

## SPC Marine Resources Division

# 2009 Review of the Oceanic and Coastal Fisheries Programmes

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Reef fish for sale in Bairiki, Tarawa. February 2009

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## Final Report

June 2009



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## **Acknowledgments**

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## List of Acronyms

ACIAR	Australian Centre for International Agricultural Research
CFP	Coastal Fisheries Programme
CRGA	Committee of Representatives of Governments and Administrations
CRISP	Coral Reef Initiatives for the Pacific
CROP	Council of Regional Organisations in the Pacific
EAFM	Ecosystem Approach to Fisheries Management
EDF	European Development Funds
EU	European Union
FAD	Fish Aggregating Device
FAO	Food and Agriculture Organization (of the UN)
FSM	Federated States of Micronesia
GEF	The Global Environment Facility
HoF	Heads of Fisheries
KPI	Key Performance Indicator
IRD	Institut de <b>R</b> echerche pour le <b>D</b> éveloppement
MRAG	Marine Resources Assessment Group
MRD	Marine Resources Division
NACA	Network of Aquaculture Centers in Asia-Pacific
OCT	Overseas Countries and Territories. Each OCT has a different type of constitutional link with either Denmark, France, Netherlands or the United Kingdom.
OFFP	Oceanic Fisheries Programme
OIE	World organisation for animal health
OOPP	Objective Orientated Project Planning
PIC	Pacific Island Country
PICT	Pacific Island Counties and Territories
PIOFM	Pacific Islands Oceanic Fisheries Management
PNA	Parties to the Nauru Agreement
PROCFish/C/O	<b>P</b> acific <b>A</b> CP and French Pacific <b>O</b> CT <b>R</b> egional <b>O</b> ceanic and <b>C</b> oastal <b>F</b> isheries Development Programme. <b>C</b> oastal/ <b>O</b> ceanic
PTTP	Pacific Tuna Tagging Programme
SciCoFish	<b>S</b> cientific Support for the Management of <b>C</b> oastal and <b>O</b> ceanic <b>F</b> isheries in the Pacific Islands Region
SMACFish	<b>S</b> ustainable <b>M</b> anagement of <b>A</b> quaculture and <b>C</b> oastal <b>f</b> isheries in the Pacific region for food security and small-scale livelihoods
SOPAC	South Pacific Applied Geoscience Commission
SPC	Secretariat of the Pacific Community (formerly South Pacific Commission)
SPREP	South Pacific Regional Environment Programme
TNC	The Nature Conservancy
USP	University of the South Pacific
WAS	World Aquaculture Society
WCPFC	Western and Central Pacific Fisheries Commission
WWF	World Wildlife Fund

## Summary Report

1. The purpose of this review is to assess the performance of the Marine Resources Division (MRD) of the SPC over the last four years. Additionally the review is intended to (a) help SPC to develop more effective Programmes and Strategic Programme Plans to allow Pacific Island Countries and Territories (PICTs) to maximise the sustainable contributions of fisheries and aquaculture to economic growth, food security and livelihoods and (b) assess and recommend changes to MRD functions, management, staffing, methods of service delivery and structure to support the revised Programmes.

2. This summary sets out the main recommendations and observations of the Review. The recommendations (numbered here but not in the main text) are boxed and highlighted in pink. Observations are boxed and highlighted in light green. The recommendations in the summary are not in the same order as they appear in the main text but are cross referenced to where they appear in the text.

3. The review is generally very positive and notes the high level of satisfaction with the MRD and its activities demonstrated at the HOF meeting in early 2009, and reported from interviews during country visits. The recommendations concentrate on management changes within MRD which will be necessary if the Programmes are to remain effective and to attract adequate funding in the future. The SPC is already moving forward on many of these recommendations and some of them, such as the increased use of Joint Country Strategy Papers for management purposes, are already showing positive results.

4. Current funding constraints are acknowledged and regretted. With the expansion of activities being undertaken by both OFP and CFP in response to recent changes in strategy (such as the inclusion of programmes covering food security, global climate change and the environmental approach to fisheries management), it will be necessary to secure continued and increasing long term funding commitments if the needs of the PICTs are to be adequately addressed.

5. The Marine Resources Division is divided into two Core Programmes, each with a Programme Manager and each reporting separately to the Committee of Representatives of Governments and Administrations and the biennial Heads of Fisheries meetings. A new Director of MRD has recently been appointed. He takes over at a time of rapid change in the MRD, which is responding to a series of challenges, changes in programme emphasis, and some uncertainties over funding.

6. The management of MRD will need to be more proactive in future. In particular, the CFP has suffered some “mission drift” although it has managed to maintain enough cohesiveness to address the current SPP satisfactorily. Nevertheless, it must change considerably to face the challenges ahead. By contrast, the OFP has remained very focused on its objectives.

### **Planning and Management in MRD**

7. SPC has changed its strategy in recent years to accommodate emerging challenges such as food security and global climate change. MRD must become more objective and outcome orientated, not programme and project orientated as it is now, to be able to respond adequately to these new challenges.

8. **RECOMMENDATION 1:** That MRD adopt a structure that is far more objective-orientated. A suitable model may be the SPC Land Resources Division, based in Suva. In this model, the Sections are all subordinate and service the objectives of the LRD. With modifications this model should prove suitable for MRD. (Para 337)

9. The LRD model is a flatter organizational structure than that presently used by MRD, and is based around seven thematic areas, with support from three support sections. It also places great emphasis on communication with, and ownership of the programmes by, the stakeholders. By contrast, MRD is a smaller organisation and will only have one support section, and possibly four thematic areas.

10. The MRD Strategic Plan gives overall indicators for each of the outputs and these are incorporated into the workplan(s). However, despite the plethora of project reports it is very difficult to relate the overall objectives through the indicators to the actual activities of the MRD. Therefore it is very difficult to measure “success” in some of the MRD’s activities.

11. **RECOMMENDATION 2:** That the MRD employs a more strongly Objective Orientated Project Planning approach to the preparation of the 2010-2013 SPP. (Para 143)

12. It would be appropriate if the current close linkages between the Fisheries Management Section and the Reef Fisheries Section were more formalized. This could be done by incorporating the two into a single broader Section.

13. **RECOMMENDATION 3:** That the Fisheries Management Section be merged with the Reef Fish Section into a single broader Section (called, for example, the “Coastal Fisheries Science and Management Section”). (Para 184)

14. A realignment of the support functions within the CFP is necessary. We believe there is merit in establishing a formal Support Section within the MRD. This section should include the training section, currently under Nearshore Development, to look after all the training of all the Sections of the Division as well as other staff as required such as an economist. The existing Information Section, with its staff compliment restored, would form the core of the support section and provide publication and information support to all the Sections, as well as covering publicity.

15. **RECOMMENDATION 4:** That in establishing a new structure to allow the Division to become more objective orientated, a formal Support Section be established to provide a range of services to the technical sections of the MRD. (Para 361)

16. Sustainability of programme outcomes depends on the target group’s ability to ensure the benefits of the activities undertaken continue after the project, programme or activity is completed. To that extent, the recipients, administrations, individuals and communities will need to claim a much greater degree of ownership over the CFP’s initiatives.

17. This review notes that it is important to create a greater sense of ownership by the member countries in MRD’s activities, and that the tools exist in the planning process, the JCSPs, Regional Offices and in the Information Section to make sure it happens. (Para 317)

18. Joint country strategies (JCS) are an important innovation by SPC, offering a valuable opportunity to examine the specific needs and capacity to absorb of each PICT, away from the all encompassing forums of the HoF and other international meetings. Greater use should be made of JCSPs as a tool to focus the initiatives of MRD, and in particular CFP, more closely in the individual PICTs. The SEEPF is already prioritising the JCSPs.

19. **RECOMMENDATION 5:** That the Joint Country Strategy Papers are used far more actively by the MRD to guide interventions in individual countries. (Para 321)

20. CFP project funding seems to be somewhat under-planned, with little post-project succession planning and rather an ad-hoc approach generally. Part of the reason for this is that the SPP period is only four years. A much longer planning horizon should be adopted to enable MRD to predict needs further ahead. The upcoming Future of Fisheries Study will be useful in this regard.

21. **RECOMMENDATION 6:** A longer planning horizon should be adopted for the MRD. This will assist funding agencies’ planning, as well as helping ensure that future funding is secured for essential project activities that will eventuate from the adoption of the Apia Policy, the Aquaculture Management Plan and the Regional Bio-security Project. Twenty year and 10 year outline plans could be prepared and consolidated regularly in the current three year SPPs. (Para 357)

22. Both the OFP and CFP produce a Strategic Programme Plan to guide their activities (the most recent being 2006-9).

23. It would be of benefit if the two Programmes (Oceanic and Coastal) could be included in one SPP, since the very broad objectives of both Programmes are the same. This would present a more coherent picture of the overarching aims of the Division. The SPP would “diverge” lower down as the sub-objectives, activities and indicators were detailed. (Para 88)

24. The Aquaculture Section has made an effort to ensure project and programmes are applicable to each country. The section has been more proactive in this area than others in CFP and the remaining Sections should be encouraged to adopt a similar approach.

25. **RECOMMENDATION 7:** The country by country approach to implementing projects and programmes should be encouraged, particularly within the CFP. It reduces costs and concentrates

resources on countries and areas where there is greatest likelihood of success. Recognition should be given to the fact that the “one size fits all” regional approach is frequently wasteful of resources. (Para 160)

26. The best way to apply the country by country approach is with the cooperation of the countries involved, and the mechanism for this lies in better, more focused preparation of the Joint Country Strategy Papers. Similarly there is wastage in MRD implementing programmes and projects in countries that do not have the capacity to absorb and benefit from the services provided. SPC is emphasizing the JCSPs far more than previously and it is already beginning to show results in better planning.

27. **RECOMMENDATION 8:** That MRD, through the JCSPs, assess the capacity of the country fisheries departments and divisions to absorb and benefit from its services. Should the capacity of the division or department be lacking, MRD should modify the implementation schedule and scope of involvement to reflect the capabilities of the recipient country. (Para 304)

28. A possible model for capacity building exists in the SPC. The LRD has had quite a good experience with funding staff positions in national agriculture departments through projects. The incoming Director of MRD may consider establishing a similar scheme by including it in upcoming projects where appropriate. (Para 301)

29. During the review process, the RMP in Fiji was noted to have a very comprehensive database that guides its Programmes and records all of its activities. It is an extremely useful management tool for the RMP.

30. The incoming director of MRD may consider it appropriate to look at the RMP’s database system and assess whether the MRD should adopt something similar. We note however that current funding constraints may preclude the immediate adoption of such a system. (Para 263)

31. There was considerable concern expressed during consultations that very many people are attending very many meetings and conferences and this has a serious opportunity cost.

32. It will be up to the incoming Director to ensure that in future all travel to meetings, symposia and the like by staff is fully justified against tangible benefits to the PICTs. (Para 147)

## **Recommendations specific to Programmes and Sections**

### **Coastal Fisheries Programme**

#### **Aquaculture Section**

33. A concern expressed several times during the review process was that the outputs in establishing environmentally and economically sustainable enterprises in aquaculture have not translated into commercial successes. The reviewers recognise that commercial aquaculture must be based on sound economic principles.

34. **RECOMMENDATION 9:** This review recommends that the CFP seek funds to undertake an external and objective study of Pacific island aquaculture so as to identify the most rewarding strategies for the Aquaculture section to focus on in the future. This should be based on a rigorous economic evaluation, carried out by an experienced economist. (Para 152)

35. The study would not be a review of the Aquaculture Section per se. Rather, the intention is to better plan future activities, and address, inter alia, issues such as entry points and things to avoid, the role of subsidies in aquaculture and the role of government and the private sector.

36. There has been a suggestion that one of the two Aquaculture Officers move to Fiji given its position as one of the most suitable countries in the region for aquaculture. Applying this reasoning, the Director MRD may also like to consider moving the whole Aquaculture section to Fiji, after an assessment of its ramifications, though it is not a priority.

37. In addition, it was suggested to the Review Team that the Aquaculture Section be incorporated into the Land Resources Division of SPC, based in Suva, however this seems premature. (Para 157 & 158)



## Nearshore Fisheries Development and Training Section

38. The Nearshore Fisheries Development and Training Section has two Programme funded Development Officers and an Adviser, all based in Nouméa. It seems appropriate that instead of retaining one of the full time development officers in Nouméa, the funding could be more appropriately diverted to hiring in occasional expertise when needed in areas currently not covered by in house expertise.

39. One Programme-funded Fisheries Development Officer based in Nouméa should suffice to address the Section's needs. External expertise could be bought in to satisfy additional requirements as needed, and other, more flexible ways of providing staff to the section should be explored, particularly during the present short term funding problems being experienced by the Division. (Para 172)

40. The Fisheries Training Officer currently works in the Nearshore Development and Training Section. The review considers that the MRD should have one Training Officer, who is responsible for administering, organizing and coordination all training in the MRD.

41. **RECOMMENDATION 10:** That the Training Officer currently in the Nearshore Fisheries and Training Section be transferred to the proposed Support Section and take on the administrative and co-ordination responsibilities for training for all the Sections of MRD. (Para 175)

## Reef Fisheries Section

42. The PROCFish/C project is finishing in mid 2009. There is a great danger that if funding cannot be found to retain at least one professional position, (and preferably two positions) post-project then the project history, including the databases, will gradually degrade. If that occurs, it will be very difficult to recover should the ACP EDF 10 projects currently being proposed not eventuate till late 2010 or early 2011.

43. **RECOMMENDATION 11:** That the MRD seek to retain two scientific positions (and one support position) to maintain the initiative and history of the PROCFish project. In seeking funding, MRD should highlight the importance to the CFP of maintaining continuity in the provision of coastal fisheries management and scientific services, which will otherwise be adversely affected by the delay in implementing the two planned EDF funded scientific projects. (Para 204)

## Information Section

44. The ability of PICT Government Departments and Divisions to effectively disseminate information provided to them by the Information Section amongst their own staff, the private sector and civil society (NGOs) is in many cases very weak.

45. **RECOMMENDATION 12:** That, when funds permit, the CFP Information Section undertake a brief study (in a suitable country) to assess their success in distributing materials and information to its intended audience. There may be lessons to be learned from the RMP. (Para 224)

## The CRISP Project

46. In 2008, the CRISP Project was attached to the CFP. There is no doubt that CRISP will not integrate well with CFP. If it is pushed into a forced marriage there would have to be significant changes and serious and undesirable upheavals to both CRISP and CFP will eventuate. It would also divert management resources away from more important activities.

47. **RECOMMENDATION 13:** That MRD continues to accommodate CRISP, but does not try to fully integrate its activities into its own. (Para 236).

48. If funding for a new CRISP project becomes available, the project should, from its inception, adopt the planning, administrative and financial systems, objectives, discipline, work practices and ethos of the SPC, with no exceptions.

## Oceanic Fisheries Programme

49. OFP is a world-leader in oceanic fisheries science. A detailed analysis of the cost/benefits of oceanic fisheries science and monitoring would be useful to place realistic dollar valuations on OFP's advice.

50. MRAG (2008) recommended greater external scientific peer review of OFP advice and technical reports be undertaken. Peer review could be extended to OFP's other advice and technical reports to PICTs, such as the National Tuna Fishery Status Reports, a number of which are produced every year.

51. **RECOMMENDATION 14:** That OFP's scientific advice and technical reports be subject to greater external scientific peer review. (Para 252)

52. We note that the WCPFC already externally review the reports and information provided to them by the OFP.

53. This review has noted a less than ideal awareness amongst PICT fisheries managers and decision makers about the use and limitations of fisheries models and statistics. While this is being addressed through the regular stock assessment workshops, the limitations need to be more widely known amongst decision makers, and the OFP might consider it appropriate to examine further avenues to do this. (Para 254)

54. There is a perception that OFP may serve 'too many masters', and there are potential conflicts of interest among SPC, WCPFC, FFA, PICT national fisheries, and foreign fishing nations regarding advice and confidential fisheries data.

55. **RECOMMENDATION 15:** That the issue of potential conflicts of interest amongst SPC/WCPFC/FFA/PICT national fisheries agencies are considered by SPC senior management, and if necessary, be addressed by a small reference group representing all interests. (Para 277)

56. OFP mainly uses short-term, training workshops for capacity development within PICT Fisheries Departments. The Statistics and Monitoring Section undertake a major training programme with FFA in observers and port sampling. While this has been highly regarded, concern has been expressed about the increasing demand on OFP's limited resources.

57. Given the limited SPC/FFA resources to meet current training demand, alternative approaches being developed by OFP to meeting regional needs are supported. Notwithstanding, OFP should ensure that standards are maintained in externally serviced courses. (Para 293)

### **Staff and Staffing in CFP**

58. Due to the changes in objectives and the way of doing work in the Division, the skills mix needed to deliver services to the PICTs is also changing. CFP needs a tightly focused, but well rounded (skills wise) cadre of staff.

59. **RECOMMENDATION 16:** That the CFP alter the skills composition of its staff to meet the changing needs of PICTs. All staff TORs should be updated, and effort made through the existing process of triennial staff reviews and other processes to ensure persons with appropriate skills are appointed to each position. (Para 341)

60. There has been a lack of economic oversight in the CFP's activities for many years and this has been commented upon in previous reviews.

61. **RECOMMENDATION 17:** That an economist is available to all sections of the CFP so that projects and programmes receive appropriate economic oversight. This could be achieved in a number of ways including recruiting an economist to sit in the proposed Support Section, ensuring that one of the senior staff (possibly the Programme Manager) has a background in economics or hiring in short term expertise as required. (Para 363)

62. Senior CFP staff have commented that they are already stretched and it will be impossible, with fewer Programme staff, to maintain services, particularly the very important provision of advice on an ad-hoc basis.

63. To maintain a reasonable service to the PICTs in the long term, each Section of the CFP should be staffed with no fewer than one adviser and one officer as professional Programme funded staff. Generally, other professional staff in the development sections would be project funded. The reviewers understand current funding problems preclude doing this immediately. (Para 368).

## Decentralisation

64. While it is Corporate Policy to decentralize, the immediate placement of fisheries officers in the four existing or planned Regional Offices will be difficult, even though a commitment has been made to place someone in Pohnpei.

65. **RECOMMENDATION 18:** That MRD in Nouméa first deal with its priority issues (e.g. adopting the new structure, adapting to funding constraints) before beginning to emphasize the policy of decentralisation. Only once these issues have been addressed to the satisfaction of the Director of MRD and the SPC Secretariat should MRD operationalise the decentralisation policy, including placing staff in the Regional Offices. This may be 1 to 2 years away. (Para 134)

## Recommendations for the SPC

66. During the review it was revealed that SPC Sections within a few seconds walking distance of each other at the Nouméa HQ rarely support each other's activities. This is not all MRD's responsibility given other Sections have as much responsibility to address cross cutting issues as MRD.

67. **RECOMMENDATION 19:** That communication, coordination and collaboration within MRD and SPC generally should be improved. MRD through the new Director will, in time, address CFP and OFP issues, but SPC management will need to address the larger corporate imperative of cross cutting cooperation between Divisions and their Sections through their regular executive meetings. (Para 347)

68. Long-term capacity building in oceanic fisheries in PICTs was a major priority of the Vava'u Declaration. This will require a strategic approach by SPC, FFA, USP and long-term commitments in human and financial resources by each country and development agencies.

69. **RECOMMENATION 20:** That the SPC, in coordination with other CROP agencies, assess ways of better developing capacity in PICTs. For oceanic fisheries, this would involve methods of building of regional capacity in oceanic fisheries science and management, particularly the use and interpretation of the results of stock assessments. For coastal fisheries this would involve enhancing capacity in management and technical issues, as well as administrative matters and good governance. (Note: This is a recommendation for SPC, not MRD directly). (Para 309)

70. The reviewers have been asked to suggest another name for the MRD.

71. Fisheries Resources Division (**FRD**) covers the activities and fits well with the other divisional names in SPC. Small Scale Fisheries and Aquaculture Division (**SSFAD**) has also been suggested but the reviewers prefer Fisheries, Aquaculture and Marine Ecosystems Division (**FAME**) which covers the expanding role of the MRD and also has a beguiling appeal. (Para 371)

# 1. Introduction

## 1.1 Purpose of review

72. The purpose of this review is to assess the performance of the Marine Resources Division (MRD) of the SPC over the last four years. Additionally, the review is intended to:

- assist in developing more effective Programmes and Strategic Programme Plans to allow Pacific Island Countries and Territories (PICTs) to maximise the sustainable contributions of fisheries and aquaculture to economic growth, food security and livelihoods; and
- assess and recommend changes to MRD functions, management, staffing, methods of service delivery and structure to support the revised Programmes.

The terms of reference for the review are included at Appendix 1. The results of the review are also intended to assist in guiding the MRD's activities over the next five years (to 2014).

73. In addition, the reviewers were advised in consultation with senior SPC staff to:

- i. concentrate on strategy – commonplace recommendations were not needed;
- ii. look particularly the capacity needs of member countries;
- iii. note the non-coordination of finance within MRD and SPC;
- iv. put more emphasis on CFP since this was perceived to have more problems;
- v. suggest a new name for MRD in the light of changing emphasis of activities.

74. The report contains recommendations, boxed and highlighted in pink and also observations (not necessarily at the strategic level) which the reviewers wish to bring to the attention of the SPC or other readers boxed and highlighted in light green.

## 1.2 Methodology

75. The review was carried out by MRAG Asia Pacific Pty Ltd. Two reviewers, Mr. Robert Lindley (Team Leader and concentrating on Coastal Fisheries) and Dr Leon Zann (concentrating on Oceanic Fisheries) attended the Heads of Fisheries (HoF) meeting in Nouméa (9-13 Feb 2008). The Team Leader then travelled to Fiji, Kiribati, the Federated States of Micronesia, PNG, Solomon Islands and the Cook Islands. A variety of methods for collecting information were used, including a tick box survey at the Heads of Fisheries meeting, face to face interviews and e-mail and telephone interviews. A range of literature was also reviewed. An outline of the methodology is given in Appendix 2 and brief field notes and a mission chronology are provided in Appendix 3. A list of persons contacted is given in Appendix 4. A list of significant documents consulted is given in Appendix 5 and the results of the HoF meeting tick box survey are given in Appendix 6. Hyperlinks are shown in [blue and underlined](#). Paragraph and section cross references can be followed (CTL/Return) electronically.

## 1.3 MRD Mandate and policy

76. The MRD gets its mandate from a variety of sources, including HoF meetings held every two years and decisions made at other levels such as the SPC's governing bodies (the Governing Council through the Conference of the Pacific Community and the Committee of Representatives of Governments and Administrations, or CRGA) as enunciated in the [SPC Corporate Plan 2007 – 2012](#).

77. The SPC represents its 26 member countries and territories and although not all of the SPC members are part of the Pacific Forum group of countries, the Forum Secretariat is a major source of policy. Of particular importance to fisheries is the [Pacific Plan \(2005\)](#) which identifies "*development and implementation of national regional conservation and management measures for the sustainable utilisation of fisheries resources*" as one regional priority for sustainable development in 2006-9. The Pacific Forum has also, in its two most recent meetings, issued declarations on Fisheries Resources and Climate Change - the Vava'u Declaration (2007) and Niue Declaration (2008) respectively. These declarations have committed the Forum and its members to a series of activities which have profound influence on the future strategies of the MRD, and which are slowly being incorporated into its activities through the biannual HoF meetings and the planning process.

78. As a strategic response to the Vava'u Declaration, SPC has been instrumental in the development of [The Pacific Islands Regional Coastal Fisheries Management Policy and Strategic Actions](#). This

document, commonly referred to as the “Apia Policy”, was endorsed by the HoF and the Forum Fisheries Committee in Samoa in February 2008 and in Palau in May 2008 respectively. The Apia Policy is a valuable document since it provides a strategy for coastal fisheries in the region that has been endorsed by the heads of fisheries of all SPC members.

79. The [Pacific Islands Framework on Climate Change](#) (a SPREP initiative) is intended to promote links across specific sectors dealing with climate change related issues, including coastal zone management and marine ecosystems. The activities of MRD should incorporate the outcomes of the Framework and this process is informed by a major study being coordinated by the SEPPF.

80. The activities of MRD are also influenced by the adoption of the [Precautionary Approach to Fisheries Management](#) and the [Ecosystem Approach to Fisheries Management](#) (EAFM) as a sine qua non to any fisheries Programme. The latter is much misunderstood regionally and often poorly elucidated, though attempts to clarify the topic by MRD are being made.

81. The MRD OFP and CFP are complying with the strategies and decisions in their various guises. Nobody has suggested otherwise during this review process.

82. Nevertheless, the review notes that MRD operates within a dynamic environment of constantly evolving regional objectives. The relatively recent emergence of EAFM, climate change and food security as key regional priorities are useful examples, with the latter two yet to be fully assimilated into the Division’s psyche, documentation and activities. Given the evolving nature of regional needs and objectives, MRD must be sufficiently adaptable to include any new and emerging challenges in the next SPP.

#### **1.4 Description of the MRD**

83. A very comprehensive outline description of MRD is given by the Programme Director in a paper presented to the HoF in 2009<sup>1</sup>. This includes staffing, finance, and an overview of current issues. Additional information is available in a [paper](#)<sup>2</sup> prepared by SPC in 2008.

84. The MRD is split into two Programmes: the Oceanic Fisheries Programme (OFP) and the Coastal Fisheries Programme (CFP). The OFP and CFP are very different in their approaches (by nature of their focus species, method of operation and financing) and there is currently little cross over in activities. Nevertheless, the OFP does cooperate with the CFP sections, particularly the Nearshore Development and Training Section, on provision of data and in data analysis.

85. The Director MRD heads the Division. Under the Director are Programme Managers for both Programmes (Oceanic and Coastal). Under these, each of the five CFP Sections is headed by an Adviser, while each of three OFP Sections is headed by a Senior or Principal Scientist. The basic structure is thus very simple and understandable. It appears to work acceptably for the present. The SPC staff list gives the names, position, sex and nationality of all staff.

86. The MRD also previously contained the Regional Maritime Programme (located in Fiji and focusing on shipping, ports, etc) though this was made separate in 2008. The MRD has recently had another section - the Coral Reef Initiative for the South Pacific (CRISP) - added to its Programme. The SPC until recently also hosted the Worldfish office which has now moved to Solomon Islands.

#### **1.5 Planning and reporting of Programme activities**

87. Both the OFP and CFP produce a Strategic Programme Plan (SPP) to guide their activities (the most recent being 2006-9). These plans include objectives for each of the Programmes and the outputs that are to be expected from Programme activities. These are modified and endorsed at the HoF meeting held every two years. The HoF meeting in 2006 produced a series of recommendations for the 2006-9 Programmes, most of which were incorporated. The most recent HoF meeting, in February 2009, produced further recommendations for relatively minor changes to the Programmes for the next SPP period.

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<sup>1</sup> SPC MRD (2009) Director’s Overview of the SPC Marine Resources Division February 2009

<sup>2</sup> SPC (2008) (Draft) Future of coastal fisheries over the next 10-12 years

88. It would be of benefit if the two Programmes (OFP and CFP) could both be included in one SPP, since the very broad objectives of the two Programmes are the same. This would present a more coherent picture of the overarching aims of the Division. The SPP would “diverge” lower down as the sub-objectives, activities and indicators were detailed.

89. Each year both Programmes produce a report of activities against the workplan for that year, as well as a workplan for the coming year. These are produced early in the year and guide the activities until the next workplan is produced. The contents of these reports are provided to the CRGA and the HoF

90. Project based activities are reviewed as required by the donors, usually at least mid-term. The amount of feedback from donors on these reviews is sometimes very disappointing.

91. Reporting is generally excellent from both Programmes, in that it is timely, regular, very detailed and well documented. All the reports are available from SPC, most on the [website](#), unless confidential for some reason.

## **2. Strategic Directions of the MRD**

### **2.1 The priority needs for research and technical assistance in the marine resources sector**

92. The priority activities for the MRD are those laid down by the member counties through the HoF and other decision making forums. Current priority areas are sustainable fisheries development, EAFM, sustainable development/livelihoods, adapting to the effects of climate change and food security. It follows that the needs for research and technical assistance of the MRD should focus on these activities.

#### **2.1.1 Regionally**

93. While the HoF provides the opportunity for PICTs to identify their research and assistance needs, this review<sup>3</sup> has noted that country requests are often ad hoc in nature, and there is a general lack of strategic direction in PICT Fisheries Departments. Unfortunately, while SPC may offer good support in oceanic and coastal fisheries, many Fisheries Departments are too small or ineffective to take advantage of it.

94. As noted above strategic, long-term capacity building in fisheries science and management should be prioritised in PICTs. In particular the special needs of the small, isolated PICTs should be specifically recognised and addressed by SPC, other CROP agencies, and the WCPFC. This should be one of the priorities of the planned Future of Pacific Fisheries review.

#### **2.1.2 Aquaculture**

95. Future priority areas for the Aquaculture Section include:

- i. the need for a sound legislative basis for aquaculture throughout the region, ideally incorporated in a regional framework so that the various countries rules, regulations and legislation are complementary and not contradictory;
- ii. the continuing need to address bio-security in the region not only in aquaculture but in the aquarium trade (in cooperation with SPREP);
- iii. the need to ensure it retains the necessary technical skills to support aquaculture enterprises prioritised for livelihoods and/or food security (particularly fresh water aquaculture for food security) either through the Programme-funded staff or through the use of external regionally based consultants;
- iv. the need to address with urgency the requirements of the PICTs regarding the aquarium industry and OIE, CITES and the like; and
- v. capacity building amongst PICTs so that the potential expansion of aquaculture, particularly for food security, can be realised.

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<sup>3</sup> The review interacted with a large number of HOFs



### **2.1.3 Nearshore Resources**

96. The main need for Nearshore Resources Section is to maintain the ability to carry on with the programmes it has already in place. These include:

- i. assisting PICTs in FAD deployment and construction as a means to provide better access to tuna for subsistence fishers to provide food security;
- ii. building technical capacity in the PICTs in the areas of nearshore tuna fishing, the management of the nearshore resources and post harvest including value adding of the catch;
- iii. given the decision by PNA (Parties to the Nauru Agreement) to ban discarding at sea, the Section needs to assist PICTs on ways to process, store and distribute low value tuna to increase access to low cost fish for the urban poor;
- iv. assisting the private sector in PICTs through capacity building, training and information (in coordination with FFA); and
- v. assisting with legislation required, inter alia, to install FADs as part of the national infrastructure for food security, together with facilities for sharing and distributing tuna to urban and rural areas.

### **2.1.4 Reef Fisheries Section:**

97. The Reef Fisheries Section without PROCFish cannot provide much science, though this is important and there is a very real need for it. Proposed EDF 10 funded projects, if successful, will provide:

- i. assistance in developing capacity in the PICTs to use the scientific information currently collected for management purposes. Notable here is the need to address the developing problem of PICTs who are required to feed expanding populations from a reducing or static nearshore resource base. This would include methods for stock assessments of nearshore fish stocks and sedentary resources;
- ii. assistance in addressing management of resources subject to increasing demand from overseas markets;
- iii. database management and maintenance for both the PROCFish/C data and history and the in-country databases set up as a response to PROCFish/C (as well as other databases as required);
- iv. assistance with legislation and regulations covering CBM and EAFM, exports of marine products and specific resource management plans; and
- v. development of capacity in country covering CBM and EAFM.

### **2.1.5 Support Section/Information/Administration**

98. It is suggested elsewhere that a "Support Section" be established. This would include the Training Officer, Information Section, at least two new staff (Socio-economist and/or Invertebrate Biologist and IT Management), and possibly an economist as well. The administration of all the other programmes would continue to be done by the Programme Manager. The Support Section would answer to the Director MRD, through the Programme Managers of OFP and CFP.

99. The Support Section would provide inputs to the technical sections, including:

- i. ensuring that information flows are maintained and improved;
- ii. assisting with the practical side of IT and database management for CFP related activities;
- iii. addressing the cross-cutting issues facing all programmes, such as food security, human resource development, women, youth, demographics and the like;
- iv. providing economic analysis and input to all programmes;

- v. improving strategic planning and budget planning; and
- vi. coordinating training requirements for the whole of MRD.

100. With the rapidly changing and expanding activities of the other Sections of OFP and CFP the activities of this proposed new Section will similarly expand and require extra funding in the future. Seeking this funding will be an important priority.

101. The Support Section would be expected to grow gradually as the needs of the various sections as reorganised become clearer with time. Notwithstanding that, there are immediate needs which should be addressed as soon as funding allows.

### **2.1.6 Oceanic Fisheries Programme**

102. Large-scale oceanic fisheries are a major (and in some cases the sole) economic resource in PICTs, and play an important role in providing employment for local crew, observers, processors and related service providers.

103. OFP has an essential role in supporting the sustainable management and optimal economic use of oceanic fisheries resources by providing scientific information required for management. It is worth emphasizing here OFP's role as a science provider is in contrast to that of CFP who also engage in providing direct management advice.

104. Within this environment, future needs for research and technical assistance from OFP will include:

- i. continuing to support the sustainable management of WCPO tuna stocks through the provision of high quality scientific advice to PICTs and the WCPFC;
- ii. increasing technical capacity within PICTs in oceanic fisheries science through long-term, strategic initiatives in accord with each PICT's capacities and aspirations, and in collaboration with regional (e.g. USP) and international training institutions;
- iii. supporting increasing demand for scientific and compliance monitoring of WCPO tuna fisheries;
- iv. expanding ecosystem and bycatch research to implement EAFM in oceanic fisheries, including greater collaboration with regional environmental and conservation agencies (e.g. SPREP), and international marine research institutions; and
- v. developing new strategies to better assist smaller, less well resourced PICTs (e.g. through sub-regional groupings and enhanced collaboration with neighbouring countries to share national technical capacities and/or attachments with SPC).

105. OFP's future priorities may also be informed by relevant findings of the upcoming "Future of Fisheries" study to be completed by end 2009.

106. The reviewers also note that while small-scale, nearshore oceanic fisheries have not been widely promoted, their successful development in Samoa has assisted economic growth, food security and livelihoods in that country. Facilitating the economic development of large-scale (industrial) oceanic fisheries is a role of FFA (e.g. EC DEVFISH Project), however, the development of small-scale, nearshore fisheries, includes oceanic species, is the role of the CFP's Nearshore Fisheries Development and Training Section. Close collaboration is required between OFP and this Section on the management of shared oceanic species.

## **2.2 Comparison of current Programme priorities and SPP against review findings**

107. The review has not found significant shortcomings at the strategic level. The current SPP is suited to achieving the objectives of the MRD and SPC. The HoF has endorsed the present SPP (February 2009) and made only minor modifications to it for the next SPP period.

108. Nevertheless, there are shortcomings in that the implications of implementing some recent plans and strategies put forward, such as the Apia Policy, do not seem to be fully incorporated into the SPP. The planning process for SPP 2010-2013 should address this.



109. At the operational level several shortcomings have been found and these include the failure to link the activities and outputs to the objectives (to be addressed by better planning in the 2010-2013 SPP), some inadequate project succession planning and a loss of focus in some activities.

110. The need to develop national, small-scale near-shore oceanic fisheries is highlighted above (Para 106). While OFP has taken opportunities in securing international project funding, a greater focus on oceanic species conservation and collaboration with SPREP would open up funding opportunities from the international conservation agencies.

111. With improved and more objective orientated planning over 2009 and into the future (see Section 3.1.1), an MRD staff more focused on objectives, and a longer planning horizon, the next SPP should contain the necessary adjustments.

### **2.3 SPC leadership in the key issues and challenges facing oceanic, coastal and freshwater fisheries**

112. SPC, though the MRD, and partly through the work of the Strategic Engagement, Policy and Planning Facility, is the only organisation in the Pacific providing real leadership on some fisheries issues. The FFA and the WCPFC provide leadership in the areas of oceanic fisheries, but within its mandate, MRD is a key and prominent actor.

113. The Apia Policy is one example where SPC has led the way, bringing EAFM to the fore particularly for coastal fisheries management. Although other agencies and NGOs are active in the field, SPC has shown leadership. Similarly the Aquaculture Section has pioneered assistance with small-scale aquaculture in a crowded field. Its assistance with planning is exemplary.

114. On reef fisheries, SPC is the leading agency providing assistance with CBM initiatives including the development of appropriate legislation and regulations. The PROCFish/C project was for many years the major scientific project addressing reef ecosystems in the region, and even the Coral Triangle Project does not address the needs of the PICTs adequately given most of them are not included in the area of that project.

115. Nearshore development, working closely with FFA on some matters and in some countries, is the only programme providing comprehensive small scale fisheries development services to all the PICTs. Some countries have developed their own programmes and Japanese Agencies (JICA/OFCF) are also active in some countries.

116. OFP has provided a high level of regional leadership in key issues in oceanic fisheries (e.g. assistance with the establishment and operation of WCPFC, ecosystem-based management, effects of climate change on oceanic fisheries).

117. The SEPPF has in many ways has taken the lead in addressing the need to help the region plan the use of fish for food security and adapt to climate change. This has been done though engaging other programmes at SPC, CROP agencies and other scientific institutions in the region in an (all too rare) example of effective cross-cutting cooperation.

118. Currently there is no organisation providing significant services to PICTs in the field of freshwater fisheries, the potential of which in the case of PNG is substantial. This review recommends (see Section 2.4) that MRD at least looks at the subject in the next SPP period.

119. Overall SPC provides a leading role in all the sectors where it intervenes in the fisheries sector, and rightly so, for that is part of its function.

### **2.4 Current gaps in MRD activities**

120. There is a gap resulting from the end of the PROCFish project, without any immediate successor. Delays in EDF funding for SMACFish and SciCoFish is most unfortunate, and leaves a hole in the capability of CFP to respond to the needs of the PICTs. Using 'hired in' regional expertise, through links to regional and external institutions and also the assistance of OFP, stop gap measures can be taken to provide scientific cover as necessary.

121. There is currently little work being done on freshwater fisheries in the region. Most freshwater fisheries are small, due to the nature of the PICTs, but in Melanesia there are several large rivers and large inland water bodies, swamps and marshes. These hold out some potential for increases in fisheries production. FAO introduced several non-native species (trout, Paco, Mahseer) in the 1970s and 1980s to

PNG to try to increase production with mixed results. Similarly, the widespread introduction of Mozambique tilapia to many inland water bodies throughout the Pacific in the 1960s is perceived as having had mixed benefits.

122. Tilapia are appreciated and used by some communities and regarded negatively in others. Given that Nile tilapia are the prime candidate for development of small pond aquaculture, impact risk analysis (IRA) is needed in those countries where it is yet to be introduced (i.e. Solomon Islands) to assess whether the benefits will outweigh any effects it may have on freshwater biodiversity.

123. The MRD does not directly support the private sector and civil society (mostly NGOs) since its mandate is to work through governments. In some countries NGOs and other international organizations such as FAO and the World Fish Centre have taken on some of the role of failing administrations, or entered areas where the administration welcomes their support, particularly in CBM and aquaculture. The private sector also monitors, through associations, the activities of governments, and is generally the engine for growth in the Pacific region. Whilst it is acknowledged that the MRD must continue its current pattern of assistance through governments and administrations, there are some areas where closer formal links with both the private sector and international and domestic NGOs is desirable. The JCSPs offer an opportunity to define these links at the country level with the support and cooperation of the individual PICTs (see below Section 3.3.3.1).

## **2.5 Areas where the level of service could be reduced or phased out**

124. The reviewers do not think that the level of service should be reduced. Demand for the services of the MRD remains very high. This review recommends a series of changes to ensure that the service provided by the MRD, particularly the CFP, is adjusted to reflect the changing needs and challenges facing the member countries. Similarly the review only suggests MRD consider one possible staff reduction (one Nearshore Fisheries Development Officer), but that his activities should be continued through the use of externally recruited technical assistance or advisers to save costs. We note this reduction will be more than offset by strengthening the proposed Support Section and Reef Fisheries Section.

125. The HoF and other consultative means have indicated that the member countries are generally very happy with the service of the OFP and the CFP. The questionnaire at the HoF rated the CFP at 62% satisfaction and the OFP at 75%. Government staff, civil society and the private sector in the member countries have indicated that they are satisfied with the level of service provided by MRD.

## **2.6 Activities that must be integrated fully into the Division, notably the CRISP initiative**

126. The current CRISP initiative is completely different in myriad ways from the other activities of the MRD or even the SPC itself. It is recommended elsewhere (Section 3.1.3.8) that the current CRISP is not integrated into the CFP, but is allowed to run its course as a “hosted” organisation.

127. Any new CRISP project would have to be completely integrated from the outset into the SPC planning and funding processes, and would therefore not be a “CRISP” type programme at all.

128. The future of SOPAC remains uncertain. It has been proposed that the organisation be split up, with some parts coming to the MRD. At the time of the field work for this report (March 2009) a decision had apparently been taken to merge SOPAC with SPREP, but subsequently there has been further uncertainty. Since SOPAC is based in Fiji merging any part of it with MRD will be difficult. The Director of MRD will have to be very circumspect about accepting responsibility for any SOPAC section that does not fit well with the MRDs activities and work plan.

129. The upcoming Future of Fisheries study may well identify new components that should be incorporated into the MRD’s activities, and the Director of MRD will have to respond appropriately to those recommendations when they appear.

## **2.7 MRD’s approach to corporate plans to decentralise**

130. The results of the HoF questionnaire indicated a high level of support for the decentralization programme (only 17% of respondents thought it was not a good thing).

131. The Team Leader visited the regional office in Pohnpei as part of this review. It was apparent that the decentralisation process was well received locally, where the regional office was seen as having

improved communication from the regional office to others. Local officials were very complimentary about the office even though it had no dedicated fisheries staff.

132. In future, the regional office (and ultimately fisheries officer) should become the local hub through which all communications pass<sup>4</sup>. This will avoid duplication of effort, contradictory messages being given out, and will strengthen the regional office and its role. Unfortunately this also means the subordination of much of the practical decision making and day to day communications from the MRD Nouméa office to the regional offices. In MRD, with its history of building up direct and strong relationships between staff and key individuals in member countries, this may be very difficult for section heads and technical officers to adapt to.

133. While it is corporate policy to decentralize, the immediate placement of fisheries officers in the four existing or planned Regional Offices may be difficult for financial and logistical reasons.

134. It is a recommendation that MRD in Nouméa first deal with its priority issues (e.g. adopting the new structure, adapting to funding constraints) before beginning to emphasize the policy of decentralisation. Only once these issues have been addressed to the satisfaction of the Director of MRD and the SPC Secretariat should MRD operationalise the decentralisation policy, including placing staff in the Regional Offices. This may be 1 to 2 years away.

135. The reviewers urge caution in implementing the decentralisation policy, since failure to ensure that the systems in MRD to maintain control of activities in regions through the Regional Fisheries Officer and the regional office will be divisive if not done properly. It was evident in Pohnpei that these systems were not yet fully operational.

136. While there are no apparent benefits in decentralising any OFP Section, consideration might be given to moving some of OFP's activities. For example, observer training and coordination might be decentralized to the major oceanic fishing countries. Data entry may be delegated to observers or country fisheries departments where OFP can oversee the work. (The use of remote providers to enter data to reduce costs, whilst superficially attractive, brings up serious problems related to quality control, and it is not recommended unless the OFP can develop some suitable arrangements to ensure that errors are avoided).

### **3. Performance and service delivery**

#### **3.1 Coastal Fisheries Programme**

##### **3.1.1 Objectives, Outputs and Activities**

137. Against a background of a regionally-shared vision of “a healthy ocean that sustains the livelihoods and aspirations of Pacific Island communities”, the goal of the Coastal Fisheries Programme as given in the Strategic Plan 2006-09 is “to significantly assist SPC members in their commitment to apply the Ecosystem Approach to coastal fisheries *and aquaculture by 2010*”.

138. This goal is to be achieved by implementing the annual work plans which have a series of objectives. These are:

- i. assisting governments and administrations in the development of scientifically-informed and socially-achievable coastal ecosystem management systems including coastal living resource components of national ocean policies;
- ii. consolidating a regional support framework for economically, socially and environmentally sustainable aquaculture planning, research and development by Pacific Island governments and private enterprises; and
- iii. assisting governments and administrations in the development and management of domestic nearshore commercial fisheries within a sustainable ecosystem context.

139. Each of these objectives is supported by a series of outputs, which are addressed by a range of activities undertaken by one or more of the Sections of the CFP. The objectives, outputs and activities for 2008 are given in the CFP Workplan Report for 2008 and Work Plan Summary for 2009, provided by

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<sup>4</sup> except possibly on some highly technical matters

MRD to the HoF. The development work of the CFP is divided into components: Reef Fisheries, Aquaculture and Nearshore Pelagic Fisheries.

### **3.1.2 Indicators and sources of verification**

140. The strategic plan gives overall indicators for each of the outputs and these are incorporated into the workplan(s). In the workplan, each of the objectives is linked to a series of activities. Each activity has an indicator, and the “assessment” (of completion/success) is based on the indicator. These are all fully enumerated.

141. A weakness of this type of assessment in the Workplan report for CFP in particular is that the indicator given is often not related to the Objective or Output, but is merely an indication of whether the activity has been carried out. Despite the plethora of workplan reports, workplans, strategic plans and project reports it is very difficult to relate many of the actual activities of the CFP on the ground to the overall objectives<sup>5</sup>. The “assessment” therefore does not show how effective the activity (completed or not) is at achieving the objective. It merely indicates whether the activity was done. In the routine Programme documentation there are few objective attempts to measure effectiveness of the activities in producing outputs that have a positive effect on the objectives as given in the Strategic Plan – i.e. has the output worked? Similarly there is no attempt anywhere to make an assessment of value for money in the MRD’s Programmes. Therefore it is very difficult to measure “success” in some of the CFP’s activities.

142. These weaknesses should be addressed through greater use of Objective Orientated Project Planning in future. The techniques of OOPP are well known and, when applied appropriately, lead to effective use of resources. They will also take into account cross cutting issues like health, demographics, land use, gender, youth, and other human resource concerns which currently do not feature significantly in the MRD SPPs. OOPP is viable for community based planning which makes up much of CFP’s work, and could also be used to provide a measure of added value to the fisheries against the cost of the Programmes.

143. This review recommends that the MRD employs a more strongly Objective Orientated Project Planning approach to the preparation of the 2010-2013 SPP.

### **3.1.3 The effectiveness of Programmes in achieving objectives and key performance indicators**

144. A review each Section’s performance in achieving objectives and meeting KPIs is provided below. Given the current weaknesses in measurement of performance against objectives highlighted (Para 140), it is a rather more subjective analysis than would be hoped, and relies a lot of feedback from interviews during the review process.

#### **3.1.3.1 Aquaculture Section**

145. The Aquaculture Section has three staff: an Adviser who oversees and guides the Programme, an Aquaculture Officer who concentrates on inland fisheries and an Aquaculture Officer who is project-funded and concentrates on marine/brackish aquaculture. All of these staff have a comprehensive background in aquaculture. The professional staff are supported by one Project Assistant. The Section has been built up since its establishment in 2002 and is now one of the key Sections of the CFP.

146. The objective of the Aquaculture Section is to establish “a regional support framework for economically, socially and environmentally sustainable aquaculture planning, research and development by Pacific Island governments and private enterprises”.

147. The section has three outputs:

**Output 1: A regional network of contacts to exchange ideas overviews and experience on aquaculture issues both regionally and internationally.** This output has been pursued vigorously. The SPC Aquaculture section is now very well known in the region and its web site relatively successful, and improving. Attempts to strengthen links to regional spheres of interest

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<sup>5</sup> This is confirmed by the questionnaire at the HOF meeting in February 2009 where 72% of respondents said the monitoring and evaluation of the CFP has shortcomings.

have mainly been through the attendance of SPC aquaculture staff at international conferences and seminars in Asia and Australia, and through continuing to maintain SPC's involvement with ACIAR.

There is considerable concern expressed during interviews for the review that so many people attending so many meetings and conferences has serious opportunity cost – i.e. whilst the “network” objective is being pursued the benefits of doing so in this manner are not worth the costs.

It will be up to the incoming Director to ensure that in future all travel to meetings, symposia and the like by staff is fully justified against tangible benefits to the PICTs.

It is unfortunate that the web site is the main portal for information from the Aquaculture Section since many of the end users, current and potential, do not have internet access. The section could usefully interact more with the Information Section on this matter.

**Key performance indicator: Network traffic.** There is no doubt that network traffic has increased and is increasing so this output is being achieved. The main objective measure of “network traffic” is hits on the website and numbers of people travelling and attending workshops and meetings. Relating this success back to achievement of the overall objectives of the CFP is not so straightforward.

**Output 2: Establishment of environmentally and economically sustainable aquaculture enterprises by Pacific government departments and/or private sector.** The Aquaculture Section seeks to address priority needs and has produced a new [Aquaculture Action Plan](#) (2007)<sup>6</sup> which justifies these decisions. Eight SPC countries have been visited and a series of initiatives commenced. Ornamentals (aquarium fish) are a key part of this Programme. The section has also assisted in the preparation of Aquaculture Management Plans in several countries and helped create Aquaculture associations. A large variety of ad hoc assistance and advice to SPC countries continues to form much of the Programme, which is much more valuable than it appears in the documentation.

**Key performance target: Real value of regional aquaculture production doubles during the plan period.** There has been no discernable increase in the real value of regional aquaculture production as a result of the Section's work, though this may be partly due to poor collection of statistics. The target is both a blunt instrument and unrealistic. Moreover, it does not reflect the potential importance of current activities, particularly in the field of food security. This should not necessarily be perceived as a failure of the Programme, though it is indicative of the failure of the Programme to assign realistic economic value to the output of its activities.

**Output 3: A regional support service to help in assessing, managing and mitigating the potential impacts of aquaculture, including exotic introductions and quarantine.** The Aquaculture Section has been successful at making bio-security in the region an issue, through meetings, lobbying and publications, though the proposed Regional Bio-security project has not been secured. Nevertheless, many other activities relating to bio-security have been implemented and the topic has regional support from funding agencies.

Again, the value of the “other” activities is seemingly underestimated, since they form no cohesive whole and their benefits are difficult to quantify. For instance, the availability of ad hoc technical advice from MRD sections, not only the Aquaculture Section, was commented on several times during the review process as being one of the most appreciated services provided by MRD. Fisheries staff said they liked having an expert available at the end of a telephone or e-mail to assist on technical matters.

**Key performance target: Regional agreement principles for aquatic bio-security, and implementation at the national level in five countries by the end of the plan period.** Progress has been made in obtaining general agreement but the implementation has not been achieved.

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<sup>6</sup> Endorsed at FFC67, Palau October 2008

148. Despite the apparent failure to hit key performance targets in two of its output areas the review finds that the Aquaculture Section is performing adequately. The staff are well known in the region and have been described as “*a good team*” during interviews with senior aquaculture staff in several countries. Particularly at the technical level they are considered very capable, very amenable to approach and responsive to requests. Notwithstanding that, it should be noted that this was not a universal opinion among those interviewed during the review.

149. A concern expressed several times during the review process was that the outputs in establishing environmentally and economically sustainable enterprises in aquaculture have not translated into any *commercial* successes, despite nearly 40 years of government and international organization involvement in the Pacific (including the CFP Aquaculture Section’s work). Ultimately commercial aquaculture operations must be underpinned by economic sustainability and the Government led model is perceived not to work. The Aquaculture Profile for Pohnpei (FSM) (2005) raises the same questions noting that “*Over the past decade there has [sic] been numerous small-scale government sponsored and educational projects on a wide range of marine and freshwater organisms ...none have resulted in a sustainable economic business*”.

150. One of the reasons that little economic analysis has been carried out on aquaculture activities is because there is no economist available long term to the Section, or in the Division. This was identified as a constraint in the 2003 review of the CFP<sup>7</sup> (see Appendix 8). While a recommendation was made in that review we note it has not been fully acted upon (another recommendation along the same lines is made below in Para 363).

151. Gillett (2009)<sup>8</sup> comments that “... *although there have been substantial amount of aquaculture promotion efforts in the region there has been little analysis of the benefits from aquaculture which has been independent from those promotion efforts*”. The reviewers concur with that assessment and recognise that commercial aquaculture must be based on sound economic principles.

152. This review recommends that the CFP seek funds to undertake an external and objective study of Pacific island aquaculture so as to identify the most rewarding strategies for the Aquaculture section to focus on in the future. This should be based on a rigorous economic evaluation, carried out by an experienced economist.

153. The study would not be a review of the Aquaculture Section per se. Rather, the intention is to better plan future activities, and address, inter alia, issues such as entry points and things to avoid, the role of subsidies in aquaculture and the role of government and the private sector.

154. The results of this evaluation should be used as a basis for realignment of the Sections’ development activities with their risks and probable long term economic impact, relating the costs of the Programme with its outputs. A move towards more support for private sector-orientated projects may be necessary. The need for some kind of review been recognised by FAO in 2009.

155. Undertaking such a study will serve to focus the Section’s work on those development areas where there is the best chance of economic success or some practical necessity and, importantly, it will also quieten the critics. It may well be that the Section should concentrate its efforts more in areas of aquaculture where there is a real need not being covered adequately by other agencies, such as legislation, bio-security, relationships with external agencies like the OIE, and the requirements of agreements such as CITES.

156. One of the two Aquaculture Officers is project-funded and if new funds are not found for him by the end of the year then the cadre of professional staff will be reduced to two, severely limiting the Section’s ability to provide the current level of services. This would be undesirable.

157. There has been a suggestion that one of the two Aquaculture Officers move to Fiji given its position as one of the most suitable countries in the region for aquaculture. Applying this reasoning, the Director MRD may also like to consider moving the whole Aquaculture section to Fiji, after an assessment of its ramifications, though it is not a priority.

<sup>7</sup> Cartwright I, Gillett R, Ledua E and G Preston (2003) A review of the Coastal Fisheries Programme. Gillett Preston and Associates and Thalassa Consulting. July 2003

<sup>8</sup> Gillett R. (2009) (in Press) The Contribution of Fisheries to the Economies of Pacific Island Countries and Territories. Paper prepared for ADB, AusAID, The World Bank, the SPC and the FFA



158. In addition, it was suggested to the Review Team that the Aquaculture Section be incorporated into the Land Resources Division of SPC, based in Suva, however this seems premature.

159. The Aquaculture Section has adopted what it describes as a ‘sub-regional approach’ to many of its activities. An effort has been made to decide what project and programmes are applicable to each country. This is most appropriate and encourages the most effective use of resources. The Aquaculture Section has been more proactive in this than others in CFP, perhaps for the reason that aquaculture projects require careful targeting for physical and climatic reasons.

160. The country by country approach to implementing projects and programmes should be encouraged in CFP particularly. It reduces costs and concentrates resources on countries and areas where there is greatest likelihood of success. More recognition should be given to the fact that the “one size fits all” regional approach is frequently wasteful of resources.

161. The best way to apply the country by country approach is with the cooperation of the countries involved, so that the countries themselves shoulder some of the responsibility for the decisions. The mechanism for this lies in the Joint Country Strategy Papers (see Section 3.3.3.1), albeit the JCSP process should be tightened up and their production given a much higher priority (for technical input) than MRD does at present.

162. SPC is already emphasizing the JCSPs far more than previously and it is already beginning to show results in better planning.

### 3.1.3.2 *Nearshore Fisheries Development and Training Section*

163. The Nearshore Fisheries Development and Training Section has one Adviser, with three Fisheries Development Officers, one Training Officer and one support staff. Two of the fisheries development officers concentrate on providing technical advice regarding fishing techniques, one (DEVFISH-funded) concentrates on tuna fishing associations and one officer organizes training for the section and runs a database on CFP training.

164. The objective of the Nearshore Fisheries Development and Training Section is “Governments and administrations develop domestic nearshore commercial fisheries within a sustainable ecosystem context”.

165. The Nearshore section has three outputs:

**Output 1: The output of economically viable Pacific Island commercial fishing enterprises matches the sustainable production capacity of the natural resource allocated.** This is being pursued by a series of activities including support to national tuna associations, HRD, stakeholder networks and work on indicators. Some of this work is done in collaboration with the DEVFISH project at FFA. A very large amount of training is undertaken at regional and in country courses and workshops (much of it in association with other Sections of the CFP).

**Key performance target: Fishery performance indicators that take into account the status of stocks and ecosystems as well as profitability and contribution to national accounts (to be developed at the start of the plan period) remain at optimum levels.** These indicators do not seem to have been developed and applied, so it is difficult to assess the success of this output by these indicators.

**Output 2: Resource materials and case-specific advice, training and mentoring on appropriate fisheries and fishing techniques.** This is achieved by providing technical advice and technical fishing technique training and experimentation on an ad-hoc basis. HoFs and officials in every country visited during the review visits considered this output to be very successful. A large amount of literature has been disseminated to back up the output, including improved bulletins and newsletter inputs. A database of all training (including that done by other sections) has been set up and some assessment of impact of training on capacity building is being done.

**Key performance indicator: Significant augmentation of the body of available and useful practical information accessible to Pacific Island fisheries authorities and fishing enterprises on sustainable fishing methods, new initiatives and the results of fishing**

**trials and experiments.** By any measure this indicator is being met. The increase in information and skills on appropriate fishing techniques and fisheries in the region has continued throughout the Programme. Assistance from other Sections including the Information Section and OFP has been invaluable.

**Output 3: Improvement in the per-unit value of Pacific Island fisheries production.**

While the Section no longer has specialist in-house skills in post harvest issues, the technical officers have been able to service most requests. Recent trials in fish silage have been relatively successful. Outside assistance in the form of consultancies have been used, though funding limitations have restricted widespread use of consultants.

**Key performance indicator: value of fisheries.** Although not quantified, the value of fisheries has probably increased as a result of the Section's activities. Notwithstanding that, we note that a recent collapse in longline industries throughout the Pacific has had a very negative (though unquantified) influence on the value of the fisheries into which much effort has been expended in recent years.

166. During the review process nearly all the Fisheries Officers and Heads of Fisheries interviewed commented that the Section was the most appropriate in its provision of services. The staff are known everywhere, partly because they have been in place for a long time and also because they made it their business to travel widely and get to know the government staff throughout the region. Of all the Sections of the CFP, this was the one that was most visible to the countries, and the one that was identified as being most appropriate to their needs. It was also associated most with the private sector and the information disseminated (with the help of the Information Section) was most useful.

167. The amount of work done by the Section staff in the mundane but essential provision of advice to fisheries departments and divisions throughout the region is enormous. While much of this work goes almost un-noticed and unrecorded, they provide an exceptional service in this regard.

168. The development of sustainable livelihoods will remain a core output of the CFP and this Section is instrumental in maintaining the drive towards achieving this goal. Many people interviewed during the review noted that the section is continuing with some development activities which have been going on for more than 20 years (e.g. FADs placement). This is perhaps indicative of a broader failure to develop capacity, or retain capacity, in the administrations of relevant PICTs (addressed below in Section 3.3.2).

169. The Nearshore Fisheries Development Section has three Development Officers who are based in Nouméa, as well as the Adviser, also based in Nouméa. Two of the development officers are Programme-funded and provide services that could, at least in part, be provided by expertise that is hired-in (consultants, attachments etc). The expense of keeping full time development officers in Nouméa is large, particularly when the officer spends a lot of time away from HQ in the member countries.

170. With the requirement to maintain a series of activities in important fields in which the Section has no in-house expertise (e.g. post harvest, regulatory aspects of export and certification), it seems appropriate though unfortunate, during the present funding crisis that instead of retaining one of the full time development officers in Nouméa, the funding could be more appropriately diverted to hiring in occasional specific expertise when needed.

171. The MRD should also look at more flexible arrangements for long term staff in all sections, but particularly the Nearshore Section, so as to overcome the high cost of maintaining staff in Nouméa who spend most of their time in the field. This could take the form of consultants being based at home and being retained as consultants, attachments to HQ for short term projects rather than permanent postings, or using some of the staff to be located in the Regional Offices to undertake local activities. Currently 80% of costs in MRD are related to staff.

172. One Programme-funded Fisheries Development Officer based in Nouméa should suffice to address the Section's needs. External expertise could be bought in to satisfy additional requirements as needed, and other, more flexible ways of providing staff to the Section should be explored, particularly during the present short term funding problems being experienced by the Division.

173. With the large and increasing number of areas that the MRD, and Nearshore section in particular, is currently addressing, the importance of obtaining value for money from each staff position is becoming ever more important. For Nearshore Section exports, post harvest issues, business skills, economics and the change of strategy towards climate change and food security all have to be covered, as well as new



initiatives in sport fishing and inland fresh water fisheries. Extra funding will have to be sought in the future to cover these expanding commitments.

174. The Training Officer currently works in the Nearshore Development and Training Section. Although it is not considered by the Section Adviser that he should do otherwise, this review concurs with the view, expressed by several SPC staff, that the MRD should have one Training Officer, who is responsible for administering, organizing and coordinating all training in the MRD (rather than being responsible solely for the training within the Nearshore Development and Training Section).

175. It is recommended that the Training Officer currently in the Nearshore Fisheries and Training Section be transferred to the proposed Support Section and take on the administrative and co-ordination responsibilities for training for all the Sections of MRD.

176. The role of the training officer once established in the Support Section would become much broader, since the post would cover liaison with other CROP agencies such as USP, and other training institutions throughout the Pacific particularly on development of courses for long term capacity building in the Region for both OFP and CFP. It is not intended that the Training Officer should actually do the training for all the Sections.

177. The Section has performed very well, and its staff are to be congratulated. We note that without it, the CFP would be perceived to be relatively ineffectual by many PICTs.

### 3.1.3.3 Reef fisheries

178. Until recently, the Reef Fisheries Section was the largest in the CFP. Most of the staff were working on the EU Funded PROCFish/C and CoFish project, which is now winding down and has only a residual staff. All staff are expected to finish before October 2009 (a closer view of PROCFish/C is given in Section 3.1.3.5).

179. Apart from the remaining PROCFish/CoFish staff, the Section has one Senior Reef Fisheries Scientist. This adviser concentrates on the live fish trade, aquarium fish and ciguatera fish poisoning.

180. The objective of the Reef Fisheries Section is “assisting governments and administrations in the development of scientifically informed and socially achievable coastal ecosystem systems, including coastal living resource components of national ocean policies.”

181. The Reef Fisheries Section has three outputs. Most of these were addressed at least in part by the activities of the PROCFish/C Programme.

**Output 1: Assessments of the status of national coastal living marine resource user groups, impacts on resources, existing impact management systems, and the current status of resources themselves.** The survey work under PROCFish/C has been completed (2008) in all countries and at all sites. Most of the reports have been prepared and distributed, though mostly later than expected and some will not be delivered until mid 2009. A vast number of posters, bulletins, and manuals have been produced though some anticipated materials have not been produced. A move into providing information on CD and on the CFP website has been initiated (with mixed success).

**Key performance targets: Twenty one national coastal fishery ecosystem governance baseline assessments produced over the plan period using the best available knowledge.** This task is essentially complete. The assessments have been produced but not all distributed yet. We note however that delivery has generally been slow and the PROCFish/C project has received considerable criticism from many quarters.

**Output 2: Assistance to members in developing or adapting cross-sectoral consultation processes to produce a scientifically and social realistic national vision, or island visions, of the desired state and balance of usage of their coastal marine areas.** Progress against this output hasn't been as complete as envisaged. In 2008 two interventions were made on specific reef fisheries in Yap and Palau. Some cooperation with CROP agencies has occurred.

**Key performance target: 14 national Ocean Policy social consultations supported over the course of the plan period.** This target has not been fully achieved. There appears to have been very little CROP-wide multi agency involvement.

**Output 3: Practical assistance to members as necessary, in designing and implementing adaptive frameworks for the application of the ecosystem approach to coastal fisheries and aquaculture.** This is largely covered by the Fisheries Management Section of CFP. Inputs are also received from the Senior Reef Fisheries Scientist on ciguatera and the live reef fish trade, and from PROCFish/C on survey methodologies and the results of PROCFish/C work. Generally the management section has been very slow to show results and progress has been modest.

**Key performance target: Every Pacific Community Island member has EAF policies, plans, or legislation in place by 2010.** This is not planned to be complete until two years after the 2006-8 SPP finishes. There has been some progress, particularly on legislation in conjunction with FFA.

182. It is important here to differentiate the work of the EU-funded PROCFish/CoFish project and the inputs to Reef Fisheries from the Management Section, Information Section and the Senior Fisheries Scientist (Live Reef Fisheries). The Fisheries Management Section delivers some of the activities under the reef fisheries component, particularly those related to community based management and the incorporation of EAFM. Likewise, the Information Section delivers on some components in the production and distribution of manuals, address books and the like.

183. It would be appropriate if the current close linkages between the Fisheries Management Section and the Reef Fisheries Section were more formalized. This could be done by incorporating the two into one Section.

184. That the Fisheries Management Section be merged with the Reef Fish Section into a single broader Section (called, for example, the “Coastal Fisheries Science and Management Section”).

185. Given the little activity in the Reef Fisheries section due to the completion of the PROCFish/C and CoFish projects, there are few vested interests to be protected and the structure could be changed comparatively easily. The question of who would lead this section will be left for the Director MRD to decide during the routine staff reviews.

#### 3.1.3.4 *Senior Fisheries Scientist (Live Reef Fisheries)*

186. The Senior Fisheries Scientist (Live Reef Fisheries) is funded by the McArthur Foundation and AusAID. The scope of his work covers live fish which includes live reef fisheries and aquarium fish. Since some live reef fish are subject to ciguatera fish poisoning this topic is also included in his activities.

187. The live fish programme is important in that live fish can be a significant income earner for rural peoples whilst at the same time presenting a very great threat to biodiversity and sustainability.

188. Hand collected aquarium fish from the wild have great potential to be a valuable income earner for rural people, and there are several good examples regionally, such as in the Solomon Islands.

189. During the country visits by the review team the feedback on the performance of the Senior Fisheries Scientist (Live Reef Fisheries) was good, though the PROCFish/C took up most of the discussion on reef fisheries.

190. The objectives to be achieved, and the inputs listed in the SPP, are all being pursued by the Senior Fisheries Scientist (Live Reef Fisheries), albeit slowly due to a perennial shortage of funds. The activities and objectives are closely related, as are the indicators of success. The Senior Fisheries Scientist (Live Reef Fisheries) is aware that his inability to respond quickly to requests is a major inconvenience for PICTs.

191. The Senior Reef Scientist (Live Reef Fisheries) has managed to develop the work of the Section in a particularly well structured way, undertaking scientific research, setting up data bases and producing management tools based on the science which can be applied by the managers in the field. There are several examples of this which have been well documented in the reports produced by the Section.

192. Acknowledging the lack of capacity in PICTs to continue monitoring reef fisheries, the Section has responded well by undertaking in-country training on survey methods, usually followed by hands-on training of fisheries officers on data processing, data analysis and report writing. Integrating the survey results into management plans and regulations has also been done on short term attachments.

193. The work of the Senior Fisheries Scientist (Live Reef Fisheries) is an important part of the services delivered by CFP. Now that PROCFish/CoFish is winding down, the Senior Fisheries Scientist

(Live Reef Fisheries) sits rather uncomfortably alone as the only remaining fisheries scientist in the CFP. This is most unfortunate since good science, leading to the development of appropriate management tools such as that undertaken by the Senior Fisheries Scientist, is critical to underpinning the work of both the Nearshore Fisheries Development and Fisheries Management Sections of CFP.

### 3.1.3.5 The PROCFish/C Project

194. It is not intended here to review the PROCFish/C project fully which was done (mid-term) in 2006 by a team from MRAG<sup>9</sup>.

195. The PROCFish/C (and CoFish under EDF 9, for €2 million P-ACP only) was originally a five year project, funded by the EU under EDF 8 with further funding from the OCT “envelope” which allowed the project to include the OCT territories of the Pacific. It began in 2002 and was supposed to be completed by early 2007 although was extended for another two years (at no extra cost) to allow it to complete the anticipated works. ProcFISH/C was completed at end February 2009 and CoFish continues until December 2009. Two staff are still employed under the project although the last staff member is expected to leave in August 2009.

196. PROCFish was intended to implement a comprehensive multi-country comparative assessment of the Pacific Islands reef fisheries, which would provide a baseline for future monitoring and encourage effective fisheries management. The project also intended to research appropriate fishery status indicators and reference points, for use in applying the precautionary approach to fishery management plans.

197. The MRAG report made a series of recommendations on future activities. These included the provision of a dedicated manager of the project, a no cost extension, a series of adjustments to the scientific activities of the project and a host of comments and suggestions on how to make the large amounts of data being collected and collated relevant to the fisheries management needs of the countries and communities where PROCFish/C had been active. It also drafted a new logical framework.

198. Unfortunately for CFP, the production of the country reports, identified in the mid-term review as essential to the perceived success of the PROCFish/C, has been late or delayed. Throughout the interviews for this review the failure to produce the reports has been held up by government officers and NGOs (particularly) as being a major failure of the project, and this has tarnished the reputation of the CFP and the MRD. This shortcoming was noted in the GPA/Thalassa Review of the CFP in 2003<sup>10</sup> (see Appendix 8) and was the subject of a recommendation. Additionally, not enough emphasis in the design of the project was placed on the production of practical tools to assist fisheries managers in managing stocks of reef fish and invertebrates. This was also noted in the mid-term review and in interviews during the current review. One tool - a toolbox for management of sea cucumbers - was produced with the assistance of ACIAR and distributed widely, however much more was expected.

199. Another output of the project was intended to be the development and promotion of indicators for monitoring the status of reef fisheries. Despite this, even where techniques or databases for management have been derived from the PROCFish/C work, they have not yet been communicated to all the countries and fisheries managers. Likewise, the production of standard protocols for surveys, both for fish and invertebrates, and for socio-economics has not been as successful as hoped, since some countries are still using their own, developed by other bodies (as in FSM).

200. Similarly, databases that have been set up for the retention and updating of data were not generally in use in the countries visited, partly because no data was being collected in some of them. Kiribati was still inputting visual survey data into an Excel spreadsheet. In the Cook Islands however the level of satisfaction was very high, together with praise for the level and quality of support for maintaining the databases (from the remaining Reef Fisheries Information Manager).

201. In the Cook Islands - the one country visited during the review where they felt that they had managed to influence PROCFish activities sufficiently to be appropriate to their needs - the feedback was far more complimentary than elsewhere. One individual called the PROCFish/C project “fantastic” and

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<sup>9</sup> MRAG (2006) PROCFish: Pacific ACP and French OCT Regional Oceanic and Coastal Fisheries Development Programme Coastal Component 2002-2005 Mid Term Evaluation

<sup>10</sup> Cartwright I, Gillett R, Ledua E and G Preston (2003) A review of the Coastal Fisheries Programme. Gillett Preston and Associates and Thalassa Consulting. July 2003

another (otherwise not particularly favorably inclined to the project) acknowledged that the socio-economics components had been “*very good*”.

202. It seems that PROCFish/C was a project where there was a fine line between perceived failure and perceived success, and for the most part that line was not crossed into perceived success.

203. There is a great danger that if funding cannot be found to retain at least one professional position (database/information management), and preferably two positions (either an invertebrate biologist or a community/socio-economics as well) post-project the project history, including the databases, will gradually degrade. If that occurs it will be very difficult to recover, despite the ACP EDF 10 projects (notably SCICoFish) currently being proposed which will eventuate in late 2010 or early 2011.

204. It is thus recommended that the MRD seek to retain two scientific positions (and one support position) to maintain the initiative and history of the PROCFish project. In seeking funding, MRD should highlight the importance to the CFP of maintaining continuity in the provision of coastal fisheries management and scientific services, which will otherwise be adversely affected by the delay in implementing the two planned EDF funded scientific projects.

205. This should not be thought of as just a continuation of the PROCFish project. The positions should be re-recruited with very tight terms of reference, laying down measurable outputs and indicators of success. These should be related to the use and utility of the data collected by PROCFish for country resource managers at both government and community level.

206. The positions would eventually become part of the core functions of the MRD and support all the Programmes being undertaken by CFP (Para 361).

207. We note the Project Manager is aware of the problem and is actively seeking funding, however his success may be influenced by funding contractions associated with the global economic downturn.

208. We also note that the PROCFish/C project has also impacted negatively on the management of the whole of the CFP. The decision to make the CFP Programme Manager the manager of PROCFish in 2007 was unfortunate since he has spent most of his time over the last two years managing the PROCFish project and little time on the rest of CFP Programme.

### 3.1.3.6 *Fisheries Management Section*

209. The Fisheries Management section of CFP does not appear in the Work Plan with separate objectives. Rather, its activities are included in the Reef Fisheries Section and come under Output 1.3 *Practical Assistance to members, as necessary, in designing and implementing adaptive frameworks for the application of the Ecosystem Approach to coastal fisheries and aquaculture.*

210. The section has two staff: an Adviser and one Officer. They concentrate on strategy and fisheries management.

211. The strategy for PICTs has been addressed through the production of the Apia Policy. The production of the plan is in itself an achievement for the Section. The plan includes a series of strategic actions to “translate the international instruments and guidelines referred to below into harmonized policy directions that can be incorporated in national plans, national legislation, national economic development strategies, fisheries sector plans, environmental management plans etc for implementation at a local or national level”.

212. During the review the response to the Apia Policy from the countries was somewhat muted, though at the HoF it was commented on favourably several times. Other interviewees during the review were generally aware of the Policy, though those in more junior positions in departments and divisions generally had little awareness or knowledge of it.

213. The Fisheries Management Section has, over the last few years, responded to a series of country requests for management plans and regulations. This review has found at the HoF and through interviews in the six countries visited that the need for many of these plans and regulations was extant, and probably more so than the number of requests that the Section has received. The Section is therefore addressing the expressed needs of the countries.

214. While plans and workshops addressing EAFM, regulations and legislation were generally acknowledged during the review as being important, the lack of capacity in the divisions and departments

in the PICTs to actually enforce or act on them was commented on widely, both by fisheries managers and some of the SPC staff themselves. It is widely recognized, particularly at higher levels of management, that the capacity of many of the PICTs is insufficient and this kind of work is of limited use at this time. Another point made several times during interviews for the review was that the Management Plans must have a basis in science, and that PROCFish had failed to deliver the science (see above Section 3.1.3.5). There is a misconception in the PICTs here on what PROCFish and CoFish were to deliver, and although countries wanted specific scientific advice for management purposes, and best efforts were made to do this where possible, it was not the specific aim of the project.

215. The other major thrust in the Fisheries Management Section is the encouragement of Community Based Fisheries Management (CBFM, or CBM). A relatively large number of workshops have been held, and assistance given to several countries. The CBM initiatives from the CFP Fisheries Management Section did raise some adverse comment during country visits, mainly because it is thought that the Section promotes a CBM model based on the Samoan experience. This highlights a more general issue that there does not appear to be much follow up to ensure that the Section's activities in CBM are actually having a desirable and measurable effect. This is a wider issue for CFP and the issue of monitoring and evaluation of the CFP's Programmes is addressed above (Section 3.1.2).

216. Overall the Fisheries Management Section is performing adequately though the reviewers have reservations as to the effectiveness of some of the programmes being pursued in achieving objectives, particularly CBM.

### *3.1.3.7 Fisheries Information Section*

217. The Fisheries Information Section of the CFP is a service provider to the other Sections. It produces a series of publications, some on a regular basis, such as bulletins on specific topics, the fisheries newsletters and the fisheries address book. Posters, leaflets, and manuals are also produced.

218. The Section deals directly with Governments, not with NGOs or the private sector. The ability of Government Departments and Divisions to disseminate the information provided to them by the Information Section amongst their own staff, the private sector and civil society (NGOs) is in many cases very weak. In some areas very little, apart from the odd poster, appears to seep down to the fishing communities and fishermen's groups (the ultimate beneficiaries of the CFP's work).

219. About 30% of the Section's work is responding to specific countries requests for publications. Few of the PICTs have capacity to prepare and publish information (leaflets, instructions manuals etc) and the Section does this when asked. These publications are much appreciated by the countries.

220. To overcome shortcomings in distribution, the Information Section has made great efforts to diversify the ways in which it provides information. CDs are produced on many individual topics in collaboration with individual Sections of CFP. These are distributed widely, as is the Fisheries Library CD which is reissued in updated form every year with the assistance of all the other CFP Sections.

221. The internet has also changed the way the Section presents its information. The internet is seen as an additional tool for distribution and dissemination of information and has been adopted by the Section. The SPC fisheries website is very comprehensive and includes a digital library including nearly all general publications. Each of the Sections has their own space, though some Sections do not update their web space with the regularity that would be expected from such an important potential data resource. Generally the web site is good, though it needs work to make it more user friendly. The Section also uses e-mail as much as possible, particularly for special interest groups.

222. Unfortunately many of the people who want the information from the MRD cannot access the internet. Additionally much of the information that is available is not suitable for distribution by internet, such as fish posters, safety posters, AIDS awareness materials, waterproof manuals, fish and survey identification flip charts and the like. This demonstrates the way in which the internet, the obvious choice for distributing large amounts of data to disparate clients, does not provide a substitute for the traditional methods of distribution and cannot replace the need for direct mailings.

223. The Regional Maritime Programme (RMP) in Fiji has experienced the same problem. They have found that e-mail is ineffective and the internet similarly. RMP has gone back to posting hard copies, despite the cost, since this is more effective (though RMP has only 650 copies of their updates to mail 4

times every year). It was not possible to confirm whether this change was thought to be an improvement by the RMP's clients, though the RMP management considered it more effective.

224. That, when funds permit, the CFP Information Section undertake a brief study (in a suitable country) to assess their success in distributing materials and information to its intended audience. There may be lessons to be learned from the RMP.

225. We understand a similar study, carried out some years ago, recommended continuing with the hard copy distribution. The Information Section has substantially continued to do this with the Newsletter, Bulletins and SPC Fisheries Address book, although we note this approach remains expensive.

226. This observation echoes in part a recommendation in the GPA/Thalassa CFP Review of 2003 (see Appendix 8), though this was aimed more at assessing the effectiveness of SPC publications per se, rather than distribution problems.

227. The Information Section is about to lose one of its longest standing staff members, the Adviser, due to short term funding problems. This will reduce the senior technical staff by 50% and total number of staff by 25%. It would be advantageous if the post can be refilled as soon as possible, and when the section is merged into the Support Section as suggested above, this level of staffing is maintained.

228. Generally the Information Section is highly regarded. There is a constant demand for their outputs, which in addition to their information value, offer something for fisheries managers to give to the communities and individuals amongst whom they work. The other sections of MRD also depend on it.

229. The results of the questionnaire at the HoF meeting in February 2009 showed that manuals were widely used and 83% of the respondents thought the publications produced by CFP were either "Good" or "Excellent".

230. It has been noted that little news on the activities of the MRD appear in the local press in the PICTs. This is in contrast to the FFA, who has a very active and successful publicity machine. The MRD has no press/communications officer and the necessary publicity skills do not currently exist amongst the Information Section's staff (information and publicity require different expertise). This could be addressed by either in-service training for some of the Information Section staff or recruitment of new staff specifically for this purpose.

231. The SPC may consider addressing this lack of publicity of its activities through the Regional Offices when they become established.

232. As noted above, the review considers that the Information Section should become part of the enlarged "Support Section" to underpin the work of the other Sections in a reorganisation of the CFP.

### 3.1.3.8 *Coral Reef Initiative for the South Pacific (CRISP)*

233. The CRISP project has recently (2008) been attached to CFP. It is headed by a coordinator, who is recruiting a support staff member. It has recently been reviewed and the results of this review are available<sup>11</sup>.

234. There has been some debate about its relationship with the CFP, since its funding sources are different, its activities not integrated at all with the CFP programmes and its objectives certainly very different. The whole Programme ethos is different.

235. There is no doubt that CRISP will not integrate well with CFP. If it is pushed into a forced marriage there would have to be significant changes, and serious and undesirable upheavals to both CRISP and CFP will eventuate. It would also divert management resources away from more important activities.

236. It is a recommendation that MRD continues to accommodate CRISP, but does not try to fully integrate its activities into its own.

237. CRISP funding continues for two years and it is unclear if there will be funding available for a new CRISP project in the future. If funding for a new CRISP project becomes available, the project should, from its inception, adopt the planning, administrative and financial systems, objectives, discipline, work practices and ethos of the SPC, with no exceptions.

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<sup>11</sup> Clua E. (2008) CRISP Mid Term Report

## 3.2 Oceanic Fisheries Programme

238. As OFP has been favourably reviewed twice in the past year, and as the TOR requested a greater focus on CFP, OFP structure and functions are only briefly described in this Review.

### 3.2.1 Objectives, Outputs and Activities

239. OFP has a leading role in oceanic fisheries science and management nationally, regionally and internationally (through WCPFC). It has internationally recognised credibility in this area.

240. The goals and objectives, and detailed outputs and activities of OFP are well described in OFP Annual Report 2008 and Work Plan 2009 and summarised in Section 3.2.3 below. The OFP Strategic Plan 2006-09 focuses on three objectives (abridged): scientific information/advice for fisheries managers on status of tuna; scientific data for managers on fisheries targeting tunas; and improved understanding of pelagic ecosystems.

241. These objectives are addressed by OFP's three related sections: Stock Assessment and Modeling; Statistics and Monitoring; and Ecosystem Monitoring and Assessment. Total staff comprise 24 professional and 13 support staff. External consultants are also contracted where necessary. One position is core SPC-funded (i.e. from member contributions); 12 are Programme-funded (i.e. from Australia, France and New Zealand); and 24 are funded through external projects (WCPFC, GEF, EC, PTTTP and FFA). OFP's annual budget in 2008 was CFP Units 5.155 million (ca AUD 8 million).

242. The relatively large, specialist professional staff provides a comprehensive technical capacity to OFP, enabling it to meet the challenging demands of its mandate. OFP demonstrates a high level of integration of activities, and effective Programme and project coordination. Its extensive, multi-disciplinary capacity is achieved through external project funding and technical collaboration.

### 3.2.2 Indicators and sources of verification

243. Performance assessment criteria are defined in SPC's 'results-based' SPPs. The OFP Strategic Plan (2006-2009) identifies KPIs and sources of verification (SPC 2006). However, as with CFP above, these are not well applied in the Annual Report 2008 and Work Plan 2009, making quantitative assessment of performance of outputs and activities difficult. While some indicators are quantitative (e.g. 'number' of workshops, reports, scientific papers), many are qualitative and often vague (e.g. 'input' into meetings, 'improved' understanding). 'Achievements' in each output are listed but indicators are not assessed. In addition, issues and problems which might not be captured by the KPIs were not addressed. For example, while presentations to HoF identified significant problems (e.g. recent loss of key senior staff, new demanding work streams, a serious funding shortfall [22%] and 'donor fatigue'), these were not discussed in the Annual Report. Clearly OFP needs to put some energy into the development of meaningful indicators, and it may even be necessary to seek external expertise to develop them.

244. The OFP will also need to, like the CFP, adopt a more objectively orientated planning approach in the future (see Para 143 above).

### 3.2.3 The effectiveness of Programmes in achieving objectives and key performance indicators

245. The following section summarises each Section's structure and functions, major activities and achievements, assessment of performance, and key needs and issues.

#### 3.2.3.1 Stock Assessment and Modelling

**Objective 1:** Regional and national fisheries management authorities have access to high-quality scientific information and advice on the status of and fishery impacts on stocks targeted or otherwise impacted by regional oceanic fisheries.

**Outputs:** 1. Regional stock assessments; 2. National tuna status reports; 3. Enhanced capacity of PICTs to interpret stock assessment information and advice.



**Assessment:** The activities of the Stock Assessment and Modelling Section have been highly rated based on high quality scientific advice/reports seen during the process of the review. The work has been accepted by WCPFC, who were interviewed during the visit to Pohnpei and there have also been generally favourable external reviews of the WCPFC science input and PIOFM. Additionally the HoF meeting in 2009 was very complimentary about the Stock Assessment and Modelling Section of OFP.

**Key needs and issues:** There is an urgent need to increase the capacity in OFP to meet the growing demands of WCPFC and PICTs for more accurate and timely stock assessments. To achieve this, long term funding needs to be secure. To assist funding efforts, the OFP should address the issues of cost recovery particularly from the WCPFC.

Greater external scientific peer review is also required to ensure the veracity of the reports and conclusions produced by the OFP (see Para 252 below).

In common with the CFP, there is a need for much greater national capacity in oceanic fisheries science, fisheries management and monitoring in most PICT Fisheries Departments.

### 3.2.3.2 *Statistics and Monitoring*

**Objective 2:** Regional and national fisheries management authorities have access to accurate and comprehensive scientific data on fisheries targeting the region's resources of tuna, billfish and other oceanic species

**Outputs:** The Section generates the regional fishery management data for the fisheries management activities of the WCPFC as well as data for the national fishery monitoring and data management of the PICTs. It also enhances the capacity of PICTs to monitor, manage and use data.

**Assessment:** The Section is highly rated based on the WCPFC science review, as well as interviews at the WCPFC in Pohnpei for this review. The numbers and quality of training and workshops also received very favourable reviews, including in the HoF questionnaire. Favourable comment was also received in interviews in the countries visited during the review.

**Key needs and issues:** There is a need for a greater involvement of PICTs in all aspects of monitoring. Some of the Fisheries Departments and Divisions personnel interviewed during this review felt remote from the activities of the OFP, and there was comment similarly at the HoF.

With increasing demands and limited training capability at SPC/FFA the high demand for observers and port sampling cannot be satisfied. This requires consideration of alternative approaches to meet demand including shorter courses with an increased number of participants and/or devolution of training.

There is also a necessity for catch monitoring training programmes in compliance (as opposed to more detailed scientific data collection).

The development of these programmes should be coordinated closely with FFA, and informed in particular by the outcomes of the Regional Monitoring, Control and Surveillance Strategy currently under development. The need to devolve training to countries which have appropriate resources and institutions is becoming more apparent over time.

With the increase in the size of the observer and port sampling programmes there is a problem entering all the data in to the databases at OFP. More data entry resources within OFP are urgently required, located in either Nouméa or if possible in a less expensive location. It has also been suggested that the observers enter more data directly themselves, perhaps using electronic recorders for some data, and this is also worth exploring.

### 3.2.3.3 *Ecosystem Monitoring and Assessment*

**Objective 3:** Improved understanding of pelagic ecosystems in the western and central Pacific Ocean, with a focus on the western tropical Pacific.



**Outputs:** The Section has concentrated on the understanding of trophic relationships and the effect of fishing on the overall ecosystem. An understanding of the dynamics of the interaction between predators and prey is important to understanding the variability in fisheries and efforts to model this have been an important part of the Section's activities. The outputs of these two activities are the production of data and reports to assist with managing the fisheries. The Section has made headway on adopting the EAFM and provided advice to PICTs as required under the SPP. The ongoing tuna tagging programme is an important activity to provide the data necessary to advise the PICTs and the development of models to address specific fisheries management questions.

**Assessment:** The Section has made satisfactory progress. OFP has demonstrated an appropriate use of innovative modern scientific approaches to the objective and the activity has been favourably evaluated by the PIOFM Mid-term Review. HoF in 2009 indicated a high level of satisfaction, recorded in interviews and during the feedback sessions.

**Key needs and issues:** The major threat to the activity is weak longer-term financial viability, due to the insecure nature of project funding. It is unfortunate that 'Ecosystem' science is not perceived to be directly related to fisheries management and may be regarded as lower priority if funding declines in the future (despite the fact that EAFM is a primary objective of the MRD).

There is certainly a need to 'operationalise' ecosystem-based fishing approaches and some collaborative research/management has taken place with CROP agencies such as SPREP, on conservation of threatened oceanic biodiversity (i.e. some sharks, turtles, some cetaceans etc).

The current close degree of coordination and collaboration with other institutions undertaking research on Pacific ecosystems (there are several in the USA, Japan, Australia, and New Zealand) must be maintained and similarly continuing strong collaboration would be advantageous with regional Universities, (both USP and others in Australia, NZ and elsewhere on the Pacific Rim). As with all associations of this kind they are a two way relationship and it is to be expected that the partner organisations should also make efforts to maintain and strengthen links.

#### 3.2.3.4 Overall effectiveness

246. The documentation examined (Annual Reports and Work Plans, Strategic Plan, and a selection of Technical Reports, scientific papers, brochures and web site (Appendix 5) were generally of a high quality. Although most material was technical, they were generally well explained (at a semi-technical level) for non-specialists in the PICTs. Graphics (particularly coloured regional maps and models with overlays showing fisheries type/landings/trends etc) very effectively convey a vast amount of information and well illustrate trends for non-specialists. The OFP website was generally well structured but requires some updating, and might be further developed as a resource for Pacific teachers, students and interested non-specialists. The 2008 Annual Report<sup>12</sup> was comprehensive, with an 18 page summary table of outputs, performance indicators and/or sources of verification and achievements. 'Achievements' listed are very comprehensive (e.g. numbers of technical reports and scientific publications, briefings and advice to WCPFC, workshops and trainees, cruises, fish tagged and analysed). Oral presentations by team leaders to HoF were of a high standard and the Annual Report was accepted by HoF.

247. While above-mentioned deficiencies in performance assessment prevent a ready assessment of progress, it is evident that OFP has been effective in achieving its objectives.

248. While this Review does not focus on technical and scientific outputs, it is evident from the peer-reviewed scientific papers and a cross-section of technical reports examined that scientific quality is high. OFP scientific staff not only fulfill their increasing commitments to SPC, but maintain their science professionalism and credibility through reviewed science publications.

249. Independent experts consulted in the present Review all rated OFP's overall performance highly. For example, a leading consultant commented that '*SPC/OFP performance over the last few years rates*

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<sup>12</sup> SPC MRD (2009) Oceanic Fisheries Programme. Annual Report 2008 and Work Plan 2009 Working Paper 3. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.

*very highly in terms of the technical quality of the work and the spirit in which they have worked with Island countries. FFA Members would have been very seriously disadvantaged in the early years of the Commission's work without the support of SPC/OFP. In four important areas, they have been very effective: target species stock assessment, non-target species assessments, monitoring and ecosystem modeling.'*

250. OFP has also been favourably reviewed in the Mid-Term Review of the GEF-funded Pacific Islands Oceanic Fisheries Management Programme (PIOFM) (Zann and Vuki 2008)<sup>13</sup> and an independent review by MRAG (2008)<sup>14</sup> of the WCPFC's science structure and functions. Additionally a peer review meeting of scientists from other WCPFC nations has been held for the last two years to review the models and assessments in details.

251. The MRAG (2008) report recommended greater external scientific peer review of OFP advice and technical reports be undertaken. Peer review could be extended to OFP's other advice and technical reports to PICTs, such as the National Tuna Fishery Status Reports, a number of which are produced every year.

252. It is recommended that OFP's scientific advice and technical reports be subject to greater external scientific peer review.

253. The OFP should be able to contract these kinds of review to a suitable institution. It is noted also that the WCPFC already externally review the reports and information provided to them by the OFP.

254. This review has noted a less than ideal awareness amongst PICT fisheries managers and decision makers about the use and limitations of fisheries models and statistics. While this is being addressed through the regular stock assessment workshops, the limitations need to be more widely known amongst decision makers, and the OFP might consider it appropriate to examine further avenues to do this.

255. In conclusion, it is fair to say that OFP is a world-leader in oceanic fisheries science. The comments made above should be seen in the light of this.

### **3.3 MRD overall**

#### **3.3.1 MRD's effectiveness in helping SPC member states**

256. The speed at which the identified fisheries challenges of the SPC member countries have changed over the last 10 years has been dramatic. The MRD SPP acknowledges these changes, particularly in relation to the advent of EAFM. The whole complexion of PICTs needs has moved away from producing more fish as a response to nearly all problems to sustainable fisheries management. Moreover, these needs are now seen in light of a range of overarching objectives including, among others, achieving food security and addressing climate change in a rapidly changing physical, economic and social environment.

257. The production of the Apia Policy document has been a first step in responding to these challenges.

258. The MRD generally has done a very good job of rising to the challenges of the PICTs' fisheries needs, and allocating its resources appropriately to achieve the objectives set for it by the HoF and through the SPP.

259. There have been some inefficiencies and a hands-off approach to management over the last few years has allowed some of the CFP Sections to lose focus (nothing that the new Director of MRD cannot rectify swiftly).

260. On the other hand, OFP has generally been very focused in its management role in the past decade, and effective in helping member states meet the challenges of increasing oceanic fisheries, particularly through its lead role in the WCPFC.

261. There is a need to change delivery techniques and approaches to enable MRD to adequately respond to future challenges with limited resources. This will require an objectively orientated SPP. CFP will require the development of a different mindset and skills profile for the core staff, concentrating on

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<sup>13</sup> Zann, L. and Vuki V. (2008) Pacific Islands Oceanic Fisheries Management Project. MID TERM EVALUATION. Report to UNDP, Suva, Fiji.

<sup>14</sup> MRAG (2008) Independent Review of the Commission's Transitional Science Structure and Functions. Western and Central Pacific Fisheries Commission

sustainable coastal fisheries management and sustainable livelihoods, but all founded on a secure economic basis. In a period of declining external funding, OFP will be required to focus on core activities, and seek cost recovery for its services.

262. During the review process the RMP in Fiji was noted to have a very comprehensive database which contained “*all the information about everything*”, as it was described by the current RMP Director. This guides its Programmes and records all of its activities. It is an extremely useful tool for the RMP in all sorts of ways. Currently the database is only available to the RMP staff.

263. The incoming director of MRD may consider it appropriate to look at RMP’s database system and assess whether the MRD should adopt something similar. We note however that current funding constraints may preclude any immediate adoption of such a system.

264. Overall the MRD needs to become more focused on its objectives, reduce waste, and become even more responsive to changing needs. This is covered later in this report (see Section 4 below).

### 3.3.1.1 *The extent that the objectives of the Programmes respond to the expressed needs of the PICTs*

265. The expressed needs of PICTs are constantly evolving, the latest manifestation of which is the Apia Policy. Forum decisions and declarations have also greatly changed the complexion of the “expressed needs” in that they are generally absorbed into the results of the HoF meetings. To date, the objectives of the Programme appear to have been adequately updated to reflect the changing needs of the PICTs. The current SPP is flexible, partly because many of the activities undertaken are loosely defined. The CFP has also modified its approach (though not in the current SPP) in response to requests for different types of assistance from members. The preparation of the 2010-2013 SPP will provide an opportunity for the MRD to modify its objectives to be more in line with the current expressed needs.

266. As well as reflecting current needs, it is essential that the next SPP is flexible enough to respond to any changes. Whilst global climate change and food security are currently receiving great emphasis, the situation may alter and new priorities may emerge. Thus, the possible need to update activities under the new SPP to best reflect the needs of the PICTs must be borne in mind during its preparation.

267. The results to the questionnaire provided to HoF meeting participants in February 2009 indicated that the activities of the CFP were only partially responsive to the needs of members (63% responded “somewhat”), with only 15% agreeing that they were. Twenty one percent thought that they were not. While on its face, this indicates that countries believe their needs are not being satisfactorily served, we note that face to face interviews during the review did not at all back up the questionnaire response, particularly with respect to requests for information or advice on specific issues. We also note the issue of responsiveness was not brought up during the recent HoF meeting. It does not seem therefore that much could be gained by initiating a new level of decision making or extra HoF meetings to address this issue unless there is better evidence of dissatisfaction.

268. Similarly, the same questionnaire asked whether the CFP’s programmes were responding well to the challenges of global climate change, food security and EAFM. The responses indicated that with climate change and food security there was a lower perception of success, though with EAFM the perception was favourable (see Appendix 6). This may be due to the relative novelty of climate change and food security as part of MRD’s activities.

269. There has not been enough targeted monitoring and evaluation of the activities of the CFP to make a full, objective assessment about whether activities have successfully responded to changing needs. Nevertheless, the review did not find any indicators that the CFP was seriously failing in this regard. Internal monitoring and evaluation is covered in Section 3.1.2 of this report.

270. SPC member states also rate OFP’s effectiveness relatively highly, and responsive to their needs. For example, in the HoF questionnaire, 44% of respondents ‘agreed’ and 50% ‘somewhat agreed’ that OFP is adequately responsive to their country needs. Forty two percent ‘agreed’ and 47% ‘somewhat’ agreed that their input at HoF would influence the OFP implementation. Notwithstanding that, only 44% agreed that OFP’s monitoring and evaluation was adequate. This is surprising given the current review (and other reviews) have rated it highly, although the result may reflect a lack of technical knowledge or other issues such as discontent on a lack of involvement of states and delays in feedback on landings data.

### 3.3.1.2 Are MRD activities adequately co-ordinated with other technical partner agencies?

271. Officially there are many formal, co-ordinated activities between MRD and other agencies. These include the [CROP](#) agencies (SPREP, FFA and USP are CROP agencies), FAO, IRD, ACIAR, WCPFC, NACA, Worldfish, various NGOs (e.g. TNC and WWF) and others. MOUs are in place with FFA, SPREP and others and an annual service agreement exists with WCPFC. Joint projects are also proposed with FFA and SPREP under EDF 10.

272. OFP has very effective coordination with the FFA and the WCPFC. The cooperation between CFP and FFA is also effective.

273. Although SPC and other CROP agencies meet regularly under the umbrella of the Forum Secretariat, these high level meetings have little direct effect on the activities of the MRD. As a result it can be said with confidence that the formal cooperation and coordination between these agencies is not as good as is desirable. It was noticeable that employees of two institutions who were interviewed during the review (from SPREP and USP) accepted that links could be improved, and that in recent years they had deteriorated, though the exact reasons were not identified. They did however acknowledge very good informal links between individuals: “*we currently enjoy a valuable and collegial working relationship*” was how one SPREP employee put it.

274. The weakening of formal links is mitigated somewhat by the character and resourcefulness of the MRD staff in making and retaining good relations with relevant partner agencies and, importantly, individuals in partner agencies. This means there are actually good relations with most partner agencies, though in many cases they are not formalized. An example is the relationship between ACIAR and the Aquaculture Section, where the Section Adviser has made great efforts to enhance the relationship and the ACIAR Programme Manager. This is also partly due to the drive of the ACIAR Programme Manager, who also maintains a close relationship with some other Sections of MRD, such as the Senior Reef Scientist in the Reef Section.

275. A drawback in this approach is that individual relationships can and do break down occasionally. Individuals may leave organizations, and if not maintained, the relationships may thaw. Formal relationships, without the personal touch, then have to be relied on. The fact that some of the staff in partner agencies have at some time worked for SPC is an advantage.

276. OFP coordinates effectively with the other CROP agencies which have observer status at HoF. It has a very close working relationship, and special MoU, with FFA. This collaboration was forced because of an initial, unproductive competition resulting from overlapping mandates. As the scientific services provider, OFP has an intimate working relationship with WCPFC. However, there is a perception that OFP may serve ‘too many masters’, and there are potential conflicts of interest among SPC, WCPFC, FFA, PICT national fisheries agencies, and foreign fishing nations regarding advice and confidential fisheries data. Despite this, an expert in this area interviewed during the review considered that ‘*SPC/OFP succeeded very effectively in reconciling these roles, retaining the confidence of the PICs while serving the Commission well enough to apparently retain the confidence of other Commission Members including the Asian states.*’

277. It is recommended that the issue of potential conflicts of interest amongst SPC/WCPFC/FFA/PICT national fisheries agencies is considered by SPC senior management, and if necessary, be addressed by a small reference group representing all interests.

278. Collaboration with SPREP and USP is more limited. Greater collaboration with SPREP is desirable in ecosystem monitoring and assessment given SPREP is responsible for oceanic biodiversity conservation and has a major focus on cetaceans and turtles which are affected by tuna fisheries. Collaboration would also expand OFP’s external funding base to conservation donors and major global programmes such as the GEF Coral Triangle Initiative. Interestingly, some of the CROP agencies who might benefit directly from better links with OFP have failed to take advantage of the opportunity.

279. Capacity-building in PICT fisheries science and management is a continuing priority (see Section 3.3.2 below), and greater collaboration is required with USP, though once again this is a two way process and USP have not been very responsive to date. While there has been little collaboration with SOPAC in

the past, some components of SOPAC proposed to be with SPREP<sup>15</sup> (e.g. physical oceanography) may be of great advantage to OFP.

280. Developing and strengthening the formal cooperative links will lead to better coordination of activities and less duplication of work in the future. Nevertheless, it requires drive and determination from all the partner agencies and the individuals within them to ensure that these links have an effect. The reviewers readily accept that weaknesses in collaboration are not necessarily the fault of MRD and SPC and that potential partner institutions also have a responsibility to try to foster better links.

281. We note that none of the above is particularly original. One of SPC's current employees produced a report in 2007<sup>16</sup> that outlines how CROP agencies could work together more effectively to assist PICTs better manage their fisheries resources. What's required now is institutional action.

### **3.3.1.3 Has MRD made efficient use of resources?**

282. By and large MRD has used its resources well. It is difficult to see how the objectives could be pursued in significantly different ways.

283. Nevertheless, there are several areas of concern for CFP (i – iv are covered elsewhere in this report):

- i. the tendency of some staff, often with member country representatives, to attend conferences, seminars, training sessions and symposia in exotic locations when the benefits to the PICTs of them doing so are nebulous (see Para 96);
- ii. the failure to measure the success of programmes in economic terms (see Para 141);
- iii. continuing to support activities in PICTs where the institutional capacity to absorb and benefit from the activity is so low as to render the activity ineffective (see Para 304);
- iv. continuing to apply a regional "one size fits all" approach in projects and programmes where it is not appropriate, as in PROCFish/C (see Para 159); and
- v. the expense of maintaining the HQ hub and all the Sections in Nouméa for both OFP and CFP (although not a problem that MRD can address directly).

284. The incoming Director of MRD can address these issues during the course of his routine management of the Division, and through the application of better planning techniques (see Para 92) and JCSPs (Section 3.3.3.1.)

285. OFP, on the other hand, has made very efficient use of core funding. It has built a multi-disciplinary programme of international excellence using Programme and external funding. Its close collaboration with FFA has removed overlap and competition, promoted effective oceanic fisheries management, and greatly expanded its funding base.

286. As noted above (Para 273), it is essential that current cooperation with other CROP agencies, notably SPREP and USP, must be maintained and strengthened to address the challenges of the future.

### **3.3.2 HRD and the approaches used by the MRD to develop national capacity**

287. MRD supports countries that have a lack of capacity by providing the technical and management skills they lack. MRD tries to build capacity through regional bodies and programmes, and MRD directly provides assistance to improve capacity in fisheries administrations.

288. The CFP has addressed capacity building in a variety of ways:

- i. formal training (e.g. the "Nelson Course" for fisheries officers, held annually for many years, with a practical module in a PICT training institution);
- ii. cooperation with the USP (e.g. in designing a course to replace the Nelson Course);

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<sup>15</sup> if the results of the current review are accepted, and in this there is some doubt

<sup>16</sup> Bell J (2007) Planning the Use of Fish in the Pacific for Food, Livelihoods and Revenue, A Report to the Manager, Regional Institutional Framework.

- iii. in country “on the job” training by core staff (e.g. by master fishermen in fishing techniques and fish handling);
- iv. in country “on the job” training by hired in specialists and experts (e.g. in HACCP and post harvest);
- v. attachments by individuals to CFP in Nouméa;
- vi. attachments to appropriate institutions outside of the recipient’s country;
- vii. regional workshops and short courses where PICT members are invited to send trainees;
- viii. formal short training courses either in the region or in SE Asia (such as in aquaculture hatchery techniques); and
- ix. funding for attendance at seminars, conferences and symposia for PICT fisheries staff.

289. Of these initiatives, the attachments/internships of PICT staff to CFP in Nouméa have perhaps not been used enough, and could usefully be expanded. This would also provide a way for CFP to enhance its ability to provide services whilst at the same time giving valuable experience to the intern.

290. OFP mainly uses short-term, training workshops for capacity development within PICT Fisheries Departments (e.g. Stock Assessment and Modeling Section collaborative workshop on stock assessment in 2008).

291. The Statistics and Monitoring Section undertake a major training Programme with FFA in observer and port sampling. While this has been highly regarded, concern has been expressed about increasing demand given OFP’s resources are limited. This will greatly increase in the near future (e.g. 300-400 observers will be required for 100% purse seine observer coverage by 2010, and more for 5% coverage on other vessels by 2012). This has highlighted the need for separate (and simpler) courses in compliance monitoring, which may be further influenced by the outcomes of the Regional Monitoring, Control and Surveillance Strategy for Pacific oceanic fisheries currently under development through FFA. While there has been some devolution of training to countries (e.g. PNG), the smaller countries will continue to require special support.

292. Apart from the short term training workshops mentioned above the OFP, like the CFP, also uses other capacity building methods such as:-

- i. attachments of PICT staff to OFP in Nouméa;
- ii. support to PICT staff attending meetings;
- iii. through presentations to the FFA science working group prior to its regular meetings;
- iv. on the job training of PICT staff by OFP visiting specialists;
- v. attendance at seminars and meetings relevant to PICT staff.

293. Given the limited SPC/FFA resources to meet current training demand, alternative approaches being developed by OFP to meeting regional needs are supported. Notwithstanding, OFP should ensure that standards are maintained in externally serviced courses.

294. Building national technical capacity, particularly in oceanic fisheries science and stock assessment, is more problematic. Enhancing the capacity of PICTs is a priority of the Vava’u declaration and some of the more developed PICTs have expressed the desire to have at least some level of in-house capacity in oceanic fisheries science. The problem is complex however, involving the general level of education in PICTs, social and cultural values attached to education and the failure of PICT administrations to place enough emphasis on capacity building. It is also worth noting that few jobs for full stock assessment scientists exist within the region, and these by their nature, exist within regional institutions. Rather, what appears to be required amongst PICTs is an increased capacity to interpret stock assessments and other oceanic fisheries science products, as well increasing technical capacity to translate scientific outcomes into management responses.

295. The lack of technical capacity amongst PICTs has been a source of contention and in private discussions some HoFs considered OFP as ‘European-dominated’. The reviewers completely accept assurances that appointments to OFP are based solely on merit and any biases reflect lack of qualified



applicants in these technical areas. The problem is a much wider one and reflects a serious lack of appropriate technical capacity in the region and indeed worldwide.

296. Although many PICTs may lack the technical expertise for oceanic fisheries modeling and stock assessment for the foreseeable future, OFP might consider the development of introductory/intermediate skills in these areas. For example, it might develop simpler, more 'user friendly' models for country use by commercial fishers, HOFs, politicians and decision makers and teachers (under supervision) as well as undertake suitable training programmes and offer work attachments. USP might also be assisted in developing its introductory courses in oceanic fisheries science. PICTs should send appropriate students to universities which specialise in modeling and stock assessment and students should be encouraged to undertake relevant higher research in this area. None of these offer a complete solution, though, as an example, simple models often offer useful introductions to the complex subjects.

297. Unfortunately, despite many years of following these varying approaches the capacity of many of the fisheries departments/divisions with which MRD works remains quite low. This manifests itself in three ways:

- i. poor governance (in that the fisheries department or division is dysfunctional and cannot deliver relevant services or regulations);
- ii. technologically (in that the people to do the job are undertrained, and unqualified, or do not exist and); and
- iii. administratively (in that senior fisheries staff do not have the relevant skills to administer the day to day activities of their departments).

298. Lack of capacity was very apparent during country visits and not only affects fisheries departments and divisions but also whole administrations and governments. Interviewees were candid in their admission that capacity limited their ability to manage fisheries (such as CBM see above Para 214) as well as retain skills (e.g. FAD design and placement) in their cadre of staff. The HoF questionnaire indicated that 57% considered that their administrations were not adequately resourced to absorb the assistance offered by CFP.

299. The nature of the MRD's capacity building interventions reflects the very diverse needs of the different member countries and territories. It is currently not within MRD's mandate to develop efficient fisheries administrations in all the PICTs (e.g. by developing a staff training and development plan for each of the failing or inadequate fisheries administrations, and then implementing it).

300. The CFP could begin a programme of governance improvement in fisheries within the PICTs, beginning with the production of annual reports, setting targets and monitoring and evaluation of projects and programmes. While we note that such an approach may lead to negative interactions with some member countries, improving governance is worthy of consideration as a CFP activity in the future when funds permit.

301. A possible model for capacity building exists in the SPC. The LRD has had quite a good experience with funding staff positions in national agriculture departments through projects. The incoming Director of MRD may consider establishing a similar scheme by including it in upcoming projects where appropriate.

302. The scheme should be project funded with a definable "end point", clearly defined lines of responsibility and also include agreed procedures for the absorption of the individual into the country's administration at the end of the term.

303. The present balance between development programmes and the capacity to absorb benefits amongst PICTs is not satisfactory. In future, greater use should be made of JCSPs in better matching development interventions to national capacity.

304. It is a recommendation of this review that the MRD, through the JCSPs, assess the capacity of the country fisheries departments and divisions to absorb and benefit from its services. Should the capacity of the division or department be lacking, MRD should modify the implementation schedule and scope of involvement to reflect the capabilities of the recipient country.

305. It is recognised that this will be difficult to implement, and there will no doubt some resistance from countries that feel that they have been excluded from some MRD activities. However once capacity

problems have been identified as important in the JCSP then it will be far easier to solve them, and these solutions can be incorporated into the JCSP for the appropriate PICT. It will be important to ensure that no country feels that it is being discriminated against.

306. Capacity issues exercised the minds of the 2003 reviewers who recommended the CFP undertake a capacity needs analysis (see Para 307 below). Ultimately, the responsibility for addressing capacity issues rests with the SPC members, however prioritization should also be given to this issue in the proposed 'Future of Fisheries' study.

307. Long-term capacity building in oceanic fisheries in PICTs was a major priority of the Vava'u Declaration. This will require a strategic approach by SPC, FFA and USP as well as long-term commitments in human and financial resources by each country and development agencies.

308. The wider issues regarding capacity problems in PICTs may be an appropriate area for a regional study by an international organisation such as ADB. This is something that SPC may wish to follow up.

309. It is recommended that the SPC, in coordination with other CROP agencies, assess ways of better developing capacity in PICTs. For oceanic fisheries, this would involve methods of building of regional capacity in oceanic fisheries science and management, particularly the use and interpretation of the results of stock assessments. For coastal fisheries this would involve enhancing capacity in management and technical issues, as well as administrative matters and good governance. (Note: This is a recommendation for SPC, not MRD directly.)

310. In the short term it will be necessary for MRD to work with PICTs to develop national strategies and priorities (through the JCSPs, see Para 318 below).

### **3.3.3 The extent to which the MRD plans for, and achieves, sustainable outcomes**

311. Sustainable outcomes, including implementation of the Sustainable Approach to Fisheries Management and the EAFM, are the primary objective of the MRD.

312. In relation to Programme activities, sustainability depends on the target group's ability to ensure the benefits of the activities undertaken continue after the project, programme or activity is completed. Whilst MRD does try to aim for sustainability of outcomes, there are indications this goal is not being achieved. Much of this is due to capacity constraints (see Section 3.3.2 above), although some failures are because "sustainability" has not been properly assessed and planned for by MRD or the recipient PICT before implementation.

313. In the future, the necessity to ensure sustainability of outcomes will be even more critical. For this to occur the recipients, administrations, individuals and communities will need to claim a much greater degree of ownership over the MRD's initiatives. Currently SPC is perceived to be the main driver and owner of many programmes, and loyalty to them is limited. Only with a true sense of ownership will recipients make the effort to carry on after the inputs from MRD have finished.

314. The results of the HoF questionnaire showed that 82% of respondents felt an adequate sense of ownership of the CFP and 88% the OFP. Whilst they were generally satisfied with the level of influence they had in the direction of both Programmes' activities, it is noticeable that they also expressed some disquiet as to the influence they had on the implementation of the Programmes with less than 40% thinking that anything they said at the HoF would make any difference (see Appendix 6). Given the HoF's status as the major forum for change of the MRD's activities, this is concerning.

315. Further down the administrative trees, and in the communities visited by this review, a sense of ownership was also found to be lacking. One interviewee from Fiji commented that "...outsiders come in and do research and go away. Next lot turn up. Communities treat the next lot very suspiciously". Similarly a group discussion with several government officers in Fiji revealed that nobody knew what SPC's role was in fisheries. These comments and others are hardly a ringing endorsement of ownership for MRD's work.

316. The question of ownership of the Programmes and projects of MRD, which is the key to sustainable outcomes, will be addressed by the use of more objective orientated project planning during the process of producing the 2010-2013 SPP. Objective orientated project planning will involve the PICTs



and other stakeholders more in the development of the Programmes of the MRD and so there should be a greater feeling of ownership. At the same time the Regional Offices should put an enhanced SPC/MRD permanent presence into the regions and eventually the Fisheries Officers placed in the Regional Offices will contribute to better communications. Similarly, an enhanced publicity capability in the Information Section will provide more media. Once again there is an opportunity to use JCSPs to involve the PICTs more in planning for the interventions in their own country and thus create a sense of ownership.

317. This review notes that it is important to create a better sense of ownership by the member countries for MRD's activities, and that the tools exist in the planning process, the JCSPs, Regional Offices and in the Information Section to make sure it happens.

### 3.3.3.1 *Integration of SPC Joint Country Strategies, gender and environmental issues*

318. **Joint country strategies (JCS)** are an important recent innovation by SPC. JCS Papers (JCSPs) are developed with national Foreign Affairs Departments rather than Fisheries Departments, and provide wider government and community inputs.

319. The JCSPs are being promoted in this review and elsewhere as a key element in the focusing of the SPC's activities in the PICTs. Each country is meant to have a JCSP agreed, and then reviewed every four years. MRD has an input into the JCSP by sending a staff member to accompany the team undertaking the preparation of the JCSP or its review.

320. In MRD, though they have had an input to preparing them, JCSPs are at best used to confirm current and already planned actions in the SPP. They have not been used as a tool to focus more closely MRD's initiatives in each country/territory, though this is now being addressed with the assistance of the SEPPF. All the countries are different, including different capacities both practically and administratively. The JCSPs offer a very good opportunity to focus specifically on the needs and capacity to absorb of each PICT, away from the usual all encompassing forums of the HoF and other international meetings.

321. It is thus a recommendation that Joint Country Strategy Papers are used far more actively by the MRD to guide interventions in individual countries.

322. When JCSPs are prepared or come up for revision a great deal of effort should be put into making sure that the MRD's activities, in particular CFP's, are appropriate and relevant to needs of the member country. In particular the JCSPs can be used to:

- i. offer an opportunity for CFP to define the relationship of the private sector and civil society with the services that it can offer to each country. For instance the lack of involvement of the private sector tuna industry (the fishers and processors) and wider community in oceanic fisheries management has been a noted omission in the past;
- ii. better match interventions with country capacity to absorb;
- iii. define the level of need for supporting capacity, from both OFP and CFP, in those countries without adequate developed capacity;
- iv. allow more emphasis to be made on the countries to take on responsibilities to compliment the work of the MRD (such as developing and retaining capacity) and for ensuring that MRD interventions are relevant to the country needs
- v. define a more integrated approach to its interventions by using available in-country resources, combined with the resources of other SPC Divisions and Sections, and directing these better at beneficiaries;
- vi. confirm a sub-regional approach to implementing projects and Programmes, where appropriate; and
- vii. lengthen the planning horizon, enabling MRD to better plan budgets (see Section 4.3) and attract donor funding for identified interventions.

323. The SEPPF has already prioritised the preparation of the JCSPs and in 2009 has been very proactive in their preparation and revision, more so than in previous years.

324. **Gender.** The words “women” or “gender” do not appear in the 2006-2009 CFP Strategic Plan, which is indicative of general neglect of this important area. During 2008 only two “women’s” activities were reported as undertaken in the CFP report to the HoF: two routine “Women in Fisheries Bulletins” were produced and a study report on role of women in the tuna industry published. We note however that this ignores the PROCFish project which, as part of its socio-economic activities, has carried out considerable work on gender in fisheries in the Pacific. Notwithstanding that, gender activities of the MRD are not particularly well developed.

325. There is no MRD Gender Adviser. Both OFP and CFP are predominantly staffed by men, except for the support staff who are predominantly female. In OFP, 21 of the 24 senior professional positions are occupied by males, though in truth it appears that for some reason oceanic fish stock assessment attracts more men than women as a career. While the assurance by management that all appointments in scientific and technical areas were based on merit alone is completely accepted, this indicates the wider need for a gender orientated approach to capacity-building in fisheries science in PICTs.

326. There is very little interaction with the Social Resources Division of SPC despite being on the same campus (see Section 4.2 below). HRD, including gender issues (men and women), youth and a strategic approach to social issues does need to be a constituent part of the psyche of the MRD. That said, recent efforts in 2009 by both HRD and MRD have gone some way to improving communication and cooperation.

327. The objectively orientated project planning approach which has been recommended above (Para 143) will overcome these shortcomings, since better planning will identify socio economic considerations and gender issues much earlier and they can then be included in the 2010-2013 SPP and work programmes.

328. **Environmental issues** are central to all the activities of the MRD. The current thrust is through the use of the EAFM. EAFM is a means to implement sustainable development concepts into fisheries by addressing both human and ecological well-being. The important observation is that the EAFM is a means to an end, and not an end in itself. There is much confusion regarding EAFM, but once its concepts are understood EAFM can be incorporated into all the activities of MRD. This has to be done at the planning stage and once again, will occur as objective orientated planning is adopted. The need for collaboration with SPREP on oceanic biodiversity conservation has been identified earlier (see Para 110).

### **3.3.4 MRD and the SPC Corporate Plan and Pacific Plan Objectives**

329. The main objectives of the SPC Corporate Plan are (1) increased focus on member priorities, (2) strategic engagement at national, regional and international levels and (3) strategic positioning of the organisation. There is no doubt that the MRD is contributing (and will continue to contribute to) these objectives through its Programmes.

330. There is no conflict between MRD’s activities and the Corporate Plan. Indeed the Corporate Plan guides the MRD (see Section 1.3 above) and in part provides MRD’s mandate.

331. The same can be said of the Pacific Plan though, as a Forum initiative, it and the other Forum derived instruments require the HoF or other bodies to accept or endorse them separately since not all SPC members are Forum members.

## **4. Programme Management and Capacity**

### **4.1 MRD programme management capacity in relation to its current SPP**

332. In general the SPPs provide a very good basis for management of the MRD’s Programmes. Despite that, in recent years MRD management capacity has been limited by two major weaknesses which have had a negative impact on achievement of objectives in some Sections of the CFP.

- i. The first was that the previous Director of MRD (to 2008) adopted a hands off approach to management and permitted all the Sections in CFP to develop programmes in a less than integrated way. We note however that the CFP is a relatively recent bringing together of different projects and a co-ordinated management approach may have been very difficult to implement immediately.

- ii. The second was that for the last two years the CFP Manager was diverted from his CFP management obligations by his appointment to lead the PROCFish project.

333. The management structure of CFP is hierarchical (see Appendix 7) and the two senior posts (Director and Programme Manager, CFP) provide the direction and leadership to the Programme. For some time these two posts were not performing as intended and it was inevitable that the CFP lost some direction. Despite this the CFP, through the efforts of its Section heads, has generally managed to maintain enough cohesiveness to address the current SPP. Satisfaction from PICTs has remained generally very high, despite noticeable shortcomings that could have been rectified with early management interventions and better planning which have been commented on above.

334. In response to this loss of direction it is necessary that all projects and programmes of the CFP should now focus much more closely on objectives. To do this the CFP should reorganize the way that it carries out its day to day activities and its basic structure. All Sections should be subordinate to the outputs needed to achieve the objectives, and the objectives must form part of the ethos and day to day working life of the CFP.

335. By contrast, OFP management capability is of high quality and the OFP Sections and outputs remain well coordinated. The OFP Programme Manager has remained very focused on objectives, and kept a tight rein on his Sections and staff. This may reflect a longer history and the Programme developing from a single original project.

336. OFP and CFP have coinciding objectives and many cross cutting activities. With the change of strategy in recent years, and the importance of food security and global climate change the MRD must become objective and outcome orientated, not programme and project orientated as now, so as to be able to respond adequately to these new challenges.

337. It is a recommendation that the MRD adopt a structure that is far more objective-orientated. A suitable model may be the SPC Land Resources Division, based in Suva. In this model, the Sections are all subordinate and service the objectives of the LRD. With modifications this model should prove suitable for MRD.

338. The LRD model is outlined in its [Strategic Plan 2009-2012](#). This is a flatter organizational structure than a standard hierarchical one, and is based around seven thematic areas, with support from three support sections. It also places great emphasis on communication with, and ownership of the programmes by, the stakeholders. By contrast, MRD is a smaller organisation and will only have one support section, and possibly four thematic areas.

339. The LRD Director informed the review that it took four years to get this model accepted and working, however the Division now functions more effectively both internally and in coordination with external agencies.

340. Due to changes in objectives and the way of doing work in the Division, the skills mix needed to deliver services to the PICTs is also changing. Far more emphasis must be placed on management of resources, economics and support to country fisheries departments and divisions in the in-country management of resources. The present staff of CFP are (and have been for many years) excellent at providing technological answers to technological questions or shortcomings. The CFP is, however, charged by various binding decisions by governing bodies to address the larger issues of the day, and for this a tightly focused, but well rounded (skills wise) cadre of staff is required who can address cross cutting issues and the challenges of the future.

341. It is a recommendation that CFP alter the skills composition of its staff to meet the changing needs of PICTs. All staff TORs should be updated, and effort made through the existing process of triennial staff reviews and other processes to ensure persons with appropriate skills are appointed to each position.

342. All that is required is that the existing process of triennial evaluation and re-recruitment is applied rigorously. In the past there has been a tendency to assume that the incumbent is the best fitted to the post, and the TORs have remained the same or similar. This may not be the case in the future and will require review post by post by the Director MRD.

## 4.2 Crosscutting activities and strategies to better integrate with other SPC Programmes

343. While there are many crosscutting activities of the MRD, internal cooperation, particularly amongst the CFP, has not been optimal. It does not take much analysis to identify some of the reasons:

- i. in the CFP some of the Section Advisers do not relate interpersonally. Cooperation between Sections on cross cutting issues is almost impossible where some Section heads actively disparage their colleagues in other Sections;
- ii. Sections have been allowed to compartmentalise and “protect their own patch”. For example, PROCFish/C has closely and un-necessarily guarded its data, citing country confidentiality; and
- iii. a lack of guidance from management has allowed the Sections to design and implement their own Programmes, without adequate reference to the overall objectives and without trying to integrate their projects and programmes with those of the other Sections. Some have become very un-focussed on the larger objectives, whilst becoming over-focussed on narrow objectives.

344. These shortcomings can be overcome with the adoption of a more integrated planning approach and by altering the skills composition of the Section (see Para 341 above).

345. During the review it was revealed that SPC Sections within a few seconds walking distance of each other at the Nouméa HQ rarely support each other’s activities. Some of the support sections of SPC, such as Human Resources and Demographics, should have inputs into most if not all of CFP’s projects and programmes. Possible explanations for the lack of internal engagement include:

- i. many of the SPC’s activities are organized as projects. Where no funding or allowance has been made for cross cutting activities with other Sections or Programmes within the SPC, it is unlikely that they will occur. Cross cutting activities often cost money and have to be included in the project when it is being designed;
- ii. CFP is perceived to be staffed overwhelmingly by male ‘fish killing types’ who are not sensitive to gender issues;
- iii. suspicion of other Sections and programmes amongst the staff that “their” success might be undermined or wrongly attributed to others in other divisions; and
- iv. Sections and Divisions based in Fiji are seen as far away. LRD for instance, should be immensely valuable in sustainable fisheries development initiatives, particularly aquaculture for food security.

346. Surprisingly, OFP too has also not made adequate use of resources within SPC (e.g. Statistics and Demography, Public Health, and Human Development). Likewise, OFP’s internationally recognised capacity in fisheries science and monitoring has not been utilised fully by CFP (see Section 3). OFP’s successful integrated multi-disciplinary science and management approaches can be utilised by CFP, particularly the Nearshore Section.

347. This review recommends that communication, coordination and collaboration within MRD and SPC generally should be improved. MRD through the new Director will address CFP and OFP issues, however SPC management will need to address the larger corporate imperative of cross cutting cooperation between Divisions and their Sections through their regular executive meetings.

## 4.3 The potential of the MRD to attract external financial and technical support

348. The SPC generally seems well supported by its core and programme donors: Australia, France and New Zealand. A historical overview of funding, and more detailed comments on funding are provided in the CRGA Overview report for 2008<sup>17</sup> and in [a paper](#) on the future direction and funding implications for

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<sup>17</sup> SPC (2008) Overview reports. Marine Resources Division. Agenda Item 2.3 at the 38<sup>th</sup> Meeting of the CRGA Noumea 2008 Paper SPC/CRGA 38(08)

CFP prepared in 2008<sup>18</sup>. The latter of these shows the origin of funding for each staff member in CFP - core, programme or project - and suggests new posts. It also highlights the expanding requirements for funding for CFP activities in the near future.

349. The recent (2008) ANZ Triennial Review of support to the Pacific Regional Organisations confirms SPC's *"overall good organisational health in terms of its efficient use of available resources"*. The ANZ review does note however that in regional organisations *"strategic planning and programming is at times not prioritised or aligned, agreed multi-year programs not costed, and budgets are disconnected"*.

350. Core and Programme funding seems to be generally secure for MRD, though exchange rates have reduced the amounts available by more than 25% in recent months. This has had a serious effect on the MRD, though as the table in the Director's Overview<sup>19</sup> shows, much of the work of the MRD, and OFP particularly, is through projects where funding levels are assured for the length of the project and often in more robust currencies. The EU has also been consistent in its provision of funding for large scientific projects.

351. OFP has been very successful in attracting external funding in the past and opportunities for further funding from biodiversity conservation sources have been suggested here. OFP has also been successful in attracting technical support through collaboration (e.g. with FFA, University of Hawaii and French agencies), and this could be extended to relevant marine research agencies in Australia, New Zealand, US and Japan for an 'ocean scale' approach. However, the negative side of this is an overly high reliance on outside 'soft' funding and technical support. This is a very serious threat to OFP's mid- to long-term financial viability, particularly as the global economic recession takes effect.

352. OFP is 'subsiding' much of the work undertaken for WCPFC and FFA. (For example, of the US\$650,000 research budget for WCPFC in 2008, \$388,000 was contributed by SPC as a direct subsidy.) It is necessary to formalise arrangements with these agencies, with full cost recovery where possible.

353. Secure funding for fisheries science and management is a wider issue. While it is universally accepted that good scientific information is essential for sustainable fisheries, the funding allocated is invariably trivial. For example, the science budget for WCPFC in 2008 was US\$650,000 compared to US\$4 billion annual landings (i.e. less than 0.02%!) A detailed economic analysis of the cost/benefits of oceanic fisheries science and monitoring would be useful to place realistic dollar valuations on OFP's advice. For example, under an appropriate 'user-pays' approach, resource users and beneficiaries (e.g. fishing nations and consumers, associated service industries, PICT recipients of fishing licence fees) should be charged a realistic fee or rental. Such an approach would also change funding arrangements with developed fishing nations from 'donor' to 'client', with a 'fee-for-service' to the science and management providers.

354. A natural resources economics study of Pacific fisheries, values and benefits (e.g. financial, food security, livelihoods) to fishing nations and PICTs is currently underway (Gillett 2009<sup>20</sup>). This study will provide some guidance on the cost and benefits of science and management and may be incorporated by MRD into many of its planning activities to ensure that appropriate funding is sought for much of its work.

355. Project funding underpins much of the work of the MRD and will do so into the foreseeable future. MRD must continue to attract project funding to enable it to provide the necessary level of support to PICTs. The funding requirements of the Apia Policy, the Aquaculture Action Plan and the Regional Bio-security project, as well as responses to food security and climate change, will be significant if they are to be properly implemented.

356. The MRD Director, Programme Managers and Section Advisers have cultivated many personal links to individuals in the donor community. This has enabled the MRD to fund many projects over recent years in a flexible and responsive way, and is particularly the case for ad-hoc requests from countries that cannot be satisfied by core or Programme funds. Regrettably, project funding in CFP seems to be somewhat under planned, with little post project succession planning and rather an ad-hoc approach generally. Part of the reason for this is that the SPP period is only four years. A much longer planning

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<sup>18</sup> SPC (2008)(Draft) Future of coastal fisheries over the next 10-12 years.

<sup>19</sup> SPC MRD (2009) Director's Overview of the SPC Marine Resources Division February 2009

<sup>20</sup> Gillett R. (2009) (In Press) The Contribution of Fisheries to the Economies of Pacific Island Countries and Territories. Paper prepared for ADB, AusAID, The World Bank, the SPC and the FFA

horizon should be adopted to enable MRD to predict needs further ahead. The upcoming Future of Fisheries Study will be useful in this regard.

357. A longer planning horizon should be adopted for the MRD. This will assist funding agencies' planning, as well as helping ensure that future funding is secured for essential project activities that will eventuate from the adoption of the Apia Policy, the Aquaculture Management Plan and the Regional Bio-security Project. Twenty year and 10 year outline plans could be prepared and consolidated regularly in the current three year SPPs.

358. A realignment of the support functions within the CFP is also necessary. There is considerable duplication of work in the CFP, with many Sections doing work that should be done by support services. This review noted that relatively senior advisers and officers often end up doing rather mundane things.

359. Similarly there are cross cutting issues between OFP and CFP, and particularly within the CFP, which need to be addressed. The capability of OFP in fisheries stock assessment and monitoring, the model of its successful integrated multi-disciplinary approaches and its general modus operandi, should be utilised to assist in redeveloping and revitalising CFP. Data management support to PICTs and socio-economics have been particularly highlighted above, while the lack of an economist in the CFP has had very negative effects.

360. To rectify these shortcomings, we believe there is merit in establishing a formal Support Section within the MRD. This section should include the training section, currently under Nearshore Development, to look after all the training of all the sections of the Division, a socio-economist addressing cross cutting issues such as gender HRD and characteristics of resource utilisation, possibly an invertebrate biologist to develop tools and management plans for coastal resources and an IT expert to assist both Sections and countries on their coastal resource data management and IT needs (Para 204). The existing Information Section, with its staff compliment restored, would form the core of the support section and provide publication and information support to all the sections, as well as covering publicity.

361. It is a recommendation that in establishing a new structure to allow the Division to become more objective orientated, a formal Support Section be established to provide a range of services to the technical sections of the MRD.

362. This Support Section would feed all the technical sections and, where appropriate, deal directly with PICTs. Ultimately all members of the Support Section should be core or Programme funded. It is important that the value of developing these support functions is recognised, given the increasing demand for the services of the OFP and the CFP in light of increased demands from the new strategic directions on climate change, food security and the EAFM. Extra funding will be required as the programmes develop in the future.

363. It is a recommendation of this review that an economist is available to all sections of the CFP to ensure its projects and programmes receive appropriate economic oversight (see Para 99). This could be achieved in a number of ways including by recruiting an economist to sit in the proposed Support Section, ensuring that one of the senior staff (possibly the Programme Manager) has a background in economics or by hiring in short term expertise as required.

364. There is considerable expertise in fisheries in the SPC member countries, and regionally on the Pacific Rim. MRD uses external consultants wherever it does not have in-house expertise, for instance in areas such as post harvest, CBM and legislation.

365. The RMP in Fiji has developed 'pools' of regional expertise from which it uses individuals as required. Individuals within the pools are kept up to date with relevant training. The reviewers considered the appropriateness of this system for the CFP, however do not believe it is suitable mainly due to a lack of professional certified bodies. Notwithstanding that, it may be possible for MRD to shortlist or pre-qualify consultants based on their experience and qualifications to simplify selection and recruitment, and to create a readily available pool of regional expertise. When funding and personnel resources permit, the Director of MRD may consider setting up a simple database to do this.

366. It may be possible also to increase the use of attachments to MRD to cover short term staff needs, and also to provide experience and training to regionally based specialists.

367. The review has been unable to justify significantly reducing Programme staff numbers anywhere and indeed a new Support Section has been proposed. Aligning the permanent staff skills and

qualifications to the needs of the CFP will be an ongoing management activity through the routine triennial reviews of staff positions. Senior CFP staff have commented that they are already stretched and it will be impossible, with fewer Programme staff, to maintain services, particularly in the very important provision of advice on an ad-hoc basis.

368. To maintain a reasonable service to the PICTs in the long term, each Section of the CFP should be staffed with no fewer than one adviser and one officer as professional Programme funded staff. Generally, other professional staff in the development sections would be project funded. The reviewers understand current funding problems preclude doing this immediately.

369. This observation is reflected in the suggested future structure for CFP to be found in Appendix 7. The Support Section would by necessity have more than two programme funded staff.

370. It cannot be emphasised enough that although there have been recent cuts in staff due to short term funding difficulties the demand on the MRD to support PICTs is increasing all the time. The recent cuts have limited MRD's ability to respond to the PICT's requests. In the future, new strategies covering climate change and food security are to be implemented and it is important that funding be expanded to cover these initiatives as they develop.

371. The reviewers have been asked to suggest another name for the MRD.

372. **Fisheries Resources Division (FRD)** covers the activities and fits well with the other divisional names in SPC. **Small Scale Fisheries and Aquaculture Division (SSFAD)** has also been suggested but the reviewers prefer **Fisheries, Aquaculture and Marine Ecosystems Division (FAME)** which covers the expanding role of the MRD and also has a beguiling appeal.



## 5. Appendices

Appendix 1	Terms of Reference
Appendix 2	Methodology
Appendix 3	Mission chronology and brief field notes
Appendix 4	List of people contacted
Appendix 5	Significant documents consulted
Appendix 6	Heads of Fisheries Questionnaire, February 2009
Appendix 7	Organograms: CFP now and a proposed future model for MRD
Appendix 8	Executive Summary of the 2003 Review of the Coastal Fisheries Programme

## Appendix 1: Terms of Reference

**Project Title: Marine Resources Division – 2009 review of the oceanic and coastal fisheries programmes.**

### 1. Purpose

The purpose of the project is to assess the performance of MRD Oceanic and Coastal Fisheries Programme and, where needed, to assist to:

- Develop more effective programmes, and Strategic Programme Plans (SPP), to meet the needs and aspiration of Pacific Island Countries and Territories (PICTs) in relation to their fisheries resources; and
- To revise its operational management framework to implement these programmes and SPP through best practise delivery of services to PICTs

The Review may recommend changes to the current SPP and/or the current MRD Programme structure.

### 2. Rationale

The review of the Oceanic and Coastal Fisheries Programmes (OFP, CFP) has been scheduled during first quarter of 2009 as part of the Secretariat's programme of reviews. These reviews reflect SPC's corporate commitment to an "emphasis on results and accountability", to provide, "excellence of service", and "a commitment to transparency of operations" to improve the well-being of Pacific Island people (SPC Corporate Plan 2007 - 2012).

The Review will be managed by SPC's Strategic Engagement Policy and Planning Facility (SEPPF) and the draft completed for the consideration of SPC's Executive Team and key stakeholders by mid-March 2009.

The Marine Resources Division (MRD) also includes the Regional Maritime Programme, which will not be included in the Review.

The OFP and CFP have expanded their activities over recent years. The number of staff grew from 39 in 1998 to 59 by the end of 2008, with an operating budget of 933,280,000 CFP (approximately USD 9.3 million).

MRD currently covers a wide range of oceanic and coastal fisheries development activities

- (a) Oceanic Fisheries — comprising Port Sampling and Observer Training; Biology and Ecology, Stock Assessment and Modelling, and Statistics and Monitoring; and
- (b) Coastal Fisheries — comprising Nearshore Fisheries Development and Training, Coastal Fisheries Science and Stock Assessment, Fisheries Information, Fisheries Management, and Aquaculture .

In November 2005, a new four-year OFP and CFP SPP was endorsed by CRGA and is currently being implemented. SPC is commissioning this review of the Oceanic and Coastal Fisheries Programmes to obtain an external assessment of their programme plans and their operational frameworks to guide their activities over the next 5 years.

### 3. Objectives of the Review

The main objectives of the Review are to:

- (a) gauge the efficiency and effectiveness of the OFP and CFP over the past 4 years in relation to performance and service delivery;
- (b) review and critique the current priorities, objectives and outputs as reflected in the SPP 2006-2009 according to the challenges and needs across fisheries and aquaculture sectors, and development partner requirements;
- (c) as a result of (b) above, recommend changes to the current OFP and CFP SPPs 2006 – 2009 as appropriate to ensure that SPC provides excellent technical services to assist PICTs maximise the sustainable contributions of fisheries and aquaculture to economic growth, food security and livelihoods; and

(d) assess and recommend changes to the MRD functions, management, staffing, methods of service delivery and structure in relation to its capacity to achieve (revised) SPP outputs.

#### **4. Scope of Services**

The scope of services is intended to include recommendations to help guide future strategic directions for MRD and improve MRD's internal organisation and management, including the appropriate positioning of MRD within SPC's overall structure and its collaborative partnerships with PICTs, development partners, and other organisations active in the marine resources field. In this regard, the Review team will address the following aspects of the MRD's role, purpose and work programme:

##### **(a) Performance and Service Delivery**

1. Review MRD's performance and assess to what extent it has succeeded in meeting its objectives and key performance indicators. Review the outputs and outcomes of programme activities and the extent to which it has succeeded in achieving its objectives.
2. Analyse the extent to which the MRD has helped PICTs meet the identified fisheries challenges of SPC member states with the resources available. Address to what extent the objectives of the programme responds to the expressed needs of the PICTs? Have changing country needs been adequately reflected in the programme activities? To what extent are the MRD activities adequately coordinated, including with other technical partner agencies, such as FFA and the Western and Central Pacific Tuna Commission and delivered in relation to country constraints, noting any obstacles to programme delivery? Has MRD made efficient use of resources?
3. With specific regard to human resource development, review the approaches used by the MRD to develop national capacity to implement programmes and deliver outcomes in SPC member states.
4. Note the extent to which the MRD plans for, and achieves sustainable outcomes, how it integrates SPC Joint Country Strategies, gender and environmental issues into its work programme and how its work contributes to the SPC Corporate Plan and Pacific Plan objectives.

##### **(b) Strategic Directions of the CFP and OFP MRD**

5. Summarise the priority needs for research and technical assistance in the fisheries sector, both at the regional and country levels, to maximise the benefits of fisheries and aquaculture for economic growth, food security and livelihoods, from the viewpoint of countries, donors and technical partner agency viewpoints.
6. Compare current programme priorities and SPP against the Review findings and suggest any appropriate adjustments at the strategic or operational levels. In particular:
  - examine and comment on the current leadership SPC provides in the key issues and challenges facing oceanic, coastal and freshwater fisheries, and aquaculture and recommend any changes required;
  - highlight any current gaps in MRD activities that could provide opportunities for new SPC initiatives based on regional needs, emerging priorities (such as food security), and technological challenges, including partnerships with other fisheries agencies;
  - Identify areas where the level of service could be reduced or phased out – taking into account the involvement of other organisations in the sector at the regional and national levels;
  - Identify any activities that may need to be integrated into the programme, notably the CRISP initiative, and make recommendations on how this should be implemented; and
  - In view of SPC corporate plans to decentralise, recommend how MRD should address this.

##### **(c) Programme Management and Capacity**

7. Review MRD programme management capacity in relation to its current SPP and strategic objectives and country needs. Recommend any changes to the MRD management structure in relation to addressing improvements in cross-cutting functions at the administrative and operational levels.
8. Examine the crosscutting activities and recommend strategies to better integrate with other SPC programmes (such as Statistics and Demography) with the MRD and vice versa.

9. Assess the potential of the MRD to attract external financial and technical support to develop activities to respond to country needs.

10. Recommend any changes to MRD management structure in relation to implementing new initiatives to meet the needs and aspirations of the region, and to address improvements in cross-cutting functions at the administrative and operational levels.

## **5. Methodology**

It is intended that the Review will be carried out using a number of evaluation techniques and be as participatory as possible. This approach will include the involvement and participation of MRD staff, as well as relevant internal and external stakeholders wherever practical during the Review. A Heads of Fisheries meeting, to be held in early February in Noumea, will provide an opportunity for the consultants to obtain the views of senior officials from all member countries individually, as well as discussing priorities during a workshop session. Furthermore, a Reference Group of eminent fisheries specialists from the Pacific region and MRD donor representatives will be consulted during the Review.

The Review will be based on a thorough assessment of the various MRD background documents provided, interviews with fisheries staff in a number of Pacific Island countries involved with national and regional programmes, as well as a comprehensive analysis of the impact of SPC MRD outcomes in PICTS. Consultations with officials from the Cook Islands, Fiji Islands, the Federated States of Micronesia, Kiribati, New Caledonia, Papua New Guinea and the Solomon Islands as part of the Review, to seek the views, comments, needs and expectations of PICT's fisheries officials and communities, as well as to note the profile and impact of MRD activities from external stakeholders and MRD service delivery clients. Questionnaires and other means of obtaining similar information will be used to obtain feedback from stakeholders in those PICTs where field visits do not take place.

It is intended to hold a meeting of Reference Group members in Noumea to comment on the Review's first draft following a presentation by the Review team leader. Feedback from the Reference Group members will assist the Review team to finalise the Review findings and recommendations.

## **6. Timing and Scheduling**

The indicative Review timetable is as follows:

February Finalise TOR. Select Reference Group members. Engage consultants. Establish Reference Group communications. Prepare for field work. Mobilise consultants. Implement field work.

March First draft completed. Reference Group virtual meeting. Final draft completed.

April Review completed and printed. Executive Summary and recommendations translated and printed.

## **7. Expertise required**

A team of two specialist fisheries consultants will conduct the Review, with logistical assistance from SPC SEPP Facility and MRD staff. The team leader, Mr Robert Lindley and Dr Leon Zann will carry out the review.

## **8. Reporting Requirements**

The principal output of the MRD Review will be a comprehensive report in MS Word addressing the abovementioned terms of reference (TOR) and the scope of services. It will include recommendations based upon well-argued and substantiated review findings and experience. In February the Review team will produce a draft report and present preliminary findings and recommendations to a Review Reference Group meeting in Noumea.

The final report will include an Executive Summary of no more than six pages (including a list of the recommendations with their priority level), the main body of no more than 35 pages and any essential annexes. Recommendations are expected to focus on, and be limited to, the main issues. The report will also include a list of abbreviations and acronyms used in the report and, attached as annexes, a list of persons consulted during the Review, a description of Review methodology and short field visit reports.

The structure of the report will closely follow the TOR for the Review. It must be clear from the report how the consultants have addressed each TOR.

## Appendix 2: Methodology

This review was undertaken using a mixture of the following techniques:

1. a confidential 'tick box' survey at the Heads of Fisheries (HoF) meeting in Nouméa, 9-13 February 2009, covering perceptions of the MRD Programmes and their outputs and relevance (results given in Appendix 6);
2. face to face interviews at the HoF meeting;
3. structured interviews following a paper template at HoF;
4. unstructured interviews with relevant public and private sector individuals and single topic interviews with SPC staff;
5. contact by e-mail and telephone with relevant people who could not be interviewed face to face either because of time constraints or their non availability during visits;
6. interviews in six PICTs (Fiji, Kiribati, Pohnpei, Solomon Islands, Papua New Guinea and Cook Islands) with the public and private sector, coupled with NGOs. All interviews were conducted on the basis of confidentiality. At all interviews confidential notes were taken and these incorporated daily in "Field notes" which were provided to the other team member so that the results of every interview was known to both members of the team. These notes remain confidential to the team since some of the content is very sensitive;
7. literature searches (including information available from the SPC website and electronically from the record of the proceedings of the Heads of Fisheries Meeting); and
8. a comparison of the findings of the review to the recommendations and results of two previous reviews of the CFP by Gillett Preston and Associates and Thalassa Consulting in 2003 and of the Capture Section in 1999 by Tony Lewis.

### Appendix 3: Mission chronology and brief field notes

Date	Activities
7 <sup>th</sup> Feb, 2009	Lindley departs UK
8 <sup>th</sup> Feb	Zann departs Australia
<b>Noumea</b>	
9 <sup>th</sup> Feb	SPC. RHL and LZ meet with the Strategic Engagement, Policy and Planning Facility. Brief overviews of MRD and priorities for the review. Later meet with Deputy Director SPC for another pre-review briefing on priorities. Afternoon meet with staff of Nearshore Fisheries Development and Training Section. Several weak points in delivery of services discussed.
10 <sup>th</sup> -12 <sup>th</sup> Feb	HoF meeting. Presentations by all section of MRD. Roundtable on priorities. Workshops on SPP. Considerable documentation received. Face to face meetings with HoF restricted to periods between sessions and pre-and post, since both MRD staff and HoF involved in meeting. Tick box questionnaire developed and circulated. Meetings with Director General and heads of various service providers (Statistics, HRD) and Health Division. Also with CFP and OFP staff and Regional Organisation representatives.
13 <sup>th</sup> Feb	HoF concludes. Opportunity to catch up with several individuals who had not had opportunity to interview over previous three days.
14 <sup>th</sup> -15 <sup>th</sup> Feb	Weekend. Informal meetings with senior CFP staff and some regional consultants. LZ returns home.
16 <sup>th</sup> -17 <sup>th</sup> Feb	Meetings with SPC staff: OFP, CFP, Strategic Planning Facility, Deputy Director SPC.
18 <sup>th</sup> Feb	Travel to Fiji (Suva)
<b>Fiji</b>	
19 <sup>th</sup> Feb	Visit Fisheries HQ in Suva. Telephone interviews with USP staff and various NGOs.
20 <sup>th</sup> Feb	Fisheries Department, Lami. Land Resources Division of SPC, discussion on output orientated planning and structures of Division. RMP for discussion on databases, utilising local pools of skilled expertise, and information dissemination. Round up meeting with Director General SPC.
21 <sup>st</sup> -22 <sup>nd</sup> Feb	Weekend, write up.
23 <sup>rd</sup> Feb	Contacts with tuna sector by telephone and meeting at ADB regional office.
24 <sup>th</sup> Feb	Travel to Kiribati
<b>Kiribati</b>	
24 <sup>th</sup> Feb	Meetings with Fisheries Division (Tanaea) staff. Extension, aquaculture and reef fisheries staff.
25 <sup>th</sup> Feb	Start again at Tanaea then to Betio Fishermen's Cooperative Society and Kiribati Adoption Project. Afternoon all in HQ at Bairiki interviewing the Licensing/Observer staff.
26 <sup>th</sup> Feb	Return to Fiji. Telephone follow up from Nadi to some previous contacts after return from Kiribati.
27 <sup>th</sup> Feb – 2 <sup>nd</sup> Mar	Travel Fiji - Pohnpei

<b>Pohnpei</b>	
2 <sup>nd</sup> Mar	Morning spent at NORMA. Licensing and Federal fisheries staff. PM briefly visited WCPFC.
3 <sup>rd</sup> Mar	SPC Regional Office to discuss the effectiveness of the diversification programme then visited the WCPFC for formal meetings. In afternoon returned to Palikir for further discussions with Federal Fisheries staff and advisers to NORMA
4 <sup>th</sup> Mar	Pohnpei State Fisheries (arranged meeting though did not show) and then returned again to NORMA in Palikir to meet with Natural Resources Department staff.
5 <sup>th</sup> Mar	Met chief Conservation Society of Pohnpei and also staff of Pohnpei State Fisheries and Aquaculture. Afternoon and overnight spent travelling to PNG
<b>PNG</b>	
6 <sup>th</sup> Mar	NFA. Met Acting Principal of NFC. Courtesy visit to MD. Discussions with staff on projects, coastal fisheries, licensing and data management.
7 <sup>th</sup> – 8 <sup>th</sup> Mar	Weekend. Met private sector informally
9 <sup>th</sup> Mar	NFA. Met some project staff. Coral Triangle Conference in Pt Moresby so many NFA staff unable to meet. Met Staff of SEASMART live aquarium fish programme (sponsored by NFA). PM to airport. Overnight travel via Australia.
10 <sup>th</sup> Mar	Travel to Honiara
<b>Honiara</b>	
11 <sup>th</sup> Mar	Met Under Secretary (Diake), Aquaculture staff and SPC Aquaculture Officer. Research section staff interviewed but Senior Fisheries Officer unavailable. Visited Aquarium fish exporter. Also met SIMROS team leader and SIMROS review team. In afternoon visited FFA and had discussions with various staff.
12 <sup>th</sup> Mar	Met Fisheries Officer Coastal and TNC. Depart afternoon.
13 <sup>th</sup> Mar	Travel to Cook Islands
14 <sup>th</sup> Mar	All day except late afternoon in MMR. Met Secretary, coastal and licensing and data officers. CIMROS project visited.
15 <sup>th</sup> Mar	Saturday. Visited pearl farmer and retailer.
16 <sup>th</sup> Mar	Write up and travel to NZ (arrive 17 <sup>th</sup> Mar), Australia and on to UK (arrive 18 <sup>th</sup> Mar)



## Appendix 4: Persons contacted

HoF participants and SPC staff		
(A full list of participants at the HoF meeting is available from SPC)		
Name	Position	Location/Org
Barney Smith	Fisheries Research Programme manager ACIAR	Australia
Kim Friedman	Dept Environment. Western Australia	Australia
Koroa Raumea	Director, Inshore Fisheries and Aquaculture	Cook Islands
Sanaila Naqali	Director Dept of Fisheries	Fiji
Teriba Tabe	Acting Senior Technical Officer	Forum Secretariat
Arsene Stein	Lagoon Resources	French Polynesia
Kintoba Tearo	Director Fisheries	Kiribati
Ribinataake Awair	Permanent Secretary	Kiribati
Charleston Deiye,	CEO Nauru Fisheries and Marine Resources Authority	Nauru
Tim Adams	Adviser to Nauru FMRA	Nauru
Stephan Bohnen	Deputy Consul-General. Australian Consulate-General	Noumea
Ray Mafnas	Fish and Wildlife	NMI
Leban Gisawa	Fisheries manager - Inshore	PNG
Sylvster Pokajam	MD, National Fisheries Authority	PNG
Chris Ramofafia	Permanaent Secretary	Solomon Islands
Edwin Oreihaka	Fisheries DG	Solomon Islands
Arthur Jorari	Demographer. Stats Division	SPC
Betty Manieva	Financial Accountant	SPC
David Gowty	Planning Adviser	SPC
Dominique Hautbergue	Deputy Resident Manager AFD	SPC
Jimmie Rodgers	Director General	SPC
Leslie Waker	Corporate Services.	SPC
Linda Peterson	HRD Programme Manager	SPC
Richard Mann	Deputy Director General	SPC
Thierry Jubleau	Public Health Programme Manager	SPC
Antoine Teitelbaum	Aquaculture Officer	SPC CFP
Aymeric Desurmont	Fisheries Information Officer	SPC CFP
Jean Paul Gaudechoux	Fisheries Information Adviser	SPC CFP
Jonathan Manieva	Fisheries Development Officer	SPC CFP
L Chapman.	Coastal Fisheries Programme Manager. MRD	SPC CFP
Michel Blanc	Nearshore Fisheries Development and Training Adviser	SPC CFP
Pen Ponia	Aquaculture Adviser	SPC CFP
Teriihauroa Luciani	Fisheries Training Adviser	SPC CFP
Tim Pickering	Aquaculture Officer	SPC CFP
Ueta Fa'asili	Coastal Fisheries Management Adviser	SPC CFP
Being Yee-Ting	Senior Fisheries Scientist.	SPC CPF
Eric Clua	CRISP Coordinator MRD	SPC CRISP
Franck Magron	PROCFish data base manager.	SPC CFP
Mike Batty	Director MRD	SPC CFP
John Hampton	Oceanic Fisheries Programme Manager	SPC OFP
Peter Sharples	Port sampling and Observer Supervisor	SPC OFP
Peter Williams	Fisheries Database Supervisor	SPC OFC
Shelton Harley	Principal Fisheries Scientist	SPC OFP
Simon Nicol	Principal Fisheries Scientist	SPC OFP
Jeffrey Kinch	Deputy CEP	SPREP
Graham Nimoho	Principal Development Officer	Vanuatu
Jason Raubani	Acting PFO	Vanuatu

<b>Country visits</b>		
<b>Fiji</b>		
Bob Gillett	Independent consultant	
Grahame Southwick	MD. Fiji Fish Marketing Group Limited	
Thomas Gloerfelt-Tarp	Head of Project Administration Unit	ADB Fiji
Loraini Sivu	Conservaton International	CI (NGO)
Anand Prasad	Shrimp Project Officer	Fiji Fisheries
Apisai Sesewa	SFO Northern (Capture/ Extension section)	Fiji Fisheries
Gerald Billings	Senior Research Officer Aquaculture	Fiji Fisheries
J Maceva	Training Officer	Fiji Fisheries
Jone Amoe	Data Manager	Fiji Fisheries
Maciu Lagibalavu	Principal Fisheries Officer (Aquaculture)	Fiji Fisheries
Shalendra Singh	Stats and Information Officer (Coastal)	Fiji Fisheries
Etika Pupeni	PCDF programme	FSP (NGO)
Aleki Sisifa	Director Land Resources Division	SPC Fiji
Capt P Hogan	Head Maritime Programme	SPC Fiji
Avnita Goundar	Maritime Information Officer	SPC RMP
Captain John Hogan	Maritime Programme Manager	SPC RMP
Shareen TaiYab	Maritime Information Assistant	SPC RMP
Bill Albersberg	Lecturer. Instute of Applied Sciences	USP
Ed Lovell	Lecturer. Divsion of Marine Studies	USP
Satalaka Petaia	Lecturer. Division of Marine Studies	USP
<b>Kiribati</b>		
Kautuna Kaitara	Coordinator Kiribati Adaption Programme II	Bairiki
Derrick Pendle	Marine Products Ltd	Betio
Kiaiai Tebruea	Chair, Betio Fisheremens Cooperative Society	Betio
Tekena Teitiba	GM, Betio Fisheremens Cooperative Society	Betio
Aketa Taanga	Senior Fisheries Officer (Licensing)	Kiribati Fisheries
Iobi Arabua	Fisheries Assistant (Invertebrate and Finfish Culture	Kiribati Fisheries
Kairaoi Ientumoa	Extension Officer.	Kiribati Fisheries
Kamori Ueantabo	Masterfisherman	Kiribati Fisheries
Kaon Tiamere	Licensing Section	Kiribati Fisheries
Karibanang Tamuera	Senior Fisheries Officer (Invertebrate and Finfish Culture)	Kiribati Fisheries
Peter Iotin	Fisheries Enginner	Kiribati Fisheries
Tamuera Tebao	Licensing/Observer section	Kiribati Fisheries
Taremon Korere	Licensing/Observer section	Kiribati Fisheries
Tekirua Ringa	Observerprogramme	Kiribati Fisheries
Toaea Beiateuea	Fisheries Assistant (Fisheries Dive Instructor - Research Unit)	Kiribati Fisheries
Tuake Teema	Fisheries Assistant (Research unit)	Kiribati Fisheries
<b>FSM Pohnpei</b>		
James Movik	Pacific Island Tuna Industry Association (PITIA)	
Patterson K. Shed	Executive Director	Conservation Society of Pohnpei
Stan Gajda	Adams Brothers	
Bernard Thoulag	Executive Director	NORMA
Alfred Lebehn Jr	IT	NORMA
Marion Henry	Assistant Secretary	Resource Management and Development Division
Valentin Martin	Deputy Assistant Secretary	Resource Management and Development Division
Aliti Vunisea	HRD Regional SPC Office	SPC

Albert Carlos	VMS	WCPFC
Andy Richards	Compliance Manager	WCPFC
Dr SungKwon Soh	Science Manager	WCPFC
Karl Staisch	Regional Observer Programme Coordinator	WCPFC
Donald David	Director, Office of Fisheries and Aquaculture	Pohnpei Fisheries
<b>Papua New Guinea</b>		
David Vosseler	SEASmart Project	NFA
Donna Isi	Data registry Officer, Licensing	NFA
Ernest Abel	Executive Manager, Projects	NFA
Kema Mailu	SEASmart Project	NFA
Oliver Temo	Field Coordinator, Projects	NFA
Philip Polon.	Manager Information and Data, Licensing	NFA
Hugh Walton	Acting Principal National Fisheries College	NFC, Kavieng
Maurice Brownjohn	The Net Shop	POM
Norman Barnabas	DEVAID Consultant	POM
Peter Cusack	IFC	POM
<b>Solomon Islands</b>		
Adrian Wickham	NFD/Trimarine	
Geoff Mitchell	Prawn farmer and consultant	
Rory Stewart	Shipping agent	
Simon Tiller	SIMROS Project	
Len Rodwell	Director Fisheries Development	FFA
Robert Stone	Fisheries Development Officer	FFA
Alex Carlos	Senior Fisheries Officer (Coastal)	Fisheries
Alex Maloti	Senior Fisheries Officer (Aquaculture)	Fisheries
James Teri	Fisheries Officer (Aquaculture)	Fisheries
Paul Tua	Assistant Research Officer	Fisheries
Sylvester Diake	Under Secretary	Fisheries
Gideon Tiroba	Manager of EU Seaweed Project	Honiara
Veitch, Willie	Manager, Aquarium Arts	Ranadi, Honiara
Peter Ramohia	Marine Conservation Officer	TNC
Rudi Susura	Field Co-ordinator	TNC
<b>Cook Islands</b>		
Geoff Mavromatis	Team Leader	CIMROS
Dorothy Solomon	Senior Fisheries Officer	MMR
Ian Bertram	Sec Marine Resources	MMR
Ngere George	Inshore Fisheries	MMR
Pamela Maru	Data Manager	MMR
George Ellis	CEO, Cook Islands Pearl Authority	Rarotonga
Nga Karapongu	Pearl farmer and retailer (farm on Manihiki Atoll)	Rarotonga
<b>Others</b>		
Ian Cartwright	Consultant	Australia
Les Clarke	Consultant	Australia
Tony Lewis	Consultant	Australia/ Solomon Is
Garry Preston	Consultant	Brussels
Peter Le	Tuna fisherman (ex Fiji)	Honolulu USA
Sue Teai	Conservation International (SPREP)	Samoa

## Appendix 5: Significant Documents Consulted

There is a considerable body of up to date documentation on the MRD, its programmes and their objectives, activities and outputs. It is assumed that the intended audience is reasonably well acquainted with the MRD's reports to the HoF meetings and to the CRGA, as well as regional reports such as the Pacific Plan and Annual Forum Meeting declarations. Nearly all of this is available on the SPC, Forum Secretariat or other CROP agency web sites.

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- Hewitt P. and J. Constantine (2008) *Joint Triennial Review Australian and New Zealand approaches to supporting Pacific Regional Organisations*. Final Report
- Jones. M and Shallard, B (2008) *Western And Central Pacific Fisheries Commission: Final Report on Causes of Data Gaps*. FINNZ
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## **Heads of Fisheries Meeting, 9-13 February 2009: Documentation and information papers**

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Sub Regional Office for the Pacific Islands (SAP) Information Paper 8. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.

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SPC MRD (2009) Current Status and Future Direction of Tuna Fisheries observer programmes in Pacific Island Member countries and Territories. Working Paper 10. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.

SPC MRD (2009-) Current Status and Future Direction of Tuna Fishery Observer Programmes

SPC MRD (2009) Directors Overview of the SPC Marine Resources Division February 2009 Working Paper 1. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.

SPC MRD (2009) Fish for Food Security in the Pacific. Working Paper 5. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.

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SPC MRD (2009-) Increasing understanding of regional tuna stock assessments and their implications at the national level. HoF Working Paper 9

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- SPC MRD (2009) SPC Guidelines for Strategic Programme Plans. Information Paper 5. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.
- SPC MRD (2009) Terms of Reference for the joint FFA/SPC study “Forecasting the future of Pacific Island Fisheries”. Information Paper 4. 6th SPC Heads of Fisheries Meeting 9-13 Feb 2009 Noumea New Caledonia.
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- SPC MRD (2009-) WCPFC AND SPC-OFP: A key partnership. HoF Background Paper 5
- SPC MRD (2009-) WCPFC AND SPC-OFP: A key partnership. HoF Background Paper 5
- SPC MRD (2009-) The impact of climate change on Pacific fisheries. HoF Working Paper 4
- SPC SPC (2009-) Increased demands for tuna fisheries data management in Pacific Island member countries. HoF Working Paper 8

### **Selected SPC OFP Technical Reports and Internet Articles Examined**

- The UNDP/GEF project: Food web study of the western and central Pacific Ocean tuna ecosystem. Annual Report 2007 and Work Plan 2008
- Food Web Study of The Western And Central Pacific Ocean Tuna Ecosystem.
- Conventional Tuna Tagging Experiments
- Stock Assessment and Modelling
- Regional stock assessment (South Pacific albacore tuna, Bigeye tuna, Skipjack tuna, Yellowfin tuna)
- Climate and tuna fisheries: Spatial variability, Vertical distribution, Recruitment and population abundance. Long-term climate change.
- Sepodym - a Spatial Environmental Population Dynamic Model
- Modelling the Nutrient – Phytoplankton – Zooplankton Food Web
- Food Web Study of the Western and Central Pacific Ocean Tuna Ecosystem
- Physical ocean model
- Preliminary estimates of annual catches for billfish species taken in commercial and recreational fisheries of the western and central Pacific Ocean. (Williams, P. and Whitelow, A.) 2000. BBRG-3
- An update of by-catch issues in the western and central Pacific Ocean tuna fisheries (P. Williams 1996)
- Stock assessment of albacore tuna in the South Pacific Ocean. Stock assessment of bigeye tuna in the western and central Pacific Ocean. Stock assessment of yellowfin tuna in the western and central Pacific. Stock assessment of skipjack tuna in the western and central Pacific Ocean (J. Hampton, 2002)
- The Western and Central Pacific tuna fishery: 2006 overview and status of stocks (Langley, A., Williams, P. and Hampton, J. 2006)
- Stock assessment of albacore tuna in the South Pacific Ocean. Stock assessment of bigeye tuna in the western and central Pacific Ocean. Stock assessment of yellowfin tuna in the western and central Pacific. Stock assessment of skipjack tuna in the western and central Pacific Ocean (J. Hampton, 2002)
- The Western and Central Pacific tuna fishery: 2006 overview and status of stocks (Langley, A., Williams, P. and Hampton, J. 2006)



## Appendix 6: Heads of Fisheries Meeting questionnaire, February 2009

Purpose	Question	Number Responses	Sector if relevant			Conclusion	
Flexibility of decision making process	Does the current decision making process allow you enough say in the SPCs' Coastal and Oceanic Fisheries programme activities?	17	Coastal	Yes	35%	Participants satisfied with level of involvement in decision making	
				Partly	53%		
				No	12%		
		17	Oceanic	Yes	47%		
				Partly	41%		
		No	12%				
Effectiveness of HoF meeting in changing programmes	Do you think that what you say in this HoF meeting will have any influence on the way the current SPC Coastal and Oceanic programmes are implemented?	19	Coastal	Yes	37%	This should be improved since this is the decision making forum	
				Somewhat	53%		
				No	11%		
		19	Oceanic	Yes	42%		
				Somewhat	47%		
		No	16%				
Involvement of Private Sector	Do you think the private sector should be allowed to participate in the planning of SPC Coastal and Oceanic Fisheries programme Activities?	19	Coastal	Yes	42%	Indicates some reluctance to allow the private sector to drive the process. More private sector involvement than present is desirable	
				Partly	32%		
				No	26%		
		19	Oceanic	Yes	32%		
				Partly	26%		
		No	42%				
Perceived effectiveness of M and E	Is the monitoring and evaluation of the SPC Coastal and Oceanic Fisheries Programme adequate?	18	Coastal	Yes	28%	M and E is perceived to be inadequate	
				No	72%		
		16	Oceanic	Yes	44%		
				No	56%		
Relevance of programmes to country needs	Do you think the SPC Coastal and Oceanic Fisheries programme is adequately responsive to the needs of your country?	19	Coastal	Yes	16%	Programmes are generally responsive to country needs	
				Somewhat	63%		
				No	21%		
		18	Oceanic	Yes	44%		
				Somewhat	50%		
				No	6%		
Effectiveness of the programmes in responding to changing external conditions. Flexibility of programmes	Fisheries programme is successful in responding to the challenges of global climate change?	19	Coastal	Yes	11%	The programmes are not perceived to be responding well to externalities	
				Somewhat	58%		
				No	32%		
		17	Oceanic	Yes	35%		
				Somewhat	53%		
			No	24%			
	Fisheries programme is successful in responding to the challenge of food security?		18	Coastal	Yes		22%
					Somewhat		56%
					No		22%
			18	Oceanic	Yes		22%
Somewhat					61%		
		No	17%				
	Has the concept of the Ecosystem Approach to Fisheries	19	Coastal	Yes	37%		

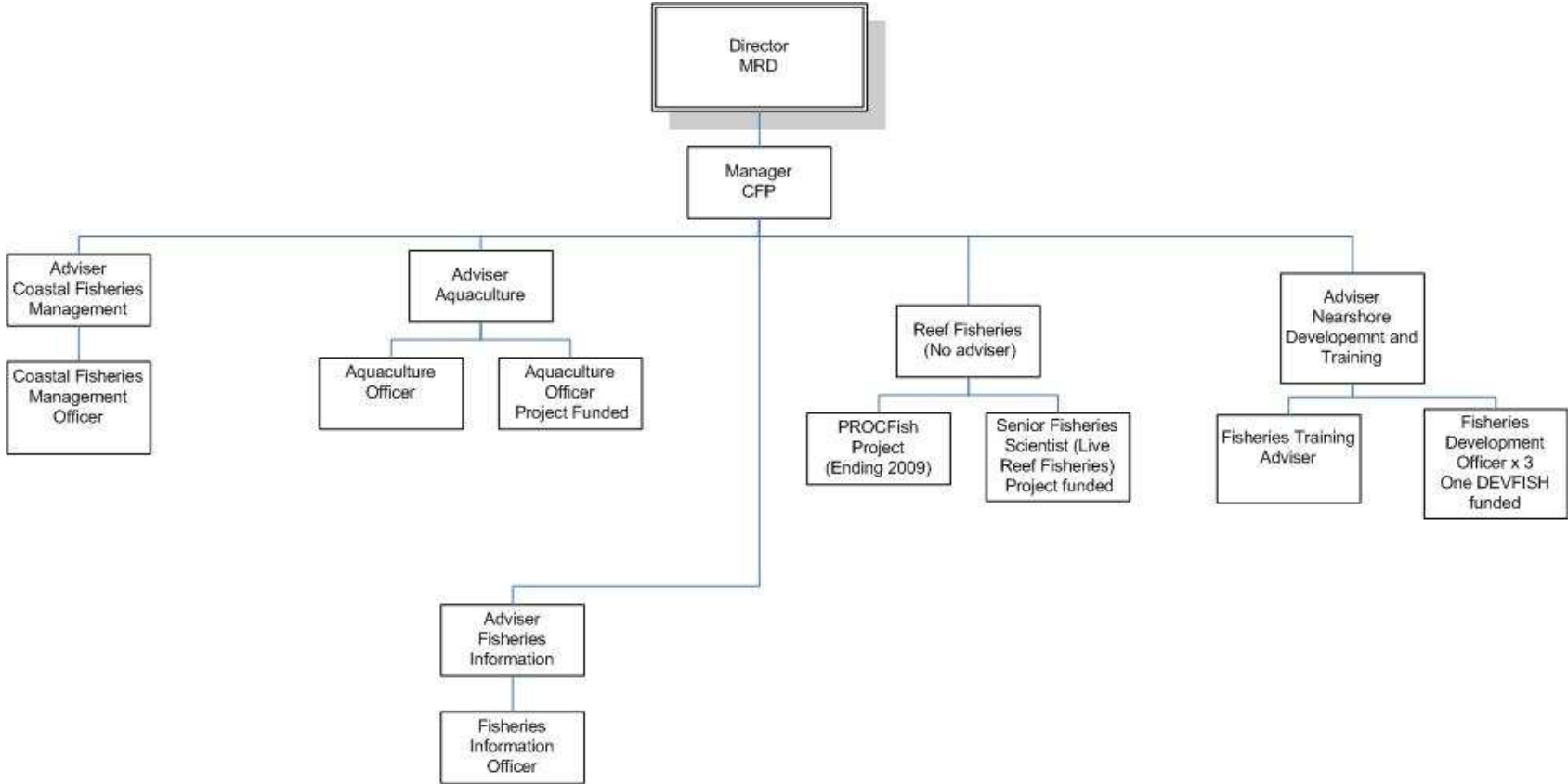
	Management been adequately incorporated into the SPC Coastal and Oceanic Fisheries programme activities?			Somewhat	47%	
				No	16%	
		17	Oceanic	Yes	41%	
				Somewhat	47%	
				No	12%	
Expected to show which programmes are considered most expendible	If the SPC Coastal and Oceanic Fisheries programme suffers budget cuts, which section or activity should be abandoned or reduced?	<p>None.</p> <p>None. All should be reduced equally x 2</p> <p>None. Use synergies to reduce costs</p> <p>Stick to core programmes</p> <p>Aquaculture</p> <p>CRISP</p> <p>Merge oceanic fisheries with FFA</p> <p>Oceanic Fisheries x2</p> <p>Pelagic ecosystems.....</p> <p>Community based management x 2</p> <p>Uncertain/no response x 5</p>				
Information on programmes	Generally do you feel that you are kept adequately informed about the programme activities?	18	Coastal	Yes	28%	Room for improvement. Probably could be addressed electronically.
				About Right	22%	
				No	50%	
		18	Oceanic	Yes	17%	
				About Right	39%	
				No	44%	
Fisheries Departments capability to absorb assistance	Is your fisheries department/division adequately resourced to take advantage of SPCs assistance?	17		Yes	47%	More than half not fully capable. Serious constraint to success of programmes
				Somewhat	24%	
				No	29%	
Ownership of programmes	Do you feel that you "own" the SPC Coastal and Oceanic Fisheries programme?	17	Coastal	Yes	21%	Very low sense of ownership
				No	82%	
		16	Oceanic	Yes	13%	
				No	88%	
Comment on decentralisation	Is the decentralisation programme a good thing?	18		Yes	61%	Decentralisation generally supported. One unsolicited comment: "move the whole organisation to somewhere cheaper"
				About Right	22%	
				No	17%	
Any programmes obviously missing	What extra activities should be included in the coastal programme? 8 Answers	<p>Climate change influence on coastal stocks</p> <p>More on live reef fish</p> <p>Infrastructure development</p> <p>Gear technology (Nets)</p> <p>More on fish poisoning</p> <p>Law enforcement</p> <p>Non tuna fisheries assessment</p> <p>Post harvest and value adding</p>				
	What extra activities should be included in the oceanic programme? 4 Answers	<p>Modelling for assessing maximum benefit derived</p> <p>Commercial/economic stats database</p> <p>Decentralisation to countries with adequate capacity</p>				

		Law enforcement				
Effectiveness of programmes on private sector	Do you think results and benefits from the SPC Coastal Programme filter down adequately to the private sector	19	Coastal	Yes	16%	Considerable work to do to get the private sector to benefit from the fisheries programmes. The private sector is the end user of many of the programmes.
				Somewhat	53%	
				No	32%	
		19	Oceanic	Yes	21%	
				Somewhat	47%	
Depth of penetration of publications into day to day work	In your day to day work do you use the manuals, reports or learning materials produced or provided by the SPC Coastal and Oceanic Fisheries programmes	17	Coastal	Yes	47%	Manuals are used extensively by HoF
				Sometimes	35%	
				No	18%	
		15	Oceanic	Yes	47%	
				Sometimes	33%	
Quality of publications	Degree of satisfaction with the manuals, reports or learning materials produced or provided by the SPC Coastal and Oceanic Fisheries programmes	17	Coastal	Excellent	18%	High degree of satisfaction with publications etc
				Good	65%	
				Average	18%	
				Nothing special	0%	
				Poor	0%	
		17	Oceanic	Excellent	24%	
				Good	71%	
				Average	6%	
				Nothing special	0%	
Penetration of training to HoF	Have you received any training under SPC Coastal and Oceanic Fisheries programmes do in any topic in the last 5 years	19		Yes	68%	More than two thirds of HoF have been trained by SPC
				No	32%	
Appropriateness of training	If Yes – was the training appropriate to your position and responsibilities?	13	Coastal	Yes	62%	Programmes do deliver very appropriate training
				Somewhat	23%	
				No	0%	
		10	Oceanic	Yes	100%	
				Somewhat	0%	
	Generally do you think that the training programmes provided by the SPC Coastal and Oceanic Fisheries programmes are appropriate to the needs of the staff in your organisation?	14	Coastal	Yes	43%	Most training responds to needs
				Somewhat	57%	
				No	0%	
		13	Oceanic	Yes	69%	
		Somewhat	31%			
		No	0%			
Observers	Is observer training adequate?	14	Observer	Yes	36%	Should be addressed
				Somewhat	43%	
				No	21%	
	Is port sampling training adequate?	14	Observer	Yes	36%	Should be addressed

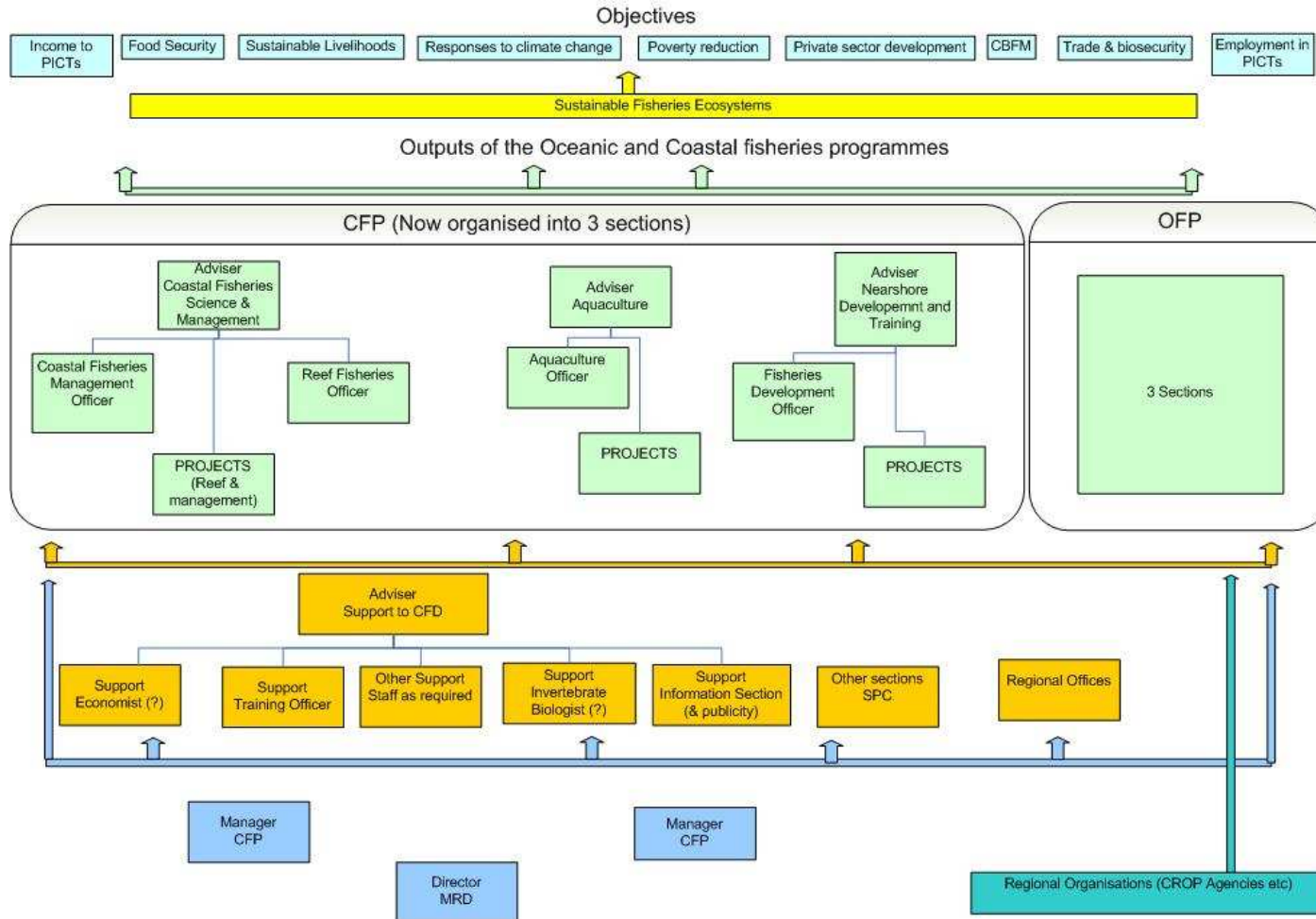
				Somewhat	43%	
				No	21%	
	Is database training adequate	14	Observer	Yes	43%	Fair result
				Somewhat	50%	
				No	7%	
	Are catch, landings and other data reported back to you in a timely and understandable manner?	14	Observer	Yes	36%	Should be addressed
				Somewhat	43%	
				No	21%	
Do they like it?	Overall impression		Coastal	% satisfaction	62%	Generally supportive
				Range	10 to 90%	
			Oceanic	% satisfaction	75%	
				Range	40 to 100%	

# Appendix 7: Organograms

## Current Structure of CFP



## A proposed future structure of MRD



## **Appendix 8: Executive Summary of the 2003 Review of the Coastal Fisheries Programme**

### **The Review**

Work on the review by the four consultants took place between late May and early July 2003. SPC headquarters in Noumea was visited and most of the CFP staff present were interviewed. The Review Team then visited New Caledonia, Vanuatu, Fiji, Tonga, Samoa, and Papua New Guinea and meetings were held with fisheries stakeholders. Discussions by telephone were undertaken with individuals in ten other SPC countries. Altogether, CFP issues were discussed with 101 SPC staff, fisheries officials, commercial operators, villagers, NGOs, national environment departments, regional organizations, donors, and other stakeholders.

### **Categories of Recommendations**

This report contains three levels of advice: (1) suggestions and comments in the text, (2) highlighted recommendations at the end of most sections of the report, and (3) especially important recommendations or recommendations that represent a convergence of ideas from separate areas drawn together. This third category of major recommendations is presented here in the Executive Summary.

### **General Conclusion**

The Coastal Fisheries Programme is generally effective in its mission to optimise the value of small-scale fisheries and aquatic resource use in Pacific Island waters. All six sections of the CFP appear to be making good progress towards meeting their established objectives.

### **Other Important Findings**

In many countries of the region the fisheries management capacity of government fisheries agencies is low while the need for these skills is large and likely to grow. A "burning need" therefore is for more assistance related to increasing the capacity to manage fisheries.

Another important assistance need is in the area of economic analysis. An important part of the CFP work is giving advice on fisheries development, aquaculture development, and enterprise development, but the lack of economic analytical capability negatively affects the impact of CFP efforts.

One of the strongest messages to come from the extensive consultations undertaken in this review was that CFP's links and communications with countries have weakened in recent years, and many of the important fishery stakeholders are only vaguely aware of the range of CFP services available to them.

**Major Recommendation #1** The CFP should focus more attention on providing fisheries management assistance, including building capacity, providing advice on national strategies, mentoring, and producing technical information understandable to the level at which most management interventions are formulated and implemented. To support this increased focus, the CFP should also ensure that:

- 1) The output of PROCFISH includes practical management information.
- 2) The Coastal Fisheries Management Section acquires high-level expertise in the wide range of coastal management subjects.
- 3) The Fisheries Development Officers Section channel more of their efforts into management-oriented activities.

**Major Recommendation #2** The CFP should have the capability to undertake economic assessments as part of its core services. The Programme should undertake analysis of fisheries development and aquaculture as a service to countries, as well as to filter out requests for involvement in projects that have very limited chance of viability.

**Major Recommendation #3** For various reasons, CFP's links and communications with countries have weakened. The CFP needs to focus considerably more attention on establishing closer links with fisheries stakeholders and make them aware of what assistance is available.



**Major Recommendation #4** Efforts should be made to obtain funding for a full-time “hands on” manager for the CFP. Failing that, the duties of the Director of Marine Resources on the SPC Executive Team should be reduced while increasing the attention that the Director focuses on the CFP.

**Major Recommendation #5** To encourage efficient use of scarce management resources, the Coastal Fisheries Management Section should be charged with spearheading cooperation with environment agencies in this area, both on a national and regional basis.

**Major Recommendation #6** More attention should be focussed on the process of the arrangements for CFP field activities by having firm agreement in writing of the arrangements, including detailing the work to be completed, areas of responsibility, and the process of reporting, including mutually acceptable deadlines.

**Major Recommendation #7** As the Coastal Fisheries Programme has accumulated decades of experience in the fisheries sector, it should become more involved in documenting what has been learned in the development process.

**Major Recommendation #8** An information flow analysis should be undertaken in a few countries to determine if serious in-country barriers exist to the dissemination of fisheries information to important stakeholders.

**Major Recommendation #9** An analysis of the use of Internet for fisheries information distribution should be undertaken, including an identification of the types of users and types of fisheries information is for which a web-based approach is appropriate and inappropriate.

**Major Recommendation #10** The CFP should undertake a capacity needs analysis across the fisheries sector that includes but goes beyond training needs. Such an analysis should include an assessment of the degree of success of training and other forms of capacity building to date.

**Major Recommendation #11** As some of the lesser-advanced countries of the region do not have well articulated strategies for fisheries development and fisheries management, the CFP should provide to countries is advice on basic fisheries development and management strategies.

**Major Recommendation #12** As , attempts at improving communication between CFP and USP do not seem to have worked, and there would appear to be a need for a detailed MOU between the two organisations. The MOU should draw clear boundaries between the respective roles of SPC and USP and modes of interaction, in accordance with regional priorities for coastal fisheries and aquaculture.

**Major Recommendation #13** Assistance in post-harvest activities, and in particular meeting the exacting demands export markets, is a priority need for the region. The issue of post-harvest training and technical advisory services should be reviewed in depth.

**Major Recommendation #14** A new overarching objective for the CFP should be adopted: “National fisheries agencies, working with environmental and other interests, have a clear vision for the sustainable management and development of coastal living marine resources, and develop and implement strategies and mechanisms to achieve this vision”.