MFAT investment for new ports/harbours, or similar developments, considers and addresses hydrographic requirements.	<p>Agree.</p> <p>Maritime transport forms part of the infrastructure, energy and transport team within the Pacific and Development Group of MFAT. We can promote the value of hydrographic data for new infrastructure involving port/harbour development projects, and also highlight its importance with bilateral teams and Posts.</p>
Supports any approaches that lead to legislative change recognising LINZ's responsibilities as the Primary Charting Authority for the five New Zealand countries for which it is PCA.	<p>Partially agree.</p> <p>MFAT will provide what support it can to assist LINZ to achieve recognition and sufficient funding allocation to meet their obligations in the Pacific. This has been discussed with LINZ senior management. While legislative change would be beneficial, we do not agree that legislative change is required to recognise LINZ's PCA authority.</p>
<p><u>Pacific Maritime Safety Programme (PMSP)</u></p> <p>Designs an adequately funded Phase 4 that targets its focus more clearly and is underpinned by a stronger MERL Framework.</p>	<p>Agree, subject to available resources, and governance decisions on relative priorities.</p> <p>MFAT aims to develop a business case seeking further funding to give assurance of continuity to Partner countries, and the MERL framework will be reviewed as part of this process.</p>
Recognises that MFAT has a long-term commitment to improving maritime safety in the Pacific and that an exit strategy is premature.	<p>Agree.</p>
Continues a strong focus on community engagement, regulatory frameworks and SAR/MARPOL aimed at preventing/minimising maritime incidents, with the weighting of effort determined in conjunction with partner governments.	<p>Agree.</p>

Recommendation	Response and Action (Agree, Partially Agree, Reject)
<p>Reviews delivery of 'kit' based on sustainability, including development of supply chains and defining an end-state for 'wrap around' support.</p>	<p>Partially agree.</p> <p>MFAT agrees with the recommendation that supply chain development for provision of 'kit' is important, and that ideally countries will achieve resilient, sustainable support systems which are not reliant upon New Zealand's partnership. As such, in partnership with countries, MFAT will investigate effective end-states. However, MFAT understands that the sustainability of 'kit' delivery will be dependent on many unpredictable supply-chain and economic variables, particularly with current COVID-19 disruptions. Therefore defining an end-state for support may not yet be possible for 'kit' provisions at this time.</p>
<p>Separates 'domestic shipping safety' and 'infrastructure' in Output 3 (Support for maritime sector education and seafarer training) into two separate outputs and implementing agencies (support to the regulator to sit with MNZ and support to operators to sit with PIDSS).</p>	<p>Partially agree.</p> <p>The review team confirmed after the final report that this is an error, and this recommendation pertains to Output 4 (vessel and navigation safety improvements) not Output 3 (maritime sector education and training).</p> <p>MFAT agrees with the assessment that domestic shipping safety is a high-risk area which justifies separation into its own output.</p> <p>MFAT will give consideration to the relationship between Maritime NZ and SPC and how each partner's strengths could be best utilised within future Activity phases.</p>
<p>Discontinues support to maritime training institutes.</p>	<p>Partially agree.</p> <p>MFAT agrees that direct financial support to maritime training institutions via maritime Activity funding has not consistently produced good ROI for improving maritime safety outcomes. However, MFAT would clarify that it still sees value in supporting maritime training institutions in some cases, where appropriate and possible, by assisting with development of curriculum or qualification standards in partnership with relevant New Zealand agencies.</p>

Recommendation	Response and Action (Agree, Partially Agree, Reject)
Hastens engagement with Samoa country assessment.	<p>Partially Agree, subject to conditions.</p> <p>MFAT agrees that increasing engagement with Samoa would be mutually beneficial and appropriate. MFAT also recognises the benefits of maintaining momentum and enthusiasm by doing so in a timely manner. However in the near-term, the hastening of engagements will realistically need to be balanced by limited funding and comparative risks across all participating countries. MFAT will also consider timing and deployment of resources based on the ability of participating countries to undertake in-country engagements, given ever-evolving COVID-19 constraints.</p>
<p><u>Pacific Islands Domestic Shipping Safety (PIDSS)</u></p> <p>Continues a funding contribution to SPC's broader maritime safety efforts.</p>	<p>Partially Agree, subject to available resources, and governance decisions on relative priorities. MFAT believes that SPC's broad maritime efforts contribute to enhancing domestic shipping safety across the Pacific Region and enables New Zealand to partner with countries that have high-risk contexts, but do not participate in PMSP. MFAT is not satisfied that the current level of investment has enabled the PIDSS programme to demonstrate its full potential.</p> <p>A contribution to SPC's broader maritime safety efforts will be one of the possible options considered as part of maritime transport's investment pipeline management decisions.</p>
Supports SPC to work in PICTs that MFAT, through New Zealand-based partners, cannot realistically reach.	<p>Partially Agree. As above.</p>

Recommendation	Response and Action (Agree, Partially Agree, Reject)
Supports using a risk assessment approach to determine where best to focus efforts to improve domestic ferry safety.	<p>Partially Agree, subject to available resources, and governance decisions on relative priorities.</p> <p>If MFAT is to continue its support of PIDSS in its current format, a risk-based distribution approach is logical, though investments should still be balanced by scale and achievability for appropriate targeting (focus on areas where the funding amount can make a difference and avoid being spread too widely or thinly).</p>
Identifies ways to better manage aspects of the SPC and MNZ's relationship.	<p>Partially Agree</p> <p>MFAT is aware of some limited past relationship issues and philosophical differences between Maritime NZ and SPC, and will remain alert to possible signs or implications of this moving forward. MFAT has a role in coordinating partners and Activities to ensure cohesion and prevent duplication.</p> <p>MFAT has worked with both partners facilitating workshops to determine the most complementary approaches to achieve the overall maritime programme outcomes. MFAT will continue to review and implement governance improvements should both programmes continue.</p>