



Independent Review of the Pacific Horticultural and Agricultural Market Access (PHAMA) Program

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Final Report

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Acronyms

ACIAR	Australian Centre for International Agricultural Research
AFAS	Australian Fumigation Accreditation Scheme
AU	Australia
AUD	Australian Dollar
BATS	Biosecurity and Trade Support
C1-3	PHAMA Program Component 1-3
C4	PHAMA Program Component 4
CO	Country Office
CSF	Critical Success Factor
DAFF	Department of Agriculture, Fisheries and Forestry
EDG	Export Development Grant
EIF	Enhanced Integrated Framework
EU	European Union
GNI	Gross National Income
GoA	Government of Australia
GoF	Government of Fiji
HACCP	Hazard Analysis and Critical Control Point
HTFA	High Temperature Forced Air
IACT	Increasing Agricultural Commodity Trade
IRIS	Integrated Reporting Information System
JCS	Joint Country Strategy
JD	Job Description
LRD	Land Resources Division
LT-TA	Long-Term Technical Assistant
MA	Market Access
MAS	Market Access Specialist
MAWG	Market Access Working Group
MC	Management Contractor
MDGs	Millennium Development Goals
MERI	Monitoring, Evaluation, Reporting and Improvement (Framework)
MPI	Ministry of Primary Industries
NPPO	National Plant Protection Organisation
NTFC	National Trade Facilitation Committee
NZ	New Zealand
ODA	Official Development Assistance
PARDI	Pacific Agribusiness Research for Development Initiative
PHAMA	Pacific Horticultural and Agricultural Market Access (Program)
PDD	Program Design Document

PICTs	Pacific Island Countries and Territories
PIF	Pacific Islands Forum
PIFS	Pacific Islands Forum Secretariat
PLD	Pest List Database
PMAS	Principal Market Access Specialist
PMO	Program Management Office
PPLD	Pacific Pest List Database
PPPO	Pacific Plant Protection Organisation
QBS	Quarantine/Biosecurity Specialist
R&D	Research and Development
SA	Subsidiary Agreement
SoS	Scope of Service
SPC	Secretariat of the Pacific Community
SPS	Sanitary and Phyto-Sanitary
ST-TA	Short-Term Technical Assistant
TA	Technical Assistance
TADinfo	Transboundary Animal Disease Information System
TL	Team Leader
ToR	Terms of Reference
USA	United States of America
WAHIS	World Animal Health Information System

Executive Summary

1. Introduction

The Pacific Horticultural and Agricultural Market Access (PHAMA) program was designed in 2009 with the **goal to increase exports of high value primary products from Pacific Island Countries and Territories (PICTs)**, thereby contributing to **increased economic growth and improved rural livelihoods** in these predominantly agricultural-based small country economies. The program was originally designed to be implemented in two phases of four years each, with the progression to Phase 2 subject to an assessment of progress and performance at the end of Phase 1.

An **Independent Review (IR)** of the PHAMA program was carried out between the end of January and mid-April 2013. Based on the review and validation of progress with implementation and results of the program to date, the **purpose** of the IR is to **recommend whether the program should continue into Phase 2** and, if so, how it can be **strengthened**.

2. Key findings

The PHAMA program is **relevant** for a range of stakeholders, including AusAID, LRD, PICTs, as well as other donors, including the New Zealand Aid Programme. Its relevance lies in its contribution towards delivering the strategic commitments and priorities of stakeholders in the region, as well as its contribution to supporting, complementing and amplifying the success and impact of other programs such as the MDF, IACT, the EU's Economic Governance Program and the Enhanced Integrated Framework. PHAMA also provides focus and direction to other programs. For example, PHAMA's market feasibility assessments provide clear and valuable direction to PARDI in terms of directing its research priorities around supply chain development.

The PHAMA program is generally **effective** in implementing technical MA activities. In C1-3, a sustained focus on regulatory aspects of biosecurity, quarantine and R&D related MA for high-value fresh and processed primary products and a decentralised, evidence-based and industry-driven approach to identifying MA priorities have been key to its effectiveness. **Significant results** have been achieved during a relatively **short implementation period**. Separating management and implementation of C1-3 from that of C4 during Phase 1 enabled the PMO to implement a bespoke approach which enabled it to achieve "quick wins" that were crucial to establishing critical support and momentum around its decentralised, multi-country and market-driven approach. It has demonstrated that this approach is viable in larger PICTs and while it does not suggest that the **mechanism** (MAWGs) should be replicated in all PICTs, it does illustrate that the **principles** and **methodology** are viable and appear to enhance the effectiveness and outcomes of MA submissions. However, the considerable successes of C1-3 have had some **unintended results** that have significant implications for the ongoing effectiveness and sustainability of the program. In the process, the PMO may have become the victim of its own success, with the associated risk that it might encroach on the regional mandate of LRD and establish parallel systems for MA management in the region.

A **significant achievement** has been the successful **establishment of MAWGs** in Fiji, Samoa, Solomon Islands, Tonga and Vanuatu. MAWGs are officially endorsed by the governments concerned. With secretarial support and strategic facilitation by the **NMACs**, they meet regularly in a purposeful, well-organised fashion. Their level of operation is remarkable

considering that membership of the MAWG is honorary and, as far as MA for non-commodity products is concerned, MAWGs constitute a **new process of engagement between government and industry** in most of these countries. MAWGs are widely acknowledged as being an **effective mechanism/model** to strengthen connections between growers/exporters and MA regulatory bodies and to facilitate evidence-based negotiation between government and industry to identify export priorities for primary products. This facilitates greater coherence between the export priorities pursued through trade negotiations and the production ability of the country. PICT governments regard MAWGs as a **replicable model** for other sectors and products. An area where effectiveness is **lacking** is **capacity development**. The expected role of C1-3/PMO with regard to capacity development of LRD and MAWGs is not grounded in a clear strategy, including indicators for agreed milestones and targets which would guide and signify the achievement of planned results in this regard.

In C1-3, MA support is provided by three Long-Term TAs in the PMO, supported by a panel of Short-Term TAs. This approach lends itself to flexibility and responsiveness, resulting in timely provision of appropriate technical assistance to inform and drive MA priorities through the MAWG process. In LRD, priorities for MA support from PICTs are articulated in JCSs, which are relatively static for a period of one year. MA requests can also be communicated through the LRD helpdesk, where these requests compete with the project-focused priorities of a limited number of fixed-term technical experts. Anecdotally, the approach/model of MA service delivery in C1-3 appears to be more **efficient** than that in C4/LRD.

The PHAMA program provides a **critical opportunity to strengthen efficient MA serviced delivery** by LRD. This would complement and reinforce a corporate initiative to enhance organisational efficiency in SPC in response to an organisational review that was conducted in 2012. Improved efficiency of LRD in delivering MA services would depend on the space that is afforded to LRD by SPC, as well as LRD's "appetite" to adopt innovative alternatives towards delivering MA support, including adopting good practice from the approach employed by the PMO in the implementation of C1-3 (with adjustment, where necessary).

Insufficient attention has been devoted to program **sustainability** in Phase 1. Progress with capacity development of LRD to take over responsibility for the implementation of C1-3 has been slowed down significantly by organisational challenges internal to SPC/LRD. The institutional, organisational and financial sustainability of MAWGs and NMACS has also not received sufficient attention.

Due to lack of an integrated Theory of Change and results framework for the program as a whole, and because monitoring and reporting in both C1-3 and C4 are activity-based rather than results-oriented, the **contribution of activities towards the achievement of results** are **not monitored and clearly reported**. It is difficult to draw out relationships between activities and results within and between the two components, which in turn complicates monitoring and reporting of jointly owned results. The PHAMA M&E framework/strategy formalises the division between C1-3/PMO and C4/LRD and in the process tilts the "balance of focus" (and power) towards C1-3/ PMO. In addition, the program's cross-cutting focus on **benefits for marginalised households and women** is not adequately incorporated in the PHAMA M&E framework. The result is that the program's contribution to promoting gender equality remains largely **under-reported** and **invisible**.

3. Lessons Learnt

AusAID was specifically interested in lessons it could learn about its engagement with SPC through the PHAMA program. Key lessons can be summarised as follows:

- Assumptions and expectations related to SPC's role in the technical and financial sustainability of a program should be clarified at the onset.
- Assumptions underlying the design and design intention of programs should be carefully interrogated as far as **capacity development** of SPC is concerned. Where the approach to capacity development assumes that SPC (or any division within SPC) would be able to meet certain basic capacity requirements in order to engage effectively in the proposed capacity development process, its ability to meet these requirements and implications should it not be able to meet these requirements, should be carefully considered. Also, care should be taken that the approach to capacity development is appropriate and adequate given the expected outcome.
- Where SPC (or a particular division within SPC) is accustomed to dealing with donor programs in a particular way and a new program requires it to engage with a new program in a different way, support and accountability measures should be put in place to ensure that it can meet the associated expectations.
- The drivers and enablers of performance in a private Managing Contractor are often different to those in SPC, which may result in unequal progress and performance in joint programs. Care should be taken that Managing Contractors involved in joint programs with SPC do not encroach on the mandate of SPC without having agreed plans for the technical and financial sustainability of initiatives beyond the lifetime of a particular program.

4. Recommendations

The **over-arching recommendation** of the IR is that **both components of the program (C1-3 and C4) should be continued into Phase 2**. Current funding modalities for both implementing partners should be retained. Should AusAID adopt this recommendation, it should be communicated to implementing partners as soon as possible to allow sufficient time for contracting and planning to enable a smooth transition into Phase 2 before Phase 1 comes to an end on 30th June 2013.

Specific recommendations to strengthen program management and implementation are as follows:

1. **Strengthen collaboration and coordination between the two key implementing partners.** Technical Assistance should be provided to facilitate a more collaborative and coordinated way of working between the PMO and LRD around practical processes such as (1) collaborative development of a Logic Model, Theory of Change and Results Framework for the program as a whole; (2) clarifying the roles, expectations and contributions of implementing partners in the achievement of program results; (3) developing a joint workplan that clearly indicates the roles, responsibilities and expectations of the two implementing partners in delivering the program results, as well as the roles of DAFF and NZ MPI – specifically in relation to NPPO capacity development and implementation of the PPPO Business Plan; (4) developing a joint resource plan to deliver the workplan, specifying the resources that the MC/PMO and SPC/LRD will contribute, as well as the resources from DAFF and NZ MPI that will be drawn on.
2. **Consolidate and strengthen sustainability of COs and MAWGs.** The PMO should mobilise technical support to assist with the legal-financial institutionalisation of COs and developing longer-term plans for the political-economic institutionalisation of MAWGs.

3. **Clarify and refine the approach to “capacity development”** in the context of the program. Assumptions and expectations of the implementing partners to work in a more collaborative manner with a view to strengthening LRD’s capacity should be “unpacked” into clear roles, responsibilities, as well as results (including clear milestones and targets) to monitor LRD’s capacity to deliver MA services. This should be linked to trajectory for handing over implementation of C1-3 to LRD in Phase 2, with due consideration of LRD’s ability to sustain these activities both technically and financially.

The donor and implementing partners should be open to innovative “solutions” to capacity development for LRD, such as establishing a **Public-Private-Partnership (PPP)** between LRD and a private MA service provider or establishing a panel of ST-TAs throughout the region that can be drawn down or mobilised in a flexible, responsive, demand-driven manner to address regional MA issues, including responding to specific requests for MA support from PICTs.

4. **Strengthen M&E.** The program Theory of Change, Results Framework and reporting/accountability arrangements should be elaborated and revised to ensure that (1) it articulates results and pathways towards results for the program as a whole in an integrated manner; (2) it is aligned with LRD’s (emerging) Strategic Plan, M&E framework and SPC’s Corporate M&E Policy; and (3) it is aligned with and contributes towards strengthening results-based management and accountability for results in LRD. The program M&E framework and strategy should be costed and adequately resourced. Specific areas/aspects of the program where M&E should be strengthened through incorporation of clear activities and results (including appropriate and, where relevant, disaggregated indicators) that should form part of monitoring and reporting include (1) gender equality and results for marginalised households; (2) capacity development; and (3) efficiency and Value for Money
5. **Strengthen mainstreaming of cross-cutting priorities** through (1) raising awareness amongst all program stakeholders about the potential impact of increased export and production of primary products for women and marginalised households, as well the (potential) environmental impact that especially production and processing related to increased export of primary products could have; (2) developing tools and guidelines to enable program stakeholders, including the PMO, NMACs, MAWGs and LRD to deal with the mainstreaming of cross-cutting issues in the course of planning, decision-making and reporting; (2) including in the Theory of Change and Results Framework, where relevant, results and (disaggregated) indicators to systematically capture and report on progress and achievements related to women, marginalised households and environmental sustainability.

New Zealand Aid Programme: Opportunities for co-funding and collaboration

The PHAMA program provides clear opportunities to strengthen cooperation between the New Zealand Aid Programme and AusAID. There are good opportunities for the New Zealand Aid Programme to strengthen its role in PHAMA through a combination of co-funding, alignment and/or complementarity. The New Zealand Aid Programme would potentially be interested to co-fund **concrete MA activities**, which would free up resources for AusAID to address issues of capacity development and sustainability in Phase 2. The New Zealand Aid Programme’s funding of the New Zealand **Ministry of Primary Industries** could provide valuable **cross-learning and complementarity** with AusAID’s funding of **DAFF**. The New Zealand Aid Programme is in the process of developing an **Agribusiness Program** for the Pacific, which provides good opportunities for **complementarity** with PHAMA.

1. Introduction

Guided by the Government of Australia's (GoA's) aid policy "An Effective Aid Program for Australia: Making a real difference - Delivering real results" (2011) and the more specific Regional Aid Program to the Pacific (2011 – 2015), Australia supports implementation of the Pacific Plan (2005), which outlines an agreement between Pacific leaders and development partners to focus on regional solutions to common problems. Australia acknowledges the key role played by regional organisations such as the Secretariat for the Pacific Community (SPC) in promoting regional cooperation, regional provision of public goods and services, and regional integration and is therefore committed to strengthening the capacity and effectiveness of these organisations.

The Pacific Region is a major recipient of Australian Aid. Of the total 2012-13 budget allocation of AUD 5.2 billion to Official Development Assistance (ODA) - that is 0.35% of GNI - approximately AUD 1.17 billion is allocated to the Pacific Region (including PNG). This constitutes almost 25% of total Australian ODA. It is anticipated that this will increase by around 37% over the next four years, indicatively to AUD 1.6 billion in 2015–16¹.

Building on a range of previous programs and initiatives to increase agricultural exports and strengthening biosecurity, quarantine and related Research & Development (R&D) in Pacific Island Countries and Territories (PICTs), the Pacific Horticultural and Agricultural Market Access (PHAMA) program was designed in 2009. The goal of the PHAMA program is to increase exports of high value primary products from PICTs, thereby contributing to increased economic growth and improved rural livelihoods in these predominantly agricultural-based small country economies. In mid-2010, AusAID committed AUD 16 million to the implementation of the PHAMA program. From the outset, the design stated that the first implementation phase should be followed by a second four-year phase, which would commence in 2013/2014 and end in 2017/2018, subject to an assessment of program progress and performance at the end of Phase 1.

The purpose of the Independent Review (IR) of the PHAMA program is to recommend whether the program should continue into Phase 2 and, if so, how it can be strengthened. The IR took place over a period of about twelve weeks from end January to mid-April 2013. The timing of the IR means that AusAID and the key implementing partners of the PHAMA program will have very limited time to plan for either exiting the program on 30th June 2013, or preparing for continuation into Phase 2. It will therefore be important to communicate the outcome of the review, as well as associated recommendations and expectations, to all stakeholders in a clear and timely manner.

1.1 Structure of the Report

The report is structured in accordance with AusAID standards for evaluation reports and to address the review questions, as articulated in the ToR, in a systematic manner.

Following an overview of the design and institutional arrangements of the PHAMA program (Section 2), an overview of the purpose and expectations of the IR is provided in Section 3. The review methodology, including limitations to the review, is described in Section 4. Section 5 is

¹ <http://www.ausaid.gov.au/countries/pacific/>

devoted to the discussion of review findings related to the two main program components, with Section 5.1 focusing on the component being implemented by the MC (C1-3) and Section 5.2 focusing on the component being implemented by LRD/BATS (C4). Key findings regarding progress with the implementation of key result areas in the Scope of Service (SoS) for each component will address, as appropriate, Progress and Achievements, Critical Success Factors (CSFs), Reasons for Lack of Progress, Sustainability of Change/Results and, finally, Unintended Results.

Findings related to common elements of the Scope of Service (SoS) of all key implementing partners, i.e. mainstreaming cross-cutting priorities, specifically Gender Equality and Environmental Sustainability, as well as monitoring progress and managing risks, are dealt with in dedicated sections of the report, namely Section 6 (M&E and Evaluability) and Section 7 (Mainstreaming of cross-cutting issues) respectively. The institutional and management arrangements for program delivery are fundamental to successful program implementation and sustainability. These arrangements and their impact on the implementation and sustainability of the program are dealt with in Section 8. Section 9 focuses on Lessons Learnt from the program to date, while Sections 10 and 11 focus on Conclusions and Recommendations respectively.

2. Overview of the PHAMA program

2.1 Program Rationale

The geographical scope of the PHAMA program includes the 22 Pacific Island Countries and Territories (PICTs) served by SPC, namely American Samoa, Cook Islands, Federated States of Micronesia (FSM), Fiji, French Polynesia, Guam, Kiribati, Marshall Islands, Nauru, New Caledonia, Niue, Northern Mariana Islands, Palau, Papua New Guinea (PNG), Pitcairn Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, and Wallis and Futuna. While the scope of **C4** is **regional**, including all 22 PICTs, **C1-3** focuses on five of the larger PICTs (**Fiji, Samoa, Solomon Islands, Tonga and Vanuatu**) only.

While generalisations across PICTs should be made with caution, these countries share the following common characteristics relevant to the PHAMA program:

- With the exception of PNG, PICTs are characterised by small land areas (often separate, small islands) spread across vast areas of ocean.
- They generally have relatively small (in the case of some PICTs declining), predominantly rural populations characterised by relatively high rates of migration.
- Economic drivers in relatively larger PICTs include resource-based production sectors such as fisheries, forestry, agriculture and mining, as well as tourism. In smaller PICTs with limited land-based resources, drivers of economic growth depend more on niche products in fisheries, agriculture and tourism sectors.
- PICT economies are generally characterised by relatively significant structural trade deficits due to high industrial and manufactured imports.

Despite agriculture, fisheries and forestry being key drivers of economic growth in PICTs, the potential for agricultural exports from PICTs remains relatively underdeveloped compared to other developing countries. Despite the proximity of reasonably affluent markets, as well as

existing trade agreements and open MA pathways for selected primary products with various trade partners, most PICTs find it challenging to maintain the consistent levels of production and quality required to meet the biosecurity standards and import requirements of their trade partners. The potential to increase agricultural exports from PICTs has therefore remained insufficiently exploited.

The rationale for the PHAMA program lies in realising the export potential of high-value, non-commodity products from PICTs, thereby generating national revenue and stimulating economic growth. As a direct result, improved pro-poor service delivery by PICT governments could lead to poverty alleviation, while household income for primary producers may increase and more employment opportunities could be created in these economies. As an indirect result, economic growth and increased trade could contribute to improved regional stability in the Pacific.

2.2 Program Design

2.2.1 Structure and Content

The PHAMA program focuses on addressing challenges related to regulatory processes associated with MA for high-quality primary products from PICTs. These challenges revolve around the capacity of PICTs to prepare and process high-quality MA submissions. More specifically, regulatory agencies (National Plant Protection Organisations, or NPPOs) in PICTs have limited capacity to prepare and progress high-quality MA submissions. Often, MA submissions from PICTs are not based on evidence around demand and supply, and/or optimising economic gain. There are multiple underlying reasons for this, amongst others:

- Limited capacity of PICT NPPOs to identify and conduct the Research and Development (R&D) required to prioritise and prepare high-quality MA submissions;
- Lack of consultation and collaboration between government and industry around prioritisation and preparation of MA submissions;
- Limited capacity of SPC to provide technical assistance and political support to PICTs in addressing MA issues.

Regulatory agencies in importing countries find that the assessment of poorly prepared, insufficiently thought-through MA submissions from PICTs requires a considerable amount of effort and cost compared to potential benefits. Over time, the priority they attach to these submissions have been declining. This is exacerbated by the fact that, from the point of view of importing countries, MA submissions from PICTs often relate to low trade volumes of the products concerned. Also, once MA has been established through often long and arduous processes, exporting PICTs have limited capacity to maintain production volumes and to implement Sanitary and Phyto-Sanitary (SPS) requirements associated with MA agreements, resulting in closure or under-utilisation of existing MA pathways.

The **goal** of the PHAMA program is to increase exports of high value primary products from PICTs, thereby contributing to increased economic growth and improved rural livelihoods in these predominantly agricultural-based small country economies. The program addresses the **regulatory aspects of biosecurity, quarantine and R&D related Market Access (MA) for high priority fresh and processed primary products**, mainly agricultural and horticultural products, but also fish and forest products where warranted. It does **not** address issues related to **production, processing or supply, except** where this would be necessary in order **to meet the requirements of export protocols or product standards**. This

constitutes a clear focus and boundaries for the program and is generally referred to and understood by various program stakeholders as the “**PHAMA box**”. The “PHAMA box” is a recurrent theme throughout the review and where it is mentioned in this report, it will be in reference to the scope and focus of the program as described here. The program focuses on Australia and New Zealand as priority markets for export of primary products from PICTs, but opportunities to export to other markets, e.g. the EU, Japan, USA, Asia and Canada, as well as Intra-Pacific trade, are also considered where relevant.

The PHAMA program comprises of two main components that are summarised in Table 1 below. Note that the component of the program implemented by the MC comprises **three interventions**, namely (1) Technical Assistance for preparation and processing of MA submissions; (2) Technical Assistance to support implementation of MA requirements; and (3) Research and Development to inform and support MA. These interventions are implemented in an **integrated manner** to systematically inform and address MA priorities. For purposes of the IR, they are dealt with as a **single component**.

Table 1: Summary of program components

Component	Scope of Work	Implementing Partner	Budget (AUD million)	Start Date
1. C1-3 Aimed at supporting selected, larger PICTs to self-manage MA issues and therefore has a national and multi-country focus	Focuses on Fiji, Samoa, Solomon Islands, Tonga, Vanuatu: 1. Technical Assistance (TA) for preparation and processing of MA submissions; 2. TA to implement SPS requirements related to gaining/maintaining MA; 3. MA-related Research and Development (R&D)	Managing Contractor (MC): URS Australia, in association with Kalang Consultancy Services	10.3	January 2011
2. C4 Focuses on regional MA services and support	4. Provide effective and efficient Regional MA support services, including engaging PICTs with relevant international fora; maintaining MA information, surveillance and reporting in accordance with international standards; and providing national MA support to all PICTs	Land Resources Division (LRD), Secretariat of the Pacific Community (SPC)	3.029	June 2010

In addition to the above two components, AusAID is also funding the Australian Department of Agriculture, Fisheries and Forestry (DAFF) to implement a complementary initiative to the PHAMA program, namely to provide increased consideration and timely progression of technical MA issues prioritised under PHAMA Program and endorsed by relevant PICT authorities. DAFF is expected to work in close coordination with SPC/LRD and the New Zealand Ministry of Primary Industries (MPI) in this regard. AusAID’s support to DAFF amounts to

AUD 0.48 million over three years and implementation commenced in June 2010. Detailed assessment of the performance of the DAFF initiative does not fall within the scope of the IR.

The distinction between the two key program components (C1-3 and C4) is elaborated in section 2.3 (Program Approach).

2.2.2 Institutional Arrangements

As indicated in Table 1, the two components of the program are implemented by different implementing partners; each under a separate agreement with AusAID and in accordance with requirements that are set out in the Scope of Service (SoS) for the respective partners. **C1-3** of the program is implemented by an MC. The MC established a Program Management Office (PMO) in Fiji, which is co-located in LRD's Suva-based offices. The MC entered into a partnership with Kalang Consultancy Services to provide long-term and short-term Technical Assistance (TA) in MA and quarantine/biosecurity issues relevant to the program. Technical Assistance for Monitoring and Evaluation (M&E) of the program is the responsibility of the MC.

In the five countries where C1-3 is implemented, the PMO established Country Offices (COs), staffed by National Market Access Coordinators (NMACs) who are employed full-time by the MC. The COs / NMACs provide the secretariat for national Market Access Working Groups (MAWGs), which have been established in each of the five countries. The MAWGs comprise of relevant representatives from Government and the private sector and their role is to identify, in an evidence-based manner, MA priorities for non-commodity products in their countries, based on the following criteria:

- potential economic impact;
- cost of establishing MA and probability of successfully achieving MA;
- potential distributional impacts for marginalised households and women – while distributional impacts for marginalised households and women are not intended to govern the prioritisation process, a particular activity that is able to demonstrate benefit for poorer households and/or women would be selected over one that is not, all other factors being equal.

Technical capacity of the PMO is situated in the Team Leader and three Long-Term Technical Assistants (LT-TAs), supplemented by a team of Short-Term Technical Assistants (ST-TAs) that can be mobilised to assist MAWGs in a responsive, demand-driven manner to inform and pursue MA priorities. The PMO coordinates, deploys and oversees the ST-TAs as required.

C4 is implemented by LRD in SPC. LRD staff involved in the implementation of C4 are mainly located within the Biosecurity and Trade Support (BATS) unit within LRD². The entomologist position is located within the Plant Health Unit. In addition to managing and maintaining regional MA support services, the provision of MA support to all PICTs also forms part of LRD's Scope of Service (SoS) under C4. The key mechanism through which it engages PICTs in this regard is the Joint Country Strategies (JCSs) that are agreed between SPC and PICTs³. In addition, PICTs can also submit requests for MA support via a helpdesk in LRD. Another avenue

² LRD is currently revising its organisational structure and working processes. In the proposed new structure, which is focused on a more integrated, thematic approach to delivering the new (to be finalised) LRD Strategic Plan, BATS will not continue to exist as a separate entity. References to BATS in this report will therefore be limited in order to align with the organisational and operational changes in LRD.

³ LRD's engagement with PICTs on MA issues is dealt with in more detail in Section 4.2 of the report.

for input into plant protection matters that support MA is through the PPPO, for which SPC provides the secretariat.

A regional Program Coordinating Committee (PCC) is responsible for providing high-level governance oversight of the Program as a whole.

Institutional arrangements for the program are illustrated in Figure 1 on p 11. Program management and implementation arrangements are discussed in more detail in Section 5 of this report.

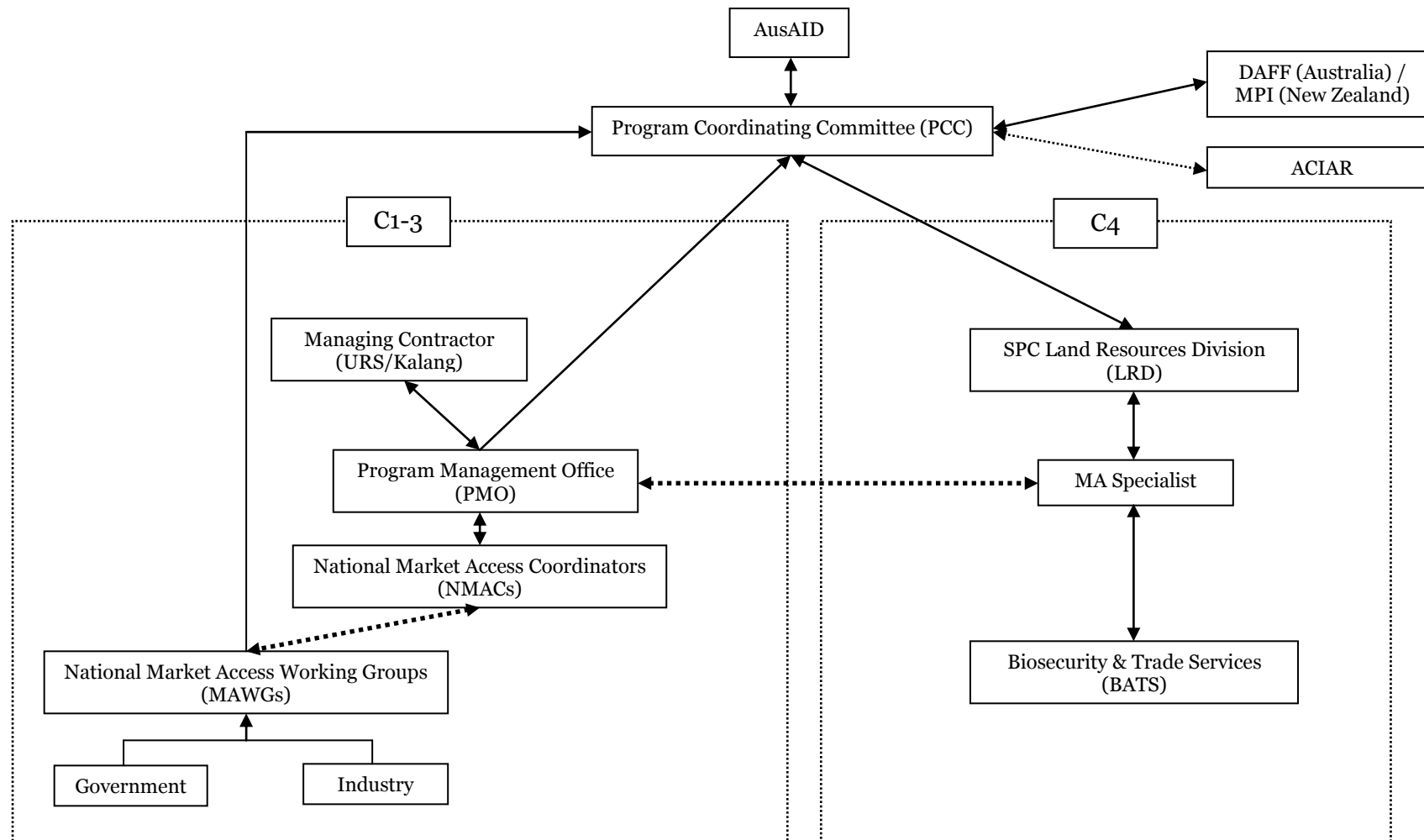
The program strategic results framework, as presented in the Program Design Document (PDD), is attached as Annex 2. Issues related to program M&E and evaluability are dealt with in more detail in Section 6 of this report.

2.3 Program Approach

The program was designed to be implemented in **two phases of four years each**. It was therefore conceptualised and designed as a longer-term, eight-year program with the expectation of a second phase. The first phase focuses on “early wins” for high-priority products and MA issues, i.e. gaining new access for new products, as well as maintaining and improving existing access for products based on the criteria identified in section 2.2.2.

The identification and prioritisation of products and MA opportunities relies on the development of a strong partnership between industry and relevant government agencies to prioritise MA opportunities and issues based on evidence around supply-demand and cost-benefit. For this purpose, the PMO established MAWG in the five PICTs involved in C1-3, namely Fiji, Samoa, Solomon Islands, Tonga and Vanuatu. The program supports MAWG with the development of MA submissions and agreements, including feasibility studies to determine opportunity and demand, technical R&D related to gaining and maintaining market access, as well as development of capacity and systems to meet import requirements. Prioritisation of products for which MA is sought, maintained or improved is therefore **driven by market dynamics**, while the program itself is **demand-driven** to the extent that it focuses support on “unblocking” MA obstacles related to exporting of prioritised products in a systematic, flexible manner. Coordination with other programs working on export-orientated supply chains and/or MA issues at both the regional and national level is emphasised and actively facilitated.

Figure 1: PHAMA Management & Institutional Arrangements



In addition to the regional MA services provided by LRD under C4, it provides MA and biosecurity support to 22 PICTs on the basis of relevant needs outlined in Joint Country Strategies (JCSs), or communicated through the LRD helpdesk. JCSs are agreed bilaterally between SPC and 22 PICTs. JCSs are very broad, generic documents that do not specify detailed MA priorities. It is not clear how LRD internally prioritises and addresses MA needs outlined in JCSs and offers by the PMO to assist LRD in capturing, listing and prioritising MA activities from JCSs have not been taken up.

While the program design separates the management of C1-3 and C4 **for Phase 1** in order to isolate implementation of C1-3 from “significant technical and financial constraints” faced by SPC, there is a strong focus on coordination and complementarity between the two components. Central to the program is capacity development of LRD. LRD’s Scope of Services (SoS) in the PHAMA program includes four Key Result Areas (KRAs), namely (1) Regional MA information services & trade facilitation support; (2) International engagement; (3) MA related surveillance and reporting; and (4) provision of technical MA support to PICTs⁴. For the first three KRAs, PHAMA provides budget support and enabled LRD to appoint technical experts in key positions to fulfil the required tasks. For KRA 4, there was a broader intention - in addition to budget support and the appointment of a MAS, it was envisaged that close working relationship between the MAS and PMAS would strengthen LRD’s capacity with a view to gradually transferring implementation of C1-3 to LRD during **Phase 2**.⁵

Capacity development is a consistent theme throughout the program. In addition to capacity development of LRD to provide MA technical support to all PICTs⁵, the PMO is responsible for capacity development of national organisations (public and private) in selected PICTs (Fiji, Samoa, Solomon Islands, Tonga and Vanuatu) to increasingly self-manage MA issues. The PMO’s predominant approach to capacity development is “learning by doing”.

The program design makes dual provision for sustainability: Firstly, by providing for the transfer of C1-3 to LRD in Phase 2, in accordance with the regional mandate of SPC; and secondly by seeking explicit, costed contributions from both government and industry for MA services provided through a decentralised process driven by the MAWGs.

3. Purpose and Expectations of the Review

3.1 Purpose, Criteria and Objectives

The **purpose** of the IR is to assess the progress and performance of PHAMA Phase 1 and thence recommend to AusAID whether the program should be extended for a second phase. This is in accordance with the original design of the program, which makes provision for two implementation phases, with implementation of Phase 2 subject to the findings and recommendations of an IR at the end of Phase 1. The Terms of Reference (ToR) for the IR are attached as Annex 1.

⁴ The KRA is titled “Technical MA capacity within SPC enhanced”, with the key indicator being technical MA support to smaller PICTs other than Fiji, Samoa, Solomon Islands, Tonga and Vanuatu.

⁵ This is based on the notion that smaller PICTs are likely to remain dependent on a regional interlocutor and/or external service providers to facilitate MA issues for primary produce.

The IR has five **objectives**, namely:

1. To conduct an evaluability assessment⁶ of the PHAMA program;
2. To review and validate progress with implementation and results of the program to date;
3. To assess PHAMA's approach and implementation arrangements with a view to informing not only the sustainability of these arrangements for improving PICTs' export of primary commodities in the longer term, but also to advise AusAID's on appropriate models/approaches for regional programming in the Pacific.
4. To provide suggestions for improvements that would consolidate PHAMA's work to date and help to strengthen Phase 2 if it should proceed;
5. To ascertain the potential and suggest options for greater alignment, complementarity and co-financing by New Zealand Aid Program and NZ MPI, should the PHAMA program be extended into a second phase.

Based on the review of progress with program implementation and achievements to date, IR is expected to assess the program's performance in terms of four key **criteria**, namely **relevance, effectiveness, efficiency and sustainability**. Application of the criteria of effectiveness and sustainability in the PHAMA review are consistent with their OECD DAC definitions and these correspond largely with the definitions used in the ToR for the PHAMA IR⁷. While relevance was not originally included in the ToR as a review criterion, some review questions were found to be applicable to the assessment of relevance. Also, the relevance of the program was thought to be an important rationale for its ongoing implementation and it was therefore included as a criterion. Assessment of the PHAMA program's **efficiency** will not adhere fully to OECD DAC definition and indicators. The IR considers the extent to which results are being achieved on time, as well as the efficiency of implementing arrangements. However, it does **not** include a cost-benefit analysis or robust, quantitative assessment of inputs compared to outputs.

Recommendations for improving/ strengthening program implementation does **not** include detailed input in the design of Phase 2.

3.2 Cross-cutting priorities

A cross-cutting issue that spans the entire review is **gender equality**. The review considers to what extent the program design lends itself to fostering an awareness of and focus on the gender dynamics involved in the production and export of primary commodities in PICTs, as well as the extent to which an awareness of these gender dynamics permeates program management processes and structures at all levels. As part of the evaluability assessment, special consideration will be given to assessing the extent to which current M&E frameworks and processes make provision for the articulation and measurement of program results and impacts for **men and women**.

⁶ Although the ToR do not formally require an evaluability assessment, the review question outlined under "Monitoring and Evaluation" point towards this. Evaluability Assessment is defined as assessment of "the "extent to which an activity or a program can be evaluated in a reliable and credible fashion... Evaluability assessment calls for the early review of a proposed [program] in order to ascertain whether its objectives are adequately defined and its results verifiable" (OECD Glossary of Key Terms in Evaluation and Results Based Management).

⁷ **Effectiveness** can be defined as a measure of the extent to which a program attains its outcomes, taking into consideration the extent to which outcomes have been achieved or are likely to be achieved, as well as the main factors that have influenced achievement or non-achievement of outcomes. **Sustainability** considers whether the benefits of a program are likely to continue after donor support has been withdrawn and the factors that will determine or affect this. Sustainability can be affected by financial, political, environmental, institutional and socio-cultural factors.

An addition to the original ToR for the IR includes the cross-cutting consideration of **environmental sustainability** and the impact that the PHAMA program and its continued implementation will have on the **environment**. The review will consider the awareness of environmental impact and sustainability amongst key program stakeholders, as well as procedures and processes that are in place to ensure that activities funded under the program have no significant adverse impact on the environment.

The review was carried out by a team comprising a TL/M&E specialist and a Technical Specialist/Agricultural Economist. Both team members have a sound understanding of the principles of aid effectiveness, as well as institutional capacity development and civil society governance, all of which were key to the review of the program and are important areas of consideration for the program going forward into Phase 2. The team worked in a participatory, consultative manner throughout to ensure that their respective skills and interpretation of the program and its progress/performance informed all aspects of the review, as presented in this report.

4. Methodology

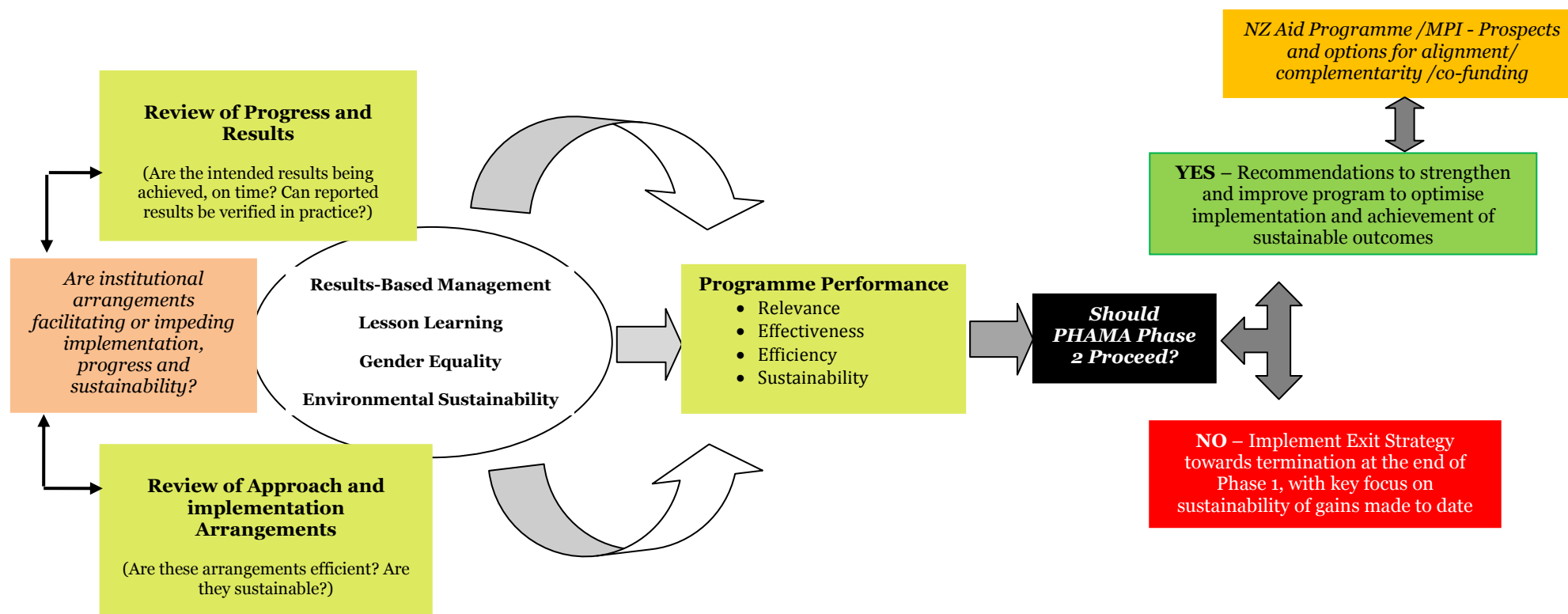
The review was conducted in accordance with the methodology outlined in an Evaluation Plan, which was approved by AusAID at the beginning of the review. The conceptual model for the IR is illustrated in Figure 2 on p 15.

The IR team followed a qualitative, consultative approach towards assessing progress and performance of the program in accordance with four key criteria, namely relevance, effectiveness, efficiency and sustainability. Because the program had only been implemented for a relatively short period at the time of the IR (24 months in the case of C1-3 and 29 months in the case of C4), impact was not assessed. However, issues of M&E and evaluability related to program impact were reviewed and the (possible) impact of unanticipated and unexpected results was considered.

Methods of data collection included the following:

1. **Document review.** This commenced during the inception phase of the IR, continued throughout data collection and informed reporting. A list of documents reviewed is attached as Annex 7.
2. **Interviewing of key program stakeholders.** These included representatives and strategic informants directly involved in the management, implementation and/or governance of the PHAMA program, namely AusAID, LRD (including LRD management and BATS staff involved with the implementation of C4), the MC/PMO (including the Team Leader, LT-TAs and selected ST-TAs), DAFF, NZ MPI and the New Zealand Aid Programme. All these stakeholders were interviewed face-to-face. In Fiji, Vanuatu and Tonga NMACs, MAWG chairs and MAWG members were also interviewed face-to-face. Telephone interviews were conducted with NMACs in Samoa and Solomon Islands, while the MAWG chairs from these two countries were part of a focus group discussion involving all MAWG chairs in Fiji prior to the PCC meeting on 8th March 2013. In Fiji, Vanuatu and Tonga, face-to-face interviews were also conducted with representatives of NPPOs, as well as high-ranking officials in relevant government ministries, e.g. Ministries of Agriculture and Ministries of Trade.

Figure 2: PHAMA review Conceptual Model



Interviews were also conducted with strategic informants involved in programs and initiatives related to the PHAMA program, namely the EU's Increasing Agriculture Commodity Trade (IACT), implemented through LRD, and Regional Economic Governance Program Regional Economic Governance Program, implemented through the Pacific Islands Forum Secretariat (PIFS); as well as AusAID's Market Development Facility (MDF) and the Pacific Agribusiness Research for Development Initiative (PARDI), implemented by the Australian Centre for International Agricultural Research (ACIAR). A list of people interviewed is attached as Annex 8.

3. **Observation and Field Visits.** These enabled the IR team to verify and supplement information obtained through document reviews and interviewing. Operations and dynamics in and between the PMO and LRD were observed first-hand during the significant amount of time spent in the BATS office, where the PMO is co-located. In Fiji, Tonga and Vanuatu the IR team attended MAWG meetings as observers and several field visits allowed the team to observe program activities being implemented, including activities funded through selected Export Development Grants (EDGs).

This report presents findings, conclusions and recommendations that have been verified through various processes. Data collected from various sources was continuously **verified** through **triangulation**. In addition, the IR process included **three formal verification meetings**: During the first verification meeting, initial findings and conclusions of the IR were shared and verified with the two implementing partners (PMO and LRD). This meeting took place at the end of the fieldwork/data collection phase. Comments and inputs from the implementing partners were incorporated into the second verification meeting, when initial findings and conclusions of the IR were presented to the Program Coordinating Committee (PCC). Comments and feedback from the PCC were incorporated into the third verification meeting, which involved the key findings, conclusions and recommendations of the IR being presented to AusAID in Canberra.

The analytical framework is based on key questions the IR was required to address, as articulated in the Terms of Reference (ToR). In broad terms, it focuses on the following:

- **Progress** with program implementation as per the Scope of Service (SoS) of the two implementing partners, more specifically in accordance with their strategic and annual implementation plans. The review of progress had three key areas of focus, namely:
 - Identifying areas where progress has been according to plan, key achievements and critical success factors;
 - Identifying areas where progress has been slow/lacking and the associated reasons and challenges;
 - Identifying unintended results and their implications
- Lessons learnt
- Suggestions and recommendations for improvement.

4.1 Limitations of the review

Overall, the methodology was appropriate and adequate for the IR. However, the following practical challenges were encountered:

- While planning for the IR commenced in September/October 2012, contractual arrangements were delayed, since a new recruitment round was necessary to replace the originally appointed consultant. The contract for the review was only finalised in January 2013. The timeframe for the IR was therefore compressed from the 16 weeks into 10 weeks. There was limited time for document reviews before fieldwork commenced. Three country visits formed part of the four-week data collection phase. In addition to assessing

and verifying program progress and results through interviews and field visits, it also included significant amounts of time spent on interviews and observations in the Suva-based offices of LRD-BATS, where the PMO is co-located. The short, intensive inception and fieldwork phases allowed little time and opportunity for reflection on and processing of emerging information and findings. This limitation was addressed by systematising key findings and conclusions at critical points during the review and verifying it with key stakeholders. In addition to verifying the accuracy of findings and conclusions, the verification process also provided an evolving framework for further processing and systematisation of information, as well as for reporting.

- Field visits were conducted in three countries, namely Fiji, Tonga and Vanuatu. At the time of the IR, good progress with implementation was being made in Fiji and Tonga (especially with C1-3), while implementation challenges were evident in Vanuatu. These three countries also provide a mix of trade profiles between Polynesian and Melanesian states. These are comparatively larger PICTs, all of which are involved in PHAMA C1-3. While C4 activities were observed in these countries, visits to smaller PICTs that are not involved in C1-3 may have provided a clearer understanding of the challenges and constraints faced by LRD in providing MA support and services to small PICTs. However, considering that the program was at an early stage of implementation, it is unlikely that this would have altered the key findings, conclusions and recommendations of the IR.
- Assessment of the PHAMA program's efficiency did not adhere fully to the OECD DAC definition and indicators of efficiency. The review considered the extent to which results are being achieved on time, as well as the efficiency of implementing arrangements. While these are important indicators of efficiency in a demand-driven program such as PHAMA, the IR did not include a cost-benefit analysis or robust, quantitative assessment of inputs compared to outputs, which is also very important from an efficiency and Value for Money (VfM) perspective. The meaning and application of efficiency as an evaluation criterion in this review was therefore more subjective and generic, focusing on implementation and institutional arrangements and how these facilitate or impede implementation, rather than on cost-benefit. Program management and M&E systems should be enhanced to enable more accurate, quantitative analyses and evaluation of efficiency and VfM going forward.

5. Key findings

The key findings of the review are presented separately for the two program components (C1-3 and C4). For each of the components, verified progress and achievements will be highlighted. Findings will address whether the program is delivering its intended results as outlined in the SoS for the respective implementing partners. Critical Success Factors (CSFs) for progress and achievements, as well as impediments to progress and achievement, will be identified and the sustainability of changes in the enabling environment which have been brought about by the program will be considered. Unintended results will also be highlighted.

5.1 Progress, Achievement and Challenges: Component 1-3

The SoS for C1-3 relates to addressing the constraints identified in Section 1.3 of this report and is outlined in the contract between AusAID and the MC. Key findings are summarised here according to three key result areas, namely (1) establishing the organisational architecture to implement a decentralised, multi-country and market-driven approach towards identifying MA priorities in five countries, namely Fiji, Samoa, Solomon Islands, Tonga and Vanuatu; (2) provide Technical Assistance, including Research & Development, to inform and support MA initiatives for prioritised non-commodity products and issues from these countries; and (3) establish collaborative working relationships with LRD and assist it in developing capacity with

a view to taking over implementation of C1-3 in Phase 2. Progress with implementation of these broad areas of activity can be summarised as follows:

5.1.1. Establishment of organisational architecture to implement C1-3

The SoS for C1-3 requires the establishment of the Program Management Office (PMO) within SPC (Suva), as well as Country Offices (COs) in Fiji, Samoa, Solomon Islands, Tonga and Vanuatu. It also requires the establishment of MAWs and appointment of NMACs in to facilitate and support MAWs in these five countries.

Establishment of the PMO

- Despite significant delays with the finalisation of a Subsidiary Agreement (SA) between the GoA and the Government of Fiji (GoF), which prevented the MC from establishing the PMO and even visiting Fiji until 1st May 2011 (i.e. about three months after the contract between the MC and AusAID was signed), the PMO and all five COs have been successfully established and are fully operational. The PMO is located within LRD, which facilitates direct, day-to-day communication between PMO and LRD/BATS staff. Key positions in the PMO were filled by 30th June 2011 and have been occupied by the same people since. The core full-time staff of the PMO includes a Team Leader (TL), Principal Market Access Specialist (PMAS) and two Quarantine/Biosecurity Specialists (QBSs), one of whom is based in the PMO in Suva and the other in the CO in Solomon Islands. The second QBS was appointed in May 2012 specifically to strengthen support to the COs and MAWs in Solomon Islands and Vanuatu. The PMO also includes a Procurement & Finance Officer and Administration Officer. All PMO staff have clear Job Descriptions (JDs) and their performance is subject to regular review through clear and transparent processes.
- The PMO established a panel of Short-Term Technical Assistants (ST-TAs) to facilitate implementation of MA activities prioritised by MAWs. ST-TAs work according to clear, comprehensive ToR for each activity and the quality and outcomes of their work are monitored through activity reports which are submitted to the PMO. MAWs are generally highly satisfied with the quality and timeliness of ST-TAs deployed to work with them on various activities.
- Implementation of the PHAMA program Monitoring, Evaluation, Reporting and Improvement (MERI) Plan has also been assigned to a contracted consultant. While the PMO keeps track of all MA activities, the consultant responsible for the implementation of the MERI plan manages the process for monitoring and reporting on the performance of key stakeholders, including the PMO, LRD and MAWs.
- Contingency measures and an interim plan to bridge the 3-month period while progress was held up by delays in the finalisation of the SA are an early indication of the efficiency of the MC in dealing with challenges and demonstrating flexibility in a changeable implementing environment.

Appointment of NMACs

- Following recruitment based on carefully considered criteria, NMACs were appointed in all five countries by June 2011. In four of these countries, the same incumbents still occupy these positions. Only Solomon Islands has a new NMAC following resignation of the first NMAC in April 2012
- NMACs work according to clear Job Descriptions and their performance is monitored through their workplans and performance reviews by both the PMO and MAWs. Most NMACs are satisfied with these arrangements, although there have been suggestions that findings and lessons from the performance assessment of NMACs could be shared more widely and collectively with the larger group of NMACs..

- All NMACs attended a one-week training course in Suva in July 2011. They continue to be supervised and supported by the PMO, both remotely and through country visits. NMACs have an established communication network. In addition to regular communication by telephone and e-mail, they also attend two NMAC Forum Meetings per year.
- The review verified that NMACs are able to operate independently. They are not dependent on the PMO for day-to-day operations. MAWG meetings attended by the review team were very well organised and NMACs were well known to stakeholders represented in MAWGs.

Establishment of MAWGs

- MAWGs have been established and are meeting regularly in all five countries. In all countries, MAWGs have been officially endorsed by government. Operation of the MAWGs is guided by charters that make provision for the different contexts and implementing environments within which they function.
- MAWGs understand their role and purpose, as well as the criteria to be used in identifying MA priorities. They have a strong sense of their responsibility in promoting the “national interest”, although this may be variably defined across different MAWGs and MAWG members and not always related to the impact of the PHAMA program as articulated in the strategic results framework.
- In some countries, MAWGs represent an innovative approach where government and industry sit together to discuss and agree priorities based on national priorities and the “common good” in their respective countries. Similar processes/structures exist, for example in the fisheries and tourism sectors in some PICTs. However, as far as MA for mainly agricultural products is concerned, the MAWGs constitute a new process of engagement between government and industry.
- In many respects, the MAWGs can be regarded as the “jewel in the crown” of C1-3. MAWGs are widely acknowledged as being an effective mechanism/model to strengthen connections between growers/exporters and regulatory bodies and to facilitate evidence-based negotiation between government and industry to identify export priorities and issues for primary products. PICT governments regard it as a replicable model for other sectors and products. Other development programs view the MAWG process as superior to the mostly technically-driven decision-making and limited consultation with country stakeholders, which typically define and drive their program processes and priorities.

5.1.2 Demand-driven technical support to inform and address priority MA issues

The SoS for C1-3 requires the provision of demand-driven technical support to inform and address MA priorities identified by the MAWGs in the five countries where C1-3 operates. It also requires establishment of systems whereby small Export Development Grants (EDGs) could be allocated to overcome critical obstacles to MA.

MA Technical Assistance

A Master Index of Activities implemented under C1-3 to inform and address priorities identified by the MAWGs is attached as Annex 4. These activities are summarised in Table 2:

Table 2: Summary of C1-3 activities

	Completed	Active (Carried over from 2011/12)	Active (New 2012/13)	Planned	Cancelled / Postponed	Replaced by Regional Activity	TOTAL
Fiji	6	6	9	1	1	0	23
Samoa	8	2	6	1	2	0	19
Solomon Islands	9	1	3	0	0	1	14
Tonga	6	1	5	0	0	0	12
Vanuatu	5	5	2	1	1	0	14
Regional	1	5	0	0	0	0	6
TOTAL	35	20	25	3	4	1	88

- A review of **all activities** indicates that they:
 - are spread across all five countries involved in C1-3. The activities are indicative of a systematic approach to “unblocking” identified, prioritised obstacles to (re-)opening MA pathways and to keeping them open. A number of initial activities, which have now been largely completed, involve research and consultation that were aimed at informing steps required to overcome the most limiting factors that impede MA and which could readily be resolved . The number of activities is therefore not indicative of the capacity of MAWG. In some countries, MA activities had to start from a broad base to inform MA priorities, for example where it was not clear why a particular pathway had been closed or where agreement on priorities from a relatively large number of products or MA opportunities was not clear-cut. In other countries, MA opportunities were more evident and from early on activities could be directed and prioritised accordingly.
 - are spread across all the Key Result Areas within the C1-3 SoS, i.e. (1) TA for preparing and processing MA submissions; (2) TA to implement SPS requirements related to gaining and maintaining MA; and (3) MA-related R&D. There are clear linkages between activities, indicating how research and TA are used to systematically inform decision-making of the MAWG to either identify MA priorities or to address those priorities.
 - include investigation of MA issues related to the (potential) export of a wide variety of products to a range of (potential) markets, both internationally and intra-regionally.

C1-3 activities have been highly effective, as illustrated by a summary of “successes” in Table 3 on pp 21-22. While not claiming that these successes are entirely attributable to the PHAMA program, they serve to illustrate the success of the program in contributing to and leveraging opportunities to address carefully selected MA priorities during a relatively short implementation period.

Table 3: C1-3 Summary of successes from selected MA activities

	Opening New MA Pathways	Re-opening existing (closed) MA Pathways	Maintaining MA
Fiji	<p>Fresh Ginger to Australia: Policy finalised February 2013. Opening of pathway pending clarification of operational aspects of policy . Conservative projection that Fiji can take 25% of the AU fresh market, earning AUD 3.3 million/annum in export revenues</p>	<p>Papaya to AU and NZ: Pathway closed due to suspected PCR outbreak. Potential loss of trade of AUD3.8-5.0 million/annum; plus substantial impact on intermediate export chain businesses (e.g. Nature's Way Cooperative). In progress.</p> <p>Eggplant to NZ: Pathway closed due to live intercepts by NZ Quarantine. Potential loss of trade valued at AUD 0.8 million/annum. In progress.</p>	<p>Taro to various markets (esp AU and NZ): Implementation of product standards with reduced fumigation and losses, while improving prices. Worked with AU import policy review to prevent more onerous import conditions from being applied. Protected Taro as most significant non-sugar agricultural export, with current trade of AUD 11-13.8 million/annum.</p> <p>Herbs (basil) to NZ: Streamlined import conditions for seed supply, from which horticultural enterprises will benefit. Prevented closure of at least one exporter, with exports of 45-50mt of fresh basil/annum, valued at AUD 0.33 million.</p>
Samoa	<p>Export of heat-treated breadfruit to NZ and AU – new import policies</p>	<p>Fresh taro to NZ – resumed after long break following partnership agreement between government and a private exporter</p> <p>Import protocol requirements for honey to NZ clarified – trial shipments sent.</p>	<p>Limes to NZ – quarantine requirements clarified and producers apply new cleaning procedures. Dramatic decrease in interception of pests and subsequent fumigation</p> <p>Honey to various markets – timely detection of American foulbrood disease (AFB) and immediate action to prevent spread</p>
Solomon Islands	<p>Copra meal/palm kernel expeller accreditation into AU. Three exporters accredited to sell to overseas markets. Data from one of these exporters indicates new trade as a direct result of accreditation of 10 TEUs copra meal over last 6 months (approx. 130-150mt). Data from other 2 mills awaited.</p>		<p>Fish exports into the EU. Current export AUD 46 million (trade) + AUD 18 million (licensing fees). Major export markets require rigorous food safety monitoring, with processing facilities subject to regular inspection audits. PHAMA developing capacity to help Solomon Islands comply with these requirements and hence maintain access. Various non-compliances being corrected ahead of a major upcoming EU audit.</p>

Tonga	<p>Sweet yams to NZ. Trial shipment of 6mt sent late 2012, proving commercial viability. Exporter has target of 50-75mt for 2013 (AUD 0.14-0.21 million)</p> <p>Watermelons to Fiji. Pathway just opened. Industry estimates potential exports of 120mt/annum (AUD 0.16 million)</p> <p>Squash to Fiji. Pathway just opened. Value of potential subject to outcome of commercial discussions</p>	<p>Large and small corm taro to AU without requirement for topping. Nil current trade. Industry estimates initial potential of 200mt/annum (AUD 0.8 million p.a.) if requirement for topping can be removed.</p> <p>Frozen root vegetables to NZ. Projected 20% increase on current trade of 3,500mt/annum, i.e. increase of 700mt (AUD 0.9 million p.a.)</p> <p>Watermelons to Samoa. Industry estimates initial potential of 150mt/annum (AUD 0.2 million p.a.)</p>	<p>Watermelon to NZ. Range of PHAMA activities to strengthen pathway. Without support trade would probably have halted in 2011 due to Quarantine issues. 2012 shipments 150-200mt (AUD 0.2 million). Industry growth projections now 1,000mt/annum (AUD 1.3 million)</p>
Vanuatu			<p>Beef. Current exports 1,100mt (AUD 5.2 million p.a.). PHAMA has been instrumental in protecting this trade through helping gain BSE-free accreditation; meat inspector training; facilitating appointment of key DLQS staff; etc. Now ready to target South Korean market for new access</p>

Beyond these direct results, the following observation by one of the NMACs illustrates the more indirect results that have been derived from C1-3 in the country concerned: *“This is what excited us about PHAMA in the first place: A diversified commodity/export destination platform (regional/ANZ) to add to the current main North Asian markets, to build a robust and growing industry. We will have demonstrated that we have learnt from the historical boom/bust cycles of copra, bananas and lastly squash”.*

- C1-3 also includes **regional activities** that address issues that are common to selected PICTs, or to the region as a whole. Examples of such activities include the following:
 - streamlining of import conditions for e.g. kava, tapa mats and some animal products by identifying the least restrictive quarantine measures;
 - streamlining of export conditions for handicraft exports to AU and NZ (scaling up and sharing experience from Tonga);
 - Regional quarantine initiative to standardise delivery, compliance and Occupational Health & Safety of fumigation delivery, based on the internationally recognised Australian Fumigation Accreditation Scheme (AFAS).

A review of regional activities undertaken under C1-3 confirms that there is a risk that the MC/PMO may undertake activities where it sees it as “filling in gaps” where LRD capacity is seemingly lacking – this could be perceived as encroaching on the mandate of LRD and raises issues around the sustainability of these activities.

Export Development Grants

The PMO provides EDGs to address specific constraints associated with MA. Individual EDGs are small (up to AUD 5,000 per beneficiary *p.a.*) and the recipient of an EDG is required to contribute no less than 25% of the total cost of the project for which the grant is sought.

The PMO set clear criteria for assessing EDG and has devolved the initial assessment and monitoring of EDGs to NMACs. Final approval of and accountability for all EDGs rest with the PMO. NMACs have put different arrangements in place for assessing and approving EDGs, for example:

- In Vanuatu and Solomon Islands, EDG applications are assessed during MAWG meetings;
- In Fiji, a subcommittee of the MAWG assesses EDG applications;
- In Tonga, at least one representative from each stakeholder group represented on the MAWG must support an EDG application – this is usually done via e-mail;
- In Samoa, the NMAC and chairperson of the MAWG assess EDG applications.

In all countries, approved EDG applications are signed off by the chairperson of the MAWG before being submitted to the PMO for final approval. To date, **twelve** EDGs have been approved: two each in Tonga, Fiji and Solomon Islands; five in Samoa and one in Vanuatu. A summary of approved EDGs is attached as Annex 5.

Management of the EDGs places a significant burden on PMO capacity and this will become a key consideration should the overall budget for EDGs and/or the number of individual EDGs and/or their financial limit, increase in future.

Monitoring of EDGs focuses on outputs (compliance to ensure that the grant has been used for the intended purpose), as well as outcomes related to, amongst others, increased export volumes

or revenues achieved as a result of grant-funded activities. The IR identified notable results from selected EDGs. For example, a trial shipment of fresh sweet yam from Tonga to NZ was funded through an EDG. The trial shipment has confirmed the viability of fresh sweet yam exports to NZ and further orders for both sweet yams and bigger yams have subsequently been received from NZ importers. **At least one EDG directly benefits women:** in Samoa, an EDG has been allocated to *Women in Business Development* to upgrade their processing and packaging facility for exporting dried organic misiluki bananas to New Zealand.

5.1.3 Develop SPC/LRD capacity to strengthen regional MA services

The PHAMA program design anticipated that C1-3 and C4 would be implemented in a coordinated manner, with the expectation that the PMO would:

- establish close working relations with LRD/BATS, mainly between the PMAS in the PMO and MAS in BATS, with a view to working in a collaborative manner towards the achievement of joint results;
- coordinate with LRD/BATS regarding planning, design and monitoring of program activities; and
- develop LRDs capacity, mainly through the establishment of a “learning by doing” relationship between the PMAS and MAS, to provide MA support services to PICTs with a view to transferring responsibility for C1-3 to LRD during Phase 2..

However, the program design specifically separated responsibility for implementation of C1-3 and C4 between the MC and SPC to isolate C1-3 from technical and financial constraints in SPC which were evident at the time the program was designed. The risk of these constraints impeding on the progress and performance of C1-3 was therefore identified early on and incorporated into the design. Transfer of C1-3 to SPC was made subject to the requisite capacity being developed/demonstrated by LRD.

Progress in this result area has been constrained by delays with the appointment of PHAMA-funded positions in LRD. The main counterpart for the PMO in LRD is the MA Specialist (MAS) in Biosecurity and Trade Services (BATS), who was not appointed until 11th November 2011. Following the appointment of the MAS, regular formal coordination meetings between the PMO and BATS team took place, supplemented with regular, informal meetings and discussions between the PMAS and MAS. This established a good foundation for developing a close working relationship between the two key implementing partners and some progress was made towards coordinated planning and working towards the achievement of joint results⁸. However, shortly after the appointment of the MAS, unforeseen circumstances led to his appointment as Acting Coordinator of BATS, which dramatically limited the time and attention that could be devoted to coordination and engagement with the PMO.

5.1.4 Factors contributing to successful implementation of C1-3

It is clear that good progress has been made with the implementation of C1-3 and that significant results have been achieved despite the relatively short implementation period. Critical Success Factors that contributed to this include the following:

- Technical positions in the PMO are occupied by Long-Term Technical Assistants (LT-TAs) who have the requisite institutional and technical knowledge and skills, as well as regional

⁸ Cf. section 5.2.1 - **Bilateral MA support: Progress and Achievements** for examples of activities that were implemented by LRD, with technical support from the PMO.

networks, to translate the program “vision” into reality. It is especially their knowledge of the internal working of MA regulatory agencies in countries such as Australia and New Zealand, as well as international biosecurity and SPS standards and best practice that are key to the success of MA activities supported under C1-3. In addition, the commitment and technical expertise of PMO staff, as well as stability in PMO staffing, have been key to maintaining continuity and consistency with implementation.

- NMACs have been key to the successful establishment of a decentralised, market-driven approach to MA, in particular the establishment and effective functioning of the MAWGs. NMACs have the requisite technical knowledge, skills and political influence to leveraging and facilitating the often highly political processes involved in the establishment and ongoing operation of the MAWGs. Their local presence and knowledge add to the efficiency and credibility of the MAWG process.
- As far as the MAWGs themselves are concerned, their high-level political acknowledgement by the governments concerned has been key to their legitimacy and ongoing operation. The role of NMACs in facilitating and constantly invigorating the MAWGs are also key to their success. NMACs do a lot of strategic work “behind the scenes” to address reservations and scepticism of stakeholders, and to ensure that stakeholders are prepared to address difficult questions or issues that may arise during MAWG meetings.
- Membership of the MAWGs is honorary. While travel costs associated with the attendance of MAWG meetings are covered by the program, members do not receive any financial rewards or incentives for their participation in MAWGs. This has been key to ensuring that MAWGs are comprised of stakeholders who are motivated by, and take pride in, their contribution to the “national interest” or “common good” through promoting export of non-commodity products, rather than their personal financial gain from being involved in the MAWG.
- The successes highlighted in Table 3 signify that the decision to target the most significant priorities towards stabilising and maintaining existing exports, as well as achieving some “quick wins” for high-value primary products was effective in building a critical momentum at the early stages of the program. These successes have been instrumental in obtaining support and buy-in from crucial stakeholders and to overcome initial scepticism about the program on the part of some stakeholders.
- The role of DAFF in prioritising and progressing a number of MA submissions and issues coming through the program has been instrumental in a number of successes, including opening the export pathway for fresh ginger from Fiji to Australia. DAFF is also working constructively with the Biosecurity Authority of Fiji (BAF) to identify and resolve issues around papaya production while the export pathway remains voluntarily closed.
- The important role of research should be acknowledged in informing the prioritisation of MA opportunities, as well as opening up and keeping MA pathways open. In addition to research conducted by LT-TAs and ST-TAs, the PMO and Australian Centre for International Agriculture Research (ACIAR), specifically their Pacific Agribusiness Research for Development Initiative (PARDI), have coordinated effectively to bring research expertise, capacity (including local capacity) and evidence to bear on MA decision-making in a flexible, responsive manner in accordance with the needs and priorities identified by MAWGs.
- The EDGs have been important to strengthen ownership, capacity and a sense of “common cause” in the MAWGs. NMACs and MAWGs have demonstrated their willingness and capacity to effectively manage the responsibility associated with the assessment and monitoring of the EDGs.. While some MAWG chairpersons and members have been sceptical of the EDGs initially, there is now widespread support and appreciation for it, despite the additional responsibility and administrative burden.

The relatively small monetary value of EDGs places them in a niche position compared to AusAID's Enterprise Challenge Fund and Market Development Facility (MDF), that latter which is currently being implemented in Fiji, as well as the EU's Increasing Agricultural Commodity Trade (IACT)⁹ project, both of which provide loans and/or grants to encourage business development, including through agricultural and horticultural export. Coordination between C1-3 EDGs, MDF and IACT is based on informal contact between the TLs in the PMO, MDF and IACT, which appears to be effective. Compared to the MDF and IACT, the EDGs are small, responsive and flexible. This encourages and challenges stakeholders to carefully consider the strategic and catalytic benefit of EDGs to complement and strengthen MA priorities.

5.1.5 Reasons for lack of progress in selected areas of C1-3

- Interrogation of the PHAMA PDD reveals a number of assumptions that were made about the capacity, responsibilities and expectations of the two implementing partners. Amongst others, it was assumed that:
 - implementing partners would be committed to working in a coordinated manner to deliver the design intention of the program;
 - the PHAMA-funded MAS position in BATS would be a sufficient interlocutor to establish a coordinated, joined-up way of working with the PMO, taking into consideration that this would involve alignment with the often complication organisational processes and institutional procedures in LRD and SPC more broadly;
 - appointment of technical experts in key positions in LRD, together with core funding, would enable LRD to effectively and efficiently provide regional MA services, as well as to engage institutionally with the PMO to strengthen MA support to PICTs;
 - there would be no disincentive on the part of the MC/PMO to transfer management of C1-3 to LRD in Phase 2;
 - “learning by doing” would be an appropriate and adequate approach for developing LRD's institutional capacity for providing MA support to PICTs.

These assumptions had a significant impact on lack of progress in this key result area. Mutual roles, responsibilities and expectations of the key implementing partners were not clearly defined and agreed. At the time of the review their respective SoSs were not transparent to each other. Also, there was no agreed approach or plan with clear results, indicators and milestones to guide and monitor capacity development through which the process and transfer of C1-3 to LRD could be made more explicit and transparent.

The PMO realised quite early on that engagement and coordination with LRD would be more challenging than initially anticipated. In retrospect, the assumption that institutional capacity development would happen through “learning by doing” between the PMA and MAS was bold and when it became apparent that this approach would be problematic, alternative approaches that take account of available resources and the organisational realities in LRD/BATS were arguably not sufficiently explored. There have also been missed opportunities to clearly identify what **real** shared results of the program would look like and what the roles, contributions and responsibilities of each of the implementing partners would be in delivering these results with a view to their sustainability. In this respect, the PHAMA

⁹ Also implemented through LRD, the IACT project is implemented in the 15 Pacific members of ACP (the African, Caribbean and Pacific Group of States), namely Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea, Marshall Islands, Samoa, Solomon Islands, Timor Leste, Tonga, Tuvalu and Vanuatu.

program constitutes a relatively unclear process for LRD/BATS to engage with, especially in as far as MA service delivery to PICTs is concerned.

- With the predominant focus during Phase 1 being on achieving “quick MA wins” for priority products and developing capacity to establish a critical momentum around the MAWG process, insufficient attention had been devoted to the sustainability of COs and MAWGs. The establishment and current levels of functioning of MAWGs are remarkable achievements given the fact that C1-3 has only been running for 2.5 years. While the critical momentum around the technical MA issues they are addressing should be maintained, the focus now also needs to fall on those governance and institutional capacity development issues that will be critical to the sustainability of the MAWGs.
- A key factor that limits the number of activities in many PICTs is the capacity of NPPOs, which are often under-resourced. In the case of Vanuatu, this has been compounded by organisational restructuring in the Ministry of Agriculture. The Quarantine Department (Vanuatu Quarantine Inspection Service) was recently separated from the Livestock Department, accompanied by a change in management and staffing. Also, it appears that the Government of Vanuatu is planning on following the example of Fiji in establishing its Quarantine Inspection Service as a Government Corporate Entity under the new name Biosecurity Vanuatu.

5.1.6 Sustainability Issues relevant to C1-3

A review of progress with the implementation of C1-3 raises a number of sustainability issues. The most significant of these issues include the following:

- In terms of the Program Design, the PMO was not intended to be a permanent institution. It was intended to establish close working relations with LRD with a view to building LRD’s capacity to take over responsibility for implementation of C1-3 during Phase 2 of the program. This is dealt with in more detail in Section 8 and will not be elaborated here.
- Sustainability of the COs should be a priority in Phase 2, building on the considerable amount of discussion and planning that have been ongoing during Phase 1. The institutionalisation of the NMAC role is a key sustainability issue that needs to be carefully considered. NMACs are key to the ongoing effectiveness and legitimacy of the MAWGs - the MAWGs will remain reliant on ongoing facilitation and support by the NMACs. The options and approach for institutionalising the role of NMACs will likely be different for each country, depending on the political-institutional context and who the NMACs will be accountable to when the program comes to an end.
- C1-3 is very specifically focused on the “PHAMA box”. A key consideration from a sustainability point of view is how the scope and focus of the program as defined by the “PHAMA box” relate to other programs and initiatives that focus on other aspects along the MA pathway, e.g. production, processing, handling, economic governance, business development support, sales and export, all of which play an important role in gaining and maintaining MA for primary products. While it is not suggested that the “PHAMA box” should expand in Phase 2, it will be important to develop the capacity of NMACs and MAWGs to engage other donors, programs and stakeholders, including initiatives by their own governments, to coordinate and harmonise resources to address various issues along the MA pathway on either side of the “PHAMA box”.
- Sustainability of the MAWGs is key to the sustainability of current MA “successes” achieved by the program to date, as well as to ensuring that the mechanism, methods and principles

established through the MAWG continue to inform future MA priorities. Until now, the effectiveness and responsiveness with which the PMO has been able to respond, through a “packaged deal” of paid TA, to inform and address the priorities identified by MAWGs have been key to building a critical momentum behind the MAWG process and retaining support and motivation of key stakeholders. Maintaining this momentum and motivation when the program comes to an end will be key to the sustainability of the MAWGs. Much of the operational knowledge to manage the processes and resources to inform and address MA priorities in an evidence-based manner reside within the LT-TAs and ST-TAs and without a clear plan to institutionalise this knowledge resource within the region, the current momentum and sustainability of gains made would not be sustainable.

- MAWGs operate in a critical civil society space and will require support to develop their capacity and systems with a view to dealing effectively with the political governance issues involved. In many countries, agricultural industries are not organised into interest groups (e.g. producer, processing or exporter groups for any specific product or groups of products, or farmer co-operatives, etc.), which means that industry representatives in MAWGs have tenuous claims of representing the “voice” or interest of any of these groups. Even in Tonga, where an umbrella sector representative organisation for agriculture was established in 2008 (Growers Federation Incorporated), followed by the establishment of the Growers Community Marketing Group Ltd (*Grocom*) which enabled the Growers Federation to trade, those exporters that chose not to take up shares in *Grocom* have reservations about the extent to which MAWG members from *Grocom* represent the interests of all exporters. Having individual producers and/or exporters as “industry representatives” in MAWGs increases the risk that they may be perceived by other stakeholders as using the MAWG process to promote their economic self-interest. While this is a reality that most representative bodies have to deal with, it is a serious risk that might jeopardise the credibility of and sustainability of the MAWGs during a period when they are just becoming established, and before stakeholders have developed a more mature understanding of how they operate. MAWGs are well aware of these sustainability and legitimacy issues and are actively managing it to the best of their ability.

There are no short-term or easy solutions and each country would need a different approach, taking account a range of factors and developments, amongst others the following:

- In **Tonga**, existing representative organisations (see above) can be strengthened and issues of MAWG representation can be addressed through engaging these organisations.
- In **Fiji**, the GoF initiated the establishment of a Crop and Livestock Council that will operate in parallel to the Agricultural Research Council and a decree to formalise this will be issued imminently. The EU is providing technical and financial support for the establishment of the Crop and Livestock Council. The composition and institutional sustainability of the MAWG could be reviewed and formalised as the process of establishing the Crop and Livestock Council progresses and industry becomes more organised.
- In **Samoa**, a Quarantine Export Advisory Group pre-dates the establishment of the MAWG and the relationship between these two groups would be key to addressing issues of sustainability and representation of the MAWG in this country.
- In **Vanuatu**, the National Trade Facilitation Committee (NTFC) is a relatively new, large committee established through the World Trade Organisation’s Enhanced Integrated Framework (EIF). It enjoys political support at the highest level and brings together government and industry stakeholders to discuss issues and priorities related to Vanuatu’s involvement in global trade. While its scope is far wider than the “PHAMA box” and its

membership is far broader than that of the MAWG, it would be important to identify who represents industry, especially agriculture (producers, processors, exporters), in the NTFC and whether the NTFC process might facilitate the organisation of industry in Vanuatu. It would be important to keep this under review to consider how best industry representation in the MAWG can align with and draw on the NTFC.

- Issues of industry representation on the MAWG are distinct from the institutional establishment and financial sustainability of the MAWG themselves. This does not suggest that MAWG should become formal organisations with paid staff and large overheads. Rather, it concerns the legal status of the MAWG and should be viewed from a governance and financial sustainability perspective. Careful thought should be given who MAWG would be accountable to when the program comes to an end and how they could become financially more sustainable to enable them to contract and procure the technical expertise needed to inform and address national MA priorities. Accountability of MAWG would be closely linked to the formalisation of the role of NMAs, as well as issues around industry organisation and representation in the different PICTs. Financial sustainability will require development of financial models and systems suitable to the circumstances of different MAWG. The PMO has developed a discussion paper on this and is actively engaging MAWG in consideration of possible models.

Box 1

Capacity of NPPOs is key to opening and maintaining export pathways for agricultural export and trade (global and intra-regional). It is also key to the success of not only PHAMA, but other programs as well (e.g. MDF, IACT and the EU's Regional Economic Governance Programme).

The need for general, thematic capacity development for all PICT NPPOs is widely recognised (e.g. pest risk assessment, monitoring & surveillance, preparation of MA submission). NPPO capacity development is part of the PHAMA SoS for C1-3. It does, however, form part of the regional mandate and it is a clear priority for LRD, but LRD has limited capacity to undertake this capacity development on a regional scale.

A strategy and implementation plan for NPPO capacity building were developed by the PMO, in consultation with LRD (the Pacific Plant Protection Organisation Strategic Framework 2012 – 2018 and associated workplan). This was signed off by all PICTs in November 2012. Based on lessons learnt from previous initiatives, both stakeholders agree that a practical, experiential approach to capacity development should be followed, and not a theoretical approach.

While the PMO would be able to provide and/or mobilise the capacity and resources needed to implement the NPPO capacity development strategy, it is important that it should not encroach into LRD's regional mandate to do this.

Implementation of the NPPO strategy has the potential to serve as a pilot for establishing a coordinated, collaborative way of working between PMO and LRD/BATS. This could generate lessons and models for sustainable capacity development in the region. In addition, it could also provide the foundation for developing efficient, sustainable models for LRD/BATS to deliver on its regional mandate.

- In addition to the capacity of LRD to take on board good practice and lessons from C1-3 in order to provide effective and efficiency MA support to all PICTs, there are three key factors that are within the scope of the PHAMA program that are critical to the sustainability of change and results from C1-3 activities, namely:
 - Capacity of PICT NPPOs to consistently meet biosecurity standards and requirements of importing countries. This is a key emerging priority for all C1-3 stakeholders, but is a regional responsibility that falls within the mandate of LRD. Refer to Box 1 for further detail.
 - Capacity of producers to consistently meet volume and quality requirements of importers. This confirms the importance and relevance of C1-3 activities that are on the margins of the "PHAMA Box", e.g. supporting roll-out of Hazard Analysis and Critical Control Point (HACCP) capacity development across the MA pathway, as well as effective

harmonisation and coordination with other donor programs, government initiatives and stakeholders that support extension, production, handling, processing, etc.

- Capacity of MAWGs to continue operating efficiently and sustainably, including mobilising external TA and/or research to inform and address identified MA priorities. This has been dealt with already and will not be elaborated again here.
- While EDGs are subject to monitoring and assessment, it is as yet too early to assess their impact. Based on anecdotal information, they are having a positive impact to overcome stubborn obstacles to MA and could make an important contribution to the sustainable impact of other program activities. The capacity and ownership developed through the management and monitoring of EDGs could benefit other aspects of the MAWGs' operations.

5.1.7 Unintended Results associated with successful implementation of C1-3

While the good progress that has been made with the implementation of C1-3 and significant results have been achieved, the success of C1-3 has had some unintended and unanticipated results that would need to be managed carefully if the program is to achieve its intended results. The most significant unintended consequences of the successful implementation of C1-3 include the following:

- The PMO has been very effective in delivering most of its key result areas (cf. 4.2.1 – 4.2.5 above) and through strong PHAMA branding has established a strong presence and profile in the region. In countries where C1-3 is implemented, the media and public are picking up on the MA successes of C1-3. The emerging dynamic could provide important leverage for the sustainability of results through civil society holding government accountable for optimising the benefits from these successes for the country at large, and not allowing it to “slip” politically.
- However, in many respects the PMO is becoming the victim of its own success. In pursuit of effectiveness and efficiency and driven by the approach to emphasise “early wins” in Phase 1:
 - the responsiveness, quality and timeliness of C1-3 activities may have made MAWGs, and industry in particular, used to a tempo that would be difficult to sustain if effective models of MA support/service delivery by LRD are not adopted in a timely manner.
 - LT-TAs are perceived to be undermining the authority and capacity of PICT NPPOs in dealing with regulatory authorities, e.g. NZ (MPI). The absence of a mandate for the PMO to represent PICT government and/or industry in issues related to MA confuses lines of communication between PICT NPPOs and the regulatory authorities of importing countries in their bilateral engagement with PICT NPPOs. NZ MPI has therefore taken the position that it would not deal directly with the PMO on any MA issue unless the relevant NPPO is involved.

As a result of early successes, as well as stakeholder demand, there is a risk that C1-3 could be drawn into wider-ranging, more complex and regional issues/activities ever wider-, which in turn increases the risk of overlap and duplication with the core function and regional mandate of LRD. Also, because MA stakeholders in PICTs – especially those where C1-3 is being implemented – perceive the PMO to be more effective and efficient in dealing with MA issues, they often choose to circumvent LRD in favour of the PMO when it comes to seeking TA and other assistance related to MA, thereby undermining the regional role and mandate of LRD. In addition, it creates confusion within the five PICTs involved in C1-3 around the JCS mechanism by creating a “parallel system” for addressing MA issues.

At the same time, and despite significant technical assistance that has been provided to LRD by the PMO, lack of progress with capacity development of LRD has prevented LRD from enhancing its institutional efficiency and effectiveness in key areas and thereby to maintain its perceived “competitiveness” compared to the PMO. It was noticeable at the time of the review that most stakeholders define the PHAMA program in terms of C1-3, while C4 is not “visible”. This has resulted in an unfortunate distinction of Fiji, Samoa, Solomon Islands, Tonga and Vanuatu as being “PHAMA countries”, while the other PICTs are often referred to as “non-PHAMA countries”. This distinction is not accurate in terms of the scope of the program. It is also not helpful in terms of fostering a coordinated, collaborative approach between the PMO and LRD, focused on delivering quality, effective MA services to all PICTs.

In practice, the strong presence of the PMO in the five countries where C1-3 is implemented (and increasingly also beyond that), as well as its effective, efficient approach to MA service delivery, has resulted in key stakeholders (especially industry, either directly or through the MAWGs) by-passing LRD as the focal point for MA technical support in the region, preferring to engage directly with the PMO. There is an emerging perception amongst stakeholders, including other donors, that the PMO is encroaching on the mandate and scope of LRD to address MA issues in the region.

- During Phase 1, LT-TAs have been directly involved in MAWG meetings and dealing with stakeholders around MA activities in the countries where C1-3 is implemented. Some NMACs believe their administrative roles have been over-emphasised until now and the direct involvement of LT-TAs in MAWGs and MA activities have left them feeling marginalised, and their technical expertise and political influence/leverage under-utilised. This was observed in one of the MAWG meetings, where technical discussions were mainly between industry representatives and LT-TAs, while the NMAC – who could meaningfully contribute towards the technical discussions – had to focus on keeping the minutes.
- In pursuit of effectiveness and efficiency, the PMO works with a relatively “fixed” panel of LT-TAs and ST-TAs, most of whom are from Australia or New Zealand. While ST-TAs from PICTs are engaged where possible (e.g. HACCP training), and with due acknowledgement that MA technical experts are not readily available in the region, an opportunity might be missed to foster ownership and sustainability of the program through identifying and developing a cadre of local technical expertise that could contribute to supporting and sustaining MA services in the region.
- The establishment of the MAWGs have raised important governance issues. **Institutional governance** and **accountability** of the MAWGs are key to establishing their legal status and organisational effectiveness going forward. At the same time, the **political governance** issues associated with their role and position in the **interface between government and civil society** are key to their legitimacy and the confidence that stakeholders will vest in the MAWG as a viable, reliable mechanism for civil society-government engagement.
- Despite the benefits and successes of the EDGs, and despite the criteria and mechanisms that have been introduced to ensure that EDGs are allocated and managed in a transparent manner, there is a risk that they could make the MAWGs vulnerable to allegations of conflict of interest, or promotion of commercial self-interest on the part of industry representatives in the MAWG.

5.2 Progress, achievements and challenges: Component 4

C4 of the PHAMA program acknowledges the mandate of LRD to deliver regional MA services. Regional MA services include information and surveillance, as well as international engagement and reporting on biosecurity issues relevant to export of horticultural and agricultural products. In addition, it also includes technical MA service delivery and support to PICTs through the Joint Country Strategies (JCSs) mechanism. These regional MA services are articulated in line with selected objectives in LRD's Strategic Plan (2009 – 2012). Progress with implementation in these key areas of activity in C4 can be summarised as follows:

5.2.1 Technical MA services and support

Because technical MA services and support constitutes a key aspect of LRD's regional responsibility, as outlined in its Strategic Plan for 2009 – 2012, the PHAMA program does not redirect LRD from its core function, but rather supports and enables it to deliver key objectives in its Strategic Plan. LRD has undertaken a large amount of regional MA work since the inception of the PHAMA program.

Regional MA support: Progress and Achievements

During the period June 2010 to March 2012, key regional MA support services provided by LRD include, amongst others, the following:

- Maintenance and updating of PICTs animal health information utilising the World Animal Health Information System (WAHIS) and the FAO Transboundary Animal Disease Information System (TADinfo), including capacity development for countries to submit updated information according to an agreed schedule.
- Maintenance and updating of the Pacific Pest List Database (PPLD), including timely verification of records for public access and ongoing software and equipment upgrades
- Continued development of the Pacific Island Trade Statistics Database. The technician employed through PHAMA has cleared a two-year backlog of data and has updated trade statistics for 14 PICTs for the past 5-6 years. Judging by *ad hoc* requests for data, the database is used widely, including by FAO.
- LRD has renewed the CABI subscription on behalf of PICTs for a further five years. However, online subscription rather than full registration has been obtained. This incurred considerable savings in membership fees, which is being redirected to NPPO capacity building.
- LRD is the Secretariat to the PPPO. It updates PICTs on issues emerging from the International Plant Protection Committee, based in Rome, and represents PICTs in international meetings including the Commission on Phytosanitary Measures, Regional Plant Protection Organisation (RPPPO), PPPO and the Regional Technical meeting for Plant Protection and other regional meetings. With PHAMA support, LRD has been able to reconvene annual meetings of the PPPO, which had ceased in 2007 due to lack of funding. A key achievement for 2012 has been the endorsement of the PPPO Strategic Framework and Implementation Plan, which LRD developed with significant TA from the PMO. The work provides direction for the PPPO and a framework for engagement with LRD. It also suggests various funding options for the workplan.
- With significant technical support from the PMO, the PPPO has for the first time developed a Draft Phytosanitary standard for PICTs, namely *Generic Heat Treatment for Fruit Fly*

(Tephritidae) Host Fruit in the Pacific Region. Comments have been received from NPPOs and these will be discussed at the PPPO executive meeting for endorsement in November 2013. Other activities include training of country editors on the International Phytosanitary Portal and Biosecurity Information Facility and the development of International Sanitary Phytosanitary Measures on wood packaging material protocols.

- LRD is providing a helpdesk facility to deal with PICT enquiries related to international standards and/or zoosanitary, phytosanitary and food safety requirements of trading partners. The helpdesk deals with 600 to 900 enquiries per year. Most requests are for publications and public awareness material. Technical enquiries are directed to relevant LRD staff and all enquiries are tracked until they are resolved. While the helpdesk is valuable in terms of providing an interface for PICTs to engage directly with LRD outside of the formal JCS process, the IR team did hear of instances where stakeholders were not satisfied with the responsiveness or support provided through the helpdesk.

Reasons for Lack of Progress

- Despite undergoing training and reminders, PICTs still fail to submit update reports for WAHIS according to schedule. Only one country, namely New Caledonia reports according to schedule.
- Uptake of TADinfo has been limited and to date only PNG is using TADinfo.
- With regard to the PPLD, LRD did not recruit a PLD technician until February 2012 and the incumbent has since resigned to undertake further studies. This adversely affected the momentum of work and it is unlikely that a new PLD technician will be appointed before the end of Phase 1. Keeping the PPLD updated is also a challenge because NPPOs do not regularly update the Pest List Database for their countries. In addition, SPC had not been processing specimens collected during field trips; data was not generated and reports were not being compiled¹⁰.
- Although data in LRD's Trade Statistics Database is believed to be accurate, it is a challenge to maintain accuracy. Despite assistance provided by SPC's Statistics Development Division in Noumea, PICTs do not always update their statistics on time.

Bilateral MA support: Progress and Achievements

Examples of LRD's MA support to individual PICTs, which has often been implemented with significant technical support from the PMO, include the following:

- Financial and technical assistance was provided to upgrade the High Temperature Forced Air (HTFA) and operations manual for Cook Islands. In 2011 MPI NZ failed the export pathway for papaya and the NPPO requested assistance to renovate the HTFA and revamp the operations manual which had been identified as the cause of the failed audit. BATS provided Cook Islands with NZ\$10,000 to carry out this work, while the PMO provided advice and guidance on audit issues and possible solutions. It was confirmed in March 2013 that the pathway had been cleared and exports could resume.

¹⁰ This challenge appears to have been addressed through LRD's collaboration with NZ MPI, whereby specimens are identified by technicians in New Zealand.

- AQIS Accreditation was obtained for a copra mill in Marshall Islands. The PMO provided advice and informed the process with prior experience and documentation used as part of a copra mill accreditation process in Solomon Islands.
- Work to open an export pathway for vegetables from the PNG Highlands to Solomon Islands, which is currently not active, has been partially completed. The PMO provided technical advice to inform the process, as well as possible risk management measures for different vegetable categories.
- In most PICTs, there is no fruit fly surveillance work as no host material is exported. In 2012 BATS provided seven PICTs (Fiji, Tuvalu, Kiribati, Solomon, Niue, Cooks, and Tokelau) with equipment (traps, lures, malathion and alcohol), since they are or are potentially interested in the development of trade but have no budget for equipment to determine or verify their host status.
- LRD responded to NPPO requests for support from Tokelau, Marshall Islands, FSM, American Samoa, Samoa, Niue, Solomon Islands to address issues relating to biosecurity and management of invasive and agricultural pests (Rhinoceros Beetles, yellow Crazy Ants, Rats, Weeds, Mealy Bugs, Scales, White flies and Sooty mold). The work, which is carried out in close collaboration between LRD and the relevant NPPOs, has particular significance for food security and MA.

Challenges and Constraints

With regard to MA support to individual PICTs, it is not possible to infer from LRD's activity lists whether these activities are carried over from earlier periods, how they relate to other activities and how they contribute to the delivery of those objectives in the LRD Strategic Plan that are aligned with its SoS under the PHAMA program.

Due to differences in terminology and the manner in which activities are defined, recorded and reported, it is also not possible to draw comparisons between MA-related activities of the PMO and LRD, or to obtain an overall impression of MA service delivery across C1-3 and C4.

5.2.2 Capacity Building of LRD

AusAID funding under the PHAMA program is intended to strengthen LRD's capacity by enabling the appointment (and roll-over from previous funding arrangements) of staff in key technical positions relevant to the provision of MA services. It also contributes to LRD's operational budget for MA service delivery. One of the key assumptions of the PHAMA program is that close coordination and collaboration between LRD and the PMO would enhance LRD's capacity to provide effective and efficient MA services to PICTs. This is based on a notion of sustainability whereby LRD would develop the required capacity in Phase 1 to take over responsibility for C1-3 during Phase 2.

Progress and achievements

As required under the SoS, SPC has provided office space to co-host the PMO in the Suva-based offices of LRD. As a result of delays with the finalisation of a SA between the Governments of Australia and Fiji, the PMO was only formally established in Suva in May 2011. Logistical and financial arrangements around the co-location of the PMO in LRD are set out in a memorandum between the MC and SPC, which came into effect on 9th May 2011. Earlier delays were therefore overcome and the physical co-location of the two implementing partners provided a conducive environment for the establishment of close working relationships between LRD and the PMO.

However, this was significantly impeded by delays with the appointment of staff in key positions in LRD.

The Grant Agreement (GA) between AusAID and SPC requires LRD to recruit a Market Access Specialist (MAS), an entomologist and five technicians working in the areas of animal health information and reporting (including fruit fly/ ant surveillance work), updating and maintaining the Pacific Pest List Database and trade statistics database, as well as a WTO SPS enquiry point. In addition to two technical areas that were already covered by existing staff (WTO SPS enquiry point and fruit fly/ant surveillance technician), three technicians were transferred to PHAMA from other projects which were closing out when PHAMA started up. These were an Information/Helpdesk Technician, an Animal Health Information Technician and a Trade Statistics Database Technician. Two other technician positions (the Pacific Pest List Database Technician, and the Biosecurity Technician) were not filled until February 2012. At the time of the review the position of the Pest List Database Technician was vacant and an appointment was unlikely to be made before the end of PHAMA Phase 1. An Entomologist was recruited in April 2011, but resigned to pursue further studies after one month. A new incumbent was appointed in October 2011.

The key interlocutor for the PHAMA program in LRD, namely the MAS, only took up office on 11th November 2011. While the PMO engaged with the (acting) BATS Coordinator before the arrival of the MAS, the establishment of closer working relationships between LRD and the PMO relied on LRD to appoint the MAS.. As documented in the minutes of coordination meetings, good progress was made between November 2011 and June 2012 with the establishment of a coordinated, collaborative working relationship between LRD and the PMO¹¹. Activities that would lend to a collaborative approach were identified and included, amongst others development of a strategic plan for fruit fly training; accreditation for a copra mill in the Marshall Islands; developing a papaya export pathway in Cook Islands and crop pest surveys.

In February 2012, the untimely death of the acting BATS Coordinator saw the MAS being seconded to become the third Acting Coordinator of BATS since the inception of the PHAMA program. He has since spent only about 20% of his time working to the MAS Job Description, with the remaining 80% devoted to his duties as Acting BATS Coordinator. He was still holding these dual positions at the time of the IR. This has significantly limited his ability to maintain an active involvement with the PMO. Although coordination and communication continues informally on a day-to-day basis, there is no real sense of a collaborative way of working towards the achievement of jointly agreed and owned results. Although LRD works closely with PICT NPPOs, which in Fiji, Samoa, Solomon Islands, Tonga and Vanuatu are members of the MAWGs, it has also not established formal contact with the MAWGs.

Reasons for lack of progress

Delays with the establishment of a close and collaborative working relationship between LRD and the PMO have largely been outside the influence of LRD. These include delays with the finalisation of the contract between AusAID and the MC, delays with the finalisation of the SA between the governments of Australian and Fiji, as well as delays with the appointment of staff in key positions. The latter was the result of limited capacity in the Noumea-based Human Resources Division of SPC, which at the time was dealing with a number of high-level corporate recruitment processes and therefore could not prioritise timely recruitment of the MAS. Exacerbating the problems of delayed recruitment has been a high turnover in key LRD staff not

¹¹ Nine formal, joint meetings took place between November 2011 and June 2012.

funded by PHAMA. There have been two LRD directors and four BATS Coordinators since the PHAMA program was designed until the present.

It should be noted that the notion and intention of “LRD capacity development” in the context of the PHAMA program have not been clearly specified. The assumptions, expectations, responsibilities and results for capacity development are not made explicit in the PDD or implementation plans, which make it difficult for both implementing partners to engage with this aspect of the program. What has become clear is that, even though a regional organisation such as SPC is able to attract good quality project staff, the appointment of people in positions does not constitute capacity development if the appointments are not accompanied by effective management, strategic guidance and accountability.

It is understandably challenging for LRD to adopt a different approach towards engaging with the PMO, compared to its engagement with implementing agents of other programs that are also implemented by/through LRD. LRD implements its strategic plan with very limited core funding. The majority of funds are project-specific and LRD currently has 23 different sources of funding. The timeframes, implementation arrangements and accountability requirements for all projects are different and this is not conducive to the systematic, coherent implementation of LRD’s strategic plan. While LRD deals with a wide range of project/funding partners, these generally do not require LRD to establish collaborative working relations with the implementing agent with a view to developing sustainable organisational capacity. In the absence of a structured, facilitated approach towards capacity development under PHAMA, the tendency for LRD is to deal with the PMO as it deals with other projects and implementing agents. It views these as a “gap filling” relationships and temporary sources of funding, without the associated requirement to learn or draw from it with a view to strengthening organisational systems and capacity. Compared to the pressure associated with continuously seeking project funding to fill ever emerging funding gaps to maintain minimum levels of service delivery, the establishment of a more profound relationship with a single implementing partner, especially if the potential benefits are unclear, is not a priority.

6. M&E and Evaluability

The PHAMA Program Design Document includes a Logical Framework and an outline M&E strategy. This was superseded by an M&E framework developed by AusAID in a parallel process to the program design, namely the PHAMA Monitoring, Evaluation, Reporting and Improvement (MERI) Implementation Plan. The original MERI Implementation Plan was taken on board and refined by the PMO and guides M&E of the PHAMA program. The MERI framework outlines methods, tools and processes used to capture, analyse and report data to monitor progress towards the achievement of program results, as articulated in the Logical Framework¹².

¹² The PHAMA Logical Framework, as set out in the MERI Implementation Plan, is attached as Annex 4.

6.1 Strengths

On the **positive** side, and taking into consideration that the resources allocated to M&E in the PHAMA program are limited¹³, the MERI Implementation Plan has some **strengths** in that:

- it uses limited resources effectively to monitor the program's progress towards the achievement of results through a range of capacity/performance (self-) assessments, as well as the program's contribution to the achievement of its stated goal/impact through a number of Qualitative Impact Case Studies.
- It provides useful **tools** for M&E of key elements of C1-3, e.g. monitoring capacity/performance of the PMO, MAWGs, NMACs and LRD. These tools and the wider framework within which it is embedded provide a useful foundation for strengthening results-focused M&E, including capacity development, in Phase 2.
- The **risk matrix** is used and updated by the PMO to effectively manage risks. This is **good practice** and an example of how M&E is integrated with and informs ongoing program implementation, learning and improvement. It should be noted that almost all of the program shortcomings and risks, as identified by the IR, already appear in the risk matrix and this is a clear indication that the Team Leader and Project Director are **well aware of**, and are **pro-actively managing** these shortcomings and risks. The value of the risk matrix could be enhanced by placing it more transparently and centrally to coordination of implementation between the PMO (C1-3) and LRD (C4), as well as reporting to the PCC.

6.2 Weaknesses

The MERI Plan has a number of general weaknesses, including the following:

- The logical framework does not clarify how the Performance Indicators are linked to the monitoring of progress towards the achievement of results. The Performance Indicators are similar to the Means of Verification and do not indicate progression from a baseline through milestones to targets relevant to key results.
- The MERI Plan and reports on the performance of MAWGs, NMACs, SPC and the PMO are **laden with technical terminology** and repetition that do not add to their value and that could render them inaccessible for key program stakeholders. Data processing methodologies are described in technical detail and while differences in performance from one measurement to the next is clear, it is not clear how this relates to the program inputs and activities. Also, it does not indicate how it contributes towards the achievement of program results according to a comprehensive Theory of Change. This could alienate key program stakeholders, especially those identified in the MERI plan as "boundary partners", from the process and purpose of program monitoring. They are concerned only about their performance from one measurement to the next, but does not necessarily see how this contributes to the results of the larger program.

¹³ It is estimated that approximately only 2% of the budget for C1-3 is allocated to M&E. While it would be misleading to generalise, most donors and implementing organisations agree that, depending on the complexity of the program, between 3% and 10% of a program budget should be allocated to M&E (cf. Scott G. Chaplowe SG. 2008. M&E Shortcuts: Planning – p.9). However, this should be based on a detailed costing of the implementation of the M&E plan. In the case of PHAMA, this would be the costs associated with the implementation of a comprehensive M&E plan for the program as a whole.

- Due to **lack of a comprehensive Logic Model and Theory of Change**¹⁴, which clarifies the program's input-activity-output-outcome-purpose-impact logic, relationships between activities and results are difficult to draw out. It is acknowledged that activities are demand-driven, but this should not deter the development of a comprehensive Logic Model and Theory of Change that would enable program stakeholders to make linkages between activities and results, and to report progress accordingly.
- In the MERI framework, the **results for C4 are not sufficiently specified** and the relevance of the overall objective, as articulated in the simplified Theory of Change, does not resonate with LRD's strategic objectives. In the development of the MERI Implementation Plan, insufficient attention appears to have been given to LRD's 2009 – 2012 Strategic Plan. This was a significant missed opportunity to align the MERI framework with relevant outputs and objectives in the LRD Strategic Plan and to establish, from the start of the program, a results framework that is aligned with that of LRD and focused on achievement of sustainable results that could be owned and contributed to by the two key implementing partners. It also constitutes a missed opportunity to strengthen capacity for results-based management and accountability in LRD. In addition, it tilted the "balance of focus" (and power) of the program towards C1-3/ PMO from the start, with inadequate attention given to the contribution of C1-3 towards the achievement of relevant outputs and objectives in the LRD Strategic Plan. Instead of establishing a framework and foundation for identifying and pursuing joint results in a collaborative manner, the MERI framework formalises the division between C1-3 and C4 and employs a methodology that creates the impression that LRD is accountable to the PMO for its performance, in the process undermining the existing accountability systems within LRD and missing an opportunity to strengthen it.

More **specific shortcomings** of the MERI Implementation Plan can be summarised as follows:

- In recognition of the demand-driven nature of C1-3, the program Theory of Change and Logical Framework, as articulated in the MERI Implementation Plan, specify program results at the impact, outcome and output level. Based on the premise that inputs and activities need to be managed and planned in a flexible, responsive manner, it does not specify inputs and activities upfront. Failure to articulate the relationship between key categories of activities, e.g. provision of Technical Assistance, mentoring, capacity development, grants (at the least) and results in the MERI framework constitutes a significant gap in the program logic and the definition of program results. In the process, the relationship between activities, outputs and outcomes becomes muddled and the results of key areas of activity remain insufficiently specified. This is illustrated by the fact that the simplified Theory of Change does not contain any outputs, while the outputs identified in the Logical Framework are mainly activities and the objective of the program, as articulated in the Theory of Change, does not appear in the Logical Framework at all.
- The simplified Theory of Change¹⁵ for the program is based on a linear logic that does not adequately reflect the complexity of relationships or the reciprocal, iterative activities and

¹⁴ The logic model articulates the linear relationship between program inputs, activities, outputs, outcomes, purpose and impact. This is different from the Theory of Change, which articulates the often complicated and complex relationships between activities and results at different levels. The Theory of Change provides a comprehensive "roadmap" for achieving program results, including risks and assumptions, to illustrate how the program will deliver/achieve its results and how/why the approach would work.

¹⁵ Again, attention is drawn to the difference between a Logic Model and a Theory of Change, where the latter articulates the often complicated and complex relationships between activities and results at different levels. The Theory of Change provides a comprehensive

processes through which program results will be achieved, along with the associated assumptions and risks, **for the program as a whole**. In the process, an important premise for the achievement of C4 results, namely coordination and collaboration between C1-3 (PMO) and C4 (LRD), along with critical assumptions and risks around LRD capacity development, are not made sufficiently explicit. This is an important oversight given the significance of C4/LRD in the sustainability of the program, as well as the role of C1-3 (PMO) in developing this capacity through close coordination and collaboration with C4 (LRD). As a result there are no agreed indicators or milestones to guide planning and decision-making around the transfer of C1-3 to LRD.

- The PHAMA program is primarily focused on technical, regulatory aspects of MA and therefore adopts a highly market-driven approach in determining the particular MA issues that it addresses, based on a prioritisation process driven by MAWGs. Prioritisation criteria mainly focus on potential economic impact and the cost/complexity of addressing issues to obtain MA for identified products, but it also explicitly gives consideration to potential distributional impacts for more marginalised households and women – all other factors being equal. However, this cross-cutting focus of benefits for marginalised households and women is not adequately incorporated in the MERI framework.
- Reporting by the PMO and LRD remains mainly activity-oriented, with limited reporting on results. In both C1-3 and C4, the IR found high levels of activity and while it may be intuitively clear how these activities relate to results, this is not clearly articulated in progress reports. This contributes to the frustration of AusAID, who would like to source “good news stories” about the program’s results from progress reports, but instead needs to prompt implementing partners to separately outline these because the progress reports are activity-focused.

The IR found that the program objective and goal are in the field of vision of especially the PMO, while the MAWGs have a clear understanding of the program impact. However, measuring and reporting of results in as far as performance of the PMO, LRD, NMACS and MAWGs go are regarded as being the “domain” of the M&E ST-TA. The manner in which the MERI Plan is designed and implemented does not foster ownership of results, or the development of a “culture” of results-based management and reporting on the part of program stakeholders.

7. Mainstreaming Cross-Cutting Issues

7.1 Gender Equality

All key stakeholders in the PHAMA program are committed to addressing gender equality. It is a key priority for **AusAID**, as illustrated by the allocation of AUD 320 million in August 2012 to support the new Pacific Gender Equality initiative, which is aimed at improving opportunities for political, economic and social advancement of women in the Pacific. In addition, AusAID’s strategy for improving the effectiveness of Australian aid (*“Making a real difference – Delivering real results”*) has a clear focus on gender equality and acknowledges, amongst

“roadmap” for achieving program results, including risks and assumptions, to illustrate how the program will deliver/achieve its results and how/why the approach would work.

others, that “empowering women to participate in the economy is critical to opening up development opportunities for all”¹⁶. Relevant to PHAMA, AusAID’s food security and rural development portfolios aims to improve incomes, employment and enterprise opportunities for poor women and men. This is well aligned with the impact of the PHAMA program and, according to AusAID’s management response to a stocktake of its approach and progress with Gender Equality and Rural Development (2013), it is expected to become increasingly prominent in PHAMA Phase 2. AusAID also has the expectation that regional approaches should act as catalysts for gender equality.

In **C1-3** of the PHAMA program, the **PMO** is committed to implementing AusAID’s Gender Policy within the bounds of the program. The PHAMA program has a tight focus on technical, regulatory aspects of MA, based on a highly market-driven and cost-benefit approach towards determining priority MA issues. It is focused on achieving optimal economic impact and responding to real market conditions and was not designed, in the first instance, to promote women’s participation in the economy. However, secondary to this predominant focus on economic impact is also a commitment to consider the potential distributional impacts for women and marginalised households as a cross-cutting criterion. While not intended to govern the identification of MA priorities, it means that a particular activity that is able to demonstrate benefit for poorer households and/or women would be selected over one that is not, all other factors being equal. This approach was endorsed by AusAID during the Quality at Entry process. Along with “potential economic impact” and the “cost of establishing MA and probability of successfully achieving MA”, “potential distributional impacts for marginalised households and women” was incorporated as the third criterion according to which MAWG’s prioritise MA opportunities.

As part of **SPC**, **LRD** has a corporate commitment to promoting gender equity and equality. Under its commitment to support implementation of the Pacific Plan, SPC established a special committee to monitor mainstreaming of gender in all its programs. Upon review of the Pacific Plan by the Pacific Island Forum (PIF) in 2011, PIF leaders re-affirmed the importance of gender equality to sustainable development in the region, but identified lack of political will and low prioritisation of gender equality as amongst the key challenges in supporting and progressing a commitment to gender equality. This is substantiated by the Pacific MDGs Tracking Report (2011), which found that only three PICTs are on-track towards achieving MDG 3 (promoting gender equality and empowering women), while four were significantly off-track. The Fourth Pacific Women’s Ministerial Meeting in 2011 recognised the important role of the private sector in advancing the role of women in the economy and called for stronger regional multi-sectoral processes and mechanisms to accelerate the achievement of equality between women and men in the region, including through ongoing capacity building and awareness of gender equality at all levels.

7.1.1 *Strengths, opportunities and achievements*

The IR found that both the PMO and LRD are committed to strengthening a cross-cutting focus on gender equality throughout the program. Although not necessarily reported in progress reports as intended results of the implementation of the program’s gender strategy, the IR found the following “results” and achievements related to gender equality:

- Women hold key positions in the PMO and the NMAC in Fiji is female.

¹⁶ An Effective Aid Program for Australia: **Making a real difference—Delivering real results**. Updated June 2012. Cf. pp 2 and 4.

- Female representation on the MAWGs is actively encouraged. Women are well-represented on the MAWGs and the chairperson of the Vanuatu MAWG is female. ‘Women in Business’ in Samoa is formally represented on the Samoa MAWG.
- Women hold key positions in LRD and of the seven positions in LRD funded through the PHAMA program, two are held by women.
- The PMO ensures that advisers and counterparts review workplans to ensure that gender equality is addressed more pertinently.
- During field visits, the IR team met several dynamic, empowered women in export businesses that are involved in PHAMA activities. The team also observed that export pathways for certain products could have clear opportunities for women, especially processing of vegetables, ginger and taro for export. However, the downstream distributional impacts related to production may be more complex and challenging to observe and measure.
- The IR team observed that some exporters take special care that female workers are treated appropriately, e.g. shift workers are provided with safe on-site accommodation, or safe transport home is provided.
- The potential distributional benefits for women that would result from MA pathways for handicraft are acknowledged by all stakeholders involved in the implementation and management of the PHAMA program. It is therefore encouraging that activities are underway in both C1-3 and C4 to address this. A coordinated effort from the PMO and LRD could have benefits not only in terms of strengthening the approach/process for this, but also in establishing a collaborative way of working between the PMO and LRD, focused on the achievement of jointly agreed results.

7.1.2 *Shortcoming and challenges*

The IR found varying levels of awareness, understanding and commitment regarding gender equality among stakeholders involved in the management and implementation of the PHAMA program. Stakeholders were not actively capacitated and equipped with relevant tools to systemically consider MA opportunities that may have distributional benefits for women and marginalised households when all others factors are equal. In line with the adopted approach for Phase 1, the focus as far as prioritising MA opportunities goes, has been on potential economic impact and ease of overcoming MA barriers.

A significant missed opportunity with regard to gender equality is the lack of attention it is given in the PHAMA MERI Plan. There are no results or (disaggregated) indicators in the logical framework to systematically capture and record the distributional impacts of increased export of primary products on women (and marginalised households). None of the methods and tools used as part of the MERI process, i.e. the PMO, SPC and MAWG performance assessments, the MAWG case studies or the qualitative impact studies make any reference to benefits or effects for women (or marginalised households). Therefore, even where the program contributes to the economic empowerment of women, those results are at risk of remaining “invisible” because they are not systematically being picked up and reported through the program M&E framework and system.

7.2 Environmental Sustainability

In accordance with MDG 7, AusAID is committed and obliged under the Environmental Protection and Biodiversity Conservation Act to ensure that its international development does not have a significant negative impact on the environment. It also has a commitment to reduce negative impacts from climate change. SPC is similarly committed, with environmental sustainability being embedded in the LRD Strategic Plan. For the MC and PMO environmental sustainability is a key consideration in all its activities. Putting this commitment to environmental sustainability into practice requires its deliberate consideration at each stage of the program cycle, as well as tools and incentives to facilitate its mainstreaming across all program decisions and activities, including M&E.

Given that PHAMA has the potential to directly and indirectly impact on the management of natural resources in what ecologically sensitive environments, environmental sustainability needs to be, and is largely being, considered in design and implementation. During design, a risk analysis indicated a low likelihood and consequence of negative environmental impacts because the program would mainly deal with low input, risk averse, smallholder farming systems and niche products, rather than tradable commodities and high-input industrial crops.

Measures have been put in place to ensure that program decisions and activities are not harmful to the environment. In the prioritisation of MA opportunities, MAWs consider the potential environmental impact of production and processing. In the approval of annual activity plans, it is assumed that the PCC would verify the MAWG selection process to ensure that the environmental impact of MA priorities are considered and those with potentially high to medium risk are either screened out or reconsidered with due account to mitigation of potential harmful effects on the environment. At the same time, activities which may be beneficial for environmental sustainability would be favourably considered. Approved activities with potential for positive and negative environmental impact are flagged and monitored throughout their development.

Current program activities have a relatively low risk or likelihood of resulting in damaging environmental impacts. However, improved MA may have a significant effect on production as farmers respond to positive market forces for export products. The drive towards increased productivity may result in the intensified cultivation practices that may be detrimental to the environment, e.g. increased use of fertilisers and insecticides that may contaminate land and water; expanding cultivation on marginal land; and drawing excessively on available fresh water resources. Also, increased capacity to successfully secure MA for new products could result in diversification to higher-risk crops, as well as animal and marine products for export, without due regard to the associated environmental impact. Regulation and monitoring of this are the responsibility of government and non government agencies, e.g. Ministries of Agriculture and/or Environment. Relations with such organisations have been established and it is important that clear lines of communication between them and PHAMA are maintained.

It is important that vigilance is maintained and that environmental sustainability is consciously incorporated into the planning, approval and monitoring of all program activities. This is being done at the MAWG, PMO and (supposedly) PCC levels. Although it is reported through six monthly and ASP reports, reporting could generally be improved to demonstrate that environmental sustainability is actively and effectively considered and monitored for all program activities.

8. Management & Implementation Arrangements

The management and implementation arrangements for the program are described in Section 2.2.2 of this report and will not be elaborated here. This section assesses the program's management and implementation arrangements and how they can be strengthened/ improved. While AusAID did not make explicit, from the start of the program, its expectation that the management and implementation arrangements of the PHAMA program would inform its future programming decisions around multi-country/regional programs involving regional organisations like SPC, this section will – where possible - highlight examples and good practice with regard to regional programming. These will be elaborated in Section 9 (Lessons Learnt).

8.1 Strengths and Advantages

The program design identifies technical and financial constraints in SPC/LRD as a key risk to program implementation and therefore “isolates” implementation of C1-3 from C4, but requires the two implementing partners to work in a coordinated and collaborative manner to provide effective MA services to all PICTs. This is a fundamentally different approach to that of other programs located in LRD, e.g. IACT, which is implemented through systems that are parallel to those of LRD, without the requirement of capacity development with a longer-term view to effectiveness and sustainability. A key strength of the PHAMA management and implementation arrangements is that the PMO and LRD are co-responsible for the achievement of jointly agreed program results and are intended to work in a collaborative, coordinated manner to achieve and account for results. The intention of the PHAMA program is therefore clearly focused on sustainability and strengthening LRD's capacity for effective MA service delivery in the longer term.

In terms of the program design and original design intention, separating management and implementation of C1-3 from that of C4 during Phase 1 had some advantages that can be summarised as follows:

- It allowed the PMO to implement a bespoke approach which enabled it to achieve “quick wins” that were crucial to establishing critical support and momentum around a decentralised, market-driven approach to MA management, and which enabled it to demonstrate the success and relevance of this approach. Successful implementation of C1-3 in Phase 1 has demonstrated the following good practice:
 - In larger PICTs, a decentralised approach aimed at facilitating discussion between government and industry with a view to identifying MA priorities in an evidence-based manner could enhance the quality and outcomes of MA submissions. This does not suggest that the **mechanism** (MAWG) should be replicated in all PICTs, but simply that the **principles** and **methodology** of government-industry deliberation around MA priorities are viable and appear to enhance the effectiveness and outcomes of MA submissions. These principles and methodology refer to a collaborative approach between government and the private sector, based on a market-driven, evidence-based approach to prioritising MA opportunities.
 - At a country level, good quality ST-TA (including MA, biosecurity and research) deployed in a flexible, responsive, demand-driven manner could facilitate evidence-based prioritisation of MA opportunities and issues and could inform the preparation of high-quality MA submissions for carefully selected, high-quality primary products. This

approach is different from a “fixed” model where a limited number of technical experts are employed full-time in one location, from where they are expected to provide an effective MA service to 22 PICTs.

- Through implementation of C1-3, the PMO has “incubated” and illustrated useful approaches and methods that could be adapted to enhance the effectiveness, efficiency and impact of LRD’s engagement with 22 PICTs with a view to optimising the achievement of selected objectives in its strategic plan. While the mechanism of engagement between LRD and PICTs is the JCS, it could meaningfully apply principles and methodologies that have proven effective and which appear to be working well in C1-3 to strengthen its engagement with PICTs through the JCS mechanism.

At the same time, the PMO and LRD demonstrated that a coordinated, collaborative approach to implementation is possible, contingent on stability in staffing in LRD. Good progress was made towards working in a joined-up manner during the short period after the appointment of the MAS, before he took on the additional role of BATS Coordinator. When operating circumstances changed, both implementing partners missed critical opportunities to maintain and strengthen this coordinated, collaborative approach. However, this does not distract from the viability of the approach itself.

8.2 Weaknesses and challenges

With a view to sustainability, the program design makes provision for progressive transfer of C1-3 to LRD, “subject to the development of appropriate capacity within the funding arrangements for SPC/LRD”. Based on the PDD, it appears that LRD’s capacity would be developed through a two-pronged approach, namely (1) funding LRD to fill specific positions; and (2) establishing coordinated and collaborative working relationships with the PMO, through which good practice in the implementation of C1-3 are expected to “spill over” into LRD. However, the concept, content, scope and results of this “capacity development” process are not made explicit in the program design and results framework. The key differences between the two key implementing partners are summarised in Table 4:

Table 4: Organisational differences between implementing partners

MC	LRD/BATS
Dedicated to implementing C1-3 as “core business”	C4 scope of service aligned with core business - largely aligned with LRD strategic priorities, albeit in different Thematic Areas
Clear focus and parameters for strategic planning	Notion of “strategic planning” linked to limited core funding, variable project funding, multiple donors and unsynchronised funding cycles
Dedicated, “core funding” to implement C1-3	PHAMA funding channelled into LRD budget to implement C4 activities for the duration of the program.
Could develop bespoke systems for decentralised MA management in multiple countries	Delivery through existing systems; “Fixed” roles in accordance with regional mandate;
Corporate culture	Public service culture
Dynamic, demand-driven approach	Bureaucratic, “reactive” (demand-driven) approach
Priorities driven by MAWGs	Priorities driven by JCSs

Through C1-3, NMACs and MAWG now play a pivotal role in the decentralised management of MA in five PICTs. NMACs and MAWGs operate in a critical civil society space, where significant political governance forces and issues come into play. NMACs and MAWGs are likely to experience increasing demands and pressure to demonstrate their legitimacy in terms of who they represent and on what basis; as well as whose/which interests weigh in on the decisions they make. In this regard, they are still fragile and would require technical support to clarify their legal status, as well as to develop the necessary institutional capacity to formalise transparent operating systems and processes that could survive and transcend changes in MAWG membership. This would be essential to protect NMACs and MAWGs from allegations and perceptions of bias and to ensure their accountability, continuity and sustainability.

9. Lessons Learnt

Important and valuable lessons can be learnt from the PHAMA program, including about the design of regional programs and the institutional arrangements for their implementation.

The following lessons can be learnt from the **management and implementation arrangements** of the PHAMA program:

PHAMA represents a relevant and sustainable model for engagement with regional organisations and issues, provided that the original design intention is revisited and realised. More specifically, the lessons from the program in this regard can be summarised as follows:

- Implementation of the program has put the differences between, and opportunities for consolidation of, regional and multi-country MA issues into sharper focus. Valuable lessons were learnt about the viability of a decentralised approach towards MA support in a selected sub-set of PICTs, as well as replicable principles and methodologies for strengthening government-industry engagement around identifying and progressing MA priorities through a market-driven and evidence-based approach. At the same time, it separates out multi-country MA issues from regional MA issues, which provides LRD with an opportunity to re-think the notion of “regional public goods” and therefore has the potential to strengthen the notion of regionalism as it applies to LRD’s role to support MA in the region. However, if these expectations are not clearly articulated in the SoS of implementing partners, as well as in a coherent results framework for the program as a whole, it is unlikely to materialise. PHAMA Phase 2 provides a good opportunity to re-emphasise and explicate the program intention and expectations in this regard.
- Capacity development requires clear identification and agreement of the roles, responsibilities and expectations between the PMO and relevant SPC division(s), as well as buy-in of both partners and the “political will” of the relevant SPC division to develop its capacity and to adopt proven approaches and models that could enhance its effectiveness and efficiency in key areas of service delivery. The development of SPC’s institutional capacity through engagement with programs at a divisional level could meaningfully complement capacity development initiatives driven from the “top down” by SPC corporately. However, such “bottom-up” capacity development initiatives driven through program engagement should be guided by a coherent plan, based on an appropriate approach/strategy and monitored through an agreed results framework with agreed indicators and milestones for both partners.
- Establishing a PMO within a regional organisation such as SPC constitutes a potentially viable model for delivering regional programs, provided that both partners understand their roles, contributions and responsibilities in delivering the results of the program, and are able

to commit the necessary resources to ensuring sustainability of program results. Where necessary, external facilitation should be provided to assist implementing partners to put systems and processes in place to facilitate joint planning and implementation of a program. Also, it is important that the engagement is based on an appropriate adequate approach to capacity development that could achieve the intended results.

- Qualified and experienced local facilitators/coordinators in countries where regional or multi-country initiatives are implemented could play an effective and important role to manage stakeholder relations on a day-to-day basis, thereby maintaining commitment and momentum during implementation.
- Where sustainability of a program lies with a regional organisation such as SPC, it is important that it is empowered from an early stage to assume the ownership and responsibility associated with sustaining the program. Such programs should make appropriate and adequate provision to support the development and capacity and systems for SPC to sustain program results. .

With regard to **program design**, the following lessons can be highlighted:

- During inception, it is important to carefully assess the implications of assumptions underlying successful program implementation, especially where they constitute a risk that the design intention cannot be realised because the assumptions turn out to be unrealistic or inaccurate..
- Where a program is implemented by different partners, there is a risk that partners who are perceived to be more effective and efficient could undermine, marginalise or disempower partners that are perceived to be less effective and efficient. This is especially problematic where the perceivably “weaker” partner has an established mandate to deliver a particular service, but for whatever reason fails to do so; thereby opening the way for the “stronger” partner to fill in the gaps, but without a legitimate mandate or plan for the longer-term sustainability of the relevant activities.
- Where a program is implemented by two partners with significantly different organisational cultures, with the expectation that they will coordinate and collaborate to deliver the program in a coherent, complementary manner, this cannot be expected to happen spontaneously. Technical support and facilitation would likely be required to assist them to overcome organisational barriers towards establishing collaborative ways of working, including joint planning, identification of jointly agreed and mutually owned results, joint monitoring and reporting, etc.
- It is important to anticipate and be mindful of emerging priorities and needs that may not be evident or clearly related to the technical subject matter of a program. For example, even though a program may focus on regulatory aspects of MA, it should be screened for any issues related to (amongst others):
 - capacity development (institutional and individual). This includes
 - assessment of the appropriateness and adequacy of approaches to capacity development for different stakeholders and purposes and how these play out during implementation (e.g. “learning by doing” may not be an adequate or appropriate approach to institutional capacity development).

- institutionalisation of processes, mechanisms and bodies that are created through a program and which are expected to be sustainable when the program terminates.
- civil society governance. This is especially important where bodies/organisations that are key to the program's approach and sustainability operate in a critical civil society space, where they claim to represent the "voice" or interest of any particular group or stakeholder, and/or where they serve as a link between civil society (e.g. industry).

With regard to **program management and governance**, the following lessons can be highlighted:

- In complicated programs, where different program components are implemented by different partners through different mechanisms and processes, it is important that all stakeholders involved in the implementation, management and strategic oversight of the program have a "whole of program" understanding of the program, as well as their roles, responsibilities and expectations in its successful delivery.
- Program governance bodies should ensure that risks and assumptions associated with the program are identified, and actively monitored and managed as they emerge. It should have the authority, capacity and tools to hold relevant stakeholders accountable for addressing risks that may jeopardise delivery of the intended program results.
- It is important for AusAID to keep progress, risks and assumptions under close review, including those identified through program governance mechanisms (e.g. the PCC) and those reported in progress reports from implementing partners, and to ensure that they are addressed in a timely and appropriate manner (through the PCC, where possible, to ensure transparency). Formal and constructive feedback on progress reports (preferably through the PCC) would illustrate that AusAID takes accountability for results seriously.

With regard to **program implementation**, lessons learnt from the PHAMA program include the following:

- C1-3 of the PHAMA program has been very clear about, and has succeeded in remaining very focused, on its "core business" and main results (the so-called "PHAMA box"). This has been key to fostering a clear understanding of the program amongst all stakeholders and has been a critical success factor in the program's effectiveness and efficiency to date. However, at the same time it raises the importance of harmonisation and coordination with other programs and initiatives that address aspects of MA that fall outside the "PHAMA box". At a regional and national program level, it is therefore important that program stakeholders have the capacity and information needed to make linkages with and leverage support/resources from other programs or initiatives that are complementary to PHAMA on the "MA pathway".
- With a view to sustainability, it is important to recognise the mandate and roles of regional and national organisations involved in a program and to ensure that these mandates and roles are not undermined or by-passed by the program. In the case of the PHAMA program, it is especially important that all program stakeholders understand the mandates and roles of SPC/LRD, as well as NPPOs, and manage their engagement with the program in accordance with these mandates and roles.
- MAWG's provide a viable and affordable model for fostering decentralised public-private sector engagement to negotiate priorities in an evidence-based manner and to collaborate in addressing those priorities.

- A CSF of the program has been the market-driven nature of MA priorities, whereby market demand for primary products formed part of the evidence that informed the identification of MA priorities by MAWGs. This also highlights the role that applied research can play if being brought to bear in a timely, flexible manner to foster evidence-based decision-making around prioritisation. In turn the MAWG process provides a sharper focus to applied research by directing it at specific, priority problems.
- “Inside” knowledge of biosecurity requirements and how NPPOs in importing countries operate, as well as established contacts and networks within NPPOs constitutes important intelligence in identifying what is needed to unblock MA and to guide prioritisation of efforts.
- Monitoring & Evaluation is a potentially powerful mechanism to foster ownership of program results and sustainability of a program, provided that all stakeholders are empowered to monitor and manage these results. It is a significant missed opportunity when a program M&E system does not acknowledge and capitalise on this.
- If the mainstreaming of cross-cutting issues is not monitored, i.e. incorporated into results frameworks and monitored through appropriate indicators, it cannot be managed and it would likely not be “visible” in program planning, results and reports.

10. Conclusions

The conclusions of the review are based on the key findings and are presented here in accordance with the criteria of relevance, effectiveness, efficiency and sustainability, as defined in Section 3.1.

10.1 Relevance

The PHAMA program is relevant for a range of stakeholders, including AusAID, LRD, PICTs, as well as other donors, including the New Zealand Aid Programme.

The PHAMA program is well aligned with **AusAID’s** strategy for an effective aid program, “*Making a real difference - Delivering real results*” (June 2012). It contributes directly and indirectly to various key development objectives of this strategy, specifically those related to (1) improving food security by investing in agricultural productivity, infrastructure, social protection and the opening of markets; (2) improving incomes, employment and enterprise opportunities for poor people in both rural and urban areas; (3) empowering women to participate in the economy, leadership and education because of the critical untapped role of women in development; and (4) reducing the negative impacts of climate change and other environmental factors on poor people. It is also in line with AusAID’s Regional Aid Program to the Pacific (2011 – 2015), which supports implementation of the Pacific Plan. The PHAMA program promotes economic growth, as well as regional cooperation, regional provision of public goods and services and regional integration. In addition, the objectives the PHAMA program are guided by and contributes to the delivery of sectoral strategies such as “Sustainable Economic Development – Improving Food Security, Financial Services for the Poor” and the Private Sector Development Strategy (2012).

The PHAMA program is directly relevant for **SPC/LRD** in the sense that it supports implementation of its commitments under the Pacific Plan. The program provides funding and capacity to LRD to enhance effective delivery of selected aspects of its core business related to its regional mandate. In addition, the design intention of the PHAMA program is also to strengthen

LRD's capacity through establishing a coordinated and collaborative working relationship with the PMO responsible for the delivery of PHAMA C1-3. It is based on the assumption that principles, systems and models for effective MA service delivery that are incubated by the PMO could be adopted by LRD to enhance effective and sustainable delivery of MA services across the region in line with its strategic priorities. In addition, its involvement as an implementing partner in the PHAMA program has the potential to strengthen LRD's organisational capacity in the areas of strategic planning, managing for results, monitoring and accountability.

The relevance of the PHAMA program to the Pacific region is confirmed by its alignment with two of the productive sectors that in 2011 were identified by PIF leaders as having the greatest potential to enable growth, namely **fisheries**, tourism, and **agriculture**. The PHAMA program is also aligned with country priorities as articulated in the national development plans of PICTs, the majority of which identifies trade in primary products as a key priority for economic growth, as well as the priorities articulated in sector plans, especially Trade and Agriculture.

The relevance of PHAMA for other donors, programs and initiatives lies in the key role that it plays in influencing, complementing and amplifying the success and impact of other programs. The success of the MDF, IACT, the EU's Economic Governance Program and the Enhanced Integrated Framework implemented by the World Trade Organisation in selected PICTs are all highly dependent on the establishment of successful export pathways for primary products. PHAMA also provides focus and direction to other programs. For example, PHAMA's market feasibility assessments provide clear and valuable direction to PARDI in terms of directing its research priorities around supply chain development.

The relevance of the PHAMA program for the New Zealand Aid Program in particular is dealt with in Section 11.5 and will not be elaborated here.

10.2 Effectiveness

The PHAMA program is effective in implementing technical MA activities that will deliver the program's planned results. In C1-3, a sustained focus on activities inside the "PHAMA Box" and a decentralised, evidence-based and industry-driven approach to identifying MA priorities have been key to the effectiveness of the program. Significant results have been achieved during the limited time that C1-3 had been implemented. However, the monitoring and reporting of these results could be strengthened. The approach followed in the implementation of C1-3 is clearly effective as far as clearing MA pathways is concerned and it would be important to maintain the momentum established and to document and replicate the emerging good practice.

In C4, the activities implemented by LRD are clearly aligned with selected strategic objectives and results in LRD's Strategic Plan. However, because monitoring and reporting is activity-based rather than results-oriented, the contribution of activities towards the achievement of results are not monitored and clearly reported. The assumption that its engagement in the PHAMA program would enhance the effectiveness of MA service delivery by LRD is not grounded in a clear strategy. The Quality Performance Survey Tool currently used to monitor capacity of LRD in delivering on its SoS under C4, as well as the process employed, could be revised and linked more clearly to a capacity development strategy, with clear milestones and targets, which could guide the transfer of C1-3 to C4.

10.3 Efficiency

As indicated in Section 3.1, the IR assessed efficiency in terms of the implementation of activities in a timely manner in order to facilitate the achievement of results, as well as the extent to which implementing arrangements facilitate or impede program implementation¹⁷.

The approach and mechanism through which the PMO prioritises and manages the implementation of activities to support MA priorities are significantly different from that of LRD. The PMO has three LT-TAs and a panel of ST-TAs that engage in a demand-driven manner with MAWGs to inform and support the identification of market-driven MA priorities. This allows for a flexible, responsive approach to supporting MA that has proven to be highly efficient. This suggests that separating management and implementation of C1-3 from C4 has facilitated efficiency of the PMO during Phase 1, as illustrated by the results it has achieved during a relatively short implementation period

In LRD, requests for MA support from PICTs are communicated through JCSs, which are relatively static for a period of one year; or through the LRD helpdesk, where these requests compete with the project-focused priorities of a limited number of fixed-term technical experts; or via NPPOs. With no provision for support to countries to identify MA priorities in an evidence-based manner in the first place, this approach is highly dependent on the limited capacity of PICTs to identify and drive MA priorities. The efficiency of LRD is therefore hampered by inefficiencies embedded in wider organisational systems of SPC itself. While a large number of activities had been undertaken, their merit in relation to MA problems or needs they are intended to address is not always clear.

It would not be within the scope of a single divisional program to influence or change SPC's organisational systems. However, there is now a critical opportunity for a divisional program such as PHAMA to complement and reinforce a corporate initiative to enhance organisational efficiency in SPC in line with the recommendations of an organisational review that was conducted in 2012. This suggests that improved efficiency of LRD in delivering MA services would depend on the space that is afforded to LRD by SPC, as well as LRD's "appetite" to adopt innovative alternatives towards delivering MA support, including adopting (with adjustment, where necessary) good practice from the approach employed by the PMO in the implementation of C1-3.

10.4 Sustainability

Because of their mandate, LRD and PICT NPPOs are key to the sustainability of the PHAMA program. It is therefore important that capacity development for these organisations to sustain the results of the program is a vital priority in Phase 2. Firstly, this would require the development of a clear strategy, complete with agreed roles, responsibilities and results, to realise the original design intention of the program, namely to ensure sustainability by transferring responsibility for the effective implementation of C1-3 to an appropriately capacitated LRD through establishing a coordinated, collaborative working relationship between the PMO and LRD; and ensuring that LRD has sufficient core funding to effectively provide MA support and services. Secondly, it would require fast-tracking the coordinated implementation of the PPPO Strategic Plan and Strategic Framework. Both these requirements are dealt with in more detail in Section 11 and will not be elaborated here.

¹⁷ Note the identified limitation of the IR in terms of assessing the cost-effectiveness of this approach.

Because NMACs and MAWG are part and parcel of an decentralised MA management and implementation, their institutionalisation is important to the sustainability of program results in the five PICTs where C1-3 is implemented. The legal status and institutional accountability of NMACs should be clarified, while MAWGs should be supported to formalise their organisational status and financial sustainability. The options and alternatives would be different in each of the five PICTs concerned. This has been dealt with in detail in Section 5.2.3 and will not be elaborated here.

11. Recommendations

11.1 General Recommendations

1. **Both components of the program (C1-3 and C4) should be continued into Phase 2.** Current funding modalities for both implementing partners should be retained.
 - a. **Timely and clear communication around the outcome of the review** and transition into Phase 2 is **critical** to maintain **ongoing confidence, interest and commitment** of partners and stakeholders. AusAID should therefore give implementing partners an indication of the outcome of the IR as soon as possible in order to enable them to make optimal use of the limited time available before Phase 1 comes to an end on 30th June 2013.
 - b. AusAID should disburse any remaining funding for Phase 1 to the implementing partners according to the original disbursement schedules. A condition for the disbursement of the final payment to LRD should be that a proportion of underspend as at 30 June 2013 should be allocated towards TA to assist with the formalisation of a more collaborative, coordinated way of working between LRD and the PMO in order to realise the design intention of the program in this respect.
 - c. AusAID, in consultation with LRD and the MC, should ensure **timely finalisation of contracts for Phase 2**, as well as the timely disbursement of first funding tranches to implementing partners for Phase 2 in order to ensure that the **critical momentum and continuity of MA activities are maintained** while the detailed design and implementation plan for the first year of Phase 2 are finalised during the first three months of Phase 2.

11.2 Specific Recommendations

Specific recommendations to strengthen program management and implementation are as follows:

2. **Strengthen collaboration and coordination between the two key implementing partners.**

A more collaborative and coordinated way of working between the implementing partners should begin with the detailed design of Phase 2. The design of Phase 2 should be a collaborative process involving the PMO and LRD, with relevant input from NMACs, MAWGs, MAFF and NZ MPI. The process should entail (1) collaborative development of a Logic Model, Theory of Change and Results Framework for the program as a whole; (2) clarifying the roles, expectations and contributions of implementing partners in the achievement of program results; (3) developing a joint workplan that clearly indicates the roles, responsibilities and expectations of the two implementing partners in delivering the program results, as well as the roles of DAFF and NZ MPI; (4) developing a joint resource

plan to deliver the workplan, specifying the resources that the MC/PMO and SPC/LRD will contribute, as well as the resources from DAFF and NZ MPI that will be drawn on. This should culminate in the preparation of integrated progress reports, prepared collaboratively by the PMO and LRD.

The design of Phase 2 should be facilitated by an appropriately experienced technical specialist with the requisite expertise in capacity development, political governance and M&E/performance management.

3. Consolidate and strengthen sustainability of COs and MAWGs

- a. The PMO should mobilise technical support to assist with the legal-financial institutionalisation of COs and developing longer-term plans for the political-economic institutionalisation of MAWGs.
- b. The PMO should facilitate contact between LRD and NMACs/MAWGs to promote LRD's understanding of how they operate, what their ongoing financial and technical support would entail and how they could support LRD's engagement with PICTs. These are amongst the results and milestones that should be incorporated in the agreed capacity development plan between the PMO and LRD, and which should guide the transfer of C1-3 to LRD.
- c. Most NMACs find that a high administrative workload limits their engagement with technical and facilitation processes around the MAWGs. The PMO, in consultation with LRD, should review the role structure and workload of NMACs to ensure that all aspects of this role are carried out effectively.
- d. The PMO, in consultation with LRD, should revise the program Communication Strategy to clarify lines of communication between PMO TAs, NMACs, MAWGs, PICT NPPOs and NZ MPI and DAFF.

4. Clarify and refine the approach to “capacity development” in the context of the program.

- a. Assumptions and expectations of the implementing partners to work in a more collaborative manner in order to **strengthen** LRD's **capacity** should be “unpacked” into clear roles, responsibilities, as well as results (including clear milestones and targets) to monitor LRD's capacity to deliver MA services – both regional MA services and MA service delivery to PICTs.

The capacity development plan should incorporate a trajectory for handing over implementation of C1-3 to LRD in Phase 2. This should be based on the achievement of clearly identified milestones, which should incorporate the ability of LRD to sustain these activities **both technically and financially**¹⁸.

The scope and outcome of capacity development in the context of the program will depend on the appetite and amenability of SPC, and LRD in particular, as well as AusAID, to consider innovative approaches towards strengthening the capacity of LRD to deliver its regional mandate effectively. Based on viable principles and

¹⁸ The corporate review of SPC that was completed in 2012 has put its organisational challenges and constraints in clear focus and there is a corporate commitment to addressing these. With LRD identified as a priority division to delivering SPC's regional mandate, it is expected that LRD will benefit from corporate efforts to strengthen organisational capacity in the short and medium term. This provides a timely window of opportunity to revive and review the principles of the PHAMA program design, specifically as these relate to LRD's capacity development.

methodologies demonstrated through C1-3, such a “fresh” notion of “regional public goods” and their delivery would require consideration of the advantages and disadvantages of the following:

- Establishing a **Public-Private-Partnership** (PPP) between LRD and a private MA service provider;
- Establishing a panel of ST-TAs throughout the region that can be drawn down or mobilised in a flexible, responsive, demand-driven manner to address regional MA issues, including responding to specific requests for MA support from PICTs. It would be important to provide for technical experts from e.g. Australia and New Zealand to work in close partnership with technical experts from PICTs with a view to building capacity and drawing on local knowledge/context.
- Maintaining MAWGs and decentralising selected MA functions through NMACs, in collaboration with MAWGs.

This would constitute a departure from the “static, reactive” approach whereby a limited number of permanently appointed technical experts in a fixed location have to respond to the wide-ranging and increasing demand for MA support to 22 PICTs.

5. Strengthen M&E

The program requires an M&E framework and strategy that accurately articulates and captures the complicated nature of the program as a whole, and that could generate evidence of results, as well as lessons, to illustrate what works well and what does not work well in the achievement of those results. In Phase 2, M&E should also focus on shifting ownership of results to program stakeholders and locating accountability for results within processes that are fundamental to the longer-term sustainability of the program.

Timing for re-focusing program M&E around LRD and regional results is highly opportune. LRD is currently benefiting directly from TA which is facilitating implementation of SPC’s new Corporate M&E Policy. This is an SPC corporate initiative, with LRD being one of the first divisions within SPC to be receiving TA to facilitate its implementation. Based on a new Integrated Reporting Information System (IRIS), which LRD is currently implementing, the SPC M&E Policy will focus on institutionalising a more results-orientated planning, decision-making and accountability “culture” within SPC. Shifting the focus of the PHAMA program’s results and accountability to LRD’s strategic plan would complement and reinforce, from the “bottom up”, the “top-down” implementation of SPC’s M&E Corporate Policy.

The MERI framework provides a useful foundation for the development of a comprehensive M&E framework and strategy for the program as a whole, especially in terms of methodology and tools. For purposes of continuity in building up the evidence base around results, especially around capacity development and program impact, it would be important to **continue with the implementation of tools and processes established during Phase 1**. However, these tools and the associated reporting processes should be **improved**, with due recognition of the importance of **complementarity** with LRD’s (emerging) tools and processes.

- a. Develop a comprehensive M&E framework – including Logic Model, Theory of Change and Logical Framework - and an M&E strategy that articulate the relationships between inputs and activities of both key implementing partners to contribute to different levels of results for the program as a whole, i.e. both C1-3 and C4. The M&E framework and

strategy should focus on monitoring and reporting C1-3/PMO and C4/LRD **combined** efforts and contributions towards the achievement **of jointly agreed results** that are **aligned** with the **LRD Strategic Plan**.

- b. Establish greater alignment of the program M&E framework and strategy with the (emerging) monitoring and accountability processes in LRD. An indicative Logic Model that would capture the full scope and complexity of the program is illustrated in Figure 3 on p 55. Note that this is a Logic Model, the purpose of which is simply to illustrate linkages between program inputs, activities, outputs, outcome, purpose and impact. It could be elaborated into a Theory of Change through incorporating activities, assumptions and risks, indicating more specifically how and why the proposed logic would work.

- c. M&E and accountability for results are powerful mechanisms to strengthen ownership and sustainability across the program. The manner in which results are articulated, monitored and accounted for should correspond with and strengthen monitoring and accountability systems/processes that are fundamental to the sustainability of the program. In strengthening the PHAMA program M&E strategy, it would therefore be important to consider questions such as “Who owns the longer-term results of the PHAMA program” and “Who will ultimately be accountable for sustaining the results of the PHAMA program”? Questions such as these could guide the program towards becoming more focused on longer-term, sustainable results for the region and the importance of LRD, MAWGs and NMACs to take ownership of the results, including accountability for the achievement and sustainability (see Box 2).

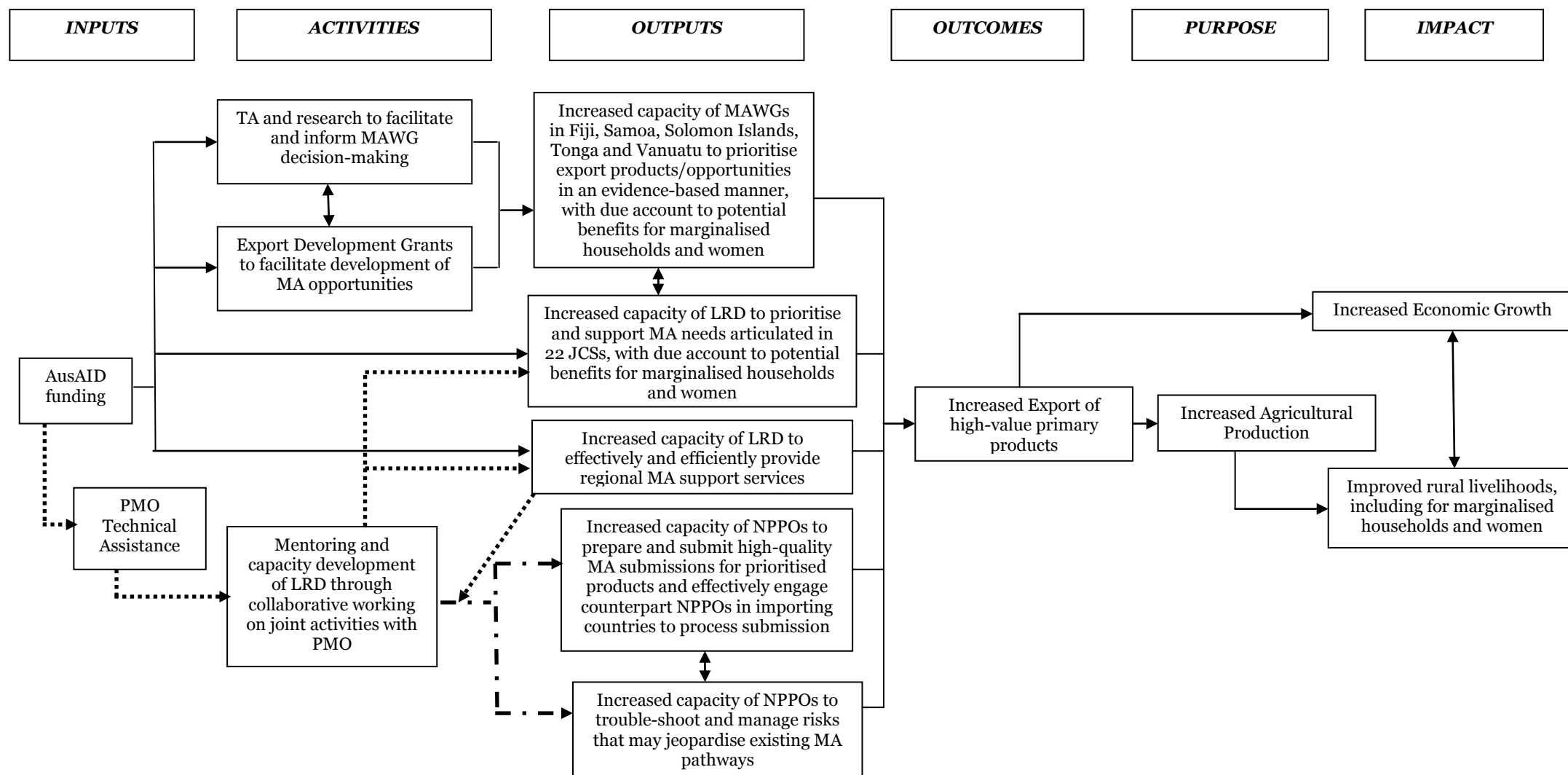
Stakeholders such as MAWGs and NMACs should be capacitated to take ownership of the program results and become actively involved in monitoring of progress towards the achievement of results.

Box 2

One of the key considerations of MAWGs in their deliberation of MA priorities is the abstract notion of priorities that would be in the “national interest”. If MAWGs are given more ownership of program results, including monitoring of progress towards the achievement of results, this abstract notion of “national interest” could be made very concrete through the program impact and its indicators. Instead of being an abstract notion of “national interest”, MAWGs would then be able to clearly articulate the rationale for their decisions, and become responsible for monitoring and accountability of results in terms of (1) Improved economic circumstances of exporters; and (2) improved livelihoods for primary producers, including marginalised households and women.

- The M&E framework and strategy for PHAMA, should be costed and adequately resourced to ensure that M&E yields appropriate results in a timely manner to inform the ongoing effectiveness and efficiency of program implementation, as well as final evaluation of the program. This suggests that it is likely that the development and implementation of an M&E framework and system that addresses the full scope of the PHAMA program would require more than 2% of the program budget.

Figure 3: PHAMA Program Indicative Logic Model for Phase 2



- Specific areas/aspects of the program where M&E should be strengthened through incorporation of clear activities and results (including appropriate and, where relevant, disaggregated indicators) that should form part of monitoring and reporting include the following:
 - **Gender Equality and results for marginalised households:** With minor adjustments, the program M&E framework could adequately monitor and measure results for marginalised households and women. For example, the program goal/impact statement could be **elaborated** to include a reference to marginalised households and women, which could be followed through in the qualitative Impact Case Studies to highlight benefits for marginalised households and women resulting from selected program activities. Selected indicators at the outcome level, as well as addition of carefully selected criteria to the indices for Performance Assessments of MAWsGs, NMACs, PMO and LRD, could significantly strengthen the program's ability to demonstrate the results that it is achieving for marginalised households and women¹⁹.
 - The process and indicators for M&E of **capacity development**, especially capacity development of LRD, MAWsGs and NMACs, should be refined and it should be contextualised in the broader M&E framework of the program as a whole. The PCC should ensure that a balanced approach towards capacity development and achievement of MA results is maintained, and should keep progress with capacity development as closely under close review as it does progress with the achievement of MA results.
 - Also, monitoring **efficiency** and measuring **Value for Money** should be strengthened, including VfM of EDGs. The requirements, expectations and limitations of VfM assessment should be specified and provision should be made in the M&E framework to strengthen evaluation of effectiveness and efficiency, as well as identifying appropriate indicators and capturing data to monitor and measure economy. The purpose of VfM assessment in the context of the program should be clarified, e.g. whether it is to be applied to comparisons between C1-3 and C4, or to assess VfM of the program as a whole.
- The program evaluation strategy should clarify issues of attribution and contribution across all levels of results. The MERI plan does not sufficiently clarify issues of attribution and contribution at the outcome and impact level. Even at the output level claims of attribution based on quantitative tracking of cause and effect relationships in the resolution of specific MA issues over a short period of time, are being queried by stakeholders. For example, NPPOs of the five countries where C1-3 is implemented, as well as NZ MPI, have indicated that their efforts outside the scope of the PHAMA program, which have often contributed significantly to some of the results ("successes") reported for C1-3, are often overlooked and therefore remain unacknowledged.

6. Strengthen mainstreaming of cross-cutting priorities

- a. The program's cross-cutting focus on gender equality and environmental sustainability can be strengthened by constantly **raising awareness** amongst all program stakeholders about the distributional impacts of increased export and production of primary products for women (and marginalised households), as well the (potential) environmental impact that especially production and processing related to increased

¹⁹ Mainstreaming of Gender Equality and Environmental Sustainability in the PHAMA program, including M&E of cross-cutting issues, are dealt with in more detail in Section 7 of this report.

export of primary products could have. It would also be useful to develop **tools** and guidelines that program stakeholders, including the PMO, NMACs, MAWGs and LRD could use to deal with the mainstreaming of these cross-cutting issues in the course of planning, decision-making and reporting. This should be followed through in the capacity assessments of the PMO, NMACs, MAWGs and LRD.

- b. Include, where relevant, **results and (disaggregated) indicators** to systematically capture and report on progress and achievements. For example, the impact statement could make a focus on distributional impact for women and marginalised households more explicit and this would reinforce the notion of the “national interest” which features so strongly as a priority, albeit vaguely defined, in the MAWG decision-making process. The impact could be, for example: *“Increased exports of high value primary products, contributing to increased economic growth and improved rural livelihoods, including for women and marginalised households”*. This should be followed through in the qualitative impact case studies.

11.2 New Zealand Aid Programme: Co-funding and complementarity

At a strategic level, AusAID and the New Zealand Aid Programme are looking to strengthening their cooperation. At a policy level, there is alignment around the respective agencies’ commitment to the Pacific and the relationship with PICTs, especially as far as economic development is concerned. The PHAMA program provides clear opportunities for strengthening cooperation by increasing the involvement of the New Zealand Aid Programme in PHAMA through a combination of co-funding, alignment and/or complementarity.

The approaches followed by the two agencies with regard to promoting export of primary products from PICTs to Australian and New Zealand have some differences and similarities. One of the key similarities is that, in Australia, AusAID is funding DAFF to devote special attention to MA submissions from PICTs, while the New Zealand Aid Programme is doing the same with NZ MPI. As far as MA is concerned, a notable difference in the approach/model between the two agencies is that the New Zealand Aid Programme follows a multi-country approach through NZ MPI and does not fund LRD at a regional level, while AusAID is following a “mixed method” approach through funding both C1-3, which follows a multi-country approach, and C4 which engages LRD to address regional MA issues. However, it should be noted that NZ MPI works closely with LRD and has established good working relationships with MAWGs, as well as the PMO. This has fostered coordination and collaboration in key areas, e.g. a joint approach agreed by PHAMA, LRD and NZ MPI to clear backlogs dating back to the 1990’s in LRD’s crop service samples.

The fact that AusAID funds DAFF and the New Zealand Aid Programme funds NZ MPI presents clear opportunities and advantages, but also some challenges around coordination and complementarity. The engagement between the New Zealand Aid Programme and NZ MPI will be governed by NZ MPI’s Pacific Strategy which focuses, amongst others, on building capacity of PICT NPPOs to meet and comply with NZ import standards and which emphasises “MA intelligence” related to pest list development and plant health diagnostics. It has been supporting the development of diagnostic capacity in Fiji, Samoa, Tonga, Solomon Islands and Vanuatu. It would be essential for LRD, the PMO and NZ MPI to optimise coordination around capacity development for NPPO in accordance with LRD’s PPPO Strategic Framework and Implementation Plan.

The New Zealand Aid Programme is in the process of developing an Agribusiness Program for the Pacific. MAWGs have been identified as potentially useful coordinating mechanisms to “steer” priorities for the proposed Agribusiness Program in selected countries. It would be

important for the New Zealand Aid Programme to keep progress with the design of PHAMA Phase 2 under review to ensure optimal complementarity with the Agribusiness Program.

The New Zealand Aid Programme's co-funding of PHAMA Phase 2 will depend on (1) overcoming perceptions that funding both PHAMA and NZ MPI would constitute duplication; and (2) identifying opportunities for co-funding PHAMA in line with its strategic priorities. This means that the New Zealand Aid Programme would be mainly interested in funding concrete MA activities, e.g. activities in line with C1-3, while it would be less interested in funding "softer" issues related to capacity development of e.g. LRD and MAWGs. It would be opportune if the New Zealand Aid Programme could continue funding of some of the activities in C1-3, while AusAID commits proportionately more funding in PHAMA Phase 2 to capacity development compared to Phase 1.

Should the New Zealand Aid Programme commit funding to C1-3 in Phase 2, it would be important that its funding modalities and conditions are aligned with the current design and delivery model, as well as program management systems. Should there be a real commitment from the New Zealand Aid Programme to co-fund PHAMA Phase 2, it would be important that it remains involved in and agrees with those aspects of the design of PHAMA Phase 2 where its co-funding will likely be targeted. It would also need to agree with those recommendations that may have an impact on management and implementation arrangements relevant to C1-3 as outlined in Section 11 of this report.

In addition to exploring the potential of co-funding by the New Zealand Aid Programme and other donors, it is also important that **harmonisation and coordination with key donors** and initiatives relevant to the PHAMA program be **strengthened** at different levels. Because PHAMA is so specifically focused on technical and regulatory aspects of MA – and should maintain this focus – it emphasises the importance of coordinating and harmonising effectively with other programs and initiatives that have a complementary focus on other aspects of the MA "pathway", e.g. production, processing, business development and economic governance. It will therefore be important to strengthen capacity and awareness in this regard at all levels, i.e. engagement of LRD and the PMO with relevant regional programs, as well as engagement of NMACs and MAWGs with relevant bilateral programs and government agencies responsible for bilateral donor coordination.

Annex 1: Terms of Reference

TERMS OF REFERENCE
Mid-Term Review
Pacific Horticultural and Agricultural Market Access (PHAMA) Program
January - March 2013

BACKGROUND

The Pacific Horticultural and Agricultural Market Access (PHAMA) program is an A\$16 million program aimed at increasing exports of horticultural and agricultural produce from Pacific Island Countries (PICs) to international markets. The program is part of the Australian aid development goals²⁰ to promote sustainable economic development in the region by improving incomes, employment and enterprise opportunities and promoting private sector led growth. The promotion of sustainable economic growth through greater regional/global integration is also a goal of PICs as articulated in the *Pacific Plan*²¹ and *Pacific Partnerships for Development*.

PICs are largely agricultural based economies and many Pacific households rely on agricultural commodities for economic livelihoods. PHAMA essentially provides specialist technical assistance (TA) to help improve exports of primary commodities by meeting specific regulatory and quarantine requirements of key trading partners - including Australia and New Zealand. This has been consistently identified as a major impediment to developing agricultural export markets for the Pacific. The program has 4 components:

- Component 1 – preparation and processing of market access submissions
- Component 2 – implementation of MA requirements
- Component 3 – research and development
- Component 4 – strengthen regional support services

Components 1-3 addresses specific market access (MA) issues and are being implemented through a PHAMA Project Management Office (PMO), managed by a Managing Contractor (MC), URS Australia Limited. Component 4 provides regional MA support of a more general nature and is being implemented by the Biosecurity and Trade Services team (BATS) of the Secretariat of the Pacific Community (SPC). The PHAMA PMO is co-located at SPC, Suva, Fiji. The Program's strategic framework is summarised in Annex A.

Australia and New Zealand's (NZ) agriculture or biosecurity agencies are also key PHAMA stakeholders. Under a Memorandum of Understanding, Australia's Department of Agriculture, Fisheries and Forestry (DAFF) has been provided A\$0.5 million by AusAID to assist Pacific MA including specific PHAMA issues. The NZ Government also assists MA for Pacific agricultural exports through its Ministry of Agriculture.

²⁰ See Australian Governments aid policy "Making a Real Difference – Delivering Real Results (2011)" PHAMA supports a number of key AusAID strategies; *Food Security: Sustainable Economic Development and Rural Development (2010)*, *Private Sector Development (2012)*; Declaration.

²¹ See Australian Governments aid policy "Making a Real Difference – Delivering Real Results (2011)" and Pacific Forum Leaders' Waiheke Declaration.

Progressing MA issues can involve long timeframes and PHAMA was originally designed as an 8 year program - to be implemented in two phases from 2009. AusAID has provided \$16 million for 'Phase 1' and ends in June 2013. Phase 1 has been implemented in 5 countries; Samoa, Tonga, Solomon Islands, Vanuatu and Fiji. In each of these countries, PHAMA is also helping to support sustainable economic growth priorities articulated by national strategy documents or aid partnerships such as the Partnerships for Development²².

PURPOSE

AusAID is commissioning an independent Mid-Term Review (MTR) of Phase 1, to be completed by 31 March 2013, to assess PHAMA results to date and to determine whether the program should be extended. Note there is an option in the current AusAID contract with the MC to extend PHAMA to 2017 – “dependent on the performance of Phase 1”²³. The purpose of the MTR is to:

Part A

Independently validate PHAMA achievements to date, including whether PHAMA is delivering results as intended;

Assess whether PHAMA's present approach and implementation arrangements are sustainable and where possible, draw any lessons that might be useful to inform AusAID future programming decisions around multi-country/regional programs including within regional organisations like SPC;

Provide suggestions for improvements, if any that would help consolidate PHAMA's work to date and help strengthen the program in the long term, should there be a Phase 2.

Part B

In addition to the above, the review will also provide:

A preliminary assessment of the M&E system including whether it articulates clear change logic its capacity to capture lessons during program implementation.

Suggestions, if any as to how PHAMA might increase gender participation in the long term

Suggestions, if any as to how NZ Ministry for Primary Industries (MPI) and MFAT existing support for Pacific biosecurity and food safety might strengthen and/or complement PHAMA

Part A objectives are priorities for key AusAID management decisions following completion of the review. Each of the objectives stated above is discussed further in 'Issues'.

Key Management decisions

The primary audience for this MTR are the Governments of Australia and New Zealand. AusAID Pacific Executive will be using the review to inform a number of decisions including:

Whether/not PHAMA should be extended to a Phase 2 and if so, any changes that would strengthen the program in the long term;

Whether/not to involve new partners;

Whether/not to consider a new modality for the long term

²² See <http://www.ausaid.gov.au/countries/Pacific/partnership/Pages/default.aspx>

²³ AusAID – URS Australia Ltd (Contract 57777) Schedule 1 Clause 1.6 : “**Progress to Phase2, four (4) financial years over 2013/-14 to 2016-17 will be dependent on the performance of Phase 1**”

Note that the NZ Ministry of Foreign Affairs (MFAT) has also indicated to AusAID that it would be interested exploring the possibility of the co-funding of Phase 2 of PHAMA.

The Review team will be expected to meet the AusAID Pacific Executive team and present their major findings to the AusAID Pacific Executive no later than 15th March 2013. Dates will be confirmed in the Evaluation Plan,

ISSUES

PHAMA progress and results are reported in detail through six-monthly and annual reports to AusAID and the PHAMA Program Coordinating Committee (PCC). Although Components 1-3 will have been in place for only 24 months (compared to an envisaged 4 years) by the end of December 2012 due to delays in contracts and hosting arrangements, the last 12-18 months have seen a strong increase in activities. The program is generally regarded, at least by PHAMA countries as effective and well-targeted. The review is expected to validate progress or results to date directly with industry, government and other stakeholders' in-country.

Program Approach

AusAID currently invests around \$200 million in the Pacific through regional and multicounty programs and is currently developing a regional strategy to guide this investment. An additional \$700 million of the Australian aid program is spent through bilateral programs in the region. In developing the regional strategy, AusAID will be seeking to develop a more coherent framework for determining whether in any given case, regional or country specific solutions are most appropriate. By helping to assess PHAMA's approach and implementation arrangements, this review will also help contribute some evidence and analyses for developing the regional strategy.

An independent review of SPC was recently completed in June 2012. A copy of the SPC review will be made available to the Consultant. Following the review, AusAID has been generally agreeable to a multi-year core funding approach for SPC rather than project based funding. This funding method could impact the SPC PHAMA component in several ways including sustainability.

M&E Systems and Results

As part of Australia's Comprehensive Aid Framework (CAPF), AusAID is looking for clear results for its investments. A primary purpose of the CAPF is to enable AusAID to plan and implements its investments more effectively. AusAID is also interested in higher level outcomes of the program. PHAMA has an M&E system in place. Given the early stage of the program, AusAID is interested in a preliminary assessment as to whether the M&E system articulates a clear theory of change and whether it is able to capture early lessons.

Pacific Women Shaping Pacific Development Initiative

The Australian Government has recently made available \$320 million (August 2012) to support a new Pacific Gender Equality initiative aimed at improving the opportunities for political, economic and social advancement of women. Pacific women play an important role in agricultural livelihoods. PHAMA opens up market opportunities for men and women – and there are examples of where PHAMA projects have primarily involved women (see Solomon Islands cut-flowers project, PHAMA 6-Monthly/Annual Reports). AusAID is interested in preliminary views as to how PHAMA might strengthen women's representation and interests in the long term. The reviewer could draw on a PHAMA gender assessment prepared for AusAID in 2011 as a base document for suggestions.

New Zealand

A significant portion of PHAMA's activities relate to MA to New Zealand. NZ's MPI is drafting a new Pacific Strategy to help guide its support for Pacific biosecurity and food safety. At the same time, the NZ MFAT has indicated to MPI that it has funding available through the New Zealand Aid Programme for the resourcing of Pacific dedicated staffing in MPI and/or for MPI to carry out activities in the Pacific that

are consistent with the aid programme's policy and strategy settings. Finally, MFAT has also indicated to AusAID that it would be interested exploring the possibility of the co-funding any Phase 2 of PHAMA. The MTR team is asked for :

A preliminary assessment on the current level of coordination and collaboration between PHAMA and MPI and how this may be improved, if relevant, in a Phase 2 of PHAMA;

the desirability of, and possible options for, scaling up the size and scope of PHAMA, assuming that the resource envelope is expanded through an MFAT funding contribution.

SCOPE

The MTR should address the following questions.

Progress/Results to date: Effectiveness and Efficiency

Are the results, as reported, supported by independent verification?

Are PHAMA results to date delivering what the program was intended to deliver? Are initial changes likely to lead to the expected subsequent changes and program outcomes?

Are there unintended results?

What elements have contributed to successes and are they similar/different in the PHAMA countries?

Sustainability

- (i) To what extent are PHAMA's current approach and implementation arrangements (including at DAFF and SPC) sustainable beyond the program life?
- (ii) To what extent is PHAMA known to key stakeholders at the country level? Or aligned to national priorities?
- (iii) Are changes in the enabling environment initiated by the program likely to continue?
- (iv) To what extent does PHAMA serve the region?
- (v) How sustainable are the SPC PHAMA elements? How effectively do SPC PHAMA elements - PHAMA countries?

Monitoring and Evaluation

- (i) Is there a clear theory of change and/or does the change theory show how the program will lead to sustainable improvements?
- (ii) Are appropriate baseline data gathered? Are data gathered regularly on indicators of progress, results and sustainability using appropriate research practices?
- (iii) Is the monitoring and results measurement system adequately managed? Are tasks and responsibilities clearly delineated? Is the system supported by sufficient human and financial resources?
- (iv) Does monitoring and results measurement in the program promote internal learning? Is information on results regularly used to improve program implementation? If so, how? If not, why not?

Phase 2 Recommendations

- (i) Based on findings to date, should PHAMA be extended to a Phase 2?
- (ii) What are the key reasons supporting an extension or not?
- (iii) What improvements (short and/or long-term), if any would help to consolidate PHAMA's work and achievements to date and strengthen the program in the long term, should there be a Phase 2?
- (iv) Are there any suggested improvements to PHAMA's present implementation arrangements?
- (v) Are there any lessons learnt that can be drawn from PHAMA's approach or implementation arrangements up to now, that would help inform AusAID's thinking about regional or multi-country initiatives including within a regional organisation like SPC.
- (vi) How might economic opportunities for women be promoted in a new phase of PHAMA
- (vii) How might New Zealand (MPI, MFAT) support for Pacific biosecurity and food safety may best support and complement PHAMA – including options.

Inputs

The inputs shall be up to 70 days in total (see table below) which includes the minimum following tasks:
The provision of a draft evaluation plan to AusAID at least three weeks prior to the commencement of the in-country missions. The evaluation plan will outline the methods and timeframe the Consultants will use to meet the review's objectives and address the key questions. It may include an evaluation framework, evaluation questions, a draft itinerary, target dates for deliverables, and the evaluation report structure. The evaluation should be undertaken according to the approved evaluation plan.

Documentation review of up to 10 days.

Field visits to Fiji, Vanuatu and Tonga to meet with industry, Government and consult with related programs. Country visits will be coordinated by the PHAMA PMO while AusAID will organise all AusAID and DAFF related meetings. The Consultant will be required to prepare an aid-memoire to stakeholders during the country visits. The Consultant will also be expected to consult with Plant Biosecurity at DAFF(Canberra).

Presentation of Draft findings to the PHAMA Program Steering Committee.

Preparation of draft and final Evaluation reports. The structure or formats of these reports will be discussed at the initial meeting with AusAID. Note that the final review report will be publicly made available through AusAID.

TEAM COMPOSITION AND RESPONSIBILITIES

The MTR team will consist of a:

- Team Leader (responsible for finalising the written report) with strong expertise in monitoring and evaluation, extensive experience in the Pacific region, and a thorough understanding of Australia's aid program;
- Sector Specialist in quarantine and biosecurity requirements for agricultural exports.

The Team Leader will:

- (i) plan, guide and develop the overall approach and methodology for the evaluation;
- (ii) be responsible for managing and directing the evaluation's activities, representing the evaluation team and leading consultations with all stakeholders;
- (iii) be responsible for managing, compiling and editing inputs from team members to ensure the quality of reporting outputs;
- (iv) be responsible for producing aide memoire, synthesising evaluation material into a clear draft evaluation report, and a final evaluation report; and
- (v) Represent the team in peer review, if required.

The sector specialist, under the direction of the Team Leader, will:

- (i) assist the Team Leader during evaluation activities; and
- (ii) Provide inputs into the draft and final reports as directed by the Team Leader.

The PHAMA evaluation is managed by the Pacific Branch, AusAID Canberra. The PHAMA Program Manager, AusAID Canberra will be the key contact for the review. The Manager will liaise with the Development Manager – Agriculture, New Zealand Aid Programme Wellington, at key points during the evaluation process.

TIMING AND DURATION

The MTR will commence from January 2013 to 31 March 2013. The total number of days for the review is as below.

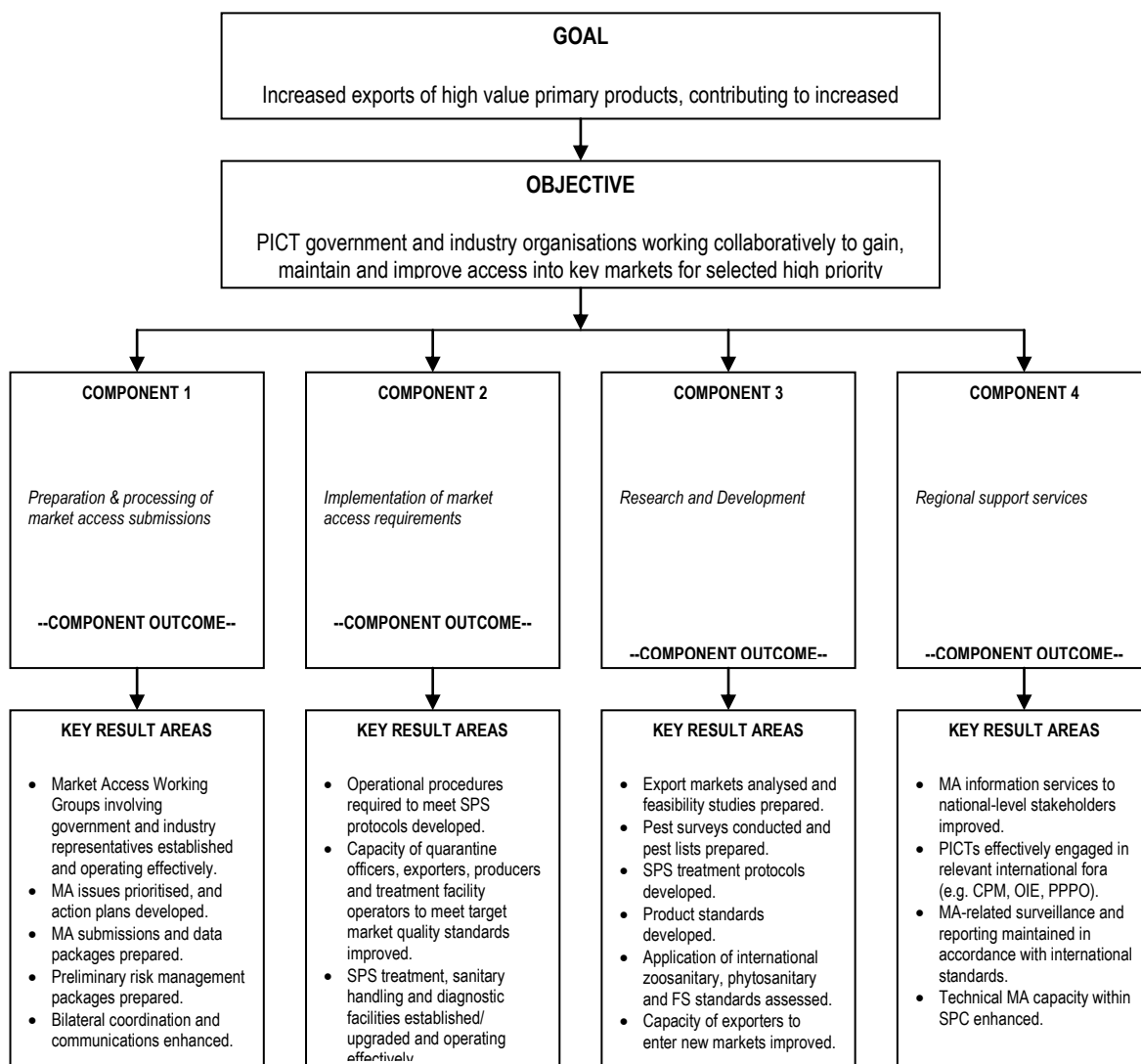
TASK	LOCATION	INPUT (days)	
		TEAM LEADER	SPECIALIST
Initial Meetings/Documentation review (Base)			
Inception meeting for briefing	Home Office	0.5	0.5
Document review	Home Office	10	5
Draft methodology / Evaluation plan	Home Office	2	0
Discussion of Evaluation Plan/Initial Briefing	Canberra	0.5	0.5
Field Missions			
Field mission (including travel days)	In-country	41	39
Reports			
Draft Evaluation Report (within 15 working days after Field Mission)	Home Office	10	5
Attend to Peer review (telecon)		1	
Final Evaluation Report (within 7 working days after Peer review)	Home Office	5	0
TOTAL		70	50

REPORTING

The following reports are to be provided:

- *Evaluation Plan / Draft Methodology* – To be agreed with AusAID. The draft plan is to be provided 3 weeks prior to the commencement of the in-country mission.
- *Evaluation Mission Aide Memoire* - to be presented during the field visits. A template for the Aid Memoire will be provided at the initial meeting with AusAID
- *Draft Review Report* – to be provided to AusAID’s PHAMA Program Manager, Canberra, within 15 working days of completion of the in-country mission. Feedback from AusAID and other stakeholders will be provided within two weeks of receiving the draft report. A format of the report will be provided to the Consultant.
- *Final Review Report* - to be provided to AusAID’s PHAMA Program Manager, Canberra, within 7 working days after receiving feedback from AusAID and other stakeholders for a peer review. The report will be no more than 20 pages (plus annexes) including a standalone executive summary, lessons learnt and recommendations. Note that the final report will be published online, in accordance with AusAID’s Transparency Charter.

Annex A



Annex B

Key Reference Documents

AusAID documents:

Policy documents and delivery strategies
 Sustainable Economic Development – improving food security (2012)
 Comprehensive Aid Policy Framework (2012)
 An Effective Aid Program for Australia (2011)
 PHAMA Document
 PHAMA Program Design Document (2010)
 TOR Program Coordination Committee (2011)
 Quality at Implementation Reports
 Quality at Entry Report (2010)
 Quality at Implementation Report (2012)
 Templates
 Aide Memoire for Evaluation
 Independent Progress Report
 Contractor Performance Assessment

Managing Contractor (URS) Documents:

AusAID Gender Assessment completed by URS
 Contract Documents
 Procurement Agreement with URS (2011)
 Amendment 2 - Scope of Services and Method of Payment (2012)
 Management Plans
 PHAMA MERI Implementation Plan (2011)
 Others
 Annual /Six Monthly Progress Reports
 Annual Strategic Plan (2012)
 Six Monthly Progress Report – January to June (2012)
 Progress update Components 1-3 - Presentation during PCC 2 (2011)
 Six Monthly Progress Report – July to December (2011)
 Annual Strategic Plan (2011)

SPC Documents:

Draft recommendations of recent SPC review
 Copy of SPC0-LRD Draft Budget 2012
 Agreement and Progress Update
 Progress update Component 4 – Presentation during PCC 2 (2011)
 BAT Strategic Direction, LRD/SPC - Presentation during PCC 2 (2011)
 Grant Agreement with SPC (2011)

DAFF Documents:

Agreement and Progress Update
 Progress update - Presentation during PCC 2 (2011)
 Record of Understanding with DAFF (2011)

NZMAF Documents:

Progress Update
 Pacific Work Program – Presentation during PCC 2 (2011)

Annex C

MAWG Chair Summary of Major Achievements

Extract PCC-3

9-10 July 2012

SM (AusAID) asked what PHAMA considered to be its best ‘wins’ to date. PMO passed the question to the MAWG Chairs, who responded as follows:

Fiji

Work to improve quality of taro exported and compliance with NZ and AU import standards. This has resulted in a marked reduction of intercepts (and requirement for fumigation) by importing country regulatory authorities.

HTFA Pathway Review and subsequent remedial work, helping to protect this multi-million dollar pathway from potential closure by NZ MPI due to non-compliance issues.

Vanuatu

Over its first 12 months PHAMA has been a catalyst for ‘clearing the decks’ of a backlog of MA and quarantine issues, with a lot of effort in working out what ‘wouldn’t fly’ as a precursor for what might. Assistance provided to gain BSE-free re-accreditation of beef exports, protecting the export status of Vanuatu’s most important agricultural sector export.

Tonga

Water melon export pathway review and remedial work. Following the NZ MPI audit, this pathway was closed for a week. PHAMA assistance allowed it to remain open and has underpinned continued development of this new industry, which is on target for achieving 500 MT of export sales this year. No. of export growers has increased from 10 to 20.

As an illustration of the new-found confidence born of PHAMA’s involvement, farmers are now taking out bank finance to plant export crops. They would not have had the confidence to do this without PHAMA’s involvement.

Solomon Islands

Accreditation of copra and PKE export mills for exporting to Australia. These mills are now receiving increased export enquiries from Australian importers as a direct result of being accredited.

‘Clearing the logjam’ of MA angst.

Investigation of cutflower exports to Australia. Even although the end result was negative in terms of commercial viability, valuable experience was gained by going through the process. This has had particular benefits in relation to improving the business confidence and skills of the women growers that were involved in the trials.

Samoa

Development and acceptance by AU of the cooked breadfruit export protocol [acceptance by NZ pending].

Work on defining key production/ development issues in relation to the taro export pathway to NZ, which has catalysed the Samoan industry to start addressing key constraints; and is starting to result in taro shipment.

RD (PHAMA) also noted the development and general functionality of the MAWGs as being a success not mentioned by the MAWG Chairs. All MAWG Chairs agreed, noting that this was self-evident.

[PMO summary of major achievements](#)

MAWG Establishment and Operation

MAWGs are well-established and operating effectively in all countries. The strongest performers are Fiji and Tonga, followed by Samoa, Solomon Islands and Vanuatu. MAWG role and function has been formally endorsed by government in all countries, mainly at Cabinet- or Ministerial-level.

Of note, the Tonga MAWG was formally recognised during the National Economic Dialogue in late 2012 as playing a major role in helping to address important export-related issues, and was put forward as a model of public-private sector cooperation for other major economic sectors to emulate.

Market Access Development Activities

Of the 51 activities approved up to the end of FY 2011-12, 55% (28 activities) have been completed, and 45% (23 activities) carried-over to the 2012-13 year. Of the carry-over activities, work has already commenced on more than 70%, with the remainder scheduled to come on-stream in coming months.

In addition to the carry-over workload from 2011-12, an additional 31 new activities have been proposed for approval by the PCC under the 2012-13 Annual Strategic Plan.

Activity numbers are further summarised by country in the following table.

Country	No. of activities			
	Completed as at end June 2012	Carry-over to 2012/13 /1	New approvals 2012/13	TOTAL
Fiji	6	6	9	21
Samoa	6	3	8	17
Solomon Islands	5	2	5	12
Tonga	6	1	5	12
Vanuatu	4	6	4	14
Regional	1	5	–	6
TOTAL	28	23	31	82

1/ Including ‘active’ activities as well as some activities where work has not yet commenced.

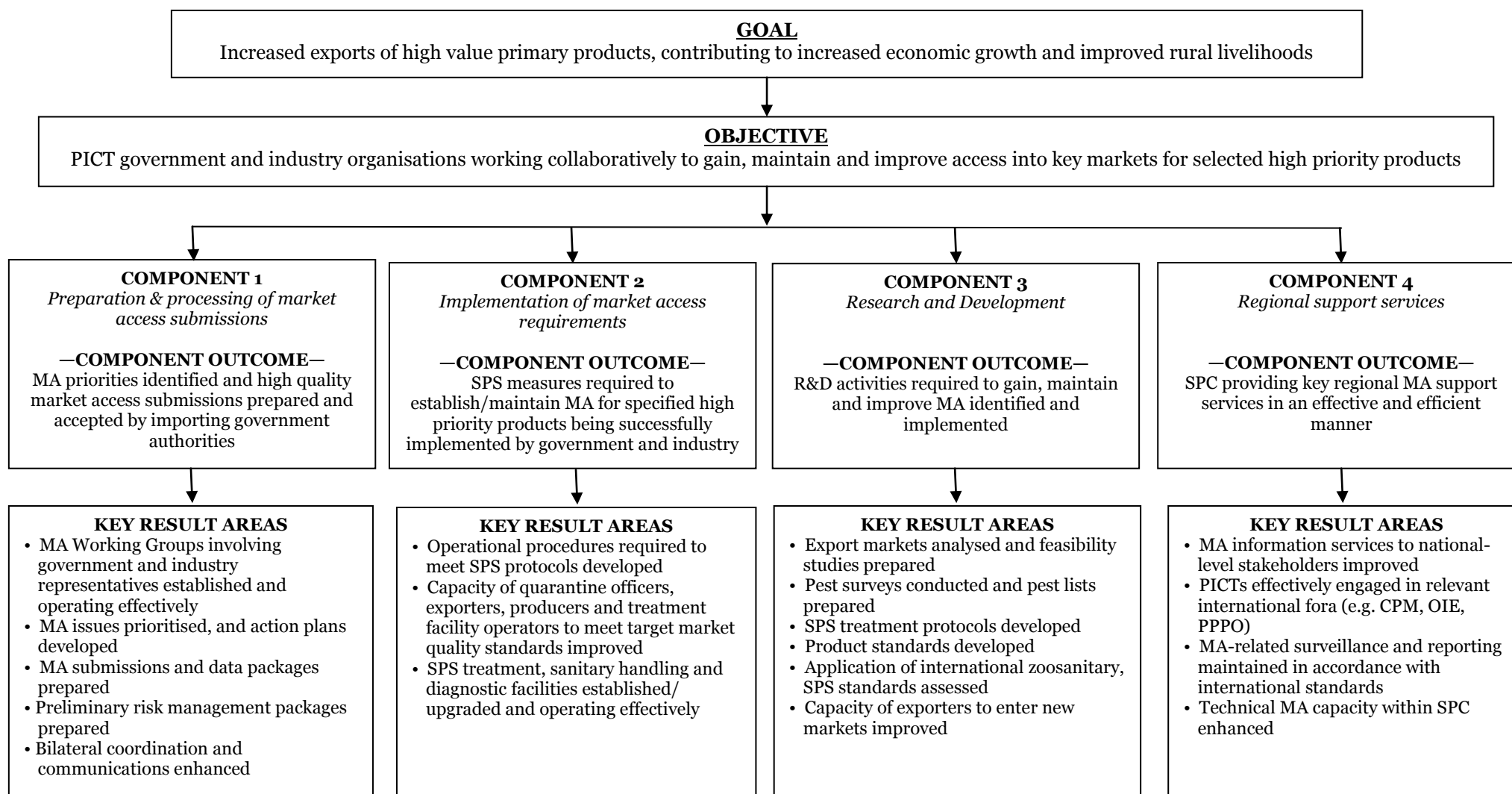
Major Outcomes or ‘Wins’

Some of the more significant outcomes resulting from Program activities implemented to date are summarised below. Most of these are in relation to major activities formally included under the Workplan. Others are a result of the ‘background’ work being carried out by PMO staff in response to enquiries from NPPOs and exporters, but not formally identified as an ‘activity’ in the workplan; and, even more encouragingly, the result of spontaneous action by the MAWGs themselves.

- Support provided to three copra mills in the Solomon Islands to help them prepare for accreditation by AQIS, required to maintain access to the Australian market. All three applications have been successful. Increased sales are being reported as a result.
- Support provided for bi-lateral discussions between Australia (BA) and Fiji (BAF). Important concessions obtained by Fiji relating to sampling and inspection procedures applied to fresh papaya.
- An intercept of live dipteran (fly) larvae on a shipment of HTFA-treated aubergine from Fiji to NZ in late 2011 led to a situation where this pathway could have been closed by NZMPI, potentially threatening the trade of all HTFA-treated products (papaya, eggplant, breadfruit and mangoes). PHAMA was able to help BAF and Nature’s Way Cooperative manage the situation in a way that avoided more drastic measures being taken by NZMPI. PHAMA has now completed a review of these pathways and is providing support to address identified issues.
- PHAMA’s preliminary review of the Tongan watermelon export pathway to NZ revealed a number of potential non-compliance issues. PHAMA helped TMAWG and quarantine authorities develop an action plan to address these issues, which are now being implemented with PHAMA support. NZMPI’s audit was subsequently completed and the pathway has remained open.
- Tonga shipping schedules to New Zealand have been dramatically increased as a result of lobbying by the Tonga MAWG. The substantially improved schedule is now sufficient to provide full coverage for the watermelon export season.
- Generator installed to provide back-up power for Tonga’s fumigation facility.
- Information provided on import protocol requirements for Samoa honey to New Zealand, resulting in successful trial shipments.
- Import conditions for pineapples from Fiji into NZ clarified, using a previously unused but existing export protocol. Trial shipment made in June 2012, with expectation of trade building to at least a container per month.
- Removal of the listing of papaya crown rot disease in Fiji by DAFF, helping to protect this important export pathway.
- Removal of the mandatory requirement for seed sampling conditions for cocoa for all non-Khapra beetle countries (including all PHAMA countries).

- Broadening of the existing frozen cassava import conditions to include all SPC countries.
- New market access submission for the export of heat-treated breadfruit from Samoa to Australia and New Zealand developed. Import policy now established by Australia; response from NZ MPI pending.
- Interceptions of pests on exports of limes from Samoa to NZ, requiring fumigation, have markedly decreased following clarification of NZ quarantine expectations and requirements by PHAMA to Samoan producers and exporters, and promotion of appropriate cleaning procedures.
- Marked reduction in intercepts of pests on taro shipments from Fiji into Australia and NZ, due in part to PHAMA support for improved handling/ packaging/ grading procedures.
- Moko dropped as being a pest of concern relating to the export of cutflower gingers from Fiji to Australia.
- Draft policy for fresh ginger from Fiji to Australia released by Australia for stakeholder comment in early 2012. PHAMA has since assisted with the development of a response document. Access pending.
- Support provided for re-accreditation by AQIS/ FSANZ of BSE-free status for Vanuatu beef exports to Australia. PHAMA now providing follow-on assistance to help rectify a few secondary issues identified during the audit to further strengthen this export pathway.
- Vanuatu MAWG successfully lobbied Government for re-appointment of a replacement Principal Veterinary Officer, essential for underpinning continued operation of the export beef industry.
- AFAS training provided to 25 private and public sector fumigators from Fiji and Tonga; 24 successfully accredited, underpinning improved fumigation delivery in these countries in line with AFAS standards.

Annex 2: PHAMA program strategic results framework



Annex 3: PHAMA Program Logical Framework

	Intervention Logic	Performance Indicators (PIs)	Means of Verification	Assumptions
IMPACT	Improved economic circumstances of exporters and improved livelihoods for primary producers of export products.	<p>Case studies</p> <p>Customised indicators per target product to align with various 'growth' or 'protection' scenarios.</p> <p>Indicators expressed as % increase/decrease over time</p>	<p>Case studies of exporters and primary producers of export products</p> <p>Tracking of customised indicators for target products over a 3 year period</p> <p>Data from:</p> <ul style="list-style-type: none"> • available trade statistics; • export data from regulatory agencies; • export data from treatment facility • operators; • industry surveys where required; 	<ul style="list-style-type: none"> • Sufficient supply of export quality product is available or can be developed. • Effective linkages exist or can be developed between producers and international markets. • A significant number of rural smallholders are able to become involved in export production activities. • Increasing energy and transport costs do not kill economic viability. • Political stability is maintained in target countries.

OUTCOMES	Component 1: Market access priorities identified and high quality market access submissions prepared and accepted by Importing government authorities.	MAWG Prioritisation Capacity Change Index MAWG Submission Coordination Capacity MAWG Communication Capacity Case studies	MAWG Capacity Health Status Tool Case studies of MAWG Members	<ul style="list-style-type: none"> • High-value products which have comparative and competitive advantage for export can be identified and markets developed. • Govt is willing to include Private Sector and Private Sector is willing to be involved. • Effective working relationships with govt and relevant industry organisations are developed and maintained. • Government fully engages with industry in the process of gaining, maintaining and improving MA. • Import country regulatory agencies are able and willing to process well-prepared MA requests in a timely and efficient manner. • Government agencies are willing to improve coordination with industry in pursuit of a common goal. • MAWG members have sufficient time to devote to MAWG business. • MAWG can agree on a prioritisation process. Government and industry are able to agree on specific priorities. • Pest and disease information is available for the commodity pest lists included in the submissions. • Acceptable and cost-effective risk management measures can be identified. • Required R&D is completed in a timely manner. • Role of PHAMA TA in supporting MA negotiations is accepted.
	Component 2: SPS measures required to establish/maintain market access for specified high priority products being successfully implemented by government and industry.	MAWG SPS Coordination Capacity Index Case studies	MAWG Capacity Health Status Tool Case studies of MAWG Members	<ul style="list-style-type: none"> • Exporting country regulatory agencies are adequately resourced to competently implement required export protocols. • Industry is fully involved in the development of all procedures and codes. • Suitable candidates for training can be identified and retained. • Govt is prepared to expedite the development of essential facilities. • Private sector has a prominent role in the operation of key facilities, and tariffs are market determined to ensure financial sustainability.
	Component 3: R&D activities required to gain, maintain and improve market access identified and implemented.	MAWG R&D Coordination Capacity Index Case studies	MAWG Capacity Health Status Tool Case studies of MAWG Members	<ul style="list-style-type: none"> • Industry is fully involved in R&D priority setting and implementation so that solutions are market-relevant. • R&D priorities can be agreed. • Suitable R&D partner organisations are available and can be contracted. • Treatment protocols that are financial viable can be developed. • Industry is fully engaged. • Sufficient financial incentives/disincentives are available to underpin adoption of standards. • TA has a sound understanding of WTO SPS principles and related ISPMs and the ability to apply this to export trade.
	Component 4: SPC providing regional market access support services in an efficient and effective manner.	Regional MA Support Services Capacity Change Index	SPC MA services self-assessment tool.	<ul style="list-style-type: none"> • SPC maintains effective working relationships with national quarantine departments. • PICTs actively participate in PPPO and other international for a (through SPC) to drive regional biosecurity and quarantine agendas.

OUTPUTS	PHAMA PMO effectively and efficiently managing the delivery of technical advice in a manner that is responsive to stakeholder needs	Agreed PMO quality performance measures.	PMO Quality Performance Tool	Competent TA can be recruited and retained, with clearly defined and accepted roles and responsibilities.
	Lessons learned systematically reviewed and shared with PICT governments and other donors.	Agreed PMO quality performance measures.	PMO Quality Performance Tool	<ul style="list-style-type: none"> • Program can develop appropriate systems for effectively supporting implementation across several different PICTs from a centralised PMO. • An effective working relationship is established and maintained between the MC and SPC.
	PHAMA PMO effectively and efficiently providing mentoring advice to SPC in a manner that is responsive to stakeholder needs.	Agreed PMO quality performance measures.	PMO Quality Performance Tool	An effective working relationship is established and maintained between the MC and SPC.

Annex 4: C1-3 Master Index of Activities

Red highlight: Completed Activity

Yellow highlight: New activity for the 2012-13 year

Green highlight: Carryover activity from the 2011-12 year

Blue highlight: Cancelled Activity

Ref	Activity Title		Status
FIJI01	Investigation of taro export issues to Australia and New Zealand	Maintain Existing Market Access	Completed
FIJI02	Investigation of potential ginger export issues to Australia	Gain New Market Access	Completed
FIJI03	Investigation of market acceptability of Fiji TLB-resistant taro varieties in Australia and/or New Zealand	Improve Existing Market Access	Postponed
FIJI04	Determination of the quarantine status of nematodes on Fijian taro exports to New Zealand (linked to SAMOA02)	Improve Existing Market Access	Completed
FIJI05	Development of and training on taro production and packhouse standards.	Maintain Existing Market Access	Active
FIJI06	Substantiation of Australia's requirement for devitalisation of taro imports.	Improve Existing Market Access	Active
FIJI07	Scoping study to develop options for the management of a new fruit fly species on Rotuma Island	Maintain Existing Market Access	Completed
FIJI08	Progression of new market access requests for papaya and breadfruit to the US.	Gain New Market Access	Active
FIJI09	Feasibility study on eggplant, chilli, breadfruit, jackfruit, bitter gourd and pineapple exports to Australia	Gain New Market Access	Completed
FIJI10	New market access submission/s for products recommended under Activity FIJI09.	Gain New Market Access	Active
FIJI11	Management of <i>Bactrocerakirkion</i> Rotuma Island.	Maintain Existing Market Access	Active
FIJI12	Trials to confirm fruit fly non-host status for Polynesian plum (Wi)	Gain New Market Access	Completed
FIJI13	Review and improvement of existing HTFA export pathways to NZ	Maintain Existing Market Access	Active
FIJI14	Product development of shelf-stable vanilla paste, vanilla sugar and cinnamon sugar for human consumption	Gain New Market Access	Active
FIJI15	Honey bee health survey	Maintain Existing Market Access	Active
FIJI16	Development of Hazard Analysis and Critical Control Point (HACCP) Plans for key export facilities.	Maintain Existing Market Access	Active
FIJI17	Development of operational procedures to meet quarantine requirements for ginger exports to Australia.	Gain New Market Access	Active
FIJI18	Development of a kava quality manual	Maintain Existing Market Access	Planned
FIJI19	Poultry health survey	Maintain Existing Market Access	Active
FIJI20	Feasibility study on developing exports of selected products to PR China.	Gain New Market Access	Active
FIJI21	Improved system for managing biosecurity risks associated with horticultural seed imports	Improve Existing Market Access	Active
FIJI22	New market access for frozen processed vegetables into Papua New Guinea	Gain New Market Access	Active
FIJI23	Development of a biosecurity plan for the papaya industry	Maintain Existing Market Access	Active
SAMOA01	Investigation of taro export issues to Australia and New Zealand	Maintain Existing Market Access	Completed
SAMOA02	Determination of the quarantine status of nematodes on Samoan taro exports to New Zealand (linked to FIJI04)	Improve Existing Market Access	Completed
SAMOA03	Assessment of supply chain constraints on developing taro exports to New Zealand	Other	Completed

Ref	Activity Title		Status
SAMOA04	Assessment of the profitability of taro exports to Australia	Gain New Market Access	Cancelled
SAMOA05	Development of an alternative to the “area freedom” approach for managing TLB on exports of taro to Australia	Improve Existing Market Access	Cancelled
SAMOA06	Development of a risk management measure for mites on organic banana exports to NZ.	Improve Existing Market Access	Completed
SAMOA07	Development of a risk management measure for mites, mealy bugs and scales on lime exports to New Zealand	Improve Existing Market Access	Completed
SAMOA08	Assistance with regulatory requirements associated with re-establishing beef and meat product exports to American Samoa	Gain New Market Access	Completed
SAMOA09	Accreditation of copra meal and PKE export processing and handling facilities.	Improve Existing Market Access	Active
SAMOA10	Export of personal consignments of heat-treated breadfruit to Australia and NZ.	Gain New Market Access	Active
SAMOA11	Bee health survey	Maintain Existing Market Access	Completed
SAMOA12	Improved market access for cordyline foliage into New Zealand	Gain New Market Access	Active
SAMOA13	New market access for Meyer lemons into New Zealand	Gain New Market Access	Completed
SAMOA14	New market access for pineapples into New Zealand	Gain New Market Access	Active
SAMOA15	New market access for commercial consignments of heat-treated breadfruit to Australia and NZ.	Gain New Market Access	Active
SAMOA16	Establishment of a quarantine diagnostics laboratory	Improve Existing Market Access	Active
SAMOA17	Establishment of a methyl bromide (MB) fumigation chamber	Improve Existing Market Access	Active
SAMOA18	Certification of horticultural export processing facilities to meet NZ standards	Improve Existing Market Access	Planned
SAMOA19	Developing the capacity of SROS to undertake food safety and quality testing for export commodities	Improve Existing Market Access	Active
SOLS01	Preliminary review of diagnostic requirements to ascertain cocoa and copra meal quality standards	Improve Existing Market Access	Completed
SOLS02	Investigation of market access implications and costs associated with managing Giant African Snail (GAS)	Maintain Existing Market Access	Completed
SOLS03	Implementation of the Australian Fumigation Accreditation Scheme	Improve Existing Market Access	Replaced by REG06
SOLS04	Review of the potential for cut flower and foliage exports to Australia	Gain New Market Access	Completed
SOLS05	Accreditation off copra meal and PKE export processing and handling facilities	Improve Existing Market Access	Completed
SOLS06	Development of national quality standards for the production and testing of cocoa to meet international market requirements.	Improve Existing Market Access	Active
SOLS07	Scoping study to assess the potential for increased primary sector exports to nearby PICs	Gain New Market Access	Completed
SOLS08	Trial shipments of cut flowers and foliage to Australia	Gain New Market Access	Completed
SOLS09	New market access submission for the export of Tahitian limes to NZ	Gain New Market Access	Completed
SOLS10	Development of ‘sustainable forestry’ certification for exports of value-added forest products.	Improve Existing Market Access	Active
SOLS11	Improved fish inspection capacity to support processed fish exports	Improve Existing Market Access	Active
SOLS12	Improved testing capacity to support processed fish exports	Improve Existing Market Access	Active
SOLS13	Feasibility study on selected exports to Australia	Gain New Market Access	Completed
SOLS14	Review of the potential for developing a canarium nut export industry	Other	Completed
TONGA01	Feasibility study to determine the suitability of ‘winter window’ export conditions for watermelons to NZ	Improve Existing Market Access	Completed
TONGA02	Feasibility study of using a dimethoate dip treatment to facilitate the export of fruit fly host products to NZ	Improve Existing Market Access	Completed

Ref	Activity Title		Status
TONGA03	Review of the watermelon export pathway to NZ, including the delivery of fumigation prior to export	Maintain Existing Market Access	Completed
TONGA04	Improvements to the watermelon export pathway to NZ and development of a systems approach to replace methyl bromide fumigation for fruit fly management.	Improve Existing Market Access	Active
TONGA05	Development of a 'new access' submission for the export of zucchinis and selected other crops (to be identified) to NZ	Gain New Market Access	Completed
TONGA06	Purchase of a generator as back-up power for Tonga's fumigation facility.	Maintain Existing Market Access	Completed
TONGA07	Facilitation of meetings to improve Tonga sea freight services	Other	Completed
TONGA08	Feasibility study to determine infrastructure requirements for processing and packaging of horticultural commodities for export	Other	Active
TONGA09	Feasibility study on selected exports to NZ.	Gain New Market Access	Active
TONGA10	HACCP accreditation for selected export facilities	Maintain Existing Market Access	Active
TONGA11	Improved access conditions for watermelons into Samoa	Improve Existing Market Access	Active
TONGA12	Development of commercial packaging for fresh and frozen rootcrop exports to NZ	Improve Existing Market Access	Active
VAN01	Preliminary review of diagnostic requirements to service various value-added industries	Maintain Existing Market Access	Completed
VAN02	Investigation of the viability of the high temperature forced air (HTFA) facility as a treatment option for the export of fruit fly host commodities to NZ	Gain New Market Access	Completed
VAN03	Upgrading of diagnostic services to support the export of value-added products.	Maintain Existing Market Access	Active
VAN04	Development of HACCP Plans for key export industries.	Maintain Existing Market Access	Active
VAN05	Training of meat inspectors for beef export processing facilities.	Maintain Existing Market Access	Completed
VAN06	Feasibility study on the establishment of a facility for drying fruits and vegetables for export	Gain New Market Access	Completed
VAN07	Re-accreditation of BSE-free status for beef exports to Australia	Maintain Existing Market Access	Completed
VAN08	Development of a vanilla quality manual	Improve Existing Market Access	Active
VAN09	Development of a kava quality manual	Improve Existing Market Access	Active
VAN10	Bee health survey	Maintain Existing Market Access	Active
VAN11	Review of veterinary capacity and systems supporting market access for beef	Maintain Existing Market Access	Planned
VAN12	Review of the potential for cut flower and foliage exports to Australia and New Zealand	Gain New Market Access	Active
VAN13	New market access for beef products to the Republic of South Korea	Gain New Market Access	Active
VAN14	Training on tamanu seed harvesting for quality tamanu oil production for export	Maintain Existing Market Access	Cancelled
REG01	Market access database development.	Maintain Existing Market Access	Active
REG02	Compilation of a response to Biosecurity Australia's draft Pest Risk Analysis on taro imports from all countries	Maintain Existing Market Access	Completed
REG03	Initiation of a regional strategy for managing quarantine and market access issues.	Improve Existing Market Access	Active
REG04	Support for bilateral market access negotiations with key trading partners.	Gain New Market Access	Active
REG05	Review of quarantine issues surrounding trade in handicraft products.	Improve Existing Market Access	Active
REG06	Implementation of the Australian Fumigation and Accreditation Scheme (AFAS) for PHAMA countries.	Improve Existing Market Access	Active

Annex 5: C1-3 Master Index of EDGs

EDG NR	RECIPIENT	DESCRIPTION
1	Cocoa Samoa Ltd	Export 300 kg of “Gold Standard” trinitario beans to various processors in Australia, US, France, NZ and Fiji for roasting, testing, chocolate manufacture, taste analysis and re-export of samples back to Samoa for further assessment
2	Women in Business Development, Samoa	Upgrade processing and packaging facility for exporting dried organic musiluki bananas to NZ; undertake product quality assessment; and develop compliance with Organic Standards
3	Pacific Exotic Foods, Tonga	Trial shipment of fresh sweet yams to NZ
4	Kaiming Agro Processing Ltd, Fiji	Undertake market research trip to Hong Kong and PR China, including establishment of commercial distribution relationships and verification of import requirements for specified products
5	Kahuna Herbal Products, Fiji	Trial bulking-up of noni juice in Fiji and Vanuatu producers to achieve commercial volumes for on-shipment to China
6	SOLFISH Ltd, Solomon Islands	Assess commercial viability of sourcing copra from Bouganville, for value-added processing in the Solomons
7	Natural Foods Ltd, Samoa	Develop formulations for extruded products from breadfruit flour, to be carried out under contract with Massey University, NZ
8	Paradise Premium Products, Samoa	Install cocoa bean breaker and winnower to improve product quality to meet export requirements
9	Vanuatu Direct Ltd, Vanuatu	Undertake quality tests on export honey samples, on behalf of Vanuatu Beekeepers
10	Hammah Exports Ltd, Tonga	Develop local capacity to produce White Guinea Yam to export to NZ and Australia
11	Balthan (Western) Ltd, Fiji	Research potential importers for fresh ginger in Australia; and fresh pineapples in NZ

Annex 6: C4 Master Index of Activities

Key Result Area	Geographical Scope	Activity
a) Maintenance and updating of PICTs animal health information utilising <u>WAHIS</u> and TADinfo	Regional	Animal Health Information Systems updated and maintained; Animal disease information shared with World Organisation for Animal Health (OIE)
	Regional	Completed exchange of animal disease information with OIE
b) Maintenance and updating of the PPLD data entry, timely verification of records for public access and ongoing software and equipment upgrades.	Regional	Cataloguing of key regional and national quarantine pests completed
	Regional	Update of pest data database completed
	Tonga	PLD training of Tonga country editors completed
	SI, Samoa, Fiji, PNG	PLD trainings of country editors completed
c) Provision of MA <u>related Helpdesk facility</u> with primary focus on addressing enquiries related to relevant international standards and/ or zoosanitary, phytosanitary and food safety requirements of trading partners.	Regional	Timely responses provided to LRD helpdesk queries; up-to-date information provided to LRD technical staff
d) Compilation/provision of information to support the <u>preparation of MA submissions and data packages by PICTs</u> not covered by PHAMA's Components 1-3 and import risk analysis for agricultural and horticultural products from other PICTs to facilitate timely consideration of MA submissions and hence regional MA	Solomon Islands	Access to Papua New Guinea market established, PRA (on hold).
e) Continued development of the <u>Pacific Island Trade Statistics Database</u> currently being developed by LRD	Regional	Video on taro pathway completed
	Regional	Trade statistics database updated and maintained regularly
	Internal	1st Draft completed of revised manual for SPC trade data processing
f) Renewal of SPCs 5 year CABI subscription	Regional	SPC's 5-year CABI (science-based development and information organisation) subscription renewed, for the online version at a much reduced rate, savings to NPPO training
Other	Fiji	GPS and GIS mapping training completed
	Regional	Update of Pacific Plant Protection Organisation webpage completed and with continuous

		maintenance provided
	Regional	Technical support provided to PPPO (IPP website updates, contact list updates, circulars)
	Fiji	Inflight video developed for Air Pacific Airline completed.
	FSM	Inflight video developed for Continental Airline (delayed)
	PNG	Completed development of inflight video for NAQIA
	Regional	Biosecurity information distributed to PICTs through regular updates to the SPC Biosecurity webpage.
	Regional MI	Biosecurity Image library updated and maintained at a satisfactory level
	MI, FSM, PNG, SI, CI, Niue	Quarantine awareness posters developed and distributed
	FSM and MI	Quarantine awareness materials completed for Northern Pacific
	Regional	Quarantine awareness materials completed for 2012 Festival of Pacific Arts
	Regional	Fruit fly fact sheets developed
	Regional	Fruit fly website updated and maintained
	Solomon Islands	Training of Quarantine staff on Quarantine Information Database completed
	Samoa	Training of Quarantine staff on Quarantine Information Database completed
	Regional	Acquisition of information from respective sources completed (generic data collection?)

Annex 7: Documents Reviewed

A. Design documents and strategic plans

1. PHAMA (7 Feb 2010?) - Inception Report
2. PHAMA design team (15th Feb 2010)– Program Design Document Volume 1 –Main Report
3. PHAMA design team - Project Design Document Volume 2 – Appendix 6 – Role of SPC in Program Implementation, Component 4 Specification.
4. PHAMA (Mar '11) - Three Month Strategic Plan 1 April – 30 June 2011.
5. PHAMA (30 Jun 2011) – 2011-2012 Annual Strategic Plan
6. PHAMA (28 Jun 2012) – 2012-2013 Annual Strategic Plan
7. PHAMA - MERI Implementation Plan (2011)
8. PHAMA - Export Development Grants; Application Form, Guidelines and Monitoring Procedures

B. Minutes of Meetings

9. PHAMA (15 July 2011) – Minutes of PCC Meeting 01, 15th July 2011
10. PHAMA (15 December 2011) – Minutes of PCC Meeting 02, Thursday 15th December 2011
11. PHAMA (15 July 2011) – Minutes of PCC Meeting 03, Monday 9th and Tuesday 10th July 2012
12. PMO-BATS Coordinating Meeting Minutes (Meetings 1 to 9; 14/11/11; 21/11/11; 28/11/11; 5/12/11; 24/1/12; 31/1/12; 5/3/12; 30/4/12; 12/6/12)
13. Fiji Market Access Working Group, Meeting Number 9, 1st February 2013
14. Tonga Market Access Working Group; Meeting No. 8, 1st November 2012

C. Monitoring and Progress reports

15. PHAMA (29 July 2011) - Six Monthly Progress Report (Jan–Jun 2011)
16. PHAMA (9 Dec 2011) - Six Monthly Progress Report (July–Dec 2011)
17. PHAMA (26th July 2012) - Six Monthly Progress Report (Jan–June 2012)
18. PHAMA – Six Monthly Progress Report (July – December 2012)
19. PHAMA (30 June 2011) – Quarterly Exception Report #1
20. PHAMA (30 Sep 2011) – Quarterly Exception Report #2
21. PHAMA (30 March 2012) – Quarterly Exception Report #3
22. PHAMA (30 Sept 2012) – Quarterly Exception Report #4: July–Sept 2012
23. PHAMA Components 1-3 Program Management Office (Feb 2013) - Master Index: 2012/13 Activities and Progress Summary for 2012-13 activities (Components 1-3)
24. PHAMA Component 4 SPC LRD (Feb 2013) – Biosecurity and Trade Support Master Index: 2012/13 Activities Progress Summary for 2012-13 Activities (Component 4)
25. PHAMA (15 Oct 2012) – Qualitative MAWG Case Studies
26. PHAMA (22 Oct 2012) – PMO Performance Assessment
27. PHAMA (13 Dec 2012) - Qualitative Impact Case Studies
28. PHAMA (11 Dec 2012) – MAWG and SPC Performance Assessment

D. Other reports and presentations

29. PHAMA Phase 1 (7 August 2012) – Review of Lessons Learned, Results to date and Sustainability
30. PHAMA (2012)–Pacific Plant Protection Organisation Strategic Framework 2012–2018
31. PHAMA (2012) - Pacific Plant Protection Organisation WORKPLAN 2012-2018
32. PHAMA – Presentation to Phase 1 Review Team, 28 January 2013 (Powerpoint presentation)
33. PHAMA – Categorisation of Activities by Type
34. PHAMA - Activity Master Index (updated 24th January 2013)
35. PHAMA - Sustainability Review Team Presentation, 2nd February 2013

36. PHAMA – Sample of Major Wins (extracted from Progress Reports)
37. PHAMA (2011 and 2012) – PHAMA Newsletters, various for Regional, Fiji, Tonga, Vanuatu, Solomon Islands, Samoa
38. PHAMA – Management Report Index
39. PHAMA – ST Advisors and Subcontractors used to Date
40. PHAMA (March 2011) – Tonga Market Access Working Group (TMAWG); Service Charter.
41. Progress update Components 1-3 - Presentation during PCC 2 (2011)
42. PHAMA – Briefing Notes (Development Context, Strategic Framework, Governance and management Arrangements, Duration and Geographic Focus, Key Elements of the Implementation Strategy, Activities.

E. SPC reports

43. SPC – Land Resources Division, Strategic Plan 2009-2012
44. SPC – Strategic Framework 2013 – 2017, Power Point Presentation
45. SPC – SPC Organisational Structure
46. SPC – Land Resources News Vol 8 number 3 December 2012
47. SPC (2008) – Corporate Plan (2007-2012)

F. Agreements and Charters

48. Signed DAFF ROU (3rd June 2010) - Activity Schedule No 39 to the Record of Understanding No 13848
49. URS/ SPC MOU 9th May 2011 SPC Rental and Reimbursable Cost Agreement
50. AusAID/ SPC (25th May 2011); Grant Agreement between Commonwealth of Australia, represented by the Australian Agency for International Development, (AusAID) ABN 62 921 558 838 and Secretariat of the Pacific Community for Pacific Horticultural and Agricultural Market Access (PHAMA); AusAID Agreement number 58833/3
51. Contract between Commonwealth of Australia and URS Australia for Pacific Horticulture and Agriculture Market Access Program AusAID Agreement 57777
52. Service Charter: Tonga Market Access Working Group (effective 2 March 2011)
53. Draft Service Charter: Fiji Market Access Working Group (May 2011)

G. PHAMA Technical reports

54. PHAMA (mid 2012) - A Combined View of Lessons Learnt by the National Market Access Coordinators (Powerpoint presentation)
55. PHAMA (15 May '11) – Response to Biosecurity Australia Draft Review of Import Conditions for Fresh Taro Corms
56. PHAMA (11 Jun '11) - Report to the Fiji Market Access Working Group (FMAWG)
57. PHAMA (26 May '11) - Report to the Samoa Market Access Working Group (SMAWG) Development of a Report to the SMAWG Outlining Export Issues for Taro to Australia and New Zealand
58. PHAMA (30 Jun '12) - Technical Report 23: Evaluation of trial shipments of cutflowers and foliage to Australia (SOLSo8)
59. PHAMA (31 Aug '11) - Report to the Tonga Market Access Working Group Review of the Watermelon Export Pathway to New Zealand, Including the Delivery of Methyl Bromide Prior to Export
60. PHAMA (20 Mar '12) – Report to the Fiji Market Access Working Group Options for the management of the Fruit Fly, *Bactrocerakirki*, on Rotuma Island

H. Other

61. Independent External Review team (June 2012) - Independent External Review of the Secretariat of The Pacific Community.
62. Pacific Island Forum Secretariat (Nov 2007) - The Pacific Plan for Strengthening Regional Cooperation and Integration

63. AusAID (2011) – Interview Questionnaire for AusAID Climate Change and Environment Review of Rural Development PORTFOLIO; PHAMA experience;
64. AusAID (2011) – Interview questions for AusAID gender stock take; (with PHAMA)
65. AusAID - Templates for Aide Memoire for Evaluation; Independent Progress Report; Contractor Performance Assessment
66. BAF (January 2013) - Biosecurity Import Specification Squash *Cucurbita maxima* and
67. *Cucurbitamoshata*, from the Kingdom of Tonga BIS pursuant to Section 34 of the Biosecurity Promulgation 2008
68. AusAID Policy documents and delivery strategies:
69. Sustainable Economic Development – improving food security (2012)
70. Comprehensive Aid Policy Framework (2012)
71. An Effective Aid Program for Australia (2011)
72. Rogers PJ. Using Programme Theory to evaluation Complicated and Complex Aspects of Interventions. *Evaluation 2008* (14; 29).
(<http://evi.sagepub.com/cgi/content/abstract/14/1/29>)

Annex 8: Strategic Informants

AusAID		
1	Malcolm Bossley	Senior Program Manager, AusAID, Suva
2	Vili Caniogo	PHAMA Program Manager, Pacific Division, AusAID, Canberra
3	Rebecca McClean	Second Secretary: Regional Partnerships & Aid Effectiveness, Australian High Commission, Fiji
4	Scott McLennan	First Secretary, Australian High Commission (Tonga)
5	Solstice Middleby	Regional Counsellor: Development Cooperation Section, Australian High Commission, Fiji
Participants in the reporting session in Canberra were:		
6	'Alopi Latukefu	Director: Food Security and Rural Section, Food Security, Infrastructure, Mining & Trade Branch, AusAID, Canberra
7	Zoe Mander-Jones	Assistant Director General, Regional Branch, AusAID, Canberra
8	Jodie McAlister	Director: Governance & Growth Section, Pacific Division, AusAID, Canberra
MANAGING CONTRACTOR AND PROGRAM MANAGEMENT OFFICE (PMO)		
9	Anna Duthie	PHAMA Program Long-Term Technical Adviser: Quarantine & Biosecurity Specialist (Based in Suva)
10	Rob Duthie	PHAMA Program Long-Term Technical Adviser: Market Access Specialist (Based in Suva; Responsible for overall program, plus Fiji, Samoa and Tonga)
11	Dale Hamilton	PHAMA Program Long-Term Technical Adviser: Quarantine & Biosecurity Specialist (Based in Solomon Islands; Responsible for Solomon Islands & Vanuatu)
12	Doug Hamilton	Short-Term Technical Adviser (Import Manager, FreshDirect NZ Ltd)
13	Richard Holloway	Team Leader: PHAMA Program
14	Robert Ingram	Senior Principal Consultant: Business Development and PHAMA Program Director, URS Australia Pty Ltd
15	Lyndon Voigt	Monitoring & Evaluation Adviser (Part-time; based in Melbourne)
16	Bronwyn Wiseman	Short-Term Technical Adviser
17	David Young	Short-Term Technical Adviser (Agricultural Economist /Marketing Specialist)
PHAMA National Market Access Coordinators (NMACs)		
18	Losalini Leweniqila	NMAC, Fiji
19	Tsutomu Nakao II	NMAC, Tonga; Director: GroFed
20	Kirifi Pouono	NMAC, Samoa
21	Andrew Sale	NMAC, Solomon Islands
22	Timothy Tumukon	NMAC, Vanuatu

SECRETARIAT OF THE PACIFIC COMMUNITY (SPC)		
23	Inoke Ratukalou	Director: Land Resources Division
24	Josua Wainiqolo	Market Access Specialist: Land Resources Division
25	Sushil Narayan	Coordinator Finance & Administration: Land Resources Division
26	Colleen Oakes	M&E Consultant
GOVERNMENT		
Fiji		
27	Ilimeleki Kaiyanuyan	A/Chief Economist, MPI; <i>MAWG member</i>
28	Poasa Nauluvula	Principal Research Officer, Agronomy; <i>MAWG member</i>
29	Inia Seruiratu	Minister of Agriculture, Fisheries & Forests
30	Ms Sovia	Deputy Secretary: Ministry of Industry & Trade; <i>Co-opted member of MAWG</i>
Tonga		
31	Viliami Uasike Latu	Minister of Commerce, Tourism & Labour
32	Tevita Lautaha	Senior Trade Officer: Ministry of Commerce, Tourism & Labour; <i>Alternate MAWG member</i>
33	Viliami Manu	Deputy Director: Ministry of Agriculture, Food, Forests & Fisheries; <i>Vice Chair MAWG</i>
34	Vailala Matoto	Director: Ministry of Agriculture, Food, Forests & Fisheries; <i>Alternate MAWG member</i>
35	Vaimoana Taukolo	Deputy Secretary: Ministry of Commerce, Tourism & Labour (Head of Tonga Trade & Investment Division); <i>MAWG member</i>
Vanuatu		
36	Marokon Alilee	Director General: Ministry of Trade, Commerce, Industry, Tourism, Investment & Business Development; <i>MAWG member</i>
37	Merewalesi Falemaka	Director: Trade & Investment Division, MSG Secretariat, Malenesian Spearhead Group; <i>MAWG member</i>
38	Noel Kalo	Director Trade: Ministry of Trade, Commerce, Industry, Tourism, Investment & Business Development; <i>MAWG member</i>
39	Tina Soaki-La'au	FTDC; Government Representative in training – HACCP; <i>MAWG member</i>
40	Emily Tomukon	FTDC; Government Representative in training – HACCP
PICT NATIONAL PLANT PROTECTION ORGANISATIONS (NPPOs)		
Fiji		
41	Ilaisa Dakaica	Manager: Standards Policy & Compliance, Biosecurity Authority, Fiji
42	Waisiki Gonemaituba	Deputy Chief Executive Officer, Biosecurity Authority, Fiji ; <i>MAWG Chair</i>
43	Visoni Timote	Plant Pathologist, Biosecurity Authority, Fiji; <i>MAWG member</i>

44	Alova Waikere	Supervisor Compliance (West), Biosecurity Authority, Fiji
Tonga		
45	Viliami Kami	Deputy Director/Head of Quarantine; <i>MAWG member</i>
Vanuatu		
46	Mr Moli	Quarantine & Inspection Service
PRIVATE SECTOR (EXPORTERS)		
Fiji		
47	Ben & Maria	Ben's Trading
48	Michael F Brown	CEO: Nature's Way Cooperative Limited
49	Sam Foy	Waisali Farms; <i>Vice-chair of MAWG</i>
50	John Kemp	Managing Director: Nadi Bay Herbs
51	Sant Kumar	Board Member: Nature's Way Cooperative; <i>MAWG member</i>
52	Mr Abdul	Pineapple Exporter
53	Kelvin Qiu	Kiaming Agricultural Processing; <i>MAWG member</i>
54	Graeme S Thorpe	Joint Managing Director: Balthan Holdings; <i>MAWG member</i>
Tonga		
55	Pousima Afeaki	Manager: Tinopai Farm Growers & Exporters; <i>MAWG Chair</i>
56	Daniel Hamala	President: To'imoana Taikataka; Executive Director: Growers Federation of Tonga Inc; Export Development Grant Recipient
57	Ma'u Havea	SUL Farm & Marketing Ent; Member of Export Network
58	Saia Lasike	SUL Farm & Marketing Ent; Member of Export Network
59	George Nakao	Ha'amo Growers Co. Ltd; Member of Export Network
60	Minoru Nishi Jr	Managing Director: Nishi Trading; <i>MAWG member</i>
61	Dion Palu	HACCP Food Safety Auditor
Vanuatu		
62	Alick Berry	Agricultural Officer: Chamber of Commerce & Industry; <i>MAWG member</i>
63	Piero Bianchessi	Herbs & Spices Producer; <i>MAWG member</i>
64	Peter Colmar	Kava Producer/Exporter; <i>MAWG member</i>
65	Carolyn Ernst	Livestock producer; <i>MAWG member</i>
66	Sandrien Wallez	Manager: Activ Association; <i>MAWG member</i>

67	Cornelia Wyllie	Producer/Exporter; <i>MAWG Chair</i>
DEPARTMENT OF AGRICULTURE, FISHERIES AND FORESTRY (AUSTRALIA)		
68	David Letham	Chair: Scientific Technical Working Group
69	Nick Nolan	Assistant Manager: Pacific Biosecurity, Plant Biosecurity – Grains & Forestry, Biosecurity Services Group
70	Kat Smith	Director: Processed Products Biologicals and Pacific Biosecurity Plant; <i>PHAMA PCC Member</i>
MINISTRY OF PRIMARY INDUSTRIES (NEW ZEALAND)		
71	Gerard Clover	Plant Health & Environmental Laboratory Manager
72	Sally Jenkins	Adviser: International Policy; <i>PHAMA PCC Member</i>
73	Lalith Kumarasinghe	Manager: Entomology, Plant Health & Environment Laboratory
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