



Phase III Programme Review - Te Pātuitanga Ahumoana a Kiwa (Te Pātui)



ALLEN + CLARKE



Acknowledgements

The *Allen + Clarke* team acknowledges the contribution of all interview participants and stakeholders who were contacted throughout this review. The review process has benefited from supportive and cooperative engagement with Te Pātui's advisors, management and external stakeholders.

Document status:	Final
Version and date:	V2; 13/06/23
Author(s):	Rebecca Gray, Khanh Ton
Filing Location:	A+C\NZ - Work\Ministry for Primary Industries\2022 Te Patui Mid-term Review\04 Deliverables\Reports\Report drafting
Peer / technical review:	Nick Leffler
Verification QA changes made:	Rebecca Gray
Proof read:	Nathan Liu
Formatting:	Nathan Liu
Final QA check & approved release:	Marnie Carter, Practice Lead



+64 4 890 7300
office@allenandclarke.co.nz
www.allenandclarke.co.nz



Quality
ISO 9001

Allen + Clarke has been independently certified as compliant with ISO9001:2015 Quality Management Systems



Table of Contents

Executive summary	5
Background.....	5
Key findings	5
Recommendations.....	7
1 Introduction	8
2 Programme review of Phase III	10
2.1 Purpose and key evaluation questions of review.....	10
2.2 Scope and focus.....	11
3 Methods	12
3.1 Data collection.....	12
3.2 Thematic analysis and reporting	13
3.3 Strengths and limitations.....	13
3.4 Report structure.....	14
4 How has the programme responded to COVID-19?	15
4.1 Programme adaptation.....	15
4.2 Return to hybrid learning.....	16
4.3 Challenges and lessons	16
5 Progress in achieving outputs and short- and medium-term outcomes	17
5.1 To what extent is Te Pātui effectively delivering on its expected outputs?	17
5.2 To what extent is Te Pātui effectively delivering on its expected medium- and short-term outcomes?.....	18
5.3 How relevant does Te Pātui remain to New Zealand's objectives in the Pacific?	24
6 Are the governance arrangements designed for this phase working effectively?	26
6.1 Governance relationships	26
6.2 Planning, monitoring, and reporting tools	27
6.3 Adding value.....	28
6.4 Challenges and opportunities to increase value	29
7 Discussion and recommendations	32
7.1 Recommendations to be considered by the end of the current phase	32
7.2 Recommendations for change in the design of Phase IV.....	34
Appendices	37
Appendix A: Research methodology	38
Overall analysis approach	38
Considerations for research conduct.....	38
Data collection	39
Appendix B: List of documents reviewed	41
Appendix C: Types of reports	42
Appendix D: Case examples	43



Terms used in this report

Table 1. Glossary

Term	Definition
EEZ	Exclusive Economic Zone
FFA	Pacific Islands Forum Fisheries Agency
FM	Fisheries Management
MCS	Monitoring, Compliance and Surveillance
MCS&E	Monitoring, Compliance, Surveillance and Enforcement
MFAT	Ministry of Foreign Affairs and Trade
MPI	Ministry for Primary Industries
PIC	Pacific Island Country
SC	Steering Committee
SPC	The Pacific Community (formerly the South Pacific Commission)
Te Pātui	Te Pātuitanga Ahumoana a Kiwa, meaning “partnerships in Pacific fisheries”
TMG	Technical Management Group



Executive summary

Background

Te Pātuitanga Ahumoana a Kiwa (Te Pātui) is a joint Ministry of Foreign Affairs and Trade (MFAT) and Ministry for Primary Industries (MPI) programme which aims to strengthen the capacity of Pacific Island fisheries administrations to manage their fisheries. It tailors support to partner countries' needs. Te Pātui provides training, mentoring and assistance in two main areas: Fisheries Management, and Monitoring, Control, Surveillance and Enforcement.

Phase III of the programme runs for five years from mid-2019 to mid-2024. This programme review covers the first three years and the first half of the fourth, and aims to assess progress towards outcomes, assess the governance arrangements which were put in place for Phase III, take stock of how the programme responded to COVID-19, and identify recommendations to inform the final year of Phase III and the design of Phase IV. The review method was a qualitative synthesis of information from stakeholder interviews and documents relating to the programme's planning and implementation.

Key findings

Adaptation

The review found that adapting to the COVID-19 pandemic, which began around half a year into Phase III, was very challenging but ultimately productive. Te Pātui is a programme that thrives on relationships and in-person collaboration. Some of these relationships and collaborations were paused while partner countries grappled with the pandemic response. Te Pātui already had plans to investigate hybrid learning, with more online components, in Phase III. As travel became restricted due to closed borders, the development of online learning had to be accelerated. Despite some challenges with remote delivery – inconsistent internet connectivity, different preferences for engagement and learning styles, “Zoom fatigue” – the online components have developed well and are well-received. Since travel has resumed, the hybrid learning model is more embedded. Advisors can provide participants with the same online learning materials before running effective in-person workshops, then remain available for long-distance advice.

Progress towards outputs and outcomes

Te Pātui has been effectively delivering activities, enabled by three key strengths: the range of complementary delivery methods, the relevance of content, and the approach to engagement. Being partner-led means that Te Pātui tailors activities to each country's needs and priorities. Over time this approach has built trusting relationships, ongoing mentoring, and helped to ensure that participants in training courses can apply what they have learned. It has also helped Te Pātui contribute to New Zealand's international reputation and build connections between players in different parts of the Pacific fisheries system.

The programme's outcomes show good progress in increasing skills and confidence among Pacific fisheries staff. There are also notable achievements in progressing fisheries



management plans and coordination with other regional stakeholders, although these outcomes take time and many are still in progress. Improvements in monitoring, control and surveillance practices are becoming apparent, though this area is more in development. Capacity and staff retention in Pacific fisheries agencies continues to be a challenge to the longer-term sustainability of the skills and practices that Te Pātui supports. At this stage there is still a need for Te Pātui to keep delivering professional training to new staff, although ideally in the longer term this need should reduce.

Governance

Te Pātui is functioning as a constructive collaboration between MFAT and MPI. The governance arrangements put in place for Phase III are broadly working well, with positive relationships and improved monitoring and reporting processes. Some aspects of operational decision-making could still be clarified and improved, and there is scope to streamline the reporting requirements to reduce the burden on staff.

Areas for improvement

The major administrative challenge in Phase III has been the process for approving spending on travel. It has become costly and time-consuming due to the number of high-level signoffs required from MPI management. Otherwise, the review has found that Te Pātui does not require further structural changes but could benefit from streamlining of reporting, more attention to leveraging senior-level relationships, investigation of how participation in courses can be recognised, and more strategic planning for the next phase. This planning should include needs assessments, further alignment with national and regional strategies, consultation with regional partners, and commitment to supporting enough staff and prioritising their activities if requests for help increase.



Recommendations

Recommendation 1	Deliver a proposal to MPI senior leadership, outlining the rationale for a simplification of the travel approval process
Recommendation 2	Allow space in the Concept Notes planning tool for recording of regional agency involvement in activity design
Recommendation 3	Identify the types of data that can realistically be requested from Pacific fisheries agencies to show progress towards improvements in fisheries management and monitoring, control and surveillance
Recommendation 4	Review reporting requirements and identify areas where less content is needed or where signoff could be simplified
Recommendation 5	Continue to review and update the indicators and targets in the MERL framework
Recommendation 6	Consult with qualifications authorities and others about the most feasible approach to getting Te Pātui coursework recognised as part of a formal qualifications pathway
Recommendation 7	Conduct country-level assessments at the start of Phase IV
Recommendation 8	Involve the Steering Committee and others with relevant expertise in defining how Te Pātui fits with other bilateral programmes
Recommendation 9	Work with partners in regional agencies to agree on a needs assessment and inform the design of Phase IV
Recommendation 10	Carry out a cost effectiveness assessment before further investment in the online learning platform
Recommendation 11	Looking at recent levels of requests since travel resumed, project the likely workload and type of work that advisors can expect, and plan for staffing accordingly
Recommendation 12	Develop a process for assessing and prioritising responses to requests for support
Recommendation 13	Maintain a database of contacts who have been through Te Pātui training, and reach out periodically to exchange updates about Te Pātui activities and the roles that participants are currently undertaking



1 Introduction

Te Pātuitanga Ahumoana a Kiwa (Te Pātui) is a joint Ministry of Foreign Affairs and Trade (MFAT) and Ministry for Primary Industries (MPI) programme which aims to strengthen the capacity of Pacific Island fisheries administrations to manage their fisheries. In doing so, it is intended to strengthen partnerships and ultimately contribute to social, economic, and environmental benefits. Te Pātui has been in place since 2011 and has partnered with fisheries administrations in 15 Pacific Island countries and territories. Phase I of the programme ran from 2011 to 2014, and Phase II from 2014 to 2019. Phase III of the programme (which this review pertains to) runs from 2019-2024.

For Phase III, Te Pātui's support focuses on Fisheries Management and Monitoring, Control, Surveillance and Enforcement (MCS&E or MCS). Fisheries management focuses on the overall governance and sustainable management of fishery resources. MCS¹ specifically deals with monitoring, controlling, and enforcing compliance with fishery regulations to combat illegal fishing activities and support effective management practices.

Support is delivered through in-country and remote assistance; attachments; secondments; mentoring; and through training opportunities (workshops, individual training, and online e-learning)². Phase III of the programme implemented the recommendations from the Final Evaluation of Phase II³. The changes included a more flexible approach, aiming to tailor the programme to the needs of Pacific partners and to ensure governance, monitoring, and evaluation are useful for MPI to track efficiencies and for MFAT to ensure fit with its strategic approach in the region.

Figure 1 shows the current results diagram for the Te Pātui Phase III, describing (from bottom to top) the activity's outputs (technical activities, and governance and cooperation), and their connection to short-, medium- and long-term outcomes, and objectives.

¹ This work area is referred to as either MCS&E (including Enforcement) or MCS, referring to the monitoring, control and surveillance activities delivered by Pacific fisheries administration staff. Because more of the planning documents and interviewees consulted for this review used the shorter acronym, this review report will default to using "MCS".

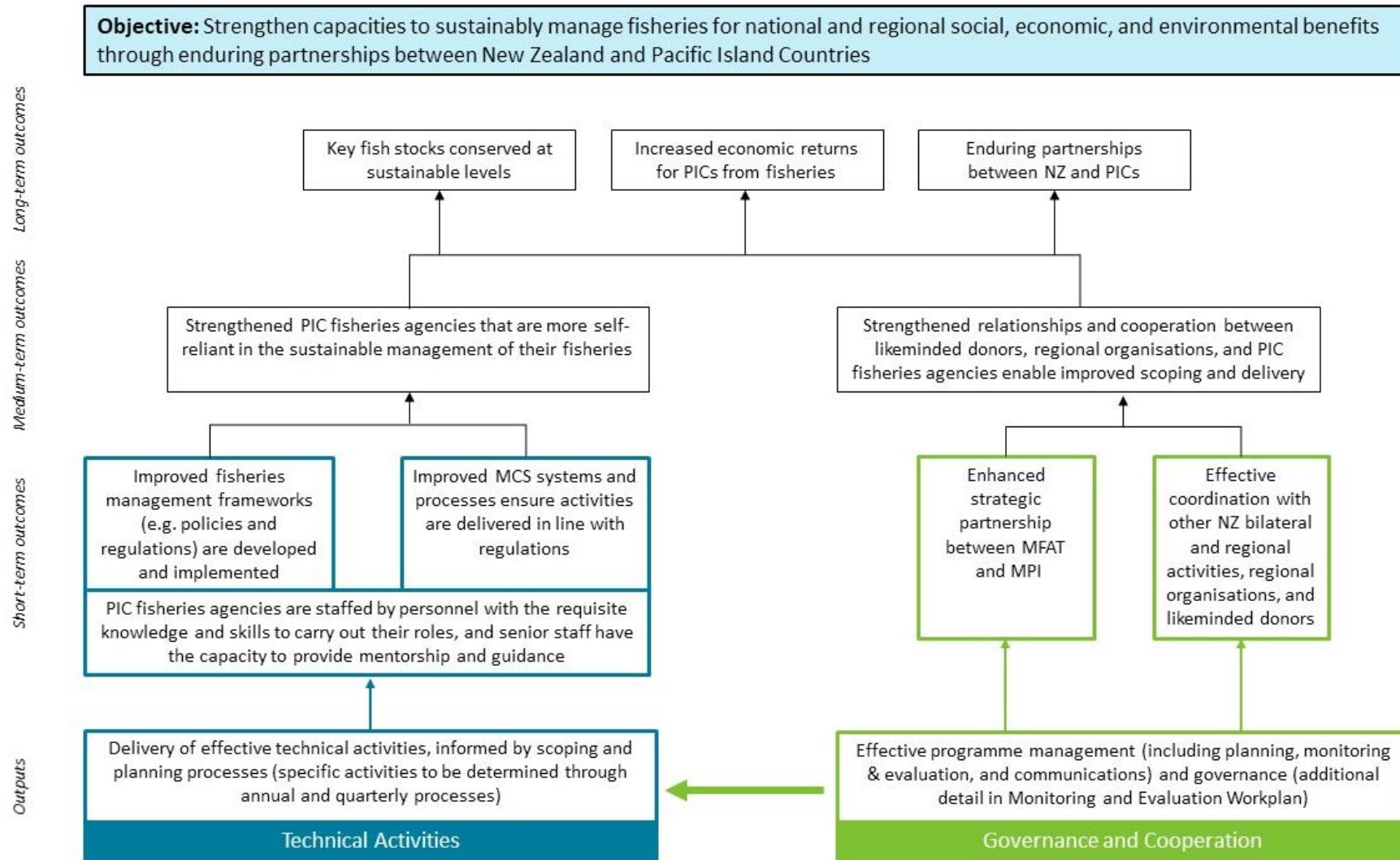
² Details of the support activities are described here.

[Partnerships in Pacific Fisheries | NZ Government \(mpi.govt.nz\)](https://www.mpi.govt.nz/partnerships-in-pacific-fisheries)
[44431-Te-Patuitanga-Ahumoana-a-Kiwa \(mpi.govt.nz\)](https://www.mpi.govt.nz/44431-te-patuitanga-ahumoana-a-kiwa)

³ Allen + Clarke (2018). *Evaluation of the Fisheries Management and Development Initiative: Final report*. 20 June 2018. Wellington: Allen + Clarke



Figure 1. Results diagram for 2019-20, from Te Pātūi Phase III Monitoring and Evaluation Plan





2 Programme review of Phase III

2.1 Purpose and key evaluation questions of review

MPI and MFAT commissioned *Allen + Clarke* to undertake a review of Phase III of the programme, covering years 1-3 and the first two quarters of year 4. The review’s purpose is to:

1. Assess progress towards achieving the programme outcomes
2. Assess whether the governance arrangements designed for this phase are working effectively
3. Take stock of how the programme has responded to COVID-19; and
4. Identify recommendations to inform the design of Phase IV, including the design of activities and governance arrangements.

The review findings will also inform decisions on the final year of Phase III of the programme, and the resumption of in-country activity following the pandemic.

Table 2 shows the review’s key questions, with criteria relating to the Organisation for Economic Co-operation and Development-Development Assistance Committee (OECD-DAC) evaluation criteria, and more detailed sub-questions to be addressed.

Table 2. Phase III review key questions, criteria, and sub-questions

Key questions and criteria	Sub-questions
1. Progress being made in achieving Te Pātui’s outputs and short- and medium-term outcomes (effectiveness, relevance, coherence, impact)	1.1 To what extent is Te Pātui effectively delivering on its expected activities?
	1.2 To what extent is Te Pātui effectively delivering on its expected outcomes?
	1.3 How relevant remains Te Pātui to New Zealand’s objectives in the Pacific?
2. Value of Te Pātui’s governance arrangements (efficiency, effectiveness, sustainability)	2.1 How effective and efficient are the governance arrangements for Phase III?
	2.2 How well is the governance supported by the planning, monitoring, and reporting tools?



	2.3 How valuable has the return on investment been?
3. Response to Covid-19 impact on the programme (relevance, efficiency, effectiveness)	3.1 How effectively and efficiently has the programme adapted to pandemic conditions?
	3.2 How well is the programme adapting to a return to hybrid (remote and in-person) learning since the resumption of travel?
4. Lessons learned for improvement	4.1 What changes (improvements to design, management, governance, implementation) should be implemented before the end of Phase III?
	4.2 What changes should be included in the design for Phase IV?
	4.3 What lessons can the adaptation to COVID-19 provide for the future, including how to embed resilience in programme design and how to ensure the programme is sufficiently flexible to deal with setbacks and changes in the operating context?

2.2 Scope and focus

The Phase III programme review covers the period from its start in mid-2019 to December 2022, although some information gathered relates to the early part of 2023. The review focuses on evidence for progress towards the short and medium-term outcomes in this time period. The long-term outcomes are considered among Te Pātūi's contribution to New Zealand's overall goals in the Pacific.



3 Methods

The review is based around a qualitative synthesis of information from documentation and from key informant interviews. Further detail about the methodological approach can be found in Appendix A.

3.1 Data collection

3.1.1 Documents

Internal documents relating to Te Pātui’s planning and implementation were provided by the MPI and MFAT team.

The document review included ninety one (91) documents and participant data. The most relevant 21 documents were chosen for more detailed analysis in consideration of the duplication in content between some documents, and the requirements of the review questions. The reviewed documents include the Activity Design document and business case, the Monitoring and Evaluation Plan, quarterly and annual reports on the programmes activities, plans and progress towards goals, activity updates, meeting minutes, concept notes, AMAs, relationship health checks, and MFAT/regional development strategies and policies. A full list of documents referred to is included as Appendix B.

3.1.2 Interviews with key stakeholders

Sixteen (16) individual or paired semi-structured interviews were conducted with internal (MPI and MFAT) and external stakeholders (Pacific partners) involved in the development, governance, management, and delivery of Te Pātui (Table 3). Interviewees were selected to represent a range of perspectives and involvement with the programme. It should be noted that some interviewees have held multiple roles including in different agencies. Therefore, they could offer broad perspectives that helped to mitigate the size of the sample.

Table 3. Stakeholder interviewees

Stakeholders	# of interviews
Manager (internal)	3
Advisor (internal)	3
Programme manager (internal)	2
Steering committee (internal)	1
Pacific island fishery administration officials (Solomon Islands, Cook Islands, Tonga, Samoa, Kiribati) (external)	5



Regional administration staff (FFA, SPC) (external)	2
Total	16

3.2 Thematic analysis and reporting

A coding frame was developed iteratively, based on the review criteria, questions, and details from the documents about the programme’s planned activities, outcomes, aims, and objectives. The same coding frame was used for both data sources. Documents and interview notes were collected for coding in NVivo, a qualitative data analysis tool.

The review team tested the viability of each developing theme, made recommendations in response to the findings, and validated the findings and recommendations with the Te Pātui team and management.

3.3 Strengths and limitations

The single iterative coding framework was designed to ensure the review team could build on findings to explore similarities and differences between data types and perceptions of different stakeholder groups.

The review has featured a collaborative and participatory approach with the project team, contacts at MPI and MFAT, and Te Pātui’s Technical Management Group (TMG). This should help to ensure the review meets their needs, the findings will be used, and the recommendations can be understood and be implemented. The reviewers have had access to detailed internal documentation in order to gain an understanding of the programme’s progress and adaptations, and have been able to clarify any ambiguous findings.

The nature of the review and the relationships of stakeholders to Te Pātui meant that stakeholders were very willing and open in sharing information and their thoughts on the programme. Not all stakeholders could be interviewed, but those who were represented varying perspectives and degrees of involvement with the programme.

It was helpful to have advisors identify and make contact with potential participants in other countries; this was a pragmatic approach given their greater familiarity. The reviewers were aware that this process meant advisors might be in a position to introduce some bias by influencing which other stakeholders were interviewed, however the potential for bias is inbuilt given the design of the review meant that the people being interviewed had a stake in the programme’s success.

The review is qualitative by nature. The sample size of stakeholder interviews means that not all stakeholder perspectives are captured. The number of documents for inclusion in the analysis was also necessarily limited.



Many of the interview participants were able to discuss a view of what has been happening across the Pacific and in different countries. However, it is not possible to generalise the findings, particularly about Pacific partner views of Te Pātui, to all Pacific countries participating in this programme.

Some indicators of outcomes and outputs are not quantified. Several interview participants themselves raised an overall challenge for a review such as this, noting that while it is easy enough to list outputs it is harder to see evidence for outcomes. In particular, measurement of progress is inexact without having access to detailed data belonging to other countries on topics such as fisheries management over time. Seeking such data was not within this review's scope. As a result, it is not possible to make complete judgements about the progress toward some outcomes.

3.4 Report structure

The following sections present findings to address the review questions. It also refers to two “case examples”, attached as Appendix D. These were constructed with information from reports and interviews, showing examples of the type of support that Te Pātui has been offering Pacific countries in Fisheries Management and Monitoring, Control and Surveillance (MCS). Shorter summaries are included in the report section about outcomes.

The findings are discussed narratively. Where quotes are used to illustrate themes, they are attributed with a note about the person's role – either Pacific Partner (including in-country and regional fisheries agencies), Advisor, or Manager (which encompasses the programme managers and representatives on governance groups).

The first question area presented was listed as Question 3 in Table 1 (above). However, it provides the context for the rest of the findings given that most of Phase III has been impacted by COVID-19. Discussing adaptation to COVID-19 first avoids repetition in subsequent sections. Section 4 covers the COVID-19 response, Section 5 covers progress towards outputs and outcomes, Section 6 addresses the questions about governance arrangements and value, and Section 7 covers the discussion and recommendations.



4 How has the programme responded to COVID-19?

4.1 Programme adaptation

The third phase of Te Pātui began in mid-2019, so was underway for around half a year before the COVID-19 pandemic occurred. This phase's design included plans to develop a hybrid learning model involving remote as well as in-person delivery. This was partly intended to reduce travel. Even before the pandemic, advisors were starting to provide more long-distance support for activities such as developing fisheries plans. However, the onset of the pandemic and travel restrictions meant a number of planned activities with in-person engagement had to be cancelled.

Relationships with Pacific Island partners were variably maintained or paused depending on existing relationships and collaborations that were underway at the time. In countries where Pacific fisheries administration staff had turned over around the time of the pandemic, it was less likely that advisors would maintain connections until things picked back up after the pandemic. This also varied by each country's government response; some pulled more staff away from fisheries management to COVID-19 responses, some became busier on other priorities.

Having those staff with those long term connections is absolute gold. It's really hard to start during COVID from cold. And even those who had good connections, you know, really grappled with just how to engage ... it was a little bit of a battle for airtime, lots of staff around the region got pulled into, you know, responses and stuff like that. (Manager)

In response to the pandemic lockdowns, development of online learning tools was unexpectedly fast-tracked. Given the unplanned nature and fast adaptation to the change of circumstances, this was a challenging time. The Te Pātui advisors had not been trained or recruited as online learning specialists. The process of adapting the programme delivery to COVID-19 circumstances therefore required significant and unanticipated upskilling. However, advisors saw some silver linings in their experience: being stuck in lockdowns meant they had time to focus on developing online learning. The pandemic circumstances also meant that partners, despite their preference for face-to-face contact, became open to adopting online learning, given the lack of other options and the normalisation of remote, online work.

Pre-COVID ... there was a desire to have a blended approach and we were proactively developing that ... [COVID] accelerated it. It wasn't a transition so much as a flicking of a switch, you know ... from what I've seen during COVID times, the shift to doing stuff virtually was done very quickly. It was done very professionally – with real intent and professionalism. (Manager)



4.2 Return to hybrid learning

The resumption of travel has been greeted enthusiastically by partners in the Pacific, and advisors have had increasing requests for visits. In the later part of Phase III a number of the relationships that had been put on hold are resuming, in many cases with new staff in those countries. During this initial stage of resuming in-person contact, travel has still not been as easy or cost-effective to arrange compared to before the pandemic. The current economic outlook is also different to pre-pandemic times, which may make travel less cost-effective again.

Some partners continue to find online or heavily text-based learning material challenging to access. The adoption of hybrid learning represents an understood need to compromise despite many partners' preference for in-person learning. Both the trainers and learners appreciate that the hybrid learning model ensures that all participants can access and engage with the same material in their own time, so that when they come together in person they have a common starting point and less time needs to be dedicated to establishing everyone's knowledge level. Visits can then more efficiently focus on the activities that work best in person.

Hybrid is good because that's one of the options. Like we have it face to face or virtual meeting or hybrid that we have more options to do. (Pacific Partner)

4.3 Challenges and lessons

Te Pātui has always been focused on the practical application of skills, some of which are operational in nature, so delivering the more practical elements of training is more successful in person. People from Pacific cultures tend to have a strong preference for in-person engagement.

The amount of written course material makes language barriers more difficult without in-person support. "Zoom fatigue" due to more and more work moving to online meetings was mentioned a number of times. For both trainers and learners, it can be difficult maintaining attention and interaction online. In addition, internet connectivity is not reliable in all areas.

The paused relationships and changes in partner countries' capacity and priorities meant that some initial ideas about Te Pātui activities that were to be delivered in-country in Phase III were put aside. However, many stakeholders give the programme and its staff credit for keeping things going and managing through all the changes. The pandemic experience has shown that external shocks will impact capacity and affect the degree to which partners in other countries can engage with a programme like this. However, attention to relationships and flexibility with the sequencing of activities can allow reengagement to happen at a pace that works for all parties.



5 Progress in achieving outputs and short- and medium-term outcomes

5.1 To what extent is Te Pātui effectively delivering on its expected outputs?

Overall, delivery of activities (e.g. capacity building, technical support, development or review of strategies and policies, provision of equipment) has been effective considering the constraints and challenges of COVID-19 during Phase III.

The review has found three key strengths supporting Te Pātui's effective implementation of activities. These are in the delivery methods, the relevance of content, and the approach to engagement.

5.1.1 Delivery

Te Pātui has delivered support through various forms including direct one-on-one in-country and remote assistance, attachments, secondments, mentoring, and training opportunities. There is a mixture of direct and planned support activities, and ad-hoc mentorship and providing advice on an ongoing basis. The varied delivery modes have supported its adaptability and flexibility to meet the needs and the contexts of participants in different countries. For instance, some Pacific partners valued one-on-one mentorship that allows them to work closely with the advisors and learn from them. Others report appreciating the hybrid model. Online sessions (e.g. webinars) were perceived as effective to refresh participants' knowledge and get them up to speed on basic concepts before in-person delivery.

I think this is the most effective model of aid delivery that I've ever seen. Because.... It offers the mentoring. It is one-on-one. (Pacific Partner)

They're flexible to accommodate our needs... I suggested, you know, we can have the webinar, a week prior to the face-to-face training. (Pacific Partner)

5.1.2 Relevant content and support

Te Pātui's delivery of programming and support has been underpinned by a partner-driven approach to deciding priorities. The Te Pātui team consulted with Pacific fisheries staff and management (through field visits and remote consultations, which informed the content of the concept note and country profile tools) to understand and address their needs. There is some room for improvement at the strategic level in the way the support is scoped and designed (see Section 6.4.3). Generally speaking, however, the Pacific fisheries agency partners agreed that the support is effective and relevant.

Te Pātui they came and then they discussed with us and then we share[d] with them the areas that we need capacity building on. And then they also asked us what we need to support us in performing our duty. (Pacific Partner)



Yes, it's very, very effective. They're always there to provide us with technical advice and even some documents, tools, equipment.... And, yeah, they're very important in addressing our needs. (Pacific Partner)

5.1.3 Empowering engagement approach

Empowering the Pacific fisheries agencies to lead the process (e.g. not telling them what to do but providing technical support and working with them to address their needs) is appreciated by Pacific partners as an effective approach to capacity building.

They don't do [our work] for us...But they will help them [PIC fishery administration staff]. They will step it out for them and they'll show them good practice (Pacific Partner)

I would say that having to have been involved and having to organise and do all these things with the programme, they gave us the ownership of how we really want services and trainings and stuff like that to be done. And then they support us in how we want it to be done (Pacific Partner)

The advisors bring 'on the ground' technical expertise but also a good understanding of Pacific cultural contexts that helps facilitate the delivery of activities in Pacific countries. The review found that the advisors took time to build trust and relationships with partners, becoming seen as a person that they can call for help at any time. The availability of the advisors for support as external colleagues and mentors is valuable to partners, particularly given the minimal staffing in many Pacific fisheries offices.

My staff do call them all the time. If they've got a question, they ask their advice on stuff and absolutely to the Te Pātui team's credit, they always answer those calls. They're always available. It's always really sincere support..." (Pacific Partner)

5.2 To what extent is Te Pātui effectively delivering on its expected medium- and short-term outcomes?

Given the effective delivery of activities Te Pātui is contributing to and is on track to achieving its medium and short-term outcomes. Some outcomes have more evidence for being achieved in Phase III. There is limited evidence of progress, or slower progress, towards other outcomes.

5.2.1 Outcomes that are being achieved

5.2.1.1 Improved confidence and competence

Skills and confidence among Pacific fisheries agency staff show evidence of improving during Te Pātui's third phase, although the extent of improvement varies by country. The review team heard from some Pacific partners that, following training with Te Pātui, MCS staff (e.g. compliance officers) are able to conduct their duties more effectively and efficiently.



Knowledge of fisheries management policies, and ability to develop and review fishery management plans, has increased among the fisheries agency staff who have engaged with Te Pātui through training courses and ongoing technical support. Some Pacific stakeholders also observed their staff's improved report writing and project management skills (e.g. monitoring the performance of the fisheries management plans, which have been developed with support from Te Pātui).

Some Pacific partners noted improvements in the way of working, for example, staff becoming more aware of risks and undertaking safety protocols before they commence their operational duties. Some also noted positive changes in terms of attitude: more confidence to ask questions, willingness to learn, and putting new knowledge and skills into practice.

For our MCS officers. I think with the help of the Te Pātui ... We were able to do like 100% monitoring for all our activities. And also 100% boat boarding.

For the [boat] boarding normally, it can take up to, I would say, if you do a really thorough check, then it could be maybe one to two hours. But now that everyone is upskilled, then everyone is already getting used to how they say their professionals in their work. So they know exactly what to look for from those documents that are provided. And now the time for the boarding less than an hour. (Pacific Partner)

Both internal and external stakeholders had observed Pacific fisheries staff becoming more self-reliant in managing their fisheries. Examples were given about the changing relationships with Te Pātui: while people continue to stay in touch and ask for advice, some partners are sending fewer requests than they used to, while confidently following processes that Te Pātui helped them to develop.

So I see them using the systems that the Te Pātui team teach[es] them. I see them thinking about the things [that] the Te Pātui team have taught them. So ... I have people who are now using a process designed by Te Pātui. (Pacific Partner)

5.2.1.2 MPI-MFAT partnership

The partnership between MPI and MFAT has been functioning very well day to day, although more strategic engagement continues to be a work in progress. This is detailed further in Section 6.

5.2.2 Outcomes that are in progress

5.2.2.1 Improved fisheries management frameworks

Improved fisheries management frameworks in a number of Pacific countries are a notable achievement of this phase. Te Pātui advisors have been engaged in the development or improvement of 10 fisheries management policies, plans and regulations in five countries. This topic is listed as an outcome “in progress” rather than “achieved” simply because there is so much ongoing work. Internal and external stakeholders have noted that these changes and improvements are achieved incrementally over time, so the achievements being seen now reflect ongoing work.



10 years ago this message was being kicked about and now it's sort of starting to come through and in these frameworks which is really good. (Advisor)

While the review or development of fishery management strategies and plans in some Pacific countries are on-going, Pacific country partners gave positive feedback about Te Pātui's technical support with the ongoing reviews and development of fishery management strategies and plans. Participants in the review noted that regulations take time to develop and to embed; Te Pātui advisors are valued for their support in this process.

With regards to the regulations, unfortunately they're still in draft form, not yet finalised...They're still undergoing development and review. But they've [Te Pātui] been very helpful. They were always there to, you know, give their advice on certain provisions that we need their advice on [regarding] the regulations, especially in regards to the enforcement. (Pacific Partner)

Case example 1: Fisheries Management support in Tonga

In 2022, MPI re-engaged with the Tongan Fisheries Management and Development Division (FMDD), who wished to undertake capacity development activities, specifically focusing on fisheries management plans, which were becoming out of date.

Te Pātui delivered a Fisheries Management Online Learning Course in 2022, followed by a week-long hybrid Fisheries Management Plan Development workshop outlining key contents and concepts of a fisheries management plan. Advisors remained in contact throughout the drafting process to provide technical support remotely.

Working with this support from Te Pātui, the FMDD was able to complete a Squid Management Plan and Fishery Management Plan. Staff of FMDD reported that working through the plan review process in person was valuable.

5.2.2.2 Monitoring, Compliance and Surveillance (MCS)

The review found examples of progress on MCS, with improving skills and increasing efforts and resources being invested in this area. However, MCS is still in a building phase, with ongoing need for support to build capacity and develop regulations and processes. This is likely to continue to be the case while some Pacific fisheries administrations lack enough staff with the relevant technical expertise.

It's definitely a focus of the region and there is a huge importance put on compliance. But in terms of the sort of technical expertise and at that advisor level...that's still [in a] bit of [a] building phase (Advisor)



Some positive changes in terms of MCS capacity and processes were identified in interviews and monitoring reports. For instance, some Pacific country partners have been using a new handbook (the Incident Book)⁴ and other process resources (e.g. inspection forms) developed by the Te Pātui team. They find these helpful and easy to use.

Case example 2: MCS support in the Solomon Islands

Between 2018 and 2019, Te Pātui provided in-person MCS training to Ministry of Fisheries and Marine Resources (MFMR) – Solomon Islands. In mid-2021, after a period of minimal interaction due to COVID-19, MFMR re-engaged with Te Pātui, seeking further support to build upon or reinforce the previous trainings provided.

Te Pātui delivered refresher training for officers, specific training for licensing officers, and basic MCS for inshore fishery officers. They also delivered training on casefile development through prosecution stages, and Train the Trainer for the agency staff who would be in apposition to train others. They also supplied several uniforms and recording kits for officers.

MFMR officers needed time and support to adapt to the new online learning platforms, and then to adjust to the practical application of new skills. This was particularly challenging where the practices they learned put them in conflict with community livelihoods, and where a lack of agency staff meant they had limited capacity to train new recruits.

The training was designed to be integrated into MFMR's work plan, meaning MFMR could lead and own the process and have their needs met. Participants appreciated the flexibility and content of the training. MCS (compliance) officers noted improved skills meaning they conduct their duties in an effective and efficient way (e.g. boat boarding, inspection, and monitoring), and have improved processes including case filing and reporting, and investigation procedures.

5.2.2.3 Coordination with other stakeholders

The review found evidence of good working relationships between Te Pātui and regional agencies. There has been increased coordination between Te Pātui, SPC, and FFA to support the delivery of activities in individual Pacific countries.

⁴ At the 15th Heads of Fisheries Meeting in March 2023, the Incident Book approach was recommended by the Pacific Community to all its members.



Collaborations have received good feedback from partners, as in this example about technical support for fishery management plans:

Both agencies [MPI and SPC] have a really good understanding... MPI support was mainly looking at how we developed policies and management. But SPC comes in with their technical expertise on coastal fish and agriculture around the region, ... sometimes we might have objectives that could be in the regional level and we can implement it on the national level... so in that way it could be standardised or uniform, you know, with other Pacific Island countries ... it works really, really well... [SPC is providing advice] from the regional perspective ... MPI also provide, you know, technical support ... it works collaboratively with that complement each other. (Pacific Partner)

However, there is a need for strengthening the involvement of regional stakeholders such as SPC and FFA in the activity design process. Given the feedback from some stakeholders, the review team concluded that colleagues in these partner agencies should be kept well-informed when Te Pātui develops new concepts for activities, and be offered opportunities for consultation where appropriate.

5.2.3 Cross-cutting issues

According to planning documents, Te Pātui staff are to consider gender and social inclusion when establishing annual priorities. Records are taken of the gender balance in training courses.

When asked about gender and social equity considerations, most participants in this review talked about participation rates in Te Pātui training activities. In effect Te Pātui has limited ability to influence the gender balance of participants on their courses: staff members are chosen to participate by their country's government agency, and although they can advocate, it is not the place of Te Pātui to insist on changes to selection. The Te Pātui team mentioned that they can at least provide role modelling of female leadership in the sector.

However, to a degree this issue appears to be resolving itself, as a number of participants talked about the changing social norms, high involvement of women in some aspects of fisheries, and increasing number of female staff attending training courses. There has also been an increasing number of women in management positions in navy or police maritime organisations, and local fishery management boards in some countries.

In general for [Fishery agency] we have had gender inclusion in our recruitment processes. When we do the recruitment of our compliance officers we consider gender inclusion as well. Before when I came in we had males conducting the compliance duties, no females. But then when we came in... the gender inclusion was emphasised by the government. So it has been absorbed into our recruitment processes as well. (Pacific Partner)

At the time of this review, though the interviewed stakeholders were not aware of any staff with disabilities employed in Pacific fisheries agencies, some commented that the online learning to some extent is accessible to staff with physical disabilities. Some also felt that online training would be accessible or appealing to female staff, particularly if they are unable



to travel for extended periods of time due to other obligations. Pacific stakeholders also noted that the training design is inclusive to all staff in their office.

We should be really conscious of making sure that we're making it more accessible ... it's not just women, it's young people. It's older people... And when you get into the coastal fisheries work around the region, then the diversity of people who are involved is enormous. You have, you know, women, children. Older folks will often be the ones who are who are doing the fishing, but also involved in that community management of the fisheries. And so ensuring that equitable access to decision making when they're actually the ... greatest beneficiaries and users, is really important. (Manager)

While the programme has made great efforts to collect data on gender participation, and recently on age, to assess its performance in terms of gender equality and social inclusion, there is room to include other parameters such as career stages (e.g. entry level, junior level), geographic location (e.g. those based in remote/rural areas), and disability. In addition, there is room to consider the wider aspects of gender and social inclusion, beyond course participation. Annual plans note intentions for the Te Pātui team to discuss SPC's Pacific Handbook for Gender Equity and Social Inclusion in Coastal Fisheries and Aquaculture; this has some further detail on assessing gender and social impacts of fisheries activities.

5.2.4 Challenges to achieving outputs and outcomes

Stakeholders have consistently identified some challenges that impact Te Pātui's ability to deliver on its outputs and make progress towards its outcomes. Some of the challenges are out of the control of the programme and will take time to address.

Te Pātui team members frequently mentioned the challenges of capacity issues in partner administrations. There were often few people doing several jobs each, and establishing the boundaries of what a fisheries management role would look like in this context can be difficult. The limited time and availability of staff in Pacific fisheries agencies to participate in activities can result in some delays in communication and implementation of activities.

Staff turnover and officials being trained in-country then hired by other regional agencies, leads to a constant need to train new staff. All this means that Te Pātui support is highly valued, but the situation does not make longer term outcomes and sustainability easy to achieve.

Some internal and external stakeholders considered that Te Pātui could be better recognised, both internationally and within New Zealand government ministries. Te Pātui operates in an international development context where there are many donors, potentially not coordinating well, and there can be a perception among Pacific partners that these donors come in and out and deliver what they want rather than what is needed. Some partners have observed that Te Pātui needs to achieve buy-in from leaders higher up in Pacific partner governments. Without buy-in, it can be challenging to get the necessary processes developed or equipment procured to carry out the work that Te Pātui has been training people to do. Progress will accordingly be slower.



5.3 How relevant does Te Pātui remain to New Zealand's objectives in the Pacific?

5.3.1 New Zealand objectives

Te Pātui objectives and activities are generally seen by stakeholders as very coherent with New Zealand's objectives in the Pacific. The programme is particularly relevant to New Zealand's recent *Pacific Engagement: From Reset to Resilience* approach. The focus on a longer term "resilience" framework emphasises partnership and alignment with the United Nations Sustainable Development Goals⁵. Sustainable fisheries are related to the goal of long-term resilience as a key source of economic returns as well as environmental, social, and cultural benefits to people in Pacific Island countries.

Similarly, in MFAT's Strategic Intentions 2021 – 2025, one of the strategic goals is *Pacific – Promote a peaceful, prosperous, and resilient Pacific in which Aotearoa New Zealand's interests and influence are safeguarded*.⁶ Strategic actions to secure New Zealanders' long-term wellbeing include negotiating and implementing agreements with other countries on issues such as climate change and over-fishing, with a focus on the Pacific region.

Te Pātui contributes to the wider "NZ Inc" strategy in the region, particularly because its partnership approach is consistent with how New Zealand wishes to be seen as operating. It also fits with MFAT's approach to increasing Pacific resilience, which focuses support on improving partner countries' self-reliance and achieving long-term development objectives. Stakeholders have observed that Te Pātui engages with Pacific partners in a manner that is appropriate to their context and that aligns with New Zealand's preferred foreign policy approach.

There are some mixed understandings among stakeholders on whether Te Pātui is strategically connected to national objectives, or whether it functions more as a service provider. Te Pātui is seen by some stakeholders as contributing more at the "ground level" than the strategic level to New Zealand's objectives. That said, it can be argued that by fulfilling its intent of increasing technical skills and maintaining mentoring relationships in the region, the programme is in effect contributing to strategic priorities.

5.3.2 Regional objectives

Te Pātui's activities are well aligned with many key Pacific goals in the Regional Roadmap for Sustainable Pacific Fisheries. For example, coastal fisheries goals include Empowerment – communities managing their own fisheries, and Resilience – managing ecosystems. The strategies for achieving these goals include coastal fisheries management, collaboration and

⁵ Cabinet External Relations and Security Committee (2021). *New Zealand's Pacific Engagement: From Reset to Resilience* (11 November 2021). CAB-21-MIN-0401

⁶ Ministry of Foreign Affairs and Trade (2021). *Strategic Intentions 2021 – 2025*. Wellington: Ministry of Foreign Affairs and Trade



coordination with stakeholders, and developing strong legislation, policy, and plans⁷. There is likely still room for improving the alignment of activities with regional priorities and approaches.

Stakeholders and reports note that there are common views between New Zealand and Pacific Island countries on the importance of managing fisheries and MCS enforcement.

I think we are really well aligned and we've got really good working relationships with particularly SPC and FFA... And our relationships with those agencies that have taken a long time to build. (Advisor)

Although Te Pātui is one of a number of capacity development projects in the region, it brings a deep knowledge of the Pacific context and has developed some unique offerings. Some partners have the impression that it is the only programme helping with MCS capability (there are in fact other bilateral activities delivered by MFAT in this space, but it can be hard for partners to distinguish the difference).

We've got particular strengths around our knowledge of the Pacific, our ability to operate in the Pacific, including through our Pacific Diaspora and Pacifica in our own agencies. (Manager)

During Phase III, Te Pātui's advisors have been working more closely with their Australian government counterparts, who do similar work but with a different geographic focus. Te Pātui's collaborations on training with Australia and other regional agencies like SPC ensure that work is co-delivered to avoid overlap, according to stakeholders who have been involved. They focus on helping each other do things they would not have capacity for alone.

Te Pātui, and by extension New Zealand, is perceived by stakeholders as operating without a self-serving motive or political driver. It works with the priorities of its partners rather than bringing its own agenda. It works alongside partners as they draft their own plans. The partnered approach is appropriate to meet the needs of target populations, although there is some risk that being responsive can lead to being too ad-hoc or reactive.

When planning for programme delivery activities, Te Pātui operates with an awareness that Pacific partner countries' interests in fisheries differ.

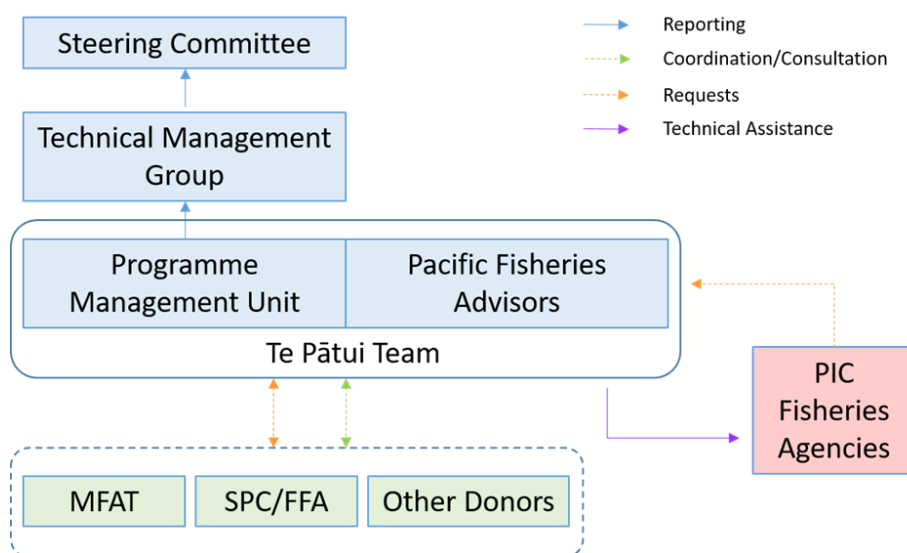
I think that's one of the absolute strengths of the programme is that it can be tailored to the situation in the country at the time... people tend to think of the Pacific as being very homogeneous, and it isn't, in any way, but particularly on fisheries, because everybody has these quite different interests. (Pacific Partner)

⁷ Pacific Islands Forum Fisheries Agency (FFA) and the Secretariat of the Pacific Community (SPC) (2015). *A Regional Roadmap for Sustainable Pacific Fisheries*, accessed from: <https://fame1.spc.int/en/publications/roadmap-a-report-cards>

6 Are the governance arrangements designed for this phase working effectively?

Figure 2 shows the current governance structure for Te Pātui. This structure was created for Phase III.

Figure 2. Te Pātui governance arrangements



The overall findings about governance arrangements in Phase III indicate that the improvements recommended in previous reviews have been well-implemented, and that relationships and reporting tools are working well. There is now a question of whether a slight overcorrection has occurred – that is, whether more than necessary has been added to the structure, and whether some of the governance and reporting could now be simplified for efficiency.

6.1 Governance relationships

The relationships between MFAT and MPI have been positive and constructive during this phase, despite a period of less stability due to staff turnover. Although the structure has MFAT funding MPI to deliver Te Pātui, some have described the relationships as more than transactional – it is a “collaboration”, or, a “partnership, not a contract delivery” (quotes from managers).

The current structure provides the Te Pātui advisors a direct line to MFAT staff, which has resulted in information-sharing that is very much valued on both sides. MFAT can give updates on relevant political developments while advisors can provide insights about operational issues and changes in different partner countries, and help build working relationships in New Zealand’s posts throughout the Pacific. Although advisors can ask MFAT for advice on what to prioritise, MFAT will generally trust that they know best what their partners in the Pacific need at the time.



During this phase, improvements have been made to the way information on decisions is communicated from senior leadership to advisors, and to how meetings are carried out. Line management and activity signoff processes have also become clearer; having TMG sign off on quarterly work plans is effective.

There are still some questions being raised by Te Pātui team members about the exact extent to which MFAT needs to be involved in more operational (technical, finance management) decisions. To some extent MPI can handle these matters without needing to consult. Sometimes advisors need more clarity on how long different types of decisions should take – for example, when work plans are signed off quarterly but new opportunities arrive early in a quarter.

6.2 Planning, monitoring, and reporting tools

6.2.1 Description of tools

Current tools include programme monitoring and reporting documents: quarterly, biannual, and annual reports; quarterly and annual plans; a Monitoring and Evaluation Plan and Partnership Health Checks.

Activity-level monitoring tools include concept notes and reflections, trip reports and participant feedback forms.

Further detail about these tools and their purpose is listed in Appendix C.

6.2.2 Feedback on tools

Overall, the amount and quality of reporting is higher now than in prior phases of the programme. Data collection has been a focus for the Project Manager in this period, and information management has improved. The progress of Te Pātui is now being monitored better thanks to new processes and gathering of evidence and feedback.

All reporting tools are considered helpful and an improvement from the previous phase. However, some advisors and managers consider there may be too many types of reports (although each does have a slightly different focus or audience) and the reporting process could become streamlined.

Quarterly reports are useful to manage workloads and see where activities are at. These only go to TMG members, who find them useful. The concept notes for all new activities are particularly helpful in terms of explaining and discussing the rationale for choosing to focus on particular activities.

They're usually pretty on the money, those concept notes, but that's also a really good opportunity for the advisors to peer review each other's work. So they'll send a concept [note] around each other first before they send it up to us to sort of give the give the green light. (Manager)



One ambiguous aspect around producing concept notes is the timeframe, as activities can take a long time to move from ideas being discussed in countries, to actual activities, and then the length of time for implementation varies. Some advisors are unsure whether phases in such a process require separate concept notes, or just one long-lasting 'living document' concept note. The review team was not able to see a lot of concept notes with the full reflection section filled in, as this is done retrospectively, and many activities were still ongoing. The concept notes do not include information about consultation with regional stakeholders about activity design, although when the review team followed up on this idea the Te Pātui team noted that this consultation has been happening to an extent.

Overall, internal stakeholders observe that the programme has been evolving and implementing recommendations about programme management from earlier phases, for example regarding better handover and coordination.

Overall this phase, if we put COVID aside, has generally been on the right track in terms of making improvements from what was learned in Phase Two... That better coordination... [programme manager] has taken a whole lot of information and put that into a handbook for a new starter. So that's been really beneficial because as I said when I started, it was like, "OK, so, what, am I doing here?". We [now have] step by step instructions... So a lot of those improvements will be enduring. (Advisor)

6.3 Adding value

The interviews and documentation give an impression of Te Pātui as a small but nimble entity that connects with many parts of the system, and can strengthen that system in the process. Its involvement spans international collaborations through to on-the-ground technical practice support. It builds connections between regional programmes, different parts of the two Ministries, MFAT posts, and local communities. It can fill in gaps and adapt to what is needed. It has been described as "supporting regional architecture" (AMA 2021-22).

Te Pātui is appreciated among staff and partners for having a niche among a large and complex landscape of development programmes in the area. Its speciality is bringing a deep understanding of the technical side of the work, while providing responsive, peer-to-peer mentoring and support that adapts to the needs of the partners.

The programme has now been running for long enough to be seen as having a sustained presence in the region. In doing so it contributes to building New Zealand's overall reputation, and more specifically can contribute to MPI becoming seen as a more active part of international collaboration work.

6.3.1 Sustainability

Te Pātui aims to contribute to sustainable improvements in the region's fisheries. Its activities are well positioned to lead to sustainable changes – fisheries management plans and improvements in processes are evident, as are increasing numbers of trainers being trained. However, Te Pātui could not currently withdraw support and expect all those changes to last. This is mainly due to issues with staff turnover and capacity in Pacific Island partner countries' fisheries agencies. Much of the work relies on interpersonal relationships and on people



remaining in their jobs long enough to train new staff. While staff capacity is low, there remains a need for Te Pātui advisors to provide ongoing support.

Advisors have noted that it can be necessary to spend a substantial amount of time with one country at a time in order to see changes become well embedded and therefore sustainable. This observation relates to the need to prioritise efforts and to ensure that they are deployed strategically in order to support longer-term strengthening of systems.

6.4 Challenges and opportunities to increase value

6.4.1 Improving efficiency of expenditure approval processes

Approval of spending, particularly for travel, is the biggest issue that internal stakeholders have raised about Te Pātui's functioning in Phase III. MPI travel approval processes, which tend to assume annual planning, do not fit well with the way that Te Pātui works. Te Pātui agrees on quarterly work plans and needs to be relatively flexible to respond to changing contexts in the region. The layers of signoff required take a long time and lead to higher travel costs. They do not appear to account for the fact that the money has already been approved via MFAT (that is, does not come directly from MPI's budget). The travel approval issue is likely to impact on Te Pātui's ability to deliver, and will only change if senior management agree to a different process.

There have been some other instances of process glitches leading to minor expenditure requests having to be escalated to more senior leadership, although these processes are simpler to address. More recently a new requirement has been added at MPI around internal reporting for travel, which is adding another layer of administration. While accountability for spending remains important, simplifying the pre-and post-travel reporting and sign-off processes could allow for more administrative efficiencies.

6.4.2 Growing relationships at the senior management level

Steering Committee members connect to the programme via the TMG and have a role in familiarising the senior leadership in both ministries with what Te Pātui does. They have made progress on this, but there are still reports of some misunderstanding of the programme or some misperceptions about how Te Pātui works among senior leaders at MPI. Although the Steering Committee members are well-connected with each other, feedback indicates that there is scope for leveraging relationships better at the strategic level, in order to help Te Pātui be better understood and better integrated with other work.

During Phase III, programme management staff have made ongoing efforts to raise Te Pātui's profile by communicating its activities and contributions. This work is connected to what some internal stakeholders see as a need to pitch its value to senior leaders. Communications need to be strong in all directions: those working more on the ground need to know about how



strategic decisions are made, while those higher up in MPI need to be reminded of what Te Pātui is doing and how it adds value.

6.4.3 Coordination at the regional strategic level

At the regional level, there could be more coordination with other bilateral programmes. Although this work is ongoing, stakeholders have mentioned the need to take a coherent approach to working with other leaders to ensure that Te Pātui's contribution to shared goals is understood. This could include a joint approach with regional partners, and more attention from the New Zealand ministries' side to how it fits in with other bilateral programmes, and how its work is differentiated from theirs.

6.4.4 Improving outcome monitoring and reporting

Some outcomes are challenging to measure because the targets as listed in the Monitoring and Evaluation Plan are not well aligned with the indicators. For instance, the medium-term outcome "Strengthened relationships and cooperation between likeminded donors and PIC fisheries agencies enable improved scoping and delivery" has as its indicator "coherence between Te Pātui and foreign policy objectives" and its target "completion of concept notes".

In some cases, it is hard to access data showing baseline and progress indicators from the Pacific fisheries agencies. Therefore, there is an opportunity to increase the accountability of partners by developing agreements about the information/data that they could provide Te Pātui regarding progress in their country, which would then help to meet reporting requirements when the activity is scoped and designed.

The programme reporting tools and processes, and associated signoffs, are also an area where efficiencies could be gained. They are mostly functioning well but could be improved by a review of content with the aim of streamlining to ensure that team members are not required to double up on reporting, and only need to report as much and as often as is truly needed.

6.4.5 Enhancing Te Pātui's skill development offering

Both internal and external stakeholders have suggested that it would be valuable to resume visits by staff in Pacific fisheries to MPI in New Zealand. This had been a feature pre-pandemic and helps to familiarise people with fisheries management and monitoring processes, and strengthens relationships between the agencies. In-person visits have helped partners to make progress on their fisheries management plan drafting, as detailed in the case example on Fisheries Management support for Tonga in Appendix D.

Some Pacific partners felt that there was space for more advanced and in-depth training to be added on enforcement and fisheries management topics, now that their staff had established a baseline from working with Te Pātui. One felt that the Train the Trainer course was not sufficient to make the programme and its skill development sustainable. The need for support with training varies by country; some do not currently have enough trainers in their own organisation so would appreciate more support.



Te Pātui staff have been involved with the development of qualifications from other institutions, but none of these involve content that entirely overlaps with what Te Pātui delivers. It was clear from interviews with Pacific partners and Te Pātui advisors that people would value seeing their coursework with Te Pātui training programmes count towards a professional qualification.

Take it to the next level. I'm talking about our online courses – see if we can get it to a level where it can be certified and it can be recognised like gaining some credits towards a qualification... all these people that come out with this qualification as an asset... “I can conduct the boarding and inspection. I can do this and this...” (Advisor)



7 Discussion and recommendations

Overall, this review has found evidence of a programme that has improved its structure and systems according to the recommendations of previous reviews. Te Pātui has delivered well in its third phase, particularly considering the unexpected need to adapt to COVID-19. It has adapted and evolved, showing resilience during unexpected circumstances. It is valued among its stakeholders for filling a unique niche and taking a collaborative, partner-driven approach to supporting capacity development. There are areas for potential improvement going into the fourth phase, but they do not involve significant reshaping of the programme as it currently functions. The programme could become more strategic and tighten its processes, which would allow its advisors to continue providing valued support to their Pacific Island fisheries colleagues as effectively as possible.

7.1 Recommendations to be considered by the end of the current phase

Many of the potential improvements covered in the body of the report will take some time to implement. Here we discuss the recommendations that are most appropriate to work on before the current phase is out.

7.1.1 Travel expenditure signoff processes

Since the resumption of travel in the later part of Phase III, administrative processes have come under strain. Travel approval processes are currently a hindrance and are incurring extra costs. The frustrations with getting MPI signoff for travel cannot be dismissed as inevitable bureaucratic process matters. The excessive and time-consuming signoff requirements risk undermining some of Te Pātui's critical success factors, namely the programme's ability to plan responsively and adapt to changing circumstances. The funding comes directly from MFAT, and activities are agreed on by a group including MFAT and MPI representatives. There is therefore a strong argument to be made that, while maintaining the importance of accountability, reduced managerial signoff is needed on the MPI side.

Recommendation 1: Deliver a proposal to MPI senior leadership, outlining the rationale for a simplification of the travel approval process

7.1.2 Regional agency involvement in activity design and data gathering processes

The concept notes, which are mostly effective in showing the rationale for activities, do not include identification of key stakeholders involved in the activity design. As one of the programme's key outcomes is to achieve greater coordination between agencies, the concept notes could be used as a tool for ensuring that this coordination happens and that activities continue to align with regional priorities. MPI has since clarified to the reviewers that some coordination between the advisors and regional stakeholders is happening at ground level, but this is not well reflected in the reporting. The stakeholder engagement aspect of activity planning could be more consistently recorded and implemented if included in the activity design template.



In addition to recording involvement in activity design, this process could mean formalising requirements for partner agencies to provide data on progress towards fisheries management and MCS objectives. Such information could inform indicators and help monitor Te Pātūi's progress towards its outcomes.

Recommendation 2: Allow space in the Concept Notes planning tool for recording of regional agency involvement in activity design

Recommendation 3: Identify the types of data that can realistically be requested from Pacific fisheries agencies to show progress towards fisheries management and MCS improvements

7.1.3 Governance and reporting structures

Te Pātūi's overall structure is working well and this review does not find any need to change it again. However, the programme is at a point now where governance structures and the associated reporting requirements could be streamlined. There are a few areas where people are still unsure of whether MFAT needs to be involved in signoff, and where the number of people involved in meetings might be trimmed back.

Reviewing the number of report types that Te Pātūi team members are required to fill in could help with workload management. For instance, there could be value in reducing biennial reporting if there is already quarterly and annual reporting. Any areas where content could be simplified to reduce duplication, or where content could be copied straight from one report type to another to reduce workload but still address the different audience and purpose, could help lighten the administrative burden while continuing to provide good oversight and accountability.

Recommendation 4: Review reporting requirements and identify areas where less content is needed or where signoff could be simplified

The lists of targets and indicators in the Monitoring and Evaluation Plan could do with some revision to ensure that they line up logically and make best use of the available data. The team may require more monitoring, evaluation, research and learning (MERL) capacity in order to manage the framework and its data.

Recommendation 5: Continue to review and update the indicators and targets in the MERL framework

7.1.4 Recognition of skills from participation in Te Pātūi

The process of integrating Te Pātūi's professional development offerings into a formal qualification is likely to take some time and involve several institutions. It is therefore worth working on during Phase III, and likely into Phase IV, as a way of adding value and longevity to the activities and teachings. This would also help with Te Pātūi's visibility and its ability to maintain a network of skilled practitioners in the Pacific region.

If the content of Te Pātūi courses is not found to fit with a formal qualification, an alternative approach would be to improve the value of the current participation certificate by ensuring that



it links in with employers' performance plans, and can be recognised as proof of professional development with or without a qualification.

Recommendation 6: Consult with qualifications authorities and others about the most feasible approach to getting Te Pātui coursework recognised as part of a formal qualifications pathway

7.2 Recommendations for change in the design of Phase IV

The overall recommendation for Phase IV is that a prioritisation process may be needed. Most of these recommendations involve considering resources, needs and connected strategies to ensure that Te Pātui delivers activities that have the most impact.

7.2.1 A solid baseline of data and strategy

Monitoring and planning documents from Phase III show the logic of how activities and outcomes are linked, however, there is potential to build on this to ensure a common understanding of how ground level work contributes to strategic objectives. The 2018 Activity Design Document recommended that the design of Phase III includes baseline assessments to inform the development of indicators and targets⁸. In the current Monitoring and Evaluation Plan, some listed targets do not align with their linked indicators. If a baseline assessment is done more thoroughly for Phase IV, then it should be easier to select targets that can be assessed against that baseline.

There had been an intention to conduct country-level capacity assessments during Phase III, but this activity was understandably put on hold. The review team recommends including such assessments at the start of Phase IV. In addition to providing a valuable baseline for monitoring, this exercise would set Te Pātui up well to direct its energy more strategically towards priority areas, and to rely less on reactive responses to country requests. This would not mean ceasing to be responsive to all requests, but should ensure that the programme is already addressing areas of most need, so it will receive fewer ad-hoc requests and be able to prioritise the ones it does receive.

Recommendation 7: Conduct country-level assessments at the start of Phase IV

Te Pātui is making progress on its alignment with higher-level national and regional strategies but could improve further. Te Pātui has a different structure to some other bilateral programmes that MFAT funds. It would be useful to begin Phase IV with a deliberate process to explore its alignment with other MFAT programmes and also with MPI's other work on fisheries in the Pacific region – bearing in mind that Te Pātui represents a way for MPI to become involved in more international collaboration focusing on regional interests rather than just those relating to New Zealand-based industry. A fishery coordination group could ensure

⁸ Allen + Clarke (2018). Activity Design Document (ADD): Pacific Fisheries Capacity Development Programme



that the work from other donors, bilateral programmes, or regional programmes is not duplicated and the resources can be effectively utilised in the sector. It could also consider whether or how to fit Te Pātui in with other work on economic development and longer-term capacity building objectives.

Recommendation 8: Involve the Steering Committee and others with relevant expertise in defining how Te Pātui fits with other bilateral programmes

As the programme is being designed for Phase IV, consulting with SPC and FFA should ensure its focus areas align with regional strategies and approaches, and that Te Pātui continues to add value by filling gaps and making connections that others are not. Some of this work is happening already through the existing collaborations with these agencies, but regional-level coordination on activities relating to Pacific fisheries could be strengthened. An effective joint approach to capacity development is desired, and working on a needs assessment has already been suggested in some recent Te Pātui reporting.

Some stakeholders have raised the possibility of Te Pātui expanding its focus to include more work in the growing aquaculture industry, although others would prefer the programme's resources remain focused on its current areas of expertise. This aspect of fishery management was not a focus area for Phase III, and was therefore not specifically looked at in this review, however it could be explored further during capacity and needs assessment for the next phase.

Recommendation 9: Work with partners in regional agencies to agree on a needs assessment and inform the design of Phase IV

7.2.2 Investment in programme infrastructure and staffing

The hybrid learning model is developing well, and has proved a pragmatic, effective way to deliver content in Phase IV. However, the technology and infrastructure required to maintain a mode of learning mixing online and in-person engagement can be expensive. A cost effectiveness assessment could provide more robust evidence before deciding on whether to add more investment to the current online learning platform.

The costs for participants in the Pacific to engage in the online learning platform should also be taken into account during this assessment given the limited IT infrastructure and facilities/resources in some countries. The costs and benefits considered should include acknowledgement that remote learning does not work as well for all partners, and that the in-person component should continue to be well-resourced.

Recommendation 10: Carry out a cost effectiveness assessment before further investment in the online learning platform

Te Pātui is popular among its stakeholders, receives regular requests for support, and could likely find work for more advisors, especially now that travel to the Pacific has resumed. Whether this is a priority is a decision to make once Phase IV's focus areas are agreed. It may be that if requests for support increase, an assessment process could be developed to prioritise requests according to eligibility and relevance. Advisors, with their skills and



connections, are a highly valuable part of the programme, so retaining and supporting them is important. Flexibility about where they are based or how much they travel, along with ensuring that they do not feel overburdened by processes and are able to focus on their programme delivery and relationship building, is likely to help.

Recommendation 11: Looking at recent levels of requests since travel resumed, project the likely workload and type of work that advisors can expect, and plan for staffing accordingly

Recommendation 12: Develop a process for assessing and prioritising responses to requests for support

7.2.3 Leveraging the skills of an “alumni” cohort

It is also worth considering how the skills of local staff who have gone through training with Te Pātui can be leveraged. If a network can be maintained of people who have worked with Te Pātui and gone through the training, then the trainers who have been trained can continue to support learning in their areas with less frequent visits required by Te Pātui staff.

After three phases, the influence that Te Pātui has on skills and connections in the region is not limited to those who are currently employed or trained by the programme. Given that former staff from Te Pātui and from Pacific Island fisheries agencies have gone on to other related jobs in the region, a “brain exchange” of sorts appears to be underway.

Keeping track of these people would provide useful data about skills in the region. It is clear that up to a point this happens informally; people are aware of various former colleagues who have moved on to other roles. A network of “alumni” who are familiar with the skills that Te Pātui work on would be a valuable asset to strengthening the overall system encompassing fisheries management and monitoring in the Pacific region. This could also be connected with the investigation of developing formalised qualifications.

Recommendation 13: Maintain a database of contacts who have been through Te Pātui training, and reach out periodically to exchange updates about Te Pātui activities and the roles that participants are currently undertaking



Appendices



Appendix A: Research methodology

Overall analysis approach

The review adopted a qualitative synthesis approach guided by the purpose and objectives of Phase III of Te Pātūi, and by the OECD-DAC evaluation criteria and the DAC quality standards for evaluation.

Qualitative synthesis is a way of pooling qualitative and mixed-method data, to draw conclusions about meanings that can be found from the collected material. Thematic analysis is one method that can be used for a qualitative synthesis study⁹. It involves identifying patterns of meaning (“themes”) from qualitative data¹⁰. Within this flexible method, there are several ways of defining an approach to coding – that is, identifying relevant excerpts from – the data. Researchers need to be clear about the assumptions and perspectives that they bring to the data, because different researchers will identify different ideas in the same dataset as most relevant depending on their own biases and upon the aims of the research project.

This review took a relatively structured approach. The coding was more deductive than inductive; it mostly took a descriptive approach because we were not searching for underlying meaning to the extent that a more critical thematic analysis project might¹¹. We used pre-determined high-level codes to fit information to review questions, and interpreted what we saw as the most relevant parts of the data through an evaluative lens. This could be called a form of template analysis, where we have selected a priori codes (the review questions) and some sub codes, which serve as the basis for our writeup of the review findings¹². The analysis approach is also consistent with content analysis, using a structured codeframe which is first tested and refined in a pilot analysis exercise; the coding in content analysis is partly theory-driven and partly data-driven, so testing it out on key review documents is a critical first step.

We were looked for information that was most relevant to the review questions, so not necessarily that which comes through most commonly. While we had some idea about what themes would include, based on our initial meetings and reading, we remained open to changing our view of which themes were most worth reporting on.

Considerations for research conduct

The review was conducted in a culturally responsive, collaborative, and participatory way. The review team was mindful of inclusivity and cultural competence when it came to interviews or

⁹ Bearman M, Dawson P. Qualitative synthesis and systematic review in health professions education. *Med Educ*. 2013 Mar;47(3):252-60. doi: 10.1111/medu.12092. PMID: 23398011.

¹⁰ Clarke, V., & Braun, V. (2017). Commentary: Thematic analysis. *Journal of Positive Psychology*, 12(3), 297-298.

¹¹ Byrne, D. (2022). A worked example of Braun and Clarke’s approach to reflexive thematic analysis. *Quality & quantity*, 56(3), 1391-1412.

¹² <https://research.hud.ac.uk/research-subjects/human-health/template-analysis/what-is-template-analysis/>



consultations with Pacific stakeholders. Therefore, our approach was designed to recognise identity and diversity (gender-inclusive participant selection), prioritise genuine engagement, value peoples' knowledge and experience, maximise benefits to communities involved, and ensure voices were heard and people's values reflected in our analysis and reporting.¹³

The review was also grounded in the principles and standards outlined in the UN Evaluation Group Norms and Standards¹⁴, namely:

- **Utility:** A focus on providing critical information to improve Te Pātūi's service delivery to Pacific partners and delivering written and other knowledge products in a way that the primary audience can use to make decisions.
- **Credibility:** Acting in an independent and transparent manner, applying a rigorous methodology, and providing clarity to governing member countries and other stakeholders.
- **Ethics:** Conducting evaluation with the highest standards of integrity and respect for the social and cultural environment, for human rights and gender equality, and the appropriate treatment of confidential information.
- **Human rights and gender equality:** Respecting, addressing and promoting human rights and gender equality at all stages of the evaluation.
- **Professionalism:** Conducting evaluations with professionalism and integrity, respecting evaluation norms and standards and ethical considerations that contribute to the credibility of the evaluation.

Data collection

Documents

Internal documents relating to Te Pātūi's planning and implementation were provided by the MPI and MFAT team.

The document review included ninety one (91) documents and participant data. The most relevant 21 documents were chosen for more detailed coding, bearing in mind the overlap in content between some documents, and the requirements of the review questions. The reviewed documents include Activity Design document, business case, M&E plan, reports, activity updates, meeting minutes, concept notes, AMA, relationship health check, and MFAT/regional development strategies and policies.

¹³ University of Otago (2011). Pacific Research Protocols. Dunedin: University of Otago

¹⁴ United Nations Evaluation Group (UNEG) (2016). Norms and Standards for Evaluation. Geneva: UN



Interviews

The review team used a purposeful sampling approach for participant selection. The team consulted with the MPI and MFAT Te Pātui team to select interviewees for this review considering their involvement and knowledge about the programme, MPI/MFAT's interest of stakeholder groups, gender balance, balance between internal and external stakeholders, between Fisheries Management and MCS&E teams, and those from MPI and MFAT. The review team selected the sample of interviewees and were assisted by Te Pātui advisors who made introductions to potential participants. The Te Pātui team have not been advised of the exact makeup of the final interview sample, although realistically they will have some idea of who is likely to be included.

Sixteen (16) individual or small group semi-structured interviews were conducted with internal (MPI and MFAT) and external stakeholders involved in the development, governance, management and delivery of Te Pātui (Table 2). It should be noted that some potential interviewees have held multiple roles including in different agencies. Therefore, they could offer broad perspectives that would help to mitigate the size of the sample.

Table 2. Stakeholder interviewees

Stakeholders	# of interviews
Manager (internal)	3
Advisor (internal)	3
Programme manager (internal)	2
Steering committee (internal)	1
PIC fishery administration officials (Solomon Islands, Cook Islands, Tonga, Samoa, Kiribati) (external)	5
Regional administration staff (FFA, SPC) (external)	2
Total	16 (7M/10F)

Te Pātui team members assisted with making first contact with potential interviewees and inviting them for participation in this review. Given the availability and confirmation of interest of the potential interviewees, the review team approached and provided with information sheets and consent forms prior to the interview. Most interviews¹⁵ were conducted online via videoconferencing software such as Microsoft Teams or Zoom. Most interviews were recorded (with participant consent) and records of interview quotes relating to each research question were recorded using edited automatic transcripts and detailed notes.

¹⁵ One interview was conducted in person in Solomon Islands when a review team member was there for another project, and one internal stakeholder was interviewed in-person in Wellington.



Appendix B: List of documents reviewed

Te Pātui quarterly meeting minutes 2021 (December) and 2022 (March, June, September, and December)

TMG meeting minutes 2019 (April, July), 2020 (July) 2022 (February, March, September, June, August) and 2023 (January)

Activity Completion Assessment - Pacific Fisheries Development - Phase II

Activity concept notes (33 documents)

Allen and Clarke. 2018. Evaluation of the Fisheries Management and Development Initiative – Final report

Activity Monitoring Assessment reports - Building Capacity in Pacific Fisheries: Te Pātuitanga Ahumoana a Kiwa Phase 3 –2019/20, 2020/21 and 2021/22

Cabinet paper. New Zealand's Pacific Engagement: From Reset to Resilience

Allen and Clarke. 2018. Activity Design Document - Pacific Fisheries Capacity Development Programme

MFAT Strategic Intentions 2021-2025

Single Stage Business Case - Pacific Fisheries Capacity Development Programme Phase 3

TMG analysis of Partnership Health Check survey responses – 2022

Programme Relationship Health Check Form - 2022 Analysis for discussion

2050 Strategy for the Blue Pacific Continent

Quarterly report: from 2019/20 to 2022/23 (13 documents)

SPC 2015 Regional roadmap for sustainable Pacific fisheries

SPC 2022 Coastal Fishery Report Card

Annual reports 2019/20, 2020/21, and 2021/22

Interim annual reports 2019/20, 2020/21, 2021/22, and 2022/23

MOU and MOU Variation

Te Pātui Monitoring and Evaluation Plan Revised October 2022

TMG Terms of Reference 2019

Activity pre-trip and post trip reports (20 documents)



Appendix C: Types of reports

Planning, monitoring and reporting tools used for Te Pātūi include the following:

Concept notes and reflection: a planning tool in which activities are identified and scoped by advisors in the scoping process. It covers problem definition, objectives, deliverables, contribution to (short-term) outcomes, alignment with annual plan, monitoring indicators, resources, risk management, sustainability, and gender and social inclusion. Reflection parts are completed by the relevant advisors between 3 and 6 months after activity completion. This exercise aims to evaluate if the activity has achieved its objectives set in the concept notes.

M&E plan: The purpose of a Monitoring and Evaluation Plan is the collection and use of meaningful and timely information for assessing programme performance, assessing key contextual factors, and supporting decision-making and adaptive management.

Quarterly and annual plans: Programme manager to develop draft Quarterly Plan with input from advisors, and based on relevant Concept Notes. TMG to approve quarterly plans. Similar process is for annual planning but it requires Steering Committee to endorse.

Trip reports: Pre-trip and post-trip summary reports are prepared by the relevant advisors for communication purposes.

Participant feedback form: This tool aims to collect the information about demographics of participants, their reflection on the effectiveness of activities, and their further needs.

Quarterly, biannual and annual reports: Programme manager to develop Quarterly Report with input from advisors, and based on relevant Reflections, where available.

Partnership Health Checks: initiated in response to a request from the Steering Committee in 2020. “The intention was to create a mechanism to surface any issues that arose in the Te Pātūi Programme.” (Annual report 2021-22). It aims to monitor the health of the MFAT – MPI relationship, as well as the internal relationship between key MPI personnel. All parties are required to complete this form biannually to ensure communication is working well, and all involved in the Te Pātūi programme are clear on challenges, priorities and opportunities. This form covers leadership, representation, resourcing, meetings, transparency, teamwork and adaptation.



Appendix D: Case examples

Case example 1: Fisheries Management support in Tonga

Context

MPI previously worked with the Tongan Fisheries Management and Development Division (FMDD) during the development stage of the Deepwater Fishery Management and Development Plan 2017-2019 and supported them to monitor the plan.

In September 2019, the Tongan Ministry of Fisheries (MOF) requested for assistance from MPI to review their existing Deepwater Fishery Management and Development Plan 2017-2019, which was coming to its end, and to develop a new Squid Management Plan, which is for a relatively new area of work.

During the Heads of Fisheries 15 (HOF15) in 2022, MPI re-engaged and discussed with the FMDD about the Ministry's need for assistance from Te Pātui. The FMDD expressed an interest in undertaking capacity development activities, specifically focusing on fisheries management plans, and technical assistance to FMDD in completing their full-term review of the Deepwater Snapper Fisheries Management Plan, and finalising the draft Coastal Fisheries Management Plan, for approval by Tonga's parliamentary cabinet.

Activity objectives

- Review the existing Deepwater Fishery Management and Development Plan 2017-2019: completed
- Develop a Squid Management Plan: completed
- Facilitate a four-day Fisheries Management Plan Development Workshop: completed
- Assist FMDD to undertake a mid-term review of the Deepwater Snapper Fisheries Management Plan: on-going
- Host three FMDD staff at the Auckland MPI Centre (AMPIC) to undertake reviewing the draft Coastal Fisheries Management Plan, and assist implementation planning: on-going

Activity summary

MPI officials hosted Tongan MOF Officers in November 2019 and assisted them in reviewing and drafting relevant fisheries management plans, followed by on-going support and peer review delivered remotely.

Te Pātui delivered a Fisheries Management Online Learning Course in 2022, followed by a week-long hybrid Fisheries Management Plan Development workshop outlining key contents and concepts of a fisheries management plan.

The FMDD brought their existing Deepwater Snapper Fisheries Management Plan that was phasing out, and consulted Te Pātui advisors on how to structure the language and objectives to ensure that the new plan was relevant.



Te Pātui team continued to engage with the Tonga team to provide advice and will host three staff members for a visit in which they could build on skills and finalise revisions to the plan.

Other partners are involved in supporting this type of delivery; SPC helps to deliver workshops and advice, while NIWA have contributed advice about the science they are working on in Tonga, to inform fisheries management policy development.

Results so far

FMDD staff reported that their capacity, especially on knowledge about fisheries management and policies, and ability to monitor performance of the fisheries management plans have increased.

I can see that the process of doing fishery management from my team is getting improved and now they can do the monitoring of performance of these fisheries management plans. It's the compared to a few years back, it was not really at the level... with the Te Pātui contribution and support, I think, yeah, we achieve a lot of improvement through there. – Pacific partner.

With the technical support from the Te Pātui team, the Squid Management Plan and Fishery Management Plans were completed. Leaders in the FMDD appreciated that the content in these plans had improved as a result,

What worked well?

In general, stakeholders indicated that the support activities to the FMDD were delivered very effectively.

Full attendance that was recorded at the workshop, which indicates the value of the workshop in meeting the needs of the FMDD.

The FMDD staff found that working through the plan review process in person was valuable. After the week, stakeholders reported that they had confidence to finish writing the plan themselves.

They also noted effective and efficient collaboration between Te Pātui, SPC, and NIWA in delivering the support:

. So they can share the resources easier instead of giving to an institution to cover everything. That's a very good combination. – Pacific partner

Challenges

Online training: Challenges with unreliable access to the internet meant that virtual engagement did not always work as effectively as intended. This has led to a preference of Tongan partners for in-person engagement.



Stakeholder communication: There was confusion from the Tongan partners between the Te Pātui support and MFAT bilateral support. This raised a need to have better communication about the programme goals and its scope of support to Pacific partners, so they know what sort of requests they can make of Te Pātui.

Lessons and Opportunities

It is helpful to carefully consider how in-person engagement can be used most effectively. When early and later parts of the learning support can be done remotely, the in-person portion of the work can be used efficiently to deliver targeted support to need. Bringing people in-country allows them time and space to focus on the tasks that they need support with.

There is an opportunity to provide more advanced training in fishery management, project management, policy development and business writing to meet the emerging needs from the Tongan partners.

It is helpful to provide a Te Pātui programme brief so partners can better understand the programme and then make requests that are in line with the programme's priorities and strengths.



Case example 2: MCS support in Solomon Islands

Context

Between 2018 and 2019, Te Pātui provided in-person MCS training to Ministry of Fisheries and Marine Resources (MFMR) – Solomon Islands. The training consisted of 10 modules that covered various MCS subjects and concepts. The training approach involved a combination of knowledge-based presentations and skills-based exercises to reinforce learning outcomes. The modules progressively increased in complexity as participants developed their skills and understanding of the concepts.

Due to the COVID-19 pandemic, there was minimal interaction between Te Pātui and MFMR throughout 2020. However, in mid-2021, MFMR re-engaged with Te Pātui through their advisor, seeking further support and assistance to build upon or reinforce the previous trainings provided.

Additionally, MFMR requested Te Pātui to consider supplying four uniforms for new and existing staff, complementing the uniforms that were already provided in late 2019.

Activity objectives

- To provide on-going MCS support and mentoring.
- To offer financial and / or resource (Uniform) assistance if able to.

Activity summary

Te Pātui has delivered the following training to MCS team in Solomon Islands:

- Basic MCS Training for Inshore Fishery Officers: completed
- Refresher Training for all MFMR Officers: completed
- Train the Trainer training (as a regional initiative): completed
- Specific Training for MFMR Licencing Officers: completed
- Casefile Development through the prosecution stages (all MFMR Officers): partially progressed.
- Equipment supply (uniforms, recoding kits): completed

Results so far

The review found that the MCS (compliance) officers have improved their knowledge and skills to conduct their duties in an effective and efficient way (e.g. boat boarding, inspection, and monitoring).

We were able to do like 100% monitoring for all our activities. And also 100% boat boarding for all the resources that come in port. - Pacific partner

The MCS team also noted an improvement in terms of MCS processes such as case filing and reporting, investigation procedures.



...mostly I would say that for Solomon Islanders we get used to storytelling and then recording just in our minds. And then we tell the story ... that is how we pass information into our next generation. So when it comes to this formal way of recording so we have this case file building and recording training that was also offered for us. So it really helped us to because for us to put those cases through court you have to have a solid evidence to prove that the offense beyond risk of doubt. - Pacific partner

The supply of equipment and uniforms has contributed to increasing the professionalism of the MCS team when they are on duty.

What worked well?

The Te Pātui support is driven by the MFMR so it meets the needs of MFMR and was well integrated into the annual work plan (e.g. trainings for compliance officers).

The Te Pātui approach to delivering support empowered the MFMR to lead the process and increased their ownership of the processes and outcomes of the support.

The flexibility of online training is helpful as it allows MCS staff who are not often in the office to take part at their own pace.

The online training was designed to be inclusive, not only for the new officers. It is appreciated as a good refresher training opportunity for most of MFMR staff.

Challenges

Online training: It took time for MFMR officers to adapt to the online learning platforms as the training modality was instantly switched to virtual format during the COVID-19 pandemic.

Practical application of skills and processes: MFMR officers needed time and support to understand the whole process and then adapt and adjust to the new skills and new process. Many local livelihoods in the Solomon Islands depend on marine resources and therefore it can be difficult for compliance officers to undertake enforcement activities if they are seen to be encroaching on community members' livelihoods. Furthermore, it would require collaboration with other teams such as coastal resource management (responsible for awareness raising) and other relevant stakeholders (e.g. ministries, agencies, local groups) to change the traditional way of fishing in Solomon Islands.

Train the trainer: The MFMR has recently experienced a shortage of trainers. To date, there are only two MCS trainers in the agency. The increasing number of staff in the agency has created more pressures on the existing trainers to train new recruits. This is perhaps the main reason why they are not able to develop the Train the Trainer Manual as discussed with the Te Pātui team.

Equipment: While other equipment was used immediately after receipt, this is not the case for recording kits. The PIC partner noted that despite the video instruction included, they were struggling to understand how the kits work. This ended up with the kits unused yet.



Opportunities for change

Consult with the MFMR to identify the gaps in the implementation of their fishery management strategy and then areas that Te Pātui can add value to.

Provide capacity building support to increase the number of MCS trainers to sustain the good practices and processes developed.

Promote information exchange at the regional level. This can be achieved through utilising the existing regional platforms of information sharing led by regional agencies such as FFA and Western & Central Pacific Fisheries Commission (WCPFC) or having exchange programmes/ placements in MPI.



ALLEN + CLARKE

+64 4 890 7300

office@allenandclarke.co.nz

www.allenandclarke.co.nz