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Final Independent Evaluation Report

Pacific Horticultural and Agricultural Market Access Plus Program

Phase Two

July 2022 to September 2025

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Acronyms and Abbreviations

Acronym	Abbreviation Meaning
ACIAR	Australian Centre of International Agricultural Research
ASF	African Swine Fever
APEP	Australia-PNG Economic Partnership
AUD	Australian dollar
BLP	Business Link Pacific
BQS	Bio-security and quality standards
DAFF	Australian Department of Agriculture Forestry and Fisheries
DFAT	Australian Department of Foreign Affairs and Trade
EOPO	End of Program Outcomes
ECR	Environment, Climate, Resilience
ERG	Evaluation Reference Group
FFT	Family Farm Teams
FNU	Fiji National University
GEDSI	Gender, Disability and Social Inclusion
HACCP	Hazard Analysis and Critical Control Points
HTFA	High temperature forced air
IWG	Industry Working Group
KEQ	Key evaluation question
KDD	Kava Dieback Disease
KII	Key informant interview
KPI	Key performance indicator
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MAWG	Market Access Working Group
MDF	Market Development Facility
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MPI	New Zealand Ministry of Primary Industries
MRM	Monitoring and Results Measurement
MSD	Market Systems Development
MTR	Mid-term review
OPDs	Organisations of People with Disabilities
OTP	(DFAT) Office of the Pacific
PACER	Pacific Agreement on Closer Economic Relations
PCC	Program Coordinating Committee
PDF	Pacific Disability Forum
PFR	Plant and Food Research
PHAMA Plus	Pacific Horticultural and Agricultural Market Access Plus
PICs	Pacific Island Countries
PIFS	Pacific Islands Forum Secretariat

Acronym	Abbreviation Meaning
PMO	Program Management Office
PMU	Program Management Unit
PNG	Papua New Guinea
PPIU	PACER Plus Implementation Unit
PSU	Program Support Unit
PTI	Pacific Trade and Invest
PWD	People with a Disability
SIS	Small Island States
SPC	The Pacific Community
TAG	Technical Advisory Group
TSM	Technical Support Mission

Executive Summary

Purpose and Scope

This independent evaluation, commissioned by the Australian Department of Foreign Affairs and Trade (DFAT) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT), assessed the performance and achievements of Phase Two of the Pacific Horticultural and Agricultural Market Access Plus (PHAMA Plus) program which ran from July 2022 to September 2025. The evaluation focused on the program's continued relevance, effectiveness, efficiency, sustainability, and performance in advancing gender equality, disability, and social inclusion (GEDSI) and climate resilience outcomes. It also examined options for future programming and strategic positioning of Australia and New Zealand's support to agricultural trade and market systems in the Pacific.

The evaluation covered nine Pacific Island countries—Cook Islands, Fiji, Kiribati, Niue, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu—and reflected on lessons from Papua New Guinea, where programming concluded in 2024. Data collection involved 126 key informant interviews, extensive document review, and fieldwork in Fiji, Tonga, and Vanuatu. Limitations included time constraints in-country and variable availability of historical documentation from early in Phase Two.

Program Overview

The program's goal is to contribute to improved economic growth and rural livelihoods of Pacific households. It is implemented by DT Global under DFAT management, in partnership with MFAT, across ten countries. PHAMA Plus has three End-of-Program Outcomes (EOPOs):

- Support for improved exporter performance
- Support for strengthened market access and biosecurity systems; and
- Support to supply side innovation

It represents a cumulative \$63.9 million AUD investment across both phases, of which \$27.1 million AUD covers the current phase.

The program combines technical assistance to private sector partners and government agencies—particularly biosecurity, agriculture and trade authorities—with a Market Systems Development (MSD) approach aimed at stimulating innovation and co-investment among private sector actors. Partnerships are structured around co-investment that seeks to align incentives between public and private stakeholders.

Key Evaluation Findings

Relevance

The PHAMA Plus Program remains highly relevant to the economic and trade priorities of Pacific Island governments and to the Aid for Trade objectives of Australia and New Zealand. It directly supports regional aspirations for diversified, climate-resilient economic growth and improved agricultural trade performance. The program's design, which links biosecurity systems, export facilitation, and value chain competitiveness, continues to be well justified. Stakeholders consistently emphasised the program's technical credibility, responsiveness during biosecurity crises, and its long-term presence, which has cultivated high levels of trust and continuity.

However, early implementation in Phase Two was constrained by a narrow focus on export-oriented commodities, which limited attention to domestic supply systems. This orientation reduced program relevance in general, but particularly for smaller island states (SIS), where agricultural exports are limited and food security, climate adaptation, and import substitution represent more pressing needs. More recent programming in SIS is more adaptive with approaches in Kiribati and the Cook Islands now being more responsive to their specific contexts. The program's regional contribution — supporting Pacific quality standards, pest surveillance systems, and policy alignment under Pacific Agreement on Closer Economic Relations (PACER) Plus — has been important, although partnerships with regional institutions such as The Pacific Community (SPC) and Pacific Islands Forum Secretariat (PIFS) remain under-utilised.

Effectiveness

The PHAMA Plus program has demonstrated strong progress toward its End-of-Program Outcomes (EPOOs), particularly since 2023. Following an internal process of strategic recalibration that enhanced program presence at country level, the program now has momentum and is achieving tangible outcomes in export performance, biosecurity capacity, and innovation uptake. By mid-2025, PHAMA Plus had supported 8,824 households to increase income and enabled over 11,000 farming households to adopt improved practices. The program has generated measurable income gains and export growth, particularly in Fiji, Tonga, and Vanuatu where businesses such as Lami Kava, Kaiming Agro-Processing, Nishi Trading, and Gaston Chocolate have expanded export capacity and introduced new production technologies, and increased their emphasis on women's employment and empowerment.

The evaluation found that the systems approach envisaged under the design was initially poorly understood and unevenly applied. Early interventions were often fragmented and technology-driven rather than driven by a systemic vision. Since 2023, intensive support from the Technical Advisory Group (TAG), the introduction of Technical Support Missions (TSMs), and strengthened country teams have led to a clearer articulation of system-level strategies and improved consistency in approach. Sectors with sustained engagement—such as Vanuatu cacao and kava—now demonstrate credible signs of systemic change, including improved coordination between public and private actors, stronger quality standards, and increased producer returns. Conversely, sectors with shorter-term or scattered firm level support, such as Fiji's ginger or Tonga's root crops, have yet to realise system-wide transformation. Progress – or lack thereof – was not only driven by implementation challenges, but by the breadth at which the program has had to work with finite resources.

Efficiency

Overall, PHAMA Plus represents good value for money. Joint Australian–New Zealand funding and co-investment from private partners (\$4.2 million AUD cumulatively) have leveraged additional resources through cost-sharing that has helped advance local ownership. Governance structures, notably the Program Coordinating Committee (PCC) and the TAG, have provided effective oversight and quality assurance. However, overall, the program has been hampered by high staff turnover, centralised management, and uneven technical capacity at country level. Following the mid-term review, steps were taken across Phase Two to address these issues. The recent appointment of a new Team Leader able to more clearly embrace the design intent, has served to reinforce and highlight the value of strong leadership. The transition from a Program Management Unit (PMU) to a Program Support Unit (PSU) model and the decentralisation of some technical expertise has also improved efficiency and responsiveness, and

enhanced the program's traction and profile at country level. However, the program is spread thin. Resource distribution across nine countries continues to stretch program capacity, occasionally limiting depth of engagement and the potential for transformational change in individual sectors.

Sustainability

Sustainability features are emerging, though uneven. PHAMA Plus's long-term relationships and incremental approach have enabled the consolidation of systemic changes in select sectors. The Vanuatu cacao industry exemplifies this, with PHAMA Plus facilitating a shift toward higher-value specialty markets, strengthening certification systems, supporting innovation such as solar dryers, and catalysing improved government–industry coordination. These changes are expected to endure beyond program closure, provided local capacity continues to be supported. Elsewhere, sustainability remains less certain due to continued reliance on PHAMA Plus facilitation and insufficient private investment. Building robust business cases for innovation and improving access to finance are critical for ensuring lasting impact and scalability.

Gender Equality, Disability, and Social Inclusion and Climate Resilience

The program's GEDSI strategy, developed in 2022, is built around four drivers of inclusion—addressing adverse norms, strengthening voice, changing business culture, and building access to assets. Implementation has strengthened markedly since 2023, with inclusion now mainstreamed across interventions and reflected in partnership agreements. Significant achievements include gender-inclusive employment and workplace policies with Nishi Trading (Tonga) and Kaiming Agro-Processing and Road King Farms (Fiji), as well as research partnerships with the National University of Samoa on household farming dynamics. The Family Farm Team (FFT) model has also shown significant potential in promoting inclusion by raising awareness of different household members contribution to the family farming enterprise. Unfortunately the model remained relatively dormant during Phase Two despite encouraging signs having emerged early on in Phase Two. Disability inclusion, whilst initially limited, has advanced through collaboration with the Pacific Disability Forum and new practical guidance on disability-inclusive agriculture. The program has also increased attention to climate resilience by supporting innovations that reduce labour, waste, and vulnerability—such as solar dryers and improved post-harvest handling—but further integration with broader resilience programming is needed.

Advocacy, Influencing, and Regional Coherence

The PHAMA Plus program plays an important role in regional policy advocacy and knowledge sharing. It has contributed to regional trade standard harmonisation, including the Pacific Codex Kava Standard, and has supported collective biosecurity surveillance across Fiji, Tonga, and Samoa. The program's trusted relationships with governments have strengthened national agricultural policy processes and demonstrated value during crisis responses to natural disasters and disease outbreaks. While PHAMA Plus's visibility and credibility are high, opportunities remain to more systematically document and disseminate learning across the region. Enhanced collaboration with regional organisations could magnify influence and ensure sustainability of results beyond 2026.

Conclusions

Phase Two of PHAMA Plus has delivered credible achievements across relevance, effectiveness, and efficiency criteria, and has progressively evolved into a mature and adaptive Aid for Trade mechanism. Its strongest performance has been achieved where the program has maintained continuity, deepened

engagement, and applied a genuinely systemic approach. Although early design ambiguity and staffing challenges limited initial momentum, the program now demonstrates clear pathways to market system transformation and growing local ownership. The longevity of Australian and New Zealand engagement through PHAMA and PHAMA Plus has positioned both governments as trusted partners in Pacific agricultural development and trade reform.

Summary of Recommendations

In this section key recommendations are numbered in alignment with where the evaluation finding underpinning the recommendation is located in the report. Full Recommendations in full are listed at the end of the report.

Recommendation One: Ensure future programming in the agricultural trade landscape is not constrained by a purely export focus, and has the opportunity to work holistically within target sectors.

Recommendation Two: Moving forward, more deliberate attention and resourcing should be directed towards supporting (or establishing) regional, sectorally focused Working Groups that act as a centrepiece for knowledge sharing around the region, while also respecting regional architecture and locally led initiatives through entities such as SPC and PIFS.

Recommendation Three: Any future agricultural program should take an explicitly sector-wide focus and look beyond individual firms. Program activities should begin with research and analysis of sectors that directly provide an initial vision for positive, inclusive and realistic change and an initial strategy to achieve that change. Finding partners willing to collaborate and try new things that could lead to sustained, inclusive changes should follow, not precede, vision and strategy. Interventions with partners should be ultimately aimed at improving the whole sector, not just the partner's domain. Partnerships might be with individual businesses but must embody a vision for sector wide change, with management of the approach needing to be adaptive.

Recommendation Four: Any future program seeking to support agriculture and food security across the Pacific should be multi-country in nature, take a systems approach, and establish country teams in every country it works in. The minimum country team size in the smallest countries should be 3 people – comprising management, systems, Monitoring and Results Measurement (MRM) and inclusion capabilities, with a specialist 'bent' dependent on local priorities – with a minimum activity budget of \$200k per year. Each country team's focus (and specialist 'bent') would be determined by host government and D/MFAT priorities and mindful of other ongoing programs – for example agricultural productivity or exports or biosecurity or food security and/or nutrition for example – that would be subjected to a systems analysis leading to a vision, strategy and partnerships/ interventions (with public, private or civil society actors). Having one 'agricultural' program in each country would alleviate and eliminate program coordination challenges over time and reduce the multiplicity of programs for posts to monitor. With potentially one contractor, and one supporting 'hub' whose primary function would be to support high quality systems analysis, action and learning in each country, the quality of in-country activity would be maintained at a high level. Key technical advisers would be spread across country teams, with the expectation of substantial travel. A TAG to support D/MFAT's oversight and improvement of the program could add further value.

Recommendation Five: Given the importance of BQS issues across the Pacific, and the scale of the challenge, a future program should assess current and future BQS needs against the array of ongoing support programs, and devise how best to fill gaps in the short term, but also with a longer term view of how to build better, more relevant and responsive BQS systems across the Pacific. A potentially separate program - closely linked to a BQS system building effort – should be responsible for supporting biosecurity emergency responses.

Recommendation Six: Future programming should consider including an agri-tech focus recommendation, conducting careful analysis of all potential agri-tech opportunities and constraints and making strategic choices about the feasibility of addressing those constraints before intervening. Testing and introducing new agricultural technologies are a valid program activity but must include a robust analysis of the business case for the technology alongside a holistic analysis of the system into which the technology is being introduced, including farmer awareness and demand for the technology, the availability of appropriate financing and other issues known to affect adoption.

Recommendation Seven: Any future program should identify where private extension models may be appropriate to help address supply chain challenges, and pilot these with willing private partners.

Recommendation Eight: Further progress focused research on the Family Farm Team model to determine lesson learned in the context of PHAMA Plus, and also how it can best be applied in future programming on the agriculture and trade landscape.

Recommendation Nine: Any future program should ensure that robust Monitoring, Evaluation, Research, and Learning systems are in place early, and appropriately structured to capture the necessary qualitative and quantitative data necessary for adaptive management. D/MFAT managers should conduct a formal, externally-supported assessment during the second year of program implementation to verify that these systems are in place and functional, clearly and broadly understood, and with appropriate incentives for all staff to fulfill them.

Recommendation Ten: Continue to tie off current programming – with TAG support – in ways that will ensure momentum can be maintained by successor programming.

Recommendation Eleven: Ensure clear and dynamic coordination of different programming efforts in SIS with the aim of ensuring synergies between different programs.

Recommendation Twelve: Future programming should work to more fully institutionalise GEDSI as a core feature of agricultural market system development, recognizing the need for constant engagement and progression of issues of inclusion, dedicated GEDSI capacity, measurable inclusion targets, and inclusive business practices within all partnerships and sector strategies if women and people with disabilities actively participate in, and benefit from, agricultural trade and innovation

PHAMA Plus Overview

This section summarises key details about the PHAMA Plus program, its scope, locations, program objectives and structure as well as governance and key mechanisms.

Introduction

The Australian Department of Foreign Affairs and Trade (DFAT) has commissioned an independent evaluation of Phase Two of the Pacific Horticultural and Agricultural Market Access Plus (PHAMA Plus) program. The program is jointly funded by the Australian and New Zealand governments through DFAT and New Zealand's Ministry of Foreign Affairs and Trade (MFAT). PHAMA Plus represents a significant redesign of an earlier program known simply as PHAMA which was funded by Australia and ran from 2011-18, with New Zealand becoming a co-contributor in 2016.

PHAMA Plus is one – and the largest – of several current Australia and New Zealand investments related to trade promotion, and export development in the Pacific agriculture sector. The program will conclude June 30, 2026.

About PHAMA Plus

The PHAMA Plus program is implemented across nine Pacific countries (Cook Islands, Fiji, Kiribati, Niue, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu) and also operated in (Papua New Guinea) PNG until June 2024.

The first phase of PHAMA Plus ran from September 2018 - June 2022 with a mid-term review (MTR) undertaken and finalised in January 2022. The entire PHAMA Plus investment across both phases totals around \$63.9 million AUD. DFAT and MFAT have made respective contributions of \$39.9 million AUD and \$24 million AUD. The second phase of PHAMA Plus is valued at \$25.6 million AUD.

The program is managed by DFAT's Regional Suva Program in collaboration with the Pacific Regional Trade and Private Sector Section as well as DFAT Pacific posts. As co-funder, MFAT is a collaborator and contributes to governance, key program management decisions and deliberation related to the program's strategic direction. PHAMA Plus is implemented across all countries by Managing Contractor, DT Global.

Program objectives and structure

The PHAMA Plus goal is to **'contribute to improved economic growth and improved rural livelihoods of Pacific households'**. The program works towards three end-of-program outcomes (EOPOs):

1. **Support for improved exporter performance** – 'Women and men producers and exporters use maintained and new export market access for Pacific export products'
2. **Support for market access and strengthened biosecurity systems** – 'Women and men staff of Pacific biosecurity authorities perform their export market access facilitation and biosecurity functions better and build a cadre of evidence-based knowledge and information to support Pacific trade, and to protect Pacific households, exporters, and trading partners from the impact of biosecurity emergencies'

3. **Support to supply-side innovation** - 'Women and men exporters, processors and producers adopt quality and productivity enhancing and climate-resilient innovations for their export products and share experiences to improve collective knowledge and understanding of markets and extend know-how'

Sixteen key performance indicators were developed based on the program logic model. These are used to monitor the progress that the program is making towards its three EOPOs and goal. All intervention results are aggregated on the basis of the KPIs, with KPIs used to monitor progress at each of the three levels of change (i.e. market system, change, improved market performance and income change).

Refer to Annex One: Key PHAMA Plus Performance Indicators

The core intent of the program has been to work with both public and private sectors to strengthen capacity and build the systems needed to meet agricultural export market requirements. Increasingly drawing on Market Systems Development (MSD) approaches, PHAMA Plus has mapped systems and facilitated partnerships with a broad cross-section of strategically identified (public and private) market actors that have potential to leverage systemic change. This has included partnerships with government agencies, regulators, research institutes, aggregators and export-oriented businesses.

Through identification of interested market actors, PHAMA has been able to seed innovations contributing to productivity and profitability gains, grown export performance, and promoted social inclusion, environmental responsibility and climate resilience. As Figure 1 illustrates, PHAMA Plus work has been broad and diverse.

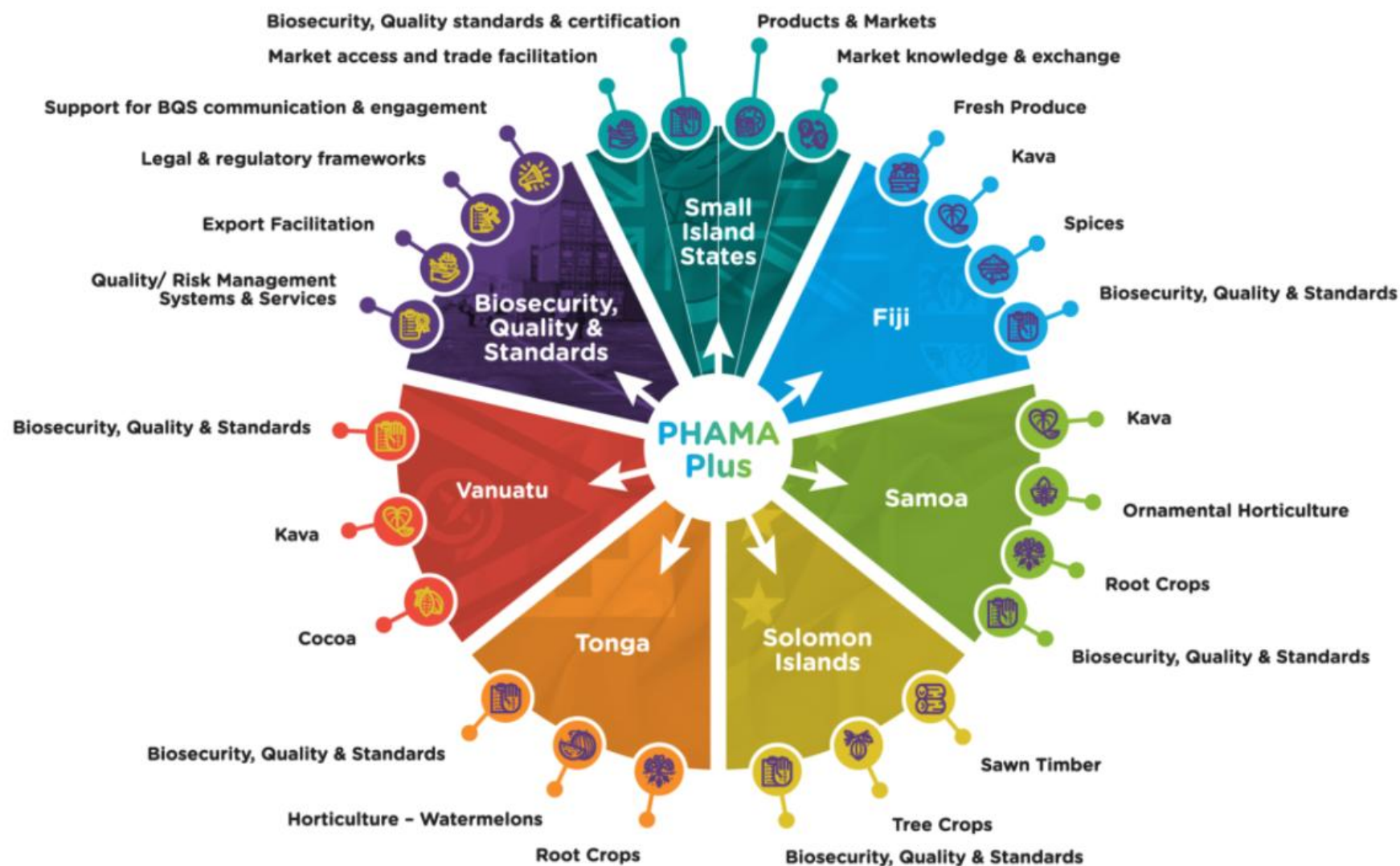


Figure 1. PHAMA Plus Phase Two areas of work by country and sector. A text version of this infographic is available in Annex Five: Accessible Text for Report Images

Governance and key mechanisms

The program is governed by a Program Coordinating Committee (PCC) made up of representatives of participating countries, DFAT and MFAT. It meets annually, informs program direction and ensures interventions are relevant to national priorities and the context of individual commodities.

The original PHAMA program established Market Access Working Groups (MAWGs) and, subsequently, Industry Working Groups (IWGs) and Task Forces to help set priorities and guide strategy. MAWGs were originally established to bring together private sector and government actors to consider the issues of market access from a national perspective. IWGs emerged from lessons learned in relation to the limitations of MAWGs, and recognition that there was a need for more grounded sector-based coordination if the complex, often technical issues confronting market access were to be resolved. In addition, special, focused Task Forces have been formed to address short to medium term sector issues.

The performance of MAWGs and IWGs has been uneven, with questions of the sustainability of some being of major concern whereas others seem well placed to continue beyond PHAMA Plus. An ongoing tension is that while government capabilities would benefit from ongoing strengthening, having these functions embedded in long term locally-owned structures is an important and positive step towards sustainability.

It's also noted that some IWGs were single issue focused and appropriately ceased once they had resolved their particular issue. It is also noted that PHAMA Plus did not institute ongoing MERL processes for these groups and hence has limited understanding of their real-time effectiveness. Assessing the current status and contribution of both mechanisms was therefore an important line of inquiry of the evaluation, including their effectiveness in achieving their objectives and their potential of being sustained beyond the life of PHAMA Plus, where desired.

The Technical Advisory Group (TAG) has been another important contributor to PHAMA Plus' evolution, providing expert guidance and technical support to enhance the program's effectiveness. The Evaluation Team note that the TAG has been considerably 'hands-on' during Phase Two of PHAMA Plus and acknowledge the substantive and important contributions they have made to PHAMA Plus' growing effectiveness.

Evaluation Purpose, Scope and Methodology

This section summarises the purpose, context, scope, limitations and methodology of the evaluation process undertaken to create this report.

Purpose of the evaluation

The evaluation aimed to capture key lessons and recommendations relevant to future programming on the landscape of agricultural development and market access across the Pacific. It was to assess performance against the program's core objectives, while also considering the efficacy of efforts to address and advance climate resilience, gender equality, disability and social inclusion outcomes.

The two key objectives of the evaluation are to:

1. Ensure accountability – by providing stakeholders (DFAT including Pacific posts and OTP program managers, MFAT, DFAT and MFAT Pacific posts, Australian Department of Agriculture, Forestry and Fisheries (DAFF)) with an independent assessment of the effectiveness and efficiency of PHAMA Plus;
2. Undertake an assessment of future opportunities – to provide DFAT, MFAT and other key stakeholders with analysis, options and recommendations for future Australian and New Zealand support to agricultural development and trade in the Pacific.

Evaluation context

The evaluation occurred one year out from the end of the four-year implementation period and follows on from a mid-term review completed in early 2022.

An important element of the evaluation was to make sense of variable performance across different countries, and to compare approaches and results in larger, medium and smaller Pacific island states. The program is also expected to consider opportunities in terms of regional development and programming in agriculture development, noting that the bulk of the PHAMA Plus countries have similar export baskets and target similar markets.

There was also a need to consider program performance and countries where there has been a significant shift in programming circumstances, such as PNG where programming ceased in 2024, and the Solomon Islands where programming has significantly reduced as the DFAT Post in Honiara determined the existing Strongim Bisnis program was better placed to continue PHAMA Plus' work.

Another area of consideration was the degree to which the program has collaborated effectively and efficiently with other programs working in agriculture and trade, especially those that are DFAT and/or MFAT funded, such as the Market Development Facility (MDF), Business Link Pacific (BLP), Pacific Trade and Invest (PTI) and the PACER Plus implementation unit (PPIU). Assessments of PHAMA Plus' work with the Australian Department of Agriculture Forestry and Fisheries (DAFF) and the Ministry of Primary Industry (MPI) in New Zealand will also be made.

Evaluation limitations

Limitations of the review included:

- The breadth of PHAMA Plus programming meant that the Evaluation Team was only able to experience first-hand a relatively small proportion of the program through field visits to Fiji, Tonga and Vanuatu. Furthermore, the Fiji visit was time constrained and largely focused on time with the PHAMA Plus team. While remote consultations were undertaken in other countries, it is inevitable in a program as diverse as PHAMA Plus that there will be an exception to every finding. As much as possible, the Evaluation Team has worked to reflect the diversity of the program, including acknowledgement that uneven performance is to be expected in a program with so many different activities and contexts in play.
- Scheduling and contracting issues restricted participation of the Evaluation Team's Market Systems Specialist who was only available to travel to Fiji. This reduced the overall contribution of the Market Systems Specialist and his longstanding experience working in the MSD field. This was addressed to an extent through close engagement between the MS Specialist and the Team Leader in terms of testing and critiquing findings.
- While the Evaluation Team spoke with personnel currently involved in implementation, such was the churn of staff during the program that there many personnel with prior knowledge of the program who were not consulted. This potentially restricted the degree that the evaluation was able to fully understand challenges that the program encountered – especially in the first half of Phase Two.
- A finding of the evaluation – that clear documentation of approaches was limited in the early period of Phase Two – was also a limitation since it denied the Evaluation Team a clear roadmap against which to assess 'system strengthening' performance. This was addressed as best as possible through consultations with key informants at country level aimed at understanding their history of engagement of the program. The Evaluation Team also worked with PHAMA Plus management when in Fiji to understand the complex back story to the program.
- The evaluation scope meant that detailed evaluation of the performance of each sector in each country was not possible. The report focuses on aggregation of findings and assessment of the whole program, according to the agreed evaluation criteria. The evaluation also draws on secondary data provided by the PHAMA Plus team.

Methodology

The evaluation Terms of Reference set out the key evaluation questions (KEQs) as shown in Table 1. During the evaluation planning process, the evaluation team prepared sub-questions under each KEQ to provide further granularity to each area of inquiry. **Refer to Annex Two: Key Evaluation Questions and Sub-Questions**

Table 1. Key Evaluation Questions

Criteria	Key evaluation question
Relevance (KEQ1)	To what extent is PHAMA Plus relevant to context and in alignment to market opportunities?
Effectiveness (KEQ2)	Is PHAMA Plus achieving its desired outcomes, specifically regarding progress towards its EOPOs and MRM indicators?
Efficiency (KEQ3)	How efficiently has PHAMA Plus used and distributed its resources?
Coherence (KEQ4)	How well positioned is PHAMA Plus to influence the actions of key stakeholders and affect systemic change?
Sustainability (KEQ5)	To what extent are PHAMA Plus outcomes sustainable?
Future Programming Options (KEQ 6)	What options exist for future growth and programming?

While the evaluation was tasked with focusing on the second phase (July 2022 to September 2025), the approach undertaken was premised on the perspective that the Phase Two story cannot be clearly understood or told without clear understanding of program performance and issues of the first phase, as well as an appreciation of programming in the original PHAMA. The need for this holistic understanding was underscored early in the evaluation process given that many of the most significant relationships maintained today by PHAMA Plus date back to the earliest stages of PHAMA, with partners inevitably viewing performance more through the lens of the sustained, iterative support that they have enjoyed from Australian and New Zealand funding over a 15-year period, than they do any particular phase. Accumulated results are also significant, with many Phase Two results tracing back to work in Phase One or the original PHAMA (while noting that PHAMA Plus reporting against EOPOs is Phase Two specific).

The evaluation also worked to assess responsiveness of the program to the recommendations of the MTR, which were highly significant in terms of fine-tuning and modifying, refining and helping clarify the approach originally articulated in the PHAMA Plus investment design document.

The evaluation approach utilised a mixed methods, systems-based approach reflecting the need to consider the PHAMA Plus contribution to systemic change from multiple angles. The proposed methodology was refined following initial (virtual) key informant interviews (KIIs) with the PHAMA Plus leadership team, the Evaluation Reference Group (ERG), and a light touch literature review of key documentation, including the Investment Design Document, Monitoring and Results Measurement (MRM) manual, the MTR, reports of TAG and Technical Support Missions as well as periodic reporting.

A process of stakeholder mapping was undertaken to identify key actors within the program and across the region. A purposive sampling approach was taken to ensure the evaluation team gained sufficient coverage across the different domains and across public and private sector organisations, recognising that activities and progress vary by country and commodity. An Evaluation Plan was prepared in June proposing countries for fieldwork. This was approved by the ERG ahead of field work commencing later in June.

The main data collection phase involved a more in-depth review of relevant literature and further remote KIIs. Fieldwork occurred over three phases with an initial visit to Fiji by the whole evaluation team to meet with the PHAMA Plus Program Support Unit (PSU), as well as the Fiji Country Team. Further fieldwork was undertaken in Tonga and Vanuatu, with a proposed visit to Kiribati cancelled days out from commencing due to an inability to secure meetings and the non-availability of key stakeholders. It was initially proposed to include Samoa in the fieldwork schedule, but that was abandoned due to an election being called in Samoa. An in-person debriefing occurred with the DFAT team in Suva. Aide memoires were prepared after each of the three field visits and presented in online workshops to the ERG for feedback.

Across the evaluation process, the evaluation team undertook 90 individual meetings and met with a total of 126 key informants¹. **Refer to Annex Three: PHAMA Plus Evaluation Key Informant Interviews.**

The evaluation has therefore received input from a very broad cross-section of program stakeholders, whose experience of PHAMA Plus varied from recent and limited, to longer-term and detailed. While all interviewees had their own unique perspective of program performance, there were common themes that emerged and the report that follows aims to synthesise that input and document findings that best capture the overall performance story, while also presenting points of view that differ from the general consensus.

¹ Only those who substantively contributed to a meeting are included in this calculation. Some key stakeholders were met on multiple occasions. However, key informants met more than once are only counted once.

Evaluation Findings

This section presents key findings and supporting evidence for areas of enquiry outlined in the Evaluation Questions above at Table One. Each section includes not only findings from multiple sources, but also key insights and related recommendations.

To what extent is PHAMA Plus relevant to context and in alignment to market opportunities?

Alignment with current country needs and priorities

The objectives of PHAMA Plus strongly align with Pacific, Australian and New Zealand priorities. The rationale and strategic intent that underpins PHAMA Plus is widely acknowledged by both public and private sector stakeholders as being highly relevant to the economic development ambitions of the South Pacific region. Agriculture is important for economic, livelihood and resilience reasons across the Pacific, and obviously significant in terms of food security. By working with market system actors to strengthen economic development, employment, trade and the development of export markets, PHAMA Plus has performed a widely valued role. The program's work in bio-security, climate adaptation, and disaster resilience and response has positioned PHAMA Plus as a broad and potentially holistic vehicle to address complex development challenges.

The PHAMA Plus program is closely aligned with Pacific government priorities which is key to securing governments' commitment and co-investment. Economic diversification, agricultural trade and export growth, and enhancing resilience are central themes common to the national development plans (NDPs) of most Pacific Island countries (Table 2). The Fijian Deputy Prime Minister's personal involvement in the conception, promotion and progression of a Commercial Agriculture Task Force modelled on the PHAMA Plus' industry working group approach is just one example of such synergy.

Table 2. PHAMA Plus alignment with Pacific Island country National Development Plans

Country	National Development Plans	Agriculture and export-growth focus
Papua New Guinea	Medium Term Development Plan IV (2023 to 2027)	Targets increased agriculture production and exports as a pillar of non-resource growth; aims to double exports revenue through cash crops and value-adding.
Fiji	5-Year & 20-Year National Development Plan (2017 to 2036)	Identifies agriculture as a key driver of inclusive growth, with actions to expand high-value crops, promote agro-processing, and strengthen export markets.
Samoa	Pathway for the Development of Samoa 2021 to 2026	Commits to revitalising agriculture for food security and exports, supporting value-chain development for cocoa, coconut products, and taro.
Vanuatu	Vanuatu 2030 – The People's Plan (NSDP)	Economic pillar calls for increased production and exports of primary products and stronger agro-processing to create rural jobs.
Solomon Islands	National Development Strategy 2016 to 2035	Strategic objective one calls for sustained and inclusive economic growth, including expansion of commercial agriculture and agriculture-based exports.

Country	National Development Plans	Agriculture and export-growth focus
Tonga	Tonga Strategic Development Framework II (2015 to 2025)	Prioritises agriculture diversification, revival of export crops (vanilla, squash, root crops), and agro-processing for export earnings.
Cook Islands	National Sustainable Development Agenda 2020+	Calls for strengthening agriculture and marine resources to improve food security and generate export income.

PHAMA Plus represents an important vehicle for Australian and New Zealand public diplomacy across the region. Since its inception, PHAMA Plus has been implemented in a rapidly evolving geopolitical context in the Indo-Pacific that has seen increasing levels of development assistance being directed towards the region, including the more prominent presence of China and the return (and then departure) of US development assistance programming. Amidst this, both Australia and New Zealand have increased development assistance to the region. PHAMA Plus programming reflects the ambitions of Australia and New Zealand to be the trusted partner of choice to Pacific Island countries (PICs). Furthermore, PHAMA Plus is a leading example of joint funding by Australia and New Zealand combining to address issues of agricultural trade that are of relevance to their own economies as well as those of participating Pacific Island states. Joint funding is also intended to create efficiencies and reduce the administrative burden of partners, thus contributing to locally led development.

While designated as a multi-country program, the second phase of PHAMA Plus has added another string to the bow of Australian and New Zealand Development assistance programming through its increased devolution to the country level. This move has been valued by host governments and High Commissions. However, appreciation for this additional programming varies, with some High Commissions already seriously stretched by their existing bilateral programming (e.g. Vanuatu) whereas others (e.g. Tonga) viewing PHAMA Plus as a vitally important component of their country portfolio.

Notably, PHAMA Plus' diplomatic relevance is also seen through the lens of responses to biosecurity crises (e.g. African Swine Fever in PNG) and disaster response (e.g. Tonga's eruption, Vanuatu's earthquake and cyclone), as well as being a statement of long-term commitment to supporting complex economic transformation. Furthermore, PHAMA Plus' longevity – PHAMA Plus is widely seen as a continuation of PHAMA which started in 2011 – is viewed by PICs as diplomatically relevant in and of itself. Programming continuity has not only enabled strong relationships to establish and sector engagement to deepen, but 'staying the distance' also carries diplomatic relevance, positioning Australia and New Zealand as trusted partners committed to sustained engagement on complex and deeply entrenched challenges

A less rigid export focus would have enabled greater relevance to Pacific needs. Whilst expanding and consolidating agricultural export markets is undoubtedly of value, this focus initially restricted the program to engaging with a very limited portion of the commercial agriculture system. Inevitably, only a few producers operate to meet niche export requirements. Furthermore, sector selection criteria inevitably led to a focus on existing commodities and crops with existing market pathways. This approach distanced the program from most producers who were producing for the domestic market and subsistence needs and not able to envisage or navigate a pathway towards exports.

The Evaluation Team noted multiple contexts where local supply limitations had constrained export growth (e.g. cacao in Vanuatu, watermelon and root crops in Tonga and Samoa, and kava throughout the region) suggesting an unmet need to address supply-side issues related to the complex challenge of farming enterprises transitioning from semi-commercial to more fully commercial operations. Further, very few of PHAMA Plus' exporting partners were actively involved in providing extension support to their producers to help them meet export standards (with Nishi Trading in Tonga a notable exception). Over time, PHAMA Plus has identified these constraints through its monitoring efforts, and increased support – to the extent possible within resourcing constraints - to encourage aggregators to more proactively and dynamically engage those producers motivated to produce at the quantity and consistency and quality standards required by export markets.

The program's export focus also naturally gave prominence to commodities such as kava and cacao with exciting market opportunities. This de facto reduces attention on crops, sectors and issues most relevant for food security, nutrition and domestic growth - challenges of special relevance to small island states (SIS), but also relevant to the Pacific more broadly in the context of climate impacts and changing labour market dynamics. The Evaluation Team concluded that a broader focus on agriculture market systems, to include import substitution and wider food security and food sovereignty opportunities, would have increased perceptions of programming relevance – while noting that such approaches were not easily accommodated within the constraints of the design

Recommendation One: Ensure future programming in the agricultural trade landscape is not constrained by a purely export focus, and has the opportunity to work holistically within target sectors.

Agricultural production is an important driver of economic growth, livelihoods, food security and climate resilience across the Pacific, whereas agricultural exports are only a tiny fraction of agricultural production and trade. Currently, supply side issues are compromising the potential for export growth with PHAMA Plus already spread too thin to be able to delve into the wider challenges in the supply chain. Programming capability to adapt holistically to a sector context will be important in terms of progressing opportunities to strengthen the foundations of Pacific commercial agriculture.

The variable functionality of the MAWGs and their offshoots sometimes diminished relevance. Whilst the MAWGs and resultant IWGs and Task Forces are a well-conceived governance mechanism to elicit genuine and practicable priorities for PHAMA Plus assistance, unsurprisingly their performance in terms of generating clear, actionable priorities has varied. The Evaluation Team learned of cases where internal group dissonance meant that no clear priorities were discernible, or follow-up actions were weak, or where collaboration was extremely problematic. This inevitably created challenges for PHAMA Plus in terms of getting clear guidance on where to focus efforts most relevant to the country concerned. Lack of any effective monitoring of group function, health, and relevance also lessened PHAMA Plus' ability to assess and respond to evolving needs.

PHAMA Plus' breadth is both a strength and a weakness to relevance. PHAMA Plus has programmed in multiple sectors across 10 different countries, each with their own unique contexts and opportunities, while also facilitating regional and multi country collaboration. This extraordinary breadth has inevitably limited the depth of engagement and the likelihood of achieving broad and lasting system changes. The Evaluation Team concludes that while PHAMA Plus' breadth ensured presence, visibility, and traction across a broad cross-section of value chains and helped to satisfy bilateral expectations, it inevitably stretched the

program thin. This contributes to interventions within a sector often seeming isolated, disconnected and lacking the ‘critical mass’ necessary to build momentum for wider sectoral changes; this can lead observers to question PHAMA Plus’ relevance. Program success in the cacao and kava sectors in Vanuatu demonstrates the point; namely where adequate resources were focused and strategically distributed over a sustained period of time, strong traction was achieved and high levels of relevance and satisfaction were expressed by participants. It’s also noted in the context of Vanuatu that staff retention and the appointment of a manager who was well connected across government and maintained strong relationships with a broad cross-section of stakeholders was a significant contributing factor to success in that country.

By becoming well informed through sustained engagement in a realistic portfolio of two priority sectors (instead of three or more), the program in Vanuatu has achieved a critical mass of programming that has strong buy-in from key public and private sector stakeholders and a shared vision regarding future needs and opportunities. The importance of this ‘critical mass’ dynamic has been increasingly recognised by the PSU over the course of Phase Two. As such, the TSM can be seen to have been effective in consolidating strategic portfolios and that where this has been adopted consistently (e.g. Vanuatu and early progress in Samoa and Tonga) relevance is improving, whereas in places like the Solomons and Fiji, strategies remain dissipated or inconsistent.

Regional approaches versus multi-country approaches

PHAMA Plus adds regional value through the extent of its multi-country programming efforts, even though it does not have dedicated funding directed towards regional learning, collaboration or outcomes. As a region wide program, PHAMA Plus is well placed to assist on cross-boundary issues critical to agricultural growth and exports. It is also able to support important regional institutions such as Pacific Islands Forum Secretariat (PIFS) and The Pacific Community (SPC).

While there have been regional achievements, these by necessity have been implemented opportunistically, as a value-add to the core PHAMA Plus remit, and built up from the multi-country approach rather than through a dedicated regional approach.

The priorities for where PHAMA Plus has invested in regionally focused activities have been informed by the relationships that the program maintains with development partners, including the Australian Centre for International Agricultural Research (ACIAR), Australian Department of Agriculture, Fisheries and Forestry (DAFF), Commonwealth Scientific and Industrial Research Organisation (CSIRO), New Zealand’s Ministry of Primary Industries (MPI), United Nations Food and Agriculture Organization (FAO), Forum Fisheries Agency, SPC, Pacific Trade Invest (PTI) Australia and New Zealand, World Bank, and others - at regional and country levels. By virtue of its longevity, networks, technical expertise and geographic reach, PHAMA Plus has played an important role as a coalition builder and in supporting knowledge sharing across the region. However, many of these partners suggested that there was greater potential for PHAMA Plus to have played a stronger role in regional collaboration.

Examples of regional initiatives supported or led by PHAMA Plus include:

- Regional quality standards, such as Pacific Codex Kava Standard Development which enabled Fiji and Vanuatu to export dried kava to the European Union, and Tonga and Samoa to maintain access to Australia and New Zealand by providing a recognised food-safety framework.

- Regional surveillance networks, focused on fruit fly trapping and data-sharing systems that helped allow Fiji, Tonga and Samoa use shared trapping data to negotiate collective market access to New Zealand for mangoes and breadfruit, reducing the need for individual bilateral testing.
- Trade policy alignment, by providing regional training for trade officials and regional representatives (e.g. PIFS) in relation to biosecurity certification and market access requirements to align with PACER Plus.
- Collaboration with key regional institutions on issues of common importance, such as partnering with SPC's Land Resources Division on pest surveillance networks and development of export protocols.
- Knowledge sharing and research activities with Council of Regional Organisations of the Pacific agencies, such as the project on solar desalination unit in Tonga, with the Australian National University
- Partnering with other projects such as the Australia Pacific Climate Partnership, collaborating with Plant and Food Research New Zealand with their Climate Smart Pacific Food Systems project.
- Development of an Inclusive Agribusiness Guidance Note, prepared in collaboration with the Pacific Disability Forum and their regional network of OPDs,

Through PHAMA Plus' engagement, all these initiatives have had some level of integration of cross-cutting issues of GEDSI and ECR, and also benefit from data and evidence generated through monitoring, evaluation and learning (MEL) processes.

It is also noted that many of these regional initiatives are BQS related, but that there has been process for ongoing monitoring and evaluation of these forms of support, which contributes to a context of anecdotal successes rather than clearly documented systemic impact.

PHAMA Plus' multi-country approach has created opportunities for lesson-sharing. A key advantage of PHAMA Plus' structure is its geographical presence in multiple countries with some core staff performing cross-program roles. This creates opportunities for lessons and insights from one geography, or relatively advanced sector, to be shared across many locations, or with emerging sectors. PHAMA Plus has done this successfully on several occasions, for example:

- Facilitating a visit by the Tongan Kava Taskforce to Vanuatu to meet with key actors and experience a vastly more advanced market system
- Facilitating links between cocoa quality testing authorities in Vanuatu, the Solomon Islands and PNG to share lessons learned, protocols and capacity on fermentation, drying and taint-free grading, across the region.
- Building links between Fiji and Kiribati, augmented by support to the Kiribati customs department aimed at overcoming barriers that currently discourage agricultural exporters in countries such as Fiji viewing Kiribati as a viable export opportunity.

While these examples have proved valuable, the Evaluation Team felt there was scope for greater knowledge management and knowledge sharing around the region. Country stakeholders often voiced interest in exposure visits and study tours that enable key actors from emerging sectors to observe more advanced settings, as well as frustration in trying to access information from other settings. Notably, this situation has improved since PHAMA Plus staffing has been beefed up at country level.

Recommendation Two: Moving forward, more deliberate attention and resourcing should be directed towards supporting (or establishing) regional, sectorally focused Working Groups that act as a centrepiece for knowledge sharing around the region, while also respecting regional architecture and locally led initiatives through entities such as SPC and PIFS.

The PHAMA Plus modality of IWGs has been generally successful and appears to be an important sustainability mechanism. Moving forward, more deliberate attention and resourcing should be directed towards facilitating the establishment of regional sectorally focused WGs across key sectors. Knowledge management, sharing and dissemination across the region is currently inadequate, especially in sectors of regional interest such as kava and cacao are both currently undergoing major transformation.

Relevance to smaller Pacific Island Countries

Small Island States (SIS) face unique and complex challenges: very small populations, limited human and fiscal resources, extreme isolation, infrastructure constraints, and the existential threat of climate change.

From a practical perspective, including SIS in a multi-country program makes sense. It enables bilaterally delivered activities to be supported regionally for economies of scale, ensures access to technical expertise, and creates opportunities for cross-learning and trade linkages between countries with similar contexts, and strengthens efforts to manage biosecurity risks across the region. However, agricultural exports are generally neither a priority nor a realistic prospect for SIS, which makes PHAMA Plus's export focus less relevant. A program focused on domestic agriculture market systems, food security, biosecurity and nutrition delivered through a variety of tools and modalities would likely be more applicable.

Stakeholders are largely aligned in recognising that SIS do not fit neatly within PHAMA Plus's current program logic. Nonetheless, the program has adapted by exploring approaches suited to SIS's distinct challenges around trade, exports, biosecurity and food security. For example, PHAMA Plus is working to connect agricultural exporters with the Kiribati private sector, and having identified Kiribati's stringent biosecurity (BQS) requirements as a major barrier, is now working with the Government of Kiribati to consider biosecurity reforms that address concerns of potential food exporters. In this context, flexibility and an ability to adapt has heightened perceptions of program relevance.

PHAMA Plus continues to review and adapt its approach in light of PACER Plus, recognising that engagement in SIS needs to be differentiated from its work with the six larger countries.

How relevant has PHAMA Plus been to Australia and New Zealand's A4T support to the Pacific?

PHAMA Plus demonstrates Australia and New Zealand's Aid for Trade commitment by helping Pacific producers improve product quality and meet the biosecurity requirements of importing countries. It also aligns with PACER Plus objectives by fostering opportunities for greater intra-regional trade.

From a public diplomacy perspective, PHAMA Plus has been highly valuable. The program is recognised for its strong relationship management, visible communications, and the credibility of its staff, who are viewed as trusted sources of technical and market advice. Staff also play a key role in facilitating networks between collaborators and buyers, while providing practical inputs to both governments and businesses.

Importantly, PHAMA Plus has contributed to significant gains in sectors such as kava, cocoa, root crops and

watermelon—helping to unlock new export potential while protecting and sustaining existing market access. However further opportunities remain to expand export markets if supply issues can be addressed. However, PHAMA Plus’s export-oriented focus means its impact has been more limited ‘behind the border’ where most agricultural activity takes place. For example, domestic kava suppliers in Fiji face challenges that require different forms of support, but PHAMA Plus understandably lacks the mandate and resources to respond in this space.

Is PHAMA Plus achieving its desired outcomes, specifically regarding progress towards its EOPOs and MRM indicators?

Summary of key factors affecting progress towards results

PHAMA Plus has faced numerous challenges in implementation. Despite this, it has still achieved impressive results overall. The Evaluation Team finds that where PHAMA Plus has had a sustained presence with suitably competent staff, aligned itself with government priorities and real market opportunities, it has increasingly discovered a strategic focus and started to generate strong results, including early signs of systemic change. Elsewhere the program has sometimes appeared scattered and disconnected, with very much a ‘lead firm’ focus that has delivered sustainable export growth and livelihoods outcomes in line with the EOPOs, but failed to translate into wider system changes. A question therefore persists about what might have been achieved had some key challenges been more readily overcome. The Evaluation Team reflect below on some of these key challenges.

Ambiguity at design was carried into implementation. The Evaluation Team observed that the PHAMA Plus design recommended a ‘blended approach’ that combined direct support to government (biosecurity and related agriculture policy and market access functions) with a private-sector led, market systems development approach requiring co-investment from business partners. This dual mode contributed to considerable confusion, tension and dissonance within the team (as covered by the MTR of Phase 1), but it was also arguably flawed, since genuine developmental partnerships with governments and businesses both depend on co-contributions and a shared vision for lasting change. A ‘private sector-led program’ as articulated in the design document therefore creates an artificial entry point to driving wholesale systemic change.

Recommendation Three: Any future agricultural program should take an explicitly sector-wide focus and look beyond individual firms. Program activities should begin with research and analysis of sectors that directly provide an initial vision for positive, inclusive and realistic change and an initial strategy to achieve that change. Finding partners willing to collaborate and try new things that could lead to sustained, inclusive changes should follow, not precede, vision and strategy. Interventions with partners should be ultimately aimed at improving the whole sector, not just the partner’s domain. Partnerships might be with individual businesses but must embody a vision for sector wide change, with management of the approach needing to be adaptive.

The Evaluation Team observed that PHAMA Plus has largely taken a ‘lead firm’ approach driven by an exporter or aggregator’s vision for growth. This has led to benefits for those individual firms, their employees and their suppliers but has not always led to wider changes or benefits spread across the sector (with the exception of kava and cocoa). Wider analysis of commodity systems and ‘visions for feasible

change' in those systems are a relatively recent and somewhat inconsistent aspect of PHAMA Plus' modus operandi.

While the MTR spoke positively about this tension having been largely resolved by the end of Phase One, the Evaluation Team observe that this ambiguity continued to impact programming, with the approach still not consistently understood within – or articulated by – the PHAMA Plus team, let alone by external stakeholders. Varied understanding of – or willingness to apply – the blended approach also contributed to flexible interpretations by the team of how MSD should be applied under such circumstances. More generally, it appears that PHAMA Plus' wider leadership did not fully establish an agreed approach to systemic change that incorporated MSD approaches until after the MTR, and even then it took time for personnel to stabilise and work in concert under a consistent approach. Significant staff churn and tension did not assist in this respect, nor that some key staff (including the Team Leader) were working remotely. The appointment of the current Team Leader - who has brought stability and a clearer strategic intent to the program approach – further highlights the difficulties and distortions of the recent past.

Getting the appropriate staff capacities in the appropriate locations has been an ongoing challenge.

PHAMA Plus has endured considerable staff turnover. The Evaluation Team noted that in recent times the program has assembled a skilled, reliable and well-connected team but this has not been the case for much of the Phase. Country teams have been relatively lightly resourced until recently, with the shift from a PMO to PSU model occurring very gradually, due largely to budgetary disruptions following the MTR. Aside from TAG support, there has been relatively little investment in critical MSD 'know how', particularly at the country level which is so vital for day-to-day program management, monitoring and strategy adjustment. MRM functions were largely driven from 'the centre' and not decentralised, which inhibited the emergence of a clear country focus and strategy and limited program adaptation to opportunities and challenges as they presented. Lead technical personnel have often been based remotely, rather than in the thick of the action supporting teams. In some contexts, key personnel have proven inappropriate but have not been managed swiftly or appropriately.

Strategic government engagement has been critical to success. PHAMA Plus' governance structure was well crafted to engage both public and private sectors in priority setting, carrying over the MAWGs from PHAMA and the emergent IWGs. Some excellent work has been founded through these created institutions with PHAMA Plus building strong relationships based on issues of relevance to business and public stakeholders, with the approach adapting and becoming more granular as understanding was enhanced. Good examples of collaborative working to unpack, understand and resolve system stresses have been achieved, with several IWGs and industry associations now providing sustainable, respected platforms for industry coordination, advocacy, and guidance. In these instances, PHAMA Plus deserves credit for playing a key role in facilitating strong local ownership, and supporting and progressing these initiatives. However, the Evaluation Team did not find this to be the case universally, for a variety of reasons, and concluded that if PHAMA Plus had stronger and better resourced country teams earlier, and had better monitored these consultation mechanisms, then the effectiveness of these platforms would have emerged more readily, and conversely weaker groupings would have concluded sooner.

Pacific agricultural markets are thin with limited actors and competition. The challenges of facilitating widespread positive change in Pacific agriculture is well documented elsewhere. PHAMA Plus has undoubtedly been able to catalyse some positive changes in export commodity systems largely through a

‘lead firm’ partnership approach (example Road King Farms, Nishi Trading, Gaston Chocolat, Lami Kava, etc.). Many of these interventions have led to the realisation of new market opportunities that will be sustained beyond the life of PHAMA Plus, and have delivered strongly against the program’s EOPOs. The Evaluation Team however contends that whilst these achievements are admirable, greater levels of investment should have been directed to promoting the scaling of these through wider replication or by crowding in other market actors. PHAMA Plus communications have been upwardly focused rather than tied into intervention scaling. This was evident in Fiji, where Lami Kava has benefited from multiple technology investments and marketing support, whilst critical supply chain issues around green kava persist. A similar situation exists in Tonga where one large firm (Nishi Trading) had been assisted with several hundred thousand dollars of investment to meet watermelon export standards and an immediate farming supply network, while little has been done to extend the knowledge gained through this investment to aspiring exporters who remain largely unaware and disconnected from the acquired knowledge.

Additionally, the Evaluation Team finds that most interventions have been technology driven to increase lead firm efficiency and productivity. Whilst there is nothing wrong with such interventions, the Evaluation Team did not find evidence of systematic analysis of those commodity systems or the active pursuit of other interventions in those systems.

This critique relates back primarily to the consistency of approach throughout the Phase and the calibre and capacity of PHAMA Plus staffing of country teams. The Evaluation Team frequently found analysis of the systems in question was often described in purely technological terms. Staff were unable until very recently to articulate a vision for change or a strategy into which a specific intervention fitted. The Evaluation Team acknowledges the significant challenges of ‘geographical spread’ and ‘thin’ resourcing facing PHAMA Plus management but is also mindful of the persistent suggestions from the TAG regarding team restructuring and reorganising that have only been belatedly heeded.

PHAMA Plus’ geographical spread and responsiveness has been a strength and a weakness. With two donors and ten countries as clients, PHAMA Plus has encountered a major client satisfaction and management challenge which it has generally managed with aplomb. This responsiveness has helped to position Australia and New Zealand as partners of choice in agriculture across the region. Two key challenges have arisen though: firstly, funding certainty has been a constant issue making planning difficult and undermining long-term visioning; secondly, whilst always being willing to respond to the multiple and varied demands of donors is a necessity, PHAMA Plus has on occasion been unable to moderate these demands, with a resultant impact on long-term effectiveness. For example, agreeing to fund a Tongan packhouse has proved to be a distortionary error, inhibiting the development of an improved packaging system with the packing houses themselves unfinished as the program enters its final year. An alternative response could have been to engage the donor on a systems analysis of the likely impacts on the Tongan packaging sector and craft a less distortionary more sustainable response.

Export performance is being constrained by supply issues. While solid work has been undertaken with primary producers, there remain significant challenges in supporting their progression along the continuum towards more truly commercial approaches, with producers still having only very basic understanding of the full functioning of the value chain and therefore limited ability to traverse ‘the hump’ towards committing to more commercial approaches. This relates to these producers being desperately cash,

equipment and knowledge poor in terms of reaching the required efficiencies of scale and modernisation that can better secure their place in 'the system'. Across all countries visited as part of the evaluation, the overwhelming majority of producers are frighteningly unaware of their levels of production, prices achieved per unit, volumes harvested and pricing opportunities related to post harvest value adding, and overly reliant on the goodwill of the aggregator to ensure a 'fair price'. This works okay when the buyer is something of a social enterprise such as Gaston and ACTIV, but could easily be exploited by less scrupulous operators.

This raises the question of what constitutes a viable graduation pathway for semi-commercial farmers to sustainably engage in increasingly sophisticated value chains? Evidence globally shows that producer market awareness and their astute engagement only increases when a focused contingent of growers commit to sustained commercial production (the 'get big, get specialised, get together, or get out' philosophy). Moving forward, it will be important that such issues are more deliberately engaged by development programs such as PHAMA Plus, since they sit today as a major obstacle to export growth. Furthermore, an outcome of a significantly more commercialised agriculture sector in the Pacific would likely require that many small scale producers be supported to gradually (maybe even inter-generationally) find alternative livelihoods.

Systemic change takes time. A key feature of systemic change is that it needs to be 'transformational', requiring fundamental shifts in relationships and connections, ultimately leading to a new system that behaves differently than before. It focuses on modifying the policies, relationships, resources, power structures, and values that shape how a system operates. It takes time, requires collective action from a diverse range of stakeholders, and leads to outcomes which are often hard to predict, track and measure. The ambition of PHAMA Plus to achieve systemic change in a relatively short period of time of course such a sizable landscape was always going to be challenging, but was further complicated by the firm focus employed by the project. However, it is noted that unprecedented momentum and will leave firm foundations for further systemic change focused work to be commenced.

Closure and downsizing in PNG and Solomon Islands. The cessation of programming in PNG in 2024, and the significant downsizing of the Solomon Islands program of PHAMA Plus were significant events across Phase Two. This related to new Australia-funded bilateral programs emerging in both countries that were regarded bilaterally as being better placed to provide agriculture and value-chain support. These decisions had implications for PHAMA Plus in terms of weakening the program capacity for regional coordination and the coherence of regional BQS and market-access activities. It is reported that PNG has experienced continuity gaps, including short-term gaps in export certification and sanitary and phytosanitary standards. The shift also posed risks in terms of the continuity of IWGs and reduced regional linkages limiting opportunities for knowledge sharing.

In conclusion, the Evaluation Team find that whilst in the past PHAMA Plus has dealt with some challenges less than effectively, with the dedicated support of the TAG and reassignment of key positions, the program is now better placed than it ever has been, just as closure looms.

How well has PHAMA Plus implemented a systems approach?

The Evaluation Team's overall assessment is that the systems approach was initially poorly implemented and in selective ways, but this has substantially improved since 2023. Following intensive support from

the TAG, the reassignment of key positions, the strengthening of country teams, and with the introduction and evolution of the TSM process, PHAMA Plus' application of systems approaches has become more consistent and widespread. Courtesy of the program's long life and growing awareness amongst staff, PHAMA Plus can reasonably claim to be driving some important systemic changes. The Evaluation Team contend however that – due to a combination of design ambiguity and implementation challenges - the pursuit of system wide change has not been core to the approach PHAMA Plus used until well after 2023, and that these system changes are only now being captured retrospectively.

The Evaluation Team regard this question as central to PHAMA Plus performance across Phase Two for two reasons: Firstly, the design proscribed – with good reason – a shift away from 'direct delivery' (historically associated with limited sustainability and scale and therefore poor value for money, and demonstrably applicable in small island economies) to a systems approach blended with direct support initiatives as the best way forward (noting that the Evaluation Team accepts that the design clearly underestimated the challenges of applying this approach across multiple small countries together with the challenge of completely reorienting a program and team's overall approach and philosophy). Secondly, the Evaluation Team is focused on assessing PHAMA Plus's performance against the principles of 'good development in a challenging context,' particularly its sustainability, scalability, and overall value for money—core outcomes that the blended approach was intended to deliver. Another reason is that, since many programs seek to be identified as 'MSD programs,' it is important to assess how closely they actually reflect MSD principles and practices. So, our assessment is made based on observations in light of PHAMA Plus' challenging context.

There was limited leadership commitment to MSD and clarity about how to implement early on. The Phase 1 MTR recommended that PHAMA Plus "strengthen the management and evolution of the blended approach by analysing and documenting the programs growing experience of using a blended approach and by increasing MSD skills in the team". It also proposed that PHAMA Plus build its in-country technical capacity and graduate the Program Management Office to a Program Support Unit, including through a process of Technical Support Missions (TSMs) to ensure that capacity in Suva was effectively transferred to country level.

Discussions with key stakeholders and a review of program documentation suggest that the PHAMA Plus leadership (DT Global and team), may not have fully understood what was required to embed a systems approach. This was addressed to a significant extent following the MTR where there was a period through which the program was restructured, in-country capabilities expanded and the 'portfolio review' process matured to a 'technical support mission' approach that centred around building local team ownership and capabilities. However, this was a long process and seemingly slow to take root.

Sustained, strategic support to Vanuatu's cacao production system

A finding of this review is that the program would have benefited from more clearly articulated and communicated strategy in relation to efforts to progress systemic change in its targeted sectors. Efforts in Vanuatu in relation to cacao help provide a roadmap in terms of progress that can be achieved when there is clear collective understanding of the approach needed to transform a sector. Through sustained, sequential and steady engagement of key actors, PHAMA Plus became highly regarded for its efforts in advancing the market system through considered sector mapping, providing strategic support to different actors, facilitating linkages between different actors, and supporting clarity as to the different contributions needing to be made and co-dependence of different system actors if system transformation is to be achieved.

Working with government and industry, PHAMA Plus identified an opportunity and goal of shifting Vanuatu's cacao from one of lower value bulk commodity exports to higher-value specialty cacao, in line with significant growth in global demand for high products, and recognition of the unique flavour profile of Vanuatu cacao. An important element of the plan to transform the sector was to be clear, deliberate and modest in its ambitions, realising the importance of setting a path that could realistically succeed. While specialty cacao is a growing proportion of the market, it remains under 10% of total exports. However, the approach facilitated by PHAMA Plus has been key in achieving shared understanding of steps required to further progress the sector, but also highlighted constraints and the reality that many 'local' producers will struggle to ever meet the standards required for the high-end market. This clarity is helping inform and focus different stakeholders in terms of what is required to further consolidate the high-end cacao market system in Vanuatu, which has capacity to drive sector progression and sustainability.

Solar driers (refer to Figure 2. A solar dryer in action used for drying cocoa, batch dates are handwritten on the blackboard (PHAMA Plus)) have been an important investment in terms of productivity and quality, but more could be done in defining and communicating the business case for farmers to invest in the technology.

Success has been driven by the sequential and logical rollout of programming which contributed to identifying and supporting the value add of different contributors to the value chain. Work has occurred at national level through support to development of a National Cacao Strategy and support to the Vanuatu Bureau of Standards to establish certification systems. The need for innovation was also identified to optimally manage a crop that is extremely vulnerable to damage during post harvest. Solar dryers and fermentation hubs have been established that contribute to reduced smoke taint, improved bean consistency, and increased farmer returns (from 35–50 VUV/kg to 200 VUV/kg for premium beans). Trials continue through the Vanuatu Agriculture Research and Technical Centre to further innovate and bring down costs. Parallel efforts supporting exporters through HACCP and B-Corp certifications have further advanced processing and helped grow international market links. Efforts have also helped strengthen family farming enterprises by better understanding the contribution that can be made by a different family members. This collective effort has contributed to export volumes growing from three tonnes in 2021 to a forecast 65 tonnes in 2024, with further unmet demand.



Figure 2. A solar dryer in action used for drying cocoa, batch dates are handwritten on the blackboard (PHAMA Plus)

System strengthening has also helped identify major challenges that exist in terms of difficulties accessing premium supply; ageing trees and insufficient capacity; difficulties in terms of accessing finance; and the challenge of supporting more semi-commercial producers towards more commercial practices given the far more sophisticated processes needed to cater to the premium end of the market. This understanding lays a firm foundation for future engagement in the sector.

Recommendation Four: Any future program seeking to support agriculture and food security across the Pacific should be multi-country in nature, take a systems approach, and establish country teams in every country it works in. The minimum country team size in the smallest countries should be 3 people – comprising management, systems, MRM and inclusion capabilities, with a specialist ‘bent’ dependent on local priorities – with a minimum activity budget of \$200k per year. Each country team’s focus (and specialist ‘bent’) would be determined by host government and D/MFAT priorities and mindful of other ongoing programs – for example agricultural productivity or exports or biosecurity or food security and/or nutrition for – that would be subjected to a systems analysis leading to a vision, strategy and partnerships/ interventions (with public, private or civil society actors). Having one ‘agricultural’ program in each country would alleviate and eliminate program coordination challenges over time and reduce the multiplicity of programs for posts to monitor. With potentially one contractor, and one supporting ‘hub’ whose primary function would be to support high quality systems analysis, action and learning in each country, the quality

of in-country activity would be maintained at a high level. Key technical advisers would be spread across country teams, with the expectation of substantial travel. A TAG to support D/MFAT's oversight and improvement of the program could add further value.

The Evaluation Team understands that PHAMA Plus country budgets are highly variable, can be perceived as negligible in small countries, with activity budgets often dwarfed by personnel budgets, and yet require similar levels of reporting and oversight as larger bilateral programs, all raising questions about the value for money of the PHAMA Plus multi-country model. The Evaluation Team is also strongly persuaded by the evidence from PHAMA Plus (and similar programs) of the value of having country teams in all countries, even micro-states with limited absorptive capacity. Furthermore, the Evaluation Team is of the view that – contrary to some of the commentary coming from the PHAMA Plus team – MSD and systems approaches are one and the same thing, that MSD is not just an approach for working with the private sector (it is relevant and widely used for public sector and civil society partnerships and programs), and that systems approaches are simply a set of sound development principles and practices for achieving sustainable change at scale. We also acknowledge that agriculture, trade, nutrition and food security needs vary widely across and within countries in the Pacific. We suggest that taking a 'systems approach' is equally valid to the ambition of addressing sustainable changes to agricultural export growth, or biosecurity capacity, or food security and nutrition, or indeed other aspects of agriculture or trade.

The Evaluation Team concur that the following should all be considered as key issues for future programming:

- Strong, locally engaged country teams with 2-3 technical staff (within reason) including capacity for local inclusion analysis and monitoring of activities.
- Key technical advisers spread across countries
- A sufficient travel budget to ensure regular contact
- A lean management hub
- All permanent staff based in the region and preferably across countries - no agreement to work from home for long periods.
- Good 360 degree performance management and rapid responses to underperformance
- Solid "ways of Working" agreements between donors, posts and programs.

Team composition and structure appear to have been a contributing factor, with limited experience, capability, and resourcing to effectively support reorientation of the program. This is evident in the absence of clear documentation on how individual systems would be engaged, as well as the fragmented nature of investments and the limited effort to link and leverage these within a coherent vision for system change. As recently as October 2024, the TAG noted that there was still much work needed in embedding understanding of system change throughout the PHAMA Plus team, which is in line with the uneven understanding and application of the approach observed during the evaluation fieldwork.

The Evaluation Team found the evolution of the BQS strategy to also demonstrate a limited appreciation of systems approaches. Whilst most focus on applying a systems approach has been on commodity systems at a country level, early drafts of the BQS strategy conveyed a continuation of earlier direct, ad hoc support which interviewed quarantine authorities regarded as divorced from their core priorities and limited analysis of their wider biosecurity system and a vision for change. The Evaluation Team notes the

persistent feedback provided by the TAG resulting in a more coherent, integrated and visionary BQS strategy finalised in 2024 with 18 months until program closure.

Recommendation Five: Given the importance of BQS issues across the Pacific, and the scale of the challenge, a future program should assess current and future BQS needs against the array of ongoing support programs, and devise how best to fill gaps in the short term, but also with a longer term view of how to build better, more relevant and responsive BQS systems across the Pacific. A potentially separate program - closely linked to a BQS system building effort – should be responsible for supporting biosecurity emergency responses.

The Evaluation Team found that BQS needs persist across the Pacific, and would benefit from a clear, consolidated set of negotiated priorities, and a long-term vision for change. This should be coupled with long term strategies to put in place the necessary capacities and incentives to continue and evolve critical BQS functions. There is a need for better integrated approaches that embed biosecurity standards within key value chains, including the establishment of voluntary and mandatory standards and access to relevant advisory services. Current biosecurity programming is fragmented, spread across DAFF, MPI, PACER Plus, SPC and PHAMA Plus. This array of programming is not currently meeting demand or stakeholder expectations. Any future support should include functionality to deliver on-ground operational requirements (such as capital investments) and support for private sector partners to meet biosecurity standards and requirements. Bilateral twinning arrangements have historically been constrained by remit and operational limitations but have potential in terms of connecting technicians in devising context appropriate strategies. Furthermore, a biosecurity emergency response support capability needs to be designed, as this is a specialist function and needs flexible resourcing; otherwise, it will be a continual distraction from strategic long-term planning and facilitation of sustainable BQS system building. However, lessons from the PHAMA Plus African Swine Fever (ASF) response is that strong biosecurity response capability is directly related to the ability to leverage and work through existing networks, so any biosecurity emergency response capability will best be linked with the longer-term biosecurity system building.

The evolution of strategies suggests limited systems thinking and practice. The Evaluation Team freely acknowledges that intervention, sector and wider system strategies should remain informal and ‘live’ within the team environment, perhaps only being summarised occasionally for formal external reporting. Nevertheless, the Evaluation Team found it very hard to discern a sense of strategy in many areas during Phase Two, either from documentation or from staff interviews. It is reasonable to expect staff to be able to explain with clarity ‘what the initial strategy and vision was’, and why and how it has changed over time to what it is now; but that was rarely forthcoming. The Evaluation Team concluded that this was probably due to a continuation of the ‘technology fix’ thinking of earlier phases, without an appreciation of wider system issues. This was compounded on occasion when the initial in-country diagnosis of the sectoral challenges was outsourced; this not only meant that the PHAMA Plus team had a limited ‘feel’ for the issues but probably discouraged a continuous updating of this analysis and insights to guide ongoing work. We also note that the TSM process and associated TAG support has dramatically improved the sense of strategy held by the team in recent times. An important output of the TSM process was that it helped focus country strategies, reduce the degree to which interventions were scattered, and highlight priority sectors – all of which was documented in the Country strategies which were first developed in 2022 and most recently

updated this year. These capture performance to date while also presenting a roadmap for future programming through until program closure.

Systems approaches still appear unevenly applied in practice, across and even within countries. For example, PHAMA Plus engagement in the Tonga watermelon value chain has achieved strong systemic impact, whereas support in relation to root crops feels scattered and unlikely to achieve anything beyond assisting lead firms to export to Australia and New Zealand. Further, the knowledge generated and lessons learned through the good work with Nishi Trading around watermelons is not being unpacked and leveraged in support of other aspects of the program – in large part because it is not replicable given Nishi's unique capability.

PHAMA Plus' emphasis on 'lead firms' could have been complemented by stronger efforts to leverage these investments and drive wider changes across the sector. PHAMA Plus has adopted a strategy of working intensively with lead firms, such as Road King Farms, Lami Kava, Kaiming Agro-Processing, Nishi Trading and Gaston Choclat, drawing on their interest to modernise and status as an industry leader. While many of these interventions have led to positive changes in a sector, the degree to which a supporting vision was in place to activate these significant investments to influence wider changes across the sector is uneven. It is acknowledged that this was limited to some degree by time and resourcing constraints. The following examples illustrate this:

- While partnering with Nishi Trading makes sense given their dynamism, trailblazer status and commitment to being a good corporate citizen interested in promoting the greater good for Tongan agriculture, there appears to be no clear strategy in place in terms of collaborating, leveraging and communicating the lessons learned through the relationship with Nishi to other actors. For example, many of the producers (and even some aggregators/exporters) that PHAMA Plus works with in Tonga operate based on very basic business plans and with very limited understanding of market dynamics. The gulf in understanding of modern and/or commercial agricultural approaches noted between those growers supported by Nishi, and those working around root crops was quite astonishing. Nishi is open to sharing some of the education materials and tools that it uses in relation to its own producers, and is now partnering with PFR and PHAMA Plus to help deliver farmer field day activities for producers beyond their immediate supply network. There is good opportunity for future programs to draw on these resources and partnerships further, to strengthen work occurring in other systems.
- Lami Kava is unquestionably one of the region's most influential kava enterprises and has significantly strengthened its own production systems to meet export standards, with significant opportunity for PHAMA Plus to collate lessons learned for dissemination more broadly in the sector. The green kava sector in Fiji also faces supply issues – a serious obstacle to growth of export quality kava – presenting an opportunity for wider engagement. PHAMA Plus has started work in this space through its development of kava plant health communications materials for use in extension activities, aimed at improving productivity. There are more opportunities for wider engagement.
- During PHAMA and PHAMA Plus Phase One, support was provided to Fiji's ginger industry to access the Australian market. Initial market analysis by PHAMA Plus identified the risk of Australian ginger growers' well organised opposition to ginger imports. However, support continued in response to

equally strong interest by Fijian producers, exporters and government officials to gain this market access. While access was attained, exporters encountered further market challenges in adequately meeting ongoing DAFF import requirements and, related to this, the limited shelf life and ‘look’ of the ginger after mandatory fumigation treatment. Focus has since turned to processed product, instead of fresh product, for export markets. Within this context, Kaiming Agro-Processing has enjoyed significant support from PHAMA Plus during Phase 2, in relation to modernisation of its production line. Kaiming but has been able to continue to grow and diversify in part through the production line support from PHAMA Plus, and has potential to deliver significant benefits through its supply chain, but is now challenged by supply issues.

- In contrast, the PHAMA Plus story in Vanuatu demonstrates the value of more holistic system engagement and how mutual benefit can be built around significant investment in a lead firm. The single biggest impediment to export growth faced by Gaston Choclat is reliable supply of cacao, including the need for post-harvest management that meets high end standards. Farmgate supply issues are being addressed through facilitating access and raising awareness of innovations such as solar dryers and fermentation units, and through technical support to producers interested to supply processors such as Gaston. The Family Farm Team (FFT) modality is also being applied to household production systems with support from the Vanuatu Skills Partnership; this is helping to build the resilience of household production systems through identification and clarification of the roles played by different family members in their family business, and developing options to strengthen and modernise the family business. Government stakeholders are also actively engaged and supported in numerous ways: through trials at the Vanuatu Agricultural Research and Technology Centre; engagement through the Ministry appointed ‘Cacao Specialist’; close communication with the agricultural extension department; support to build the capacity of the Vanuatu Primary Producers Association; engagement with the new ‘Agriculture Permit System’ (which will categorize producers as "business ready" or in need of further preparation, in terms of being able to access credit); active engagement of the Director General of agriculture: and through a plan for a formal Public-Private Partnership that will see government partner with Gaston to address supply issues. Key to this collective effort is a deep understanding of the sector and well-established relationships strategically cultivated over a long period of time. Notable in this case is that the Country Manager in Vanuatu has been in place throughout PHAMA Plus, ensuring continuity of engagement, trusting relationships and steady progress against clearly identified milestones that support system strengthening.

PHAMA Plus’ co-investment model is good but sometimes questionable. PHAMA Plus has used partner co-investment (cash and in-kind) within its process of engagement and negotiation with partners, as assurance of partner commitment, and to help maintain the relevance and viability of proposed initiatives. Contribution is primarily calculated in dollar terms and at the end of FY 2025 total cumulative partner investment from all public and private partnerships amounted to \$4.2 million AUD, with \$1.8 million AUD of that coming in the past FY – under-scoring the momentum that the program currently enjoys.

Several anecdotes gathered during the evaluation suggest that PHAMA Plus’s use of co-investment has not always been judicious. Some actors in PHAMA Plus sectors questioned whether the program’s financial contributions to lead firms needed to be as high as they were in order to trigger innovation or investment.

Some key informants also commented that they felt that some co-investments lacked sufficient consideration in terms of their capacity to progress systemic change. More determined and focused efforts around securing investment appear to have occurred recently, as indicated in the strong figure for FY 24-25.

An interview with Fakatoumafi Kava in Tonga, which received PHAMA Plus support to establish export-quality processing facilities in Vava'u, highlighted this issue. PHAMA Plus offered support under terms that differed from joint partner MDF, which had required that the facility also be accessible to other producers. While Fakatoumafi Kava were very pleased to proceed independently, this raised an important question: would the kava system have been better served by a shared facility that enabled more producers to pursue exporting in the future? It is noted that PHAMA Plus has equally sought to apply similar conditionalities on pounding machines in Samoa, with limited success due to competitive tensions between business operations. Conversely, PHAMA Plus has had good success in a shared factory concept in Vanuatu, and is supporting private-sector led approach to shared services model for testing facilities at Lami Kava.

Systemic change is emerging but is only being captured retrospectively. Documentation of sector strategies has been important in capturing what has been undertaken to date (including the programs evolution over the past 13 years), and what is targeted for the remainder of the program. The TSM process has helped inform and tighten the current team's appreciation of the program's history and systemic intent and has helped consolidate visions for wider change, focus efforts, and drop lower priority activities. Although this evolution has usually proved to be purposeful, significant staff churn has resulted in the loss of some of the institutional memory needed to tell the systemic change story and to validate the systemic pathways as they have evolved. It is inevitable that a significant part of its journey must now be retrospectively reconstructed.

Signs that PHAMA Plus strategies envision and support managing for system change are nascent. While the strategies are thorough (though often relying on somewhat outdated information) and provide an important snapshot of the sector as it currently stands, their value needs to be assessed in terms of their capacity to act as a roadmap for the PHAMA Plus teams. The Evaluation Team would expect these strategies to guide teams to manage, adapt and drive system change through activation and linkages between different interventions.

On occasion, there appears to be limited appreciation of the fundamental importance of the **commercial business case** for some interventions. For example, as the TAG noted, partnerships with kava processors are framed around equipment provision (e.g. solar dryers). Yet, the benefits of solar dryers are long established given their ability to improve product quality, reduce contamination, increase worker safety, enhance labour efficiency, allow for faster processing, build cash flow, and reduce wastage. Their value is further enhanced in an era of worsening labour shortages, since dryers and pounders allow precious labour to shift toward higher-value tasks such as planting, while relieving unpaid family members of the drudgery associated with drying (particularly women and children). All these benefits have been well documented across the Pacific for decades but with little traction achieved.

This raises questions why the failure of wide adoption of a proven technology was not reflected in any prior analysis, with the general conclusion being that there is no sound business case that 'proves' the affordability, replicability, and sustainability of solar dryers in that context. Confirming and promoting a clearly reasoned, affordable business case for the use and purchase of solar dryers at different scales of production is a critical need and an area where PHAMA Plus could add great value. If successful, this would

be an exceptional achievement for the program, and one with Pacific-wide application. The approach and lesson learned would also be easily transferable to other contexts, such as drip irrigation systems. The Tonga packhouse story is another example where the business case in the context of that economic system does not appear to have been fully thought through.

Similarly, whilst there is evidence of **adaptive management** taking place in response to strategy, it is not consistent. PHAMA Plus support to the ASF outbreak in PNG was highly regarded and important in stemming an acute challenge. However, once the emergency was contained, the program did not have strong opportunity to 'shift gears' and develop a strategy that supported NAQIA to shift its thinking from containment to long-term management and/or eradication.

PHAMA Plus' assistance with the emergency response in Tonga with the distribution of planting materials was lauded for its responsiveness but could not stretch into a more thoughtful analysis of which systems needed assistance to then support a sustained recovery.

It is important to note that PHAMA Plus's emergency response work has been delivered in addition to its core mandate and resourcing, limiting the extent to which it has been able to then engage in the long-tail of recovery. response function to be designed in advance.

Responsiveness to the unique context and challenges presented in Kiribati highlight the value and attraction that can be achieved when strategy is adapted to context and relevance enhanced.

Progress towards achieving End-of-Program Outcomes (EPOs)?

Contextualising assessment of progress

The Evaluation Team finds that after a slow start when progress was irregular and uneven, PHAMA Plus now has considerable momentum in key locations, including far clearer pathways to system change that enjoy shared understanding across both internal and external stakeholders. We assess the program as akin to an early to mid-stage MSD program in Vanuatu, Tonga and Samoa where the program has achieved its best traction. PHAMA Plus has adopted the structured partnership model of a typical MSD program, and there is clarity in the teams about what is needed to support and consolidate progress in key sectors. This is occurring through increasingly well-defined investments that support entrepreneurial actors in core sectors to address constraints.

- Cacao system support Vanuatu
- Kava processing in Vanuatu, Samoa and Fiji
- The revised support to taro packhouses in Tonga and Samoa

While these approaches position the program well, it would be ideal for the program to have time to further progress 'clusters of innovation' within sectors that enable different actors to understand and action their contribution to progression of the market system, by helping overcome market failures around quality, consistency, and supply volume.

Although full system engagement is only occurring quite late in the program, the approach employed across the second half of Phase Two is helping identify progressive partners, test business cases, reveal viable business models, and generate the necessary evidence and leads for future investment. The approach is also offering critical insights that are helping to shape investment priorities, and to clarify systemic change goals and pathways.

The late ‘blooming’ of the program is explained by the lack of clarity and differing interpretations over what the design meant by a ‘blended approach’ that was private-sector led, and drew on MSD, methodologies alongside support for other system actors such as government and research organisations. The language of a private sector-led approach seems to have contributed to a degree of ambivalence in terms of clearly identifying, articulating and promoting the holistic systemic change required to evolve targeted market systems receiving support through PHAMA Plus. Ideally the approach early on would have been for the program to signal its willingness to work with anybody in the system – government, business, civil society – and support anything, as long as there is a clear ‘systemic change’ case for doing so. However, the design suggested a focus on private sector led and MSD initiatives. This contradiction sits at the heart of the ambiguity observed in relation to the design.

While the position of PHAMA Plus today is significantly advanced from where it was in the early stages of Phase Two, this appears to have been achieved in large part due to the TSM process that resulted in clear documentation of strategies that helped unite the team through shared understanding of the approaches needing to be employed and partnerships established to better engage targeted systems.

We found little evidence of systematic analysis preceding the TSM process. This is not to suggest that strategy was absent in earlier stages, but rather that the lack of documentation led to differing interpretations and, at times, to programming that evolved ‘on the run’ without a clearly shared vision.

The current outcome harvesting efforts are a useful ex post reflection in terms of telling the engagement story, and should allow insight into systems thinking that prevailed during the journey. However, in the absence of documented systemic change roadmaps, the outcome harvesting has limitations in terms of performance measurement and confirming the catalytic role of PHAMA Plus in the changes noted.

Table Three below details progress against the program KPIs. This is useful data, but only tells a small part of the story in relation to progress against the EOPOs, further highlighting the importance of strengthening systems to capture qualitative data regarding program performance.

Progress against End of Program Outcomes

The PHAMA Plus program EOPOs are defined broadly in order to be capable of capturing the fullness of the program’s multi-country approach. An observation of the Evaluation Team is that program monitoring and evaluation would have benefited from a handful of more granular, system focused intermediate outcomes capable of helping provide milestones in terms of progress towards such high-level EOPOs.

In relation to the program goal of contributing to inclusive economic and improved livelihood for Pacific peoples, the most recent Annual Report included the following high-level performance data as of end March 2025 (15 months ahead of program close):

- 8,824 households directly benefiting from increased income, against an end of program target of 13,358
- Directly benefiting households comprised 31,114 individuals of which 17,987 were men and 13,127 women, Including 7149 youths
- \$12,871,521 AUD worth of additional income earned or protected
- 41,940 individuals have benefited from increased net additional income
- 117 jobs created (70 women, 47 men)

EOPO One: Support for improved exporter performance (women and men producers and exporters use maintained and new export market access for pacific export products)

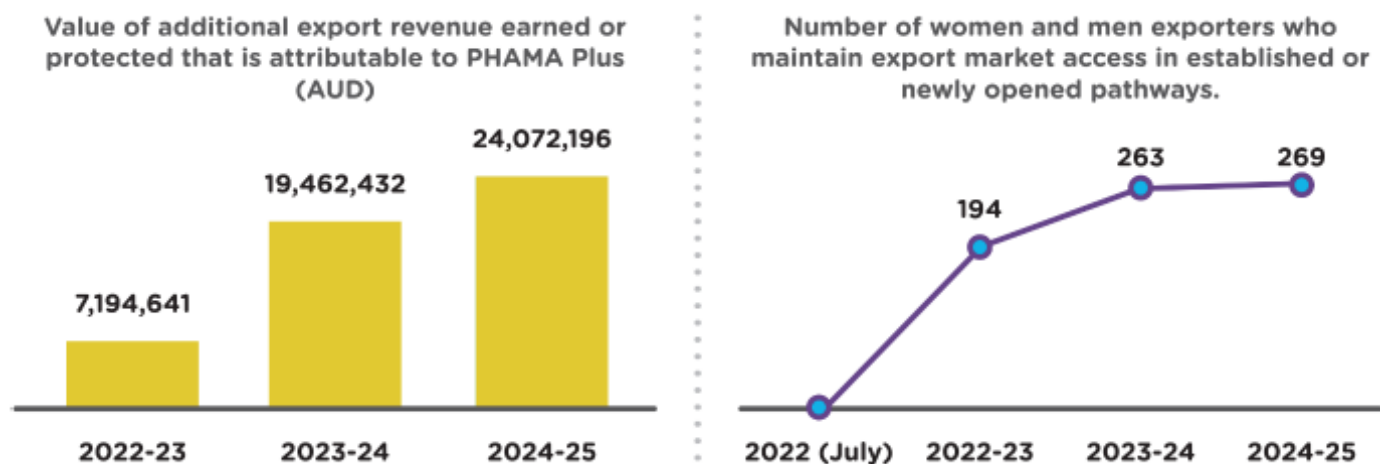


Figure 3. Evidence of improved exporter performance (PHAMA Plus Annual Report 2024-25). A text version of this infographic is available in Annex Five: Accessible Text for Report Images

The program has had good success in terms of the number of exporters that have been supported to access or maintain export markets, but this has plateaued over the past 12 months. However, export revenues have continued to grow. At the time of the last reporting period, much of the data collected related to growth in Fiji where Road King Farms, Kaiming Agro Processing and Lami Kava have continued to expand and diversify their export markets, collectively achieving additional export revenue across 2024-25 of \$2.73 million AUD.

This is consistent with feedback from stakeholders who often spoke of the impact of PHAMA Plus support being significant not just in terms of market access but also with regards to growth in volumes, revenues and upward trends. These numbers also highlight the work being done through partnerships and strategic investments to add value through factors such as post-harvest handling, innovation and market awareness.

More broadly speaking, the program has generated significant knowledge in relation to market access and market conditions including several individual successes and proof-of-concept models in terms of effective market engagement around key commodities targeted through PHAMA Plus.

Table 3. PHAMA Plus Key Performance Indicator tracking to 30 June 2025

Key Performance Indicators – abridged Financial Year (FY)	Amount FY22 - 24	Fiji FY24/25	PNG FY24/25	Samoa FY24/25	Solomon Islands FY24/25	Tonga FY24/25	Vanuatu FY24/25	SIS FY24/25	BQS-Multi Country FY24/25	Grand Total FY24/25	Cumulative to date FY22-25
Value of additional household income attributable to PHAMA Plus (AUD)	8,961,637	3,705,678	-	46,582	67,935	-	89,689	-	-	3,909,884	12,871,521
Number of households who benefit from increased income (HH)	6,047	2,460	-	94	293	-	136	-	-	2,983	8,824*
Number producing households adopting, a new product that improves quality or productivity.	11,513	2,402	-	50	293	-	136	1,196	-	4,077	15,381*
Number of households exposed to an innovation that improves quality or productivity.	19,867	3,581	-	96	785	10	2,316	924	-	7,712	26,671*
Number of new jobs (full-time or part-time) created - Male	45	-	-	-	-	-	-	2	-	2	47
Number of new jobs (full-time or part-time) created - Female	68	-	-	-	-	-	-	2	-	2	70
Value of additional export revenue earned or protected (AUD)	19,462,432	3,208,480	526,966	-	152,492	374,267	347,559	-	-	4,609,764	24,072,196*
Number exporters who maintain export market access – in established or new pathways.	263	1	-	-	1	1*	3	-	-	6*	269*
Number of exporters or processors exposed to an innovation that improves quality or productivity.	277	2	-	10	-	4*	11*	2	-	29*	305*
Number of exporters or processors adopting an innovation that improves quality or productivity.	231	1	-	10	4	1*	11*	1	-	28*	259*
Value of additional revenue earned or protected through improved biosecurity practices or systems (AUD)	1,140,957	-	-	-	152,492	374,267	17,000	-	-	543,759	1,684,716
Number of biosecurity staff adopting improved practices that increase exports	283	30	-	-	-	-	-	-	-	30	313
Number of biosecurity staff adopting practices that improve preparedness and emergency response	138	-	-	-	-	-	12	1	-	13	151
Number and type of improved biosecurity practices adopted that improve export market access.	6	-	-	-	1	1	1	-	-	3	9
Number and type of biosecurity emergency response practices adopted by biosecurity authorities.	3	-	-	-	-	-	-	-	-	-	3
Partner investment leveraged (AUD).	2,418,746	743,816	-	344,620	97,062	317,374	305,660	-	-	1,808,532	4,227,278

Note: Asterisked (*) figures reflect overlap adjustments to ensure accurate, non-duplicative totals.

EOPO Two: Support to market access and strengthened biosecurity systems (women and men staff of Pacific bio-security authorities perform their export market access and biosecurity functions better and build a cadre of evidence-based knowledge and information to support Pacific trade, and to protect Pacific households, exporters and trading partners from the impact of biosecurity emergencies)

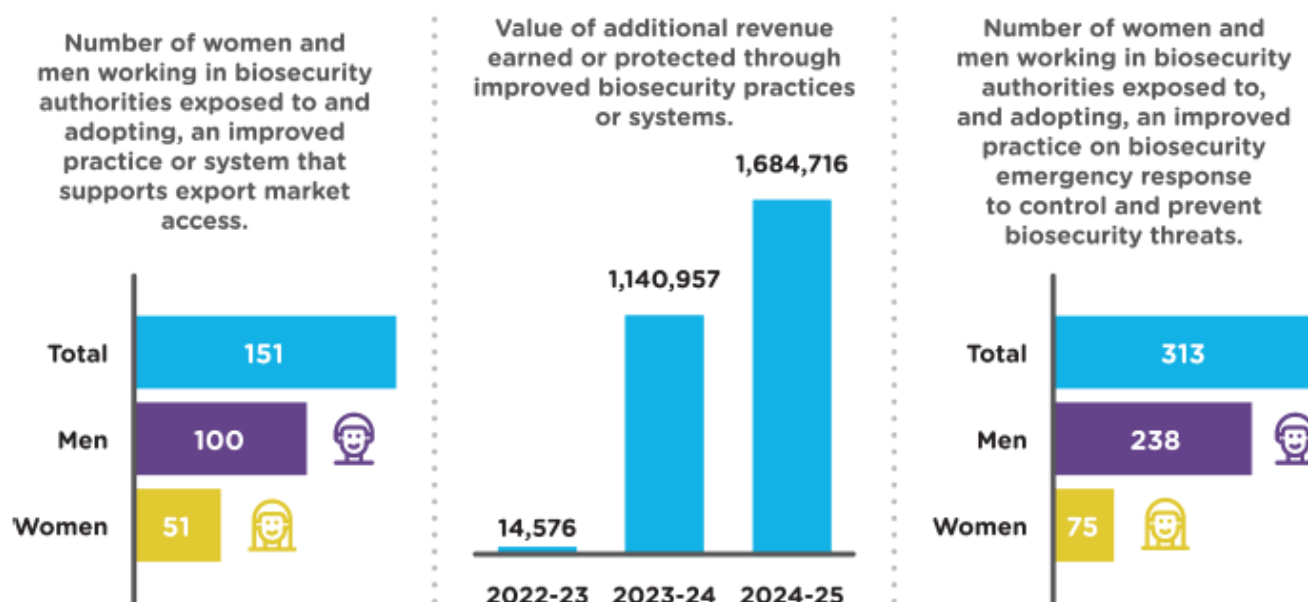


Figure 4. Evidence of strengthened practices, systems and additional revenue earned in biosecurity (PHAMA Plus Annual Report 2024-25). A text version of this infographic is available in Annex Five: Accessible Text for Report Images

Biosecurity related efforts are not sufficiently holistic. Combined biosecurity efforts between PHAMA Plus, the Pacific Biosecurity Partnerships Program (DAFF/DFAT), the Enhanced Pacific Market Access Partnership Programme (MPI/MFAT) and the PACER Plus Implementation Unit are collectively failing to meet the need for complementary support to better address weaknesses in public biosecurity systems. For example, PHAMA Plus support to facilities such as fumigation and high temperature forced air (HTFA) are strongly supported by exporters,

“Our improved fumigation facilities are really welcomed, but their value can be quickly negated if human error allows a bad container to get through. Support to further strengthen biosecurity authorities is needed, and it needs to be holistic.”

Exporter, Tonga

but are viewed as incomplete without further capacity support for biosecurity authorities. However, it is noted that the HTFA was instrumental in terms of averting the strong likelihood that MPI would have shut down the pathway for \$4-5m of annual horticultural exports from Fiji to NZ, highlighting that discrete investments like the HTFA can make a difference and do not always need to be part of a holistic programme.

The program also works directly with industry to identify and utilise innovations to support ‘in-house’ capacity to address bio security concerns and support ease of market access. For example, efforts to improve lower cost online HACCP re-certification was a real benefit especially during the COVID years.

Important work is also undertaken in terms of providing support to pest and disease management, including strengthening public capacity for emergency response, preparedness and recovery.

While this is known to be an important need, there is a desire across both public and private programs stakeholders for greater proactivity and a perspective that the program is currently reactive to disease outbreaks. There was also some frustration expressed by bio security authorities that even in the context of a pest outbreak, such as the current fall army worm outbreak in Fiji, that processes and procedures involved in engaging PHAMA Plus are slow and not sufficiently responsive. However, this perspective is rejected by PHAMA Plus who stated that they were able to mobilise support within 24 hours of receiving approval from DFAT.

More generally, a question exists regarding the capacity of a program such as PHAMA Plus to occupy such an importance space in relation to increasingly destructive Pacific biosecurity incursions, and whether or not a separate regional program specifically geared to assist countries manage biosecurity incursions. DAFF and MPI, Given the core capacity of it would seem to make more sense PHAMA Plus to focus solely on supporting biosecurity work on the market systems in which it is engaged, particularly in terms of engagement with farmers and exporters.

EOP Three: Support to supply side innovation (women and men exporters, processors and producers adopt quality and productivity enhancing and climate resilient innovations for their export products and share experience to improve collective knowledge and understanding of markets and extended know how)

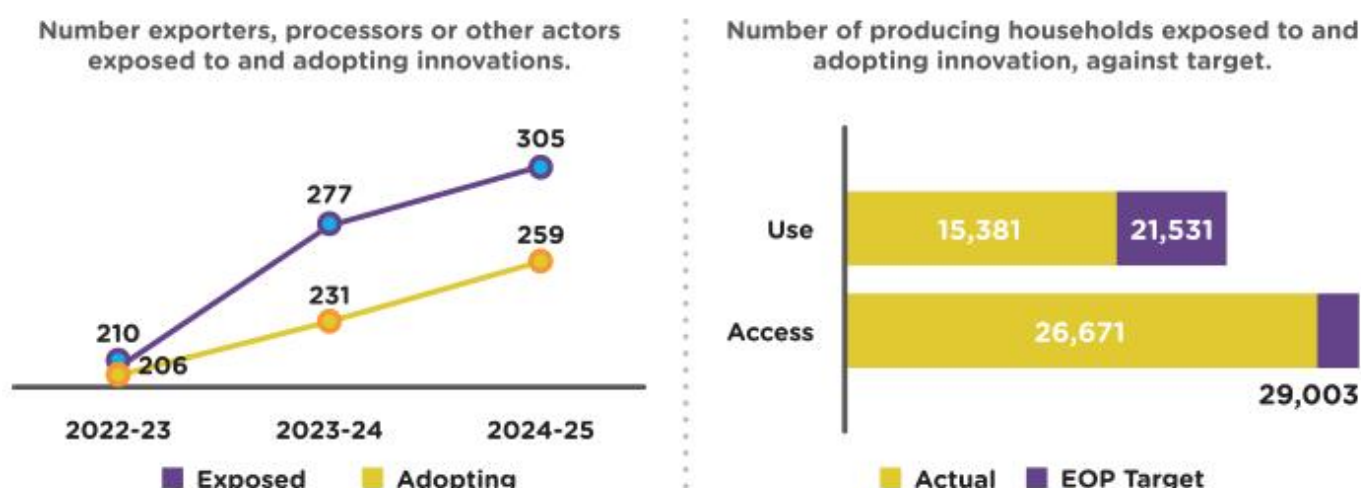


Figure 5. Evidence of change in businesses and households adopting innovations (PHAMA Plus Annual Report 2024-25). A text version of this infographic is available in Annex Five: Accessible Text for Report Images

Recommendation Six: Future programming should consider including an agri-tech focus recommendation, conducting careful analysis of all potential agri-tech opportunities and constraints and making strategic choices about the feasibility of addressing those constraints before intervening. Testing and introducing new agricultural technologies are a valid program activity but must include a robust analysis of the business case for the technology alongside a holistic analysis of the system into which the technology is being introduced, including farmer awareness and demand for the technology, the availability of appropriate financing and other issues known to affect adoption.

The Evaluation Team found several cases across PHAMA Plus countries where the program introduced new agricultural technologies to selected producers, but broader uptake did not follow. In some instances, this was because the business case for the technology was weak without program financial support. For example, as discussed elsewhere in this report, solar dryers have long been recognised as beneficial, yet the lack of a clearly understood commercial case continues to limit affordability, replication, and sustainability. In other cases, technology was well suited to a specific exporter or aggregator but not relevant or viable for smaller producers.

The Evaluation Team considers the introduction of new technologies to be highly valuable. Programs like PHAMA Plus can play an important role in testing and piloting innovations—by cost-sharing with willing partners to reduce risk—and in promoting wider adoption through awareness of the costs and benefits. Technology is also acutely relevant in the context of a rapidly transforming agricultural labour market. However, successful scaling requires that any technology promoted is commercially viable without ongoing program support, and that other barriers to adoption—such as limited access to finance—are identified and realistically addressed. Such approaches should also include targeted technical studies related to climate impact and options for greater resilience, that were an appreciated feature of PHAMA Plus Phase One.

The program has supported a wide range of innovations aimed at key pressure points in the production system, including reducing the need for labour, improved post-harvest handling and addressing risks posed by climate change. Support to supply side innovation has been multi-faceted, including:

- Promotion of well-known innovations that have not achieved broad traction such as solar drying, fermentation units and drip irrigation systems.
- Supporting farmers and industries to adopt more climate-resilient practices, including waste reduction.
- Strategic sponsorship and advocacy of innovation in agriculture, through initiatives such as support to the Agribusiness Innovation Award at Fiji's 2024 Prime Ministers International Business Awards.
- Development of a business case for innovation in post-harvesting, such as a Food Innovation Centre in the Cook Islands.
- Application of co-financing facilities aimed to motivate partners in relation to investing in innovation.

The 2024-25 Annual report states that 15,381 farming households have adopted new practices that improve product quality, productivity and market access across the course of Phase Two.

While proof of concept around innovations such as solar dryers and fermentation stations demonstrate their efficiency and contribution to premium pricing, adoption is still slow. Producers supported to attain such innovations by PHAMA Plus are incredibly enthusiastic about their role in the production system, but still not clear on the business case of personally investing in such technology. Quantifying and clearly communicating the business case for different innovations where proof of concept is clear would be an important contribution from PHAMA Plus in its final year. Moving forward, there is also an urgent need to consider how best to support producers in more easily accessing finance, and to test assumptions regarding whether or not access to finance is the core impediment that many perceive it to be.

Access to finance' needs to be considered in a holistic way, including opportunities to 'de-risk' growth instead of simply encouraging it. This would necessarily include a combination of financial tools and products - not just loan facilities, but small grants, join-ventures, savings models, revolving credit schemes, taxation incentives etc. A sophisticated and considered approach to finance is needed in order to sustainably and realistically support next steps.

Supporting more robust private sector extension would be another way of more easily seeding innovation.

Nishi Trading in Tonga has worked through a stringent process of disaggregating those suppliers who are capable and open to innovation from those reluctant to change their practices. While this reduced the number of suppliers from 70 to just nine today, the nine producers that Nishi work with are forging ahead with dramatically modernised farming systems that showcase the benefits of innovation in terms of productivity but also climate responsiveness. PHAMA Plus is now working with Nishi and PFR to extend farmer field days to a wider network of producers, in an effort to expand a reliable and consistent supply base.

The program also works with businesses and governments to develop inclusive workplace policies and practices and has now assisted more than 20 exporting businesses to achieve a range of certifications for increased export market access.

Recommendation Seven: Any future program should identify where private extension models may be appropriate to help address supply chain challenges, and pilot these with willing private partners.

Issues related to capacity and weakness of government agricultural extension services are well documented. Despite this, there has been very little PHAMA Plus energy directed towards promoting the concept of private sector led extension – despite a context of supply issues being the major constraint on agricultural export growth. These have been shown to be successful elsewhere in the Pacific and beyond and can be an important element of an agricultural and trade program. While it is acknowledged that there is often resistance to the idea of private sector led extension from both much of the public and private agricultural sectors in the Pacific, there is a need for producers to be better supported if supply side issues are to be addressed.

GEDSI performance

There have been some impressive gender equity related achievements. The proposed approach for GEDSI of PHAMA Plus was built around four drivers of inclusion that were designed to strengthen the

participation in programming interventions of three distinct groups, namely women, persons with a disability (PWD), and youth/people in remote communities. The program's GEDSI approach was captured in a refreshed GEDSI Strategy, that was finalised at the start of Phase 2 in August 2022.

The four drivers of inclusion were:

1. To address adverse social norms through activities that stimulate market actors to engage women, PWDs and provide opportunities for people living in remote communities, with the higher-level ambition to contribute to changed perceptions of what should be 'normal'
2. To strengthen visibility, voice, and representation through proactive inclusion of women, PWDs and people from remote communities to engage thinking around current norms and raise awareness of their potential to add value on the part of market actors.
3. To challenge and change business culture and practices by building awareness of the importance of inclusiveness, and creating real opportunities for the benefits of inclusion to be showcased.
4. To support the building of assets and access to assets for previously marginalised groups.

A September 2023 TAG report stated that "these drivers are fit for purpose for the PHAMA Plus program' and assessed that 'more than 80% of portfolio has the potential to be relevant for one or more of these inclusion drivers', and that the proposed structure laid the foundation for a high-quality GEDSI system. It then went to say that the program nominated to focus on implementation, moving beyond a 'system in place' to a 'system at work'. (TAG Sept, 2023)

The Evaluation Team concurs that this structure made good sense and remains relevant to the context of PHAMA Plus, and is well positioned to align with the program EOPOs. Reflecting on practice and the transition from 'system development' to 'system at work', the Evaluation Team observed some powerful results, some uneven performance and also some missed opportunities.

It is also noted that GEDSI considerations are intended to be mainstreamed within each intervention, with efforts made to consider the business practices and social inclusion opportunities for each partner and context. A parallel aim was to cultivate an expectation amongst partners to be open to engagement with PHAMA Plus on how to make their business operations more inclusive. GEDSI challenges and opportunities are also set out in each of the sector strategies.

GEDSI is also integrated within formal intervention agreements, though these are limited in the degree to which they describe GEDSI related activities and are more focused on compliance with laws, guidelines and policies, including gender equality, disability and social inclusion (GEDSI) guidelines and policies.

The TSM process is also insightful in that GEDSI considerations are light touch across documentation emerging from 2022-23, but far more apparent in 2024 and 2025.

At partner level there have been some significant successes. Work with Nishi Trading in Tonga and Kaiming Agro-Processing and Road King Farms in Fiji has been transformational and inclusive of all four drivers of inclusion given their transition to an overwhelmingly female workforce, as well as steps taken in the case of Kaiming and Road King to provide accommodation to address constraints on women's employment related to daily travel to the factory. In the case of Nishi – the most high-profile agri-business in Tonga – they are now focused on further developing their female workforce as much on the business case as a statement of

inclusion, and also act as a strong advocate for the importance of women's economic empowerment as both a social and economic good. PHAMA Plus has also supported larger agro-processing partners and industry groups with gender-inclusive workplace policies and practice, including workplace domestic violence policies which carry practical and simple significance given the context of the Pacific where high levels of domestic violence is an ongoing scourge. PHAMA Plus has also undertaken GEDSI focused research working with the National University of Samoa to better understand perspectives amongst farming households.

Recommendation Eight: Further progress focused research on the Family Farm Team model to determine lesson learned in the context of PHAMA Plus, and also how it can best be applied in future programming on the agriculture and trade landscape.

The Family Farm Team model has significant potential to support gender equity, women's economic empowerment and broader inclusion, including a more substantive pathway for youth to participate in progression of the family business. Through its culturally appropriate focus on family first, the FFT model is well suited to supporting dialogue amongst different family members around families' livelihoods. By approaching issues of equity, inclusion and empowerment through the lens of the functionality of the family enterprise, sensitive issues can be unpacked and transformational approaches achieved in terms of enhanced roles and respect for women, youth and PWD in the household. Further investment should be made into the model to support the institutionalisation of these outcomes and consider options regarding how the model can best be applied in future programming on the agriculture and trade landscape.

Disability work has been more uneven and slow to commence, though this has progressed in recent years through more proactive approaches that have involved work with agribusinesses to progress understanding of disability-inclusive workplaces, including efforts to enable for employment of PWDs. Partnership have been developed with Organisations of People with Disabilities (OPDs) over recent years, including the Pacific Disability Forum – the region's most experienced and well-resourced OPD. In 2025, a Guidance Note was prepared by PHAMA Plus for Disability Inclusive Agriculture providing practical actions that can be taken by agribusinesses, OPDs, and farmers with disabilities to create more inclusive agricultural systems. In summary, the program has made significant progress over the past two years but there was little evidence of proactivity in relation to disability inclusion in the early stages of Phase Two. The challenge of disability inclusion also sits as a positive and interesting example of an increasingly adaptive approach to management in that the program had experienced significant challenges in gaining traction with private sector partners on disability inclusion. This led to a dedicated body of work around stronger awareness raising about how disability inclusive practices could benefit businesses across the supply chain, and stronger networking with OPDs across the program's core investment countries.

One of the most interesting components of the PHAMA Plus GEDSI approach has been trialing of the FFT model. Initially rolled out in Phase One, the FFT model is based in research undertaken by the Centre for Sustainable Communities at the University of Canberra and piloted pre-pandemic in Papua New Guinea - drawing on ACIAR funding. The model is built around the idea that each farming household (or business) already operates as a "team" — not just individuals – but that the degree to which the potential of the 'whole team' is leveraged is impacted by social norms that position the man as the head of the household.

FFT promotes that work, decisions, goals, and benefits should be shared equitably (especially between women and men, but also across generations). Its goal is to help households develop sustainable livelihoods and progress towards semi-commercial production by improving agricultural planning, financial literacy, communication, decision-making, and shared labour/responsibilities among family members. As such, it is very well suited to inclusion since it clarifies and brings profile to the role of each member of the family enterprise, while also considering their potential to contribute more. Through this approach, visibility is brought to the reality that different members of a household bring different skills to the family farming effort, with each an integral member of the overall farming system. The approach therefore mainstreams inclusion and reduces the need for segregated programming for women, youth and people with disabilities.

When initially conceived as a tool of direct relevance to PHAMA Plus during Phase One, plans were put in place to develop skills and embed the approach amongst aggregators, processors and social enterprises, who would then be equipped to deliver training in the model, and in the process consolidate their long-term business relationships with their smallholder suppliers.

While the MTR strongly endorsed PHAMA Plus pursuing the approach, COVID seemed to disrupt momentum in the relationship with only limited progression in its application across the period 2022-24 with most activities occurring in PNG, and also some commencement of activities in Vanuatu and the Solomon Islands. It is also noted that there was essentially no reference to the model in the PHAMA Plus GEDSI Strategy of 2022. The model appears to have been picked up again in the 2024-25 programming year, with far greater emphasis and resourcing directed towards it, with intent to fully understand the potential of the model and help inform future programming decisions. This timing aligns with greater recognition within PHAMA Plus that production and supply issues had become a major constraint on exports, and therefore interest in revisiting FFT as a tool for supporting farming households to shift from subsistence to more semi-commercial farming models, but also as a vehicle to progress the programs inclusion ambitions.

The upshot of this overall context is that FFT is now very firmly back on the table as an approach that PHAMA Plus is wanting to support, understand and promote. However, it is unfortunate that only limited energy was directed towards the model in the two years that followed the Phase 1 MTR. This evaluation concurs with the findings of the Phase 1 MTR in viewing FFT as an approach of acute relevance to the context of PHAMA Plus, and one that has multifaceted potential in terms of:

- Helping shape the business case for a semi subsistence farming household to consider more commercial approaches through better appreciating the different skillsets at the household's disposal.
- Raising awareness regarding the role of different family members, including bringing greater profile to the contribution of women to the family enterprise – especially given the cultural context where women often are responsible for oversight of family finances.
- Shedding light on the opportunity for youth to both contribute but also help transform family farming enterprises, given they are likely to bring skills that are relevant to the modernisation of traditional practices.

- Identifying opportunities and roles for PWD in terms of both contributing to and advancing the family enterprise.

Suitability of the reporting system to capture and articulate PHAMA Plus results?

PHAMA Plus has invested in good MRM and adapted its MRM systems in the light of experience, both good and bad. The PHAMA Plus system for monitoring and evaluation has evolved and strengthened over the course of Phase Two, with a better balance between quantitative results measurement and increasingly qualitative monitoring approaches. This recently increased emphasis on qualitative assessments of interventions, sectors and systems is helping ‘lift the gaze’ of the team around wider system changes. Of minor concern is the program’s ongoing use of different terminology – PHAMA Plus still variously uses the language of both monitoring, evaluation and learning (MEL), and monitoring and results measurement (MRM) – which portrays some of the historical challenges around how this vital aspect is integrated into program management.

The importance of good monitoring and measurement

What is good MRM – Lessons from market development projects around the world show that a consistent focus on results is a key element of program effectiveness, constantly driving both accountability and learning (‘proving and improving’). Ideally, programs learn in ‘real-time’ and use that data, analysis and insights to feed directly into intervention adjustments (or closure), prioritisation, and wider sector and program strategy. In other words, the MRM system is integrated into all stages of the program cycle transforming MRM from an event to a process.

Experience also shows that getting this right is really hard to do – collecting credible and useful information on intervention performance takes valuable time and can fall down the ‘to do’ list; applying the right statistical techniques requires expertise and experience; field teams can easily get swept up intervention pursuits and fail to ‘stand back’, reflect and see the bigger picture; it can be hard to see when an intervention is failing, and closing it down after months of effort is disheartening; making the time as a team to reflect on the portfolio and make hard decisions about where to focus and invest and where to disinvest can be challenging. Further, donors may appear to be only interested in ‘big results’, not in learning from failures as well as successes.

The Evaluation Team finds that PHAMA Plus results are carefully, credibly, and probably over-conservatively calculated and reported. MRM manuals have been regularly updated, providing a key reference point for all staff. Following the Phase 1 MTR, additional in-country MRM positions were established. With much monitoring data collection driven by the PSU, day-to-day **management of interventions has been easily divorced from the analysis of emerging intervention results.** The Evaluation Team heard stories of poorly designed questionnaires inappropriate to intervention context, significant delays in results being fed back to country teams, and as a result, a general ‘clunkiness’ of intervention management and strategy adjustment.

The concentration of (MRM) skills centrally meant country teams relying on occasional, remote access to ‘MRM know how’. Recent efforts to devolve more MRM control to country teams has helped overcome this (following the Phase 1 MTR, Inclusion and Results Management Officer (IRMO) roles were created in Tonga,

Samoa and Vanuatu (also servicing Solomon Islands)), but the bolstering of country team MRM capabilities has come very late. The experience of Samoa, where an experienced MSD and MRM practitioner is now based, illustrates how locally driven MRM can improve focus, prioritisation and strategy.

Whilst the PHAMA Plus MRM Manager and Senior Officer are undoubtedly competent, for a program of this size and diversity, more expertise – ideally based in the region rather than remotely – would have been valuable. The MRM team currently comprises a Fiji based M&E manager, supported by two STAs and a full-time Technical Director (all of whom work remotely).

Greater efforts to build MRM skills in country teams, particularly around the envisioning, detection and measurement of systemic changes could have proved invaluable. A consistent theme of TAG reporting was the over-emphasis on measuring quantitative impact to the detriment of effort around qualitative understanding of wider contextual changes which “restricted the program’s capacity to ‘capture critical narratives of opportunities and change that can inform future programming as well as inspire action from other market actors’” (TAG, 2023). A related observation is that **measurement of capacity building of biosecurity authorities** seemed overly reliant on training participation numbers as a performance indicator, rather than attempts to capture a sense of systems change; for example, the degree to which training was being utilised and applied, or the identification of additional support necessary to trigger lasting changes. Some of the ‘numbers focus’ may also be explained by the unrealistic impact target of 200,000 households in the PHAMA Plus design, as well as the ever-present incentives to demonstrate rapid impacts over longer-term changes.

As the program enters its final year, even greater focus is being placed on performance assessment through close collaboration between country teams and the PSU MRM/MEL team to unpack and understand performance through impact assessments and outcome harvesting. The recent investment in ‘outcome harvesting’ expertise should elicit some useful lessons and insights for future programming.

Recommendation Nine: Any future program should ensure that robust Monitoring, Evaluation, Research, and Learning systems are in place early, and appropriately structured to capture the necessary qualitative and quantitative data necessary for adaptive management. D/MFAT managers should conduct a formal, externally supported assessment during the second year of program implementation to verify that these systems are in place and functional, clearly and broadly understood, and with appropriate incentives for all staff to fulfill them.

The Evaluation Team observed that using MRM to analyse, learn, adapt, and improve has been one of the biggest challenges for PHAMA Plus in both Phase 1 and 2. Ongoing failure to appreciate the potential for MRM to guide systemic intervention (based on emerging global experience widely discussed in DCED and BEAM literature), and resistance to change the MRM approach, were significant failings of the program. An ongoing and embedded focus on systemic outcomes would have yielded a much richer and more nuanced assessment of opportunities and better demonstrated the decision pathways and feedback loops that guided interventions. Learnings would have been richer and more embedded in the corporate memory, so less likely to be driven by personal opinion and impacted by staffing churn. It is in any program’s interest to ensure robust MERL systems are in place early, with GEDSI indicators embedded across all levels of the

results framework with the ability to capture qualitative stories of empowerment, inclusion, and systemic change.

Ensuring that appropriate MRM systems are in place is primarily the responsibility of program leadership. If this does not occur, D/MFAT would expect the contractor representative to support the program team in embedding effective MRM practices. Where suitable systems are not established and functioning within roughly the first year of implementation, this should be evident to D/MFAT managers and trigger appropriate corrective action.

In conclusion, the Evaluation Team finds that while PHAMA Plus has evolved and adapted its MRM systems in response to TAG feedback, it seems that MRM was not initially given the priority required and was viewed primarily as a reporting tool that captured numbers and results - rather than as a tool to support strategy development and fine tuning of pathways towards systemic change. This differs from the current approach which clearly recognises the importance of being able to capture and measure contribution of PHAMA Plus in achieving systemic change. Drawing from the current monitoring system to analyse and strategically communicate PHAMA Plus' impact on kava, cacao and other key achievements will be an important value addition.

Does the M&E system meet the needs of program management and external stakeholders?

DFAT Annual Investment Monitoring Reports (AIMR) suggest good to strong levels of satisfaction with the program across Phase Two, indicating that the monitoring and evaluation (M&E) system is meeting the needs of program management and able to clearly report on program performance. AIMR highlights the evolution of the M&E system across Phase Two, noting clearer structures and planning enabling an increased capability to assess performance in relation to systemic change. DFAT also appreciates the development of 'impact assessment plans' that aim to prioritise what is being measured, and to improve the efficiency and distribution of resources.

DFAT's concerns regarding MRM/MEL relate to the functional split between MRM and the more qualitative aspects of MEL, the limited ownership and capacity of Country Teams to manage MRM/MEL effectively at the local level, and the need to strengthen links between the MRM/MEL system and development communications. These concerns broadly align with the Evaluation Team's own observations

As stated above, the Evaluation Team finds PHAMA Plus results reporting to be rigorous and credible. Previous over-emphasis on counting the numbers and over-centralised MRM at the expense of assessing opportunities for system change inhibited timely adaptive management; the enhanced use of qualitative methods is now helping to capture PHAMA Plus stories of contribution to system changes more fully.

How efficiently has PHAMA Plus used and distributed its resources?

Overview

The program is effective in distributing resources across a vast range of relationships. A significant feature of the PHAMA Plus program has been the myriad relationships that it has established with government ministries and departments across the region, research institutes, other development programs and leading private sector entities working on the agricultural trade landscape. While three distinct phases in reality, “PHAMA Plus” is seen through the lens of a now 15-year commitment to strengthening agricultural development and market access in a context where economic development and diversification is a key development ambition at both regional and national levels. Further, senior government representatives value PHAMA Plus for its practical contributions and close alignment with their own national development strategies, including realising the export potential of key commodities.

PHAMA Plus has built strong, trusted relationships across government and industry, based on its sustained presence, reliability, focus on strengthening of Pacific market systems and commitment to being locally led. This has established PHAMA Plus as a respected ‘brand’ and an important and high-profile symbol of Australia and New Zealand’s commitment to partnering on complex issues related to economic development in the Pacific. This contributes to an important diplomatic dividend, with Pacific countries viewing Australia and New Zealand as a preferred partner in efforts to progress their agricultural economies.

The primary structural question raised in relation to efficiency is the narrow export focus of the approach and the degree to which that limited PHAMA Plus’ scale, breadth of participation and awareness of market conditions and opportunities. While select leading firms have engaged deeply, broader private sector awareness and uptake of PHAMA Plus’s systemic approach remain limited. Related, both public and private sector partners spoke of the need for a program such as PHAMA Plus to be more active in helping address supply issues in a context where export market access has been attained. Had it been able (or encouraged) to engage on these supply chain issues, and appropriately resourced to do so, PHAMA Plus would undoubtedly have achieved greater scale and therefore better value for money.

The program is valued for the nuance and responsiveness to context of its capacity building approach and is viewed as having strengthened public institutions, industry groups, and sector associations, with several having already established themselves autonomously of PHAMA Plus, or sit well positioned to sustain functions beyond the program. These include the Vanuatu Cacao Industry Association, Vanuatu Kava Industry Association, Vanuatu Kava Industry Association, Tonga Watermelon Export Taskforce, the Solomon Islands Timber Processors and Exporters Association and Vanuatu Primary Producers Association. There are also examples of emerging entities that are being modelled on IWGs, such as the Fiji Commercial Agriculture Taskforce and Tonga National Kava Komiti.

Agility and responsiveness to shocks (natural disasters, epidemics, biosecurity emergencies) was also acknowledged as a strength of the program, and spoken of as important in terms of protecting progress already achieved.

Efficiency risks include:

- The central role played by PHAMA Plus in coordinating and resourcing MAWGs and IWGs may reduce incentives for local actors to fully assume leadership. However, this is a risk well understood by PHAMA Plus with clear focus being placed currently on the 'who' and 'how' of future sector coordination efforts.
- Limited engagement across systems (beyond 'lead firms'), especially within the business community, could constrain long-term impact – including supply constraints which are highlighted throughout this document. Efforts are now underway through various approaches including strategic communications, dissemination of key lessons learned and through dialogue with key partners to draw in new actors and broaden stakeholder interest across different systems.
- Without direct PHAMA Plus support, there is a risk that weaker institutions and associations such as the Fiji Kava Steering Committee and Solomon Islands Cocoa Industry Working Group will struggle to maintain momentum without technical and financial support. This is being addressed through exit planning that is already well underway.
- Progress on many fronts is strong but incomplete. While individual investments are complete, there are significant opportunities to better leverage these in support of broader system strengthening.

To what extent does the program represent value for money?

A feature of PHAMA Plus is its broad reach, working in multiple sectors across ten countries over the course of Phase Two. The program has significant profile in a region of high priority for Australia and New Zealand and is regarded as a centre of excellence in the Pacific for the provision of high-quality market systems support. This breadth, profile and structure, positions the program as an important knowledge hub in relation to issues on the agricultural trade landscape.

The budget allocated to PHASE Two was \$27.1 million AUD, with \$21,897,554 having been spent as of end August 2025, and \$25,558,124 projected to be spent by 30 June 2026 (excluding management fees). Of that amount, program activity costs accounted for 53.1%, in country operational costs 6.1%, and personnel costs 40.8%. Distribution of costs across Phase Two is detailed below in Tables 4a-4d and highlights that the most costly country program is Tonga, where total in-country operational and program costs will total around \$1.85 million AUD across the four-year implementation period, plus PSU support costs. While total cost per country does not equate to value for money, it does give insight into the relatively small cost of maintaining the country profile and diplomatic contribution that comes with a country program.

These ratios compare well with similar development programs, and gave the program a physical presence and office structure in six of the ten countries with Activity Coordinators representing the program in the four smaller states of the Cook Islands, Kiribati, Niue and Tuvalu. The program also established working groups within each country, tailored to the context and scale of programming in that country. The program was therefore able to be highly visible and achieve significant traction across the Pacific. It was also able to establish important partnerships and understanding that has the potential to provide a platform for future economic development programming moving forward.

However, efficiency would have been enhanced had the program moved towards building country office capacity earlier and also by being more adaptive in terms of distribution of resources between countries

that allowed for the program to grab immediate opportunities more readily. That didn't happen due to a range of operational and budgetary limitations, as well as the MRM system described above which limited the extent of adaptive management in practise.

The program has been successful in terms of securing co-investment from partners, with (as at March 2025) a partner-to-program investment ratio that sits around 0.8, with more than \$4 million AUD invested directly by program partners, highlighting strong levels of relevance and ownership of activities. This ratio is expected to strengthen further in the final months of the program.

In terms of DFAT's value for money principles, the program systematically built a firm evidence base that justified strategic direction and investment points. It has worked to align itself with DFAT Value For Money Principles, and has developed a qualitative assessment tool to assess value for money through the following questions:

- To what extent is PHAMA Plus considering the quality and cost of inputs?
- To what extent is PHAMA Plus leveraging resources from local stakeholders?
- To what extent are PHAMA Plus and partners investing resources in interventions that are responsive to both the PHAMA Plus GEDSI and ECR strategies?
- To what extent is PHAMA Plus effectively implementing due diligence and anti-corruption processes?
- To what extent does PHAMA Plus consider if, and how, each intervention is likely to contribute to program outcomes when choosing and designing interventions?
- To what extent is PHAMA Plus experimenting with innovative and inclusive GEDSI and ESC business models that can contribute to economic growth and improved rural livelihoods?
- To what extent is PHAMA Plus using evidence from its MRM systems to inform decision-making and improvement

Table 4a. PHAMA Plus Phase Two program expenditure to end August 2025 – Personnel Costs Subtotal

Budget/ Expenditure Area	Budget/ Expenditure FY22/23 (Year 1)	Budget/ Expenditure FY23/24 (Year 2)	Budget/ Expenditure FY24/25 (Year 3)	Budget/ Expenditure FY25/26 (Year 4)	Year 4 to date (End Aug 2025)	Total Actual Phase 2 to Aug 25	Projected Total Phase Two
Personnel Costs Sub Total	2,792,434	3,010,934	2,729,707	2,762,299	403,128	8,936,203	11,295,374

Table 4b. PHAMA Plus Phase Two program expenditure to end August 2025 – In Country Operational Costs

Country	Budget/ Expenditure FY22/23 (Year 1)	Budget/ Expenditure FY23/24 (Year 2)	Budget/ Expenditure FY24/25 (Year 3)	Budget/ Expenditure FY25/26 (Year 4)	Year 4 to date (End Aug 2025)	Total Actual Phase 2 to Aug 25	Projected Total Phase Two
Fiji	148,678	153,975	146,611	155,700	5,698	454,962	604,964
PNG	132,756	106,834	6,456	-	-	246,046	246,046
Solomon Islands	81,857	72,195	97,772	68,000	7,688	259,512	319,824
Vanuatu	25,424	30,528	41,362	19,440	1,224	98,538	116,754
Tonga	48,346	43,088	38,216	27,000	11,416	141,066	156,650
Samoa	33,954	45,147	58,092	20,750	1,770	138,963	157,943
In-Country Operational Costs Sub Total	471,015	451,766	388,509	290,890	27,795	1,339,085	1,602,180

Table 4c. PHAMA Plus Phase Two program expenditure to end August 2025 – Program Activity Costs

Country/ Region	Budget/ Expenditure FY22/23 (Year 1)	Budget/ Expenditure FY23/24 (Year 2)	Budget/ Expenditure FY24/25 (Year 3)	Budget/ Expenditure FY25/26 (Year 4)	Year 4 to date (End Aug 2025)	Total Actual Phase 2 to Aug 25	Projected Total Phase Two
Fiji	260,652	613,558	768,992	245,516	58,166	1,701,368	1,888,718
PNG	701,925	1,222,672	-	-	-	1,924,597	1,924,597
Solomon Islands	184,766	475,551	336,655	64,000	20,470	1,017,442	1,060,972
Vanuatu	48,736	435,529	761,807	191,882	7,845	1,253,917	1,437,954
Tonga	194,997	334,888	1,087,212	82,990	12,230	1,629,327	1,700,087
Samoa	152,059	541,357	423,351	74,831	8,314	1,125,081	1,191,598
Cook Islands	4,187	-	-	-	-	4,187	4,187
Kiribati	42,589	100,046	98,092	47,105	17,700	258,427	287,832
Niue	86,306	74,379	40,417	22,500	3,301	204,403	223,602
Tuvalu	34,702	12,386	43,907	29,000	-	90,995	119,995
Regional (including BQS/Thematics)	570,128	854,910	911,987	484,000	75,492	2,412,517	2,821,025
Program Activity Costs Sub Total	2,281,047	4,665,277	4,472,422	1,241,824	203,520	11,622,266	12,660,570

Table 4d. PHAMA Plus Phase Two program expenditure to end August 2025 – Total Expenditure Phase Two

Budget/ Expenditure Area	Budget/ Expenditure FY22/23 (Year 1)	Budget/ Expenditure FY23/24 (Year 2)	Budget/ Expenditure FY24/25 (Year 3)	Budget/ Expenditure FY25/26 (Year 4)	Year 4 to date (End Aug 2025)	Total Actual Phase 2 to Aug 25	Projected Total Phase Two
Personnel Costs Sub Total	2,792,434	3,010,934	2,729,707	2,762,299	403,128	8,936,203	11,295,374
In-Country Operational Costs Sub Total	471,015	451,766	388,509	290,890	27,795	1,339,085	1,602,180
Program Activity Costs Sub Total	2,281,047	4,665,277	4,472,422	1,241,824	203,520	11,622,266	12,660,570
Total Expenditure Phase Two	5,544,496	8,127,977	7,590,638	4,295,013	634,443	21,897,554	25,558,124

Ongoing accumulation of knowledge and evidence – and particularly the support of the TAG – has allowed the program to adapt its focus over the course of the program in ways that have helped gradually sharpen the strategic approach and address shortcomings that were identified in the Phase 1 MTR, internal processes and through TAG input. The program has also worked across the latter stages of Phase Two to increasingly shed low priority activities and those with little prospect of generating impacts, while bringing greater focus to those sectors where impact is assessed as more likely.

Experimentation and innovation are cornerstones of the approach, with PHAMA Plus appreciated across the region for its willingness to trial new ideas and help mainstream innovations.

Financial management systems are in place to ensure compliance with DFAT and DT Global requirements. These systems also incorporate partner capacity-strengthening initiatives, such as supporting partners to develop child protection policies and establish performance review systems. Competitive procurement procedures are in place though these are sometimes complicated by the general challenges that beset procurement in the Pacific, with costs often much higher than one would find in Australia or Asia.

In terms of staff distribution, there would have been value in actioning decentralisation at an earlier date, especially now knowing the impact that better resourced and better skilled country teams have had in terms of programming, partnerships and profile. While politically and diplomatically difficult, there would almost certainly have been an efficiency dividend if resources were more easily able to be moved between countries to best leverage clear-cut and current opportunities.

Was the allocation of human and financial resources in alignment with and supportive of EOPOs?

The large number of countries and relatively limited budget was always going to present challenges in terms of optimal allocation of human and financial resources.

There was a repeated observation made across the evaluation that the PHAMA Plus staffing structure has faced challenges but also evolved over the course of Phase Two. Several common themes emerged from consultations with country partners in relation to team capacity. Turnover of key staff was spoken of both as a negative and a positive. Turnover, in general, was seen as a negative in that it contributed to instability and generally set back trust-based partnerships, which are so important in the Pacific context. New staff were spoken of as often coming with insufficient understanding of the back story, approaches that often clashed with the back story, different priorities and areas of focus, and sometimes required ‘going back to square one’ in terms of contextual understanding.

This overall situation and repeated staffing churn highlights issues in relation to human resource management which at the end of the day must be attributed back to the managing contractor, DT Global, given their responsibility in terms of appointment of key staff and the instability experienced senior management. A related issue is the tolerance of DT Global of absolutely key staffing positions being remotely located, with Team Leaders, Deputy Team Leaders, MRM Managers and BQS managers variously “working from home” for long periods at times despite the program facing known implementation challenges. This was a situation that caused frustration for team members, partners and also the two donors.

The people we deal with at the PHAMA Plus office are practical and flexible and closely understand the challenges that we face and support what we need. We have open communication with them on a daily basis when necessary, and appreciate the commitment to strengthen relationships and systems. It feels so different to other programs that have tried to support us.

PHAMA Plus partner in Samoa

However, turnover was also spoken of as a positive in that it generally tended to bring in more relevantly skilled and dynamic staff across the course of Phase Two, often replacing those well-connected in the public sector with those more able to engage effectively with businesses. For example, the appointment in one country of a new country manager was spoken of (by both public and private sector representatives) as having transformed and totally re-energised PHAMA Plus programming given the technical skills, management approach, vision and commitment newly demonstrated.

However, stability and longevity of the Country Manager was cited in Vanuatu as the critical ingredient in PHAMA Plus playing a critically important catalytic role in both the kava and cacao market systems. The constant presence, contextual understanding and trusting relationships with actors right across each market system is regarded as central to the shared understanding and vision achieved. The other constant feedback received during the evaluation fieldwork was that decentralisation and increased staffing of country teams had immediate impact and improved program efficiency in that it allowed the program to immediately strengthen individual partnerships, scope new opportunities and generally raise the profile of PHAMA Plus in-country.

2024 was a particularly difficult period in terms of staffing with significant churn of multiple senior positions including Team Leader, Technical Director, Fiji Country Manager and significant changes in the MRM/MEL and Communications teams. While destabilising, the new Team Leader appointed brings strong management capability and quickly adapted to the context of the program taking a range of decisions that have helped solidify the team and prepare it for the challenges of program completion and closure.

A more management related issue was the concentration of staff within the Suva based Program Management Office at the beginning of Phase Two, including several key staff who were working remotely. This was somewhat resolved with the 'cultural' shift to a Program Support Unit approach, where the Suva based team was downsized whilst country teams were strengthened and key technical leads outposted in the region. Further work was undertaken in terms of ensuring country offices had the right skill sets, with staffing changes initiated within several country teams to strengthen the analytical, monitoring, business and visioning skills needed to progress program performance. External stakeholders at country level speak positively of some of these changes, including Tonga where both government and private stakeholders described the new Country Manager as central to a reinvigoration of the program and its visibility.

While increased numbers, capability and the introduction of more relevantly skilled staff appear to have been transformative for the program at country level, views persisted that country performance could be

further strengthened with further decentralisation of the PSU. The TAG raised this in their March 2025 mission, commenting that:

... future multi-country market systems programs should aim to disperse the PSU discipline leaders across the target countries (while keeping a smaller ‘administrative’ hub) as this has been shown in other MSD programs to develop stronger local teams, and ensures the PSU is more closely engaged with the on-the-ground reality, without compromising the regional mandate of the PSU staff. For example, the placement of the Senior Portfolio Adviser (Shariful Islam) in Samoa has significantly contributed to improving the program’s quality in Samoa, and the team’s functioning, while also allowing him to better appreciate and service the needs of other countries.

TAG Report, March 2025, p.3

Were governance mechanisms effective in facilitating the achievement of EOPOs?

Program governance is inevitably complex given two donors, a PCC, ten countries of operation, DFAT and MFAT posts in some but not all countries of operation, and the constant evolution of the MAWG/IWG mechanisms designed to support system strengthening. The Evaluation Team also acknowledges the unavoidable challenges PHAMA Plus faced in determining priorities, given the historically dominant positions of the MAWGs (and their offshoots), the inevitable conflicts of interest that arose through those forums, and insights about new opportunities – without a champion in the MAWG – that detailed market analysis revealed. Balancing stakeholder demands in this context, within the COVID era and with frequent interruptions to respond to natural disasters and biosecurity crises, was extremely challenging.

In terms of Donor-Project coordination, significant steps were taken during Phase Two to address shortcomings identified in the Phase 1 MTR. An important milestone was a ‘Ways of Working’ session in 2023 that brought DFAT, MFAT, DT-Global and PHAMA Plus leadership together to establish an agreed, collective understanding of how to work together optimally by identifying what had been working to date, what needed to be improved, and improving clarity around roles and responsibilities. This session identified weaknesses related to the complex communications needing to occur between the program, DFAT and MFAT, and between Suva, Country Offices and Posts.

The importance of giving PHAMA Plus clear direction and feedback in relation to strategy and feedback on deliverables was also highlighted, given that mixed messages had caused challenges for the team in the past.

A clear schedule is now in place with both DFAT and the program stating that it is effective in terms of providing regular updates at the program and country level, while also being an opportunity for ad-hoc communications and highlighting of issues needing more urgent attention. The process involves:

- Monthly Operations Meetings between the program, DFAT and MFAT, which highlights and updates issues and developments, and where appropriate takes decisions on related actions.

- Monthly communications report, forecasting upcoming public diplomacy activities and events for each country
- Regular country updates between Country PHAMA Plus teams and DFAT and MFAT Posts to discuss interventions, partnerships, staffing, travel, communications and public diplomacy opportunities, and risks.
- More substantive meetings with DFAT and MFAT periodically, where bigger picture strategy-level discussions are undertaken.

While monthly and quarterly Suva-based meetings are generally viewed positively, interactions between country teams and DFAT and MFAT posts remain uneven. Some posts, such as Tonga, maintain close and regular communication with the program. In contrast, both Vanuatu posts indicated they were not sufficiently informed about day-to-day program performance—acknowledging that this reflected both their own limited capacity and a lack of proactive communication from PHAMA Plus. Nonetheless, both posts in Port Vila expressed a strong interest in closer engagement with the PHAMA Plus office and recognised missed opportunities to better leverage PHAMA Plus investments in strengthening relationships with government and private sector stakeholders.

Perceptions of the effectiveness of the PCC mechanism were generally consistent. Its importance and necessity are recognised, and there is appreciation that it facilitates dialogue between donors, Country Team representatives, key private and public sector partners, DFAT and MFAT, and representatives from other development programs and stakeholders. However, it is seen primarily as a showcasing event that endorses strategy that has mostly been previously agreed.

Of most significance to the progression of EOPOs is the work undertaken at local level, where the MAWG/IWG structure has evolved in accordance with the opportunities and obstacles encountered at national level. This organic evolution of the local governance structure has been significant in strengthening programming efficiency, since it has helped direct and justify reallocation of resourcing to those areas where genuine commitment exists, tangible progress has been achieved and further consolidation is likely. This evolution is not by coincidence and has been actively facilitated by the program through its steady work with governance structures in raising awareness of the conditions necessary for system progression.

Initiatives such as the Commercial Agriculture Taskforce in Fiji and Fiji GAP are reflective of national entities drawing on the logic of the IWG approach, to directly drive and finance what they regard to be high priority initiatives to progress agricultural trade. The fact that neither will fully come to fruition before the closure of PHAMA Plus sits as evidence of partner confidence in the fundamental concept seeded by PHAMA and progress through PHAMA Plus.

Similarly, the Vanuatu Kava Industry Association and Vanuatu Cacao Industry Association are examples of institutions emerging from the IWGs fostered through PHAMA Plus, with the Ministry of Agriculture, Livestock, Forestry and Biosecurity committed to providing the leadership and resourcing necessary for these bodies to succeed beyond PHAMA Plus.

While it is the case that several IWGs have withered on the vine, key government figures speak of PHAMA Plus' successes and failures contributing to their own enhanced understanding of what it takes for multi stakeholder industry groups to succeed, and their confidence to self-initiate moving forward.

The TAG has played a pivotal role in helping PHAMA Plus more practically interpret the 2019 PHAMA Plus design, improve its focus and prioritisation, apply a more effective MSD approach, and adjust a range of management structures to improve program performance. The TAG has also played a constructive role in enhancing a shared understanding of program challenges and ambitions between DFAT, MFAT and the program team. Whilst the Evaluation Team find the intensive level of TAG support to the program to be unusual, we believe it has been critical to helping elevate PHAMA Plus performance to the levels expected of an effective market systems program, whilst providing valuable insights and feedback to funding partners.

How effectively has PHAMA Plus coordinated with likeminded investments?

The program sits within a crowded economic development eco-system, with much of it agriculturally related. While these mostly seem to coexist without duplication, the Evaluation Team observed that while opportunities presented by like-minded programs were engaged by PHAMA Plus, some of these could have been more actively pursued given their strong relevance. For example, levels of business literacy seem to be an acute constraint amongst producers looking to transition towards more commercial approaches. Business Link Pacific has developed a cadre of skilled business advisors capable of supporting small to medium enterprises with business planning, development of tailored financial management systems, and positioning enterprises to more easily access finance. While PHAMA Plus has worked with BLP partners in Fiji, Tonga, Samoa and SIS, more could have been done. For example, BLP's experience would seem highly relevant to the significant numbers of producers that sit on the periphery of PHAMA Plus programming, but seem to lack the capacity to develop a business case for their direct investment in a labour-saving device such as solar drier or drip irrigation system.

Whilst PHAMA Plus and MDF developed increasingly similar approaches and objectives, and coincided in some geographies, collaboration seems to have descended into 'territorial agreements' to limit potential duplication, parallel partner funding and stakeholder confusion. Despite the strong potential of two programs focusing their analysis and interventions on different parts of Pacific agricultural systems, evidence of proactive and effective collaboration was harder to find, with the introduction of joint reporting seemingly a tick-box exercise; one positive example was around kava in Fiji, with MDF and PHAMA Plus collaborating on kava plant health communications materials for extension and outreach, based on PHAMA Plus research and technical advice. The TAG noted that PHAMA Plus and MDF are both working in the root crops sector in Samoa: MDF on addressing the feral pig challenge that is such a big constraint for taro farmers, and PHAMA Plus on crop production and export – but unfortunately these programs do not work within the same area limiting the exciting multiplier potential that arises from integrated system interventions. Explanations for this lack of collaboration are diverse, including separate program contractors with weak incentives to collaborate, misaligned reporting cycles making the practicalities of co-design unnecessarily hard, partner government preferences dictating different programming focusses, and differing perceptions of effectiveness – exemplified by the different terms of support offered by MDF and PHAMA Plus to the same partner (alluded to above).

Similarly, PTI in both Australia and New Zealand believe that there would have been a win-win if more active collaboration had occurred given the strength of networks across both countries, and PTI's specialised capacity to undertake market intelligence and data gathering. Both spoke of a dynamic whereby

they had to keep pushing PHAMA Plus to consider utilising them, and that without constant pressing, lines of communication would have gone silent. This contrasted with more strategic engagement of PTI by the original PHAMA program. They believe this disconnect led to missed opportunities or slow take up of opportunities, such as clear evidence of continued unmet demand for Pacific root crops in both Australia and New Zealand not being acted upon earlier. Notably, PTI were also highly appreciative of the role PHAMA Plus has played in the Pacific trade landscape capable of removing significant obstacles. PTI staff cited the contribution of bio security staff in Kiribati as a practical response that will remove significant impediments and facilitate trade between Kiribati and the region.

Partnerships with DAFF and MPI are functional, with both institutions speaking of strong complementarity across the years. However, an issue raised by DAFF and MPI – beyond the scope of PHAMA Plus specifically - was the absence of one central point for coordination and their collaboration between PHAMA Plus, MDF, PACER Plus, ACIAR and DFAT more generally. While they value their relationship with each, they also see inefficiencies in terms of defining approaches that best meet the needs of individual countries with Australia and New Zealand.

There is also a perception within DAFF and MPI that there would be value in better collective coordination of their work with DFAT and MFAT, to help optimise their support to the capacity development of biosecurity authorities. Higher level coordination would overcome the inefficiency of DAFF and MPI needing to demonstrate their value add within the context of individual projects, rather than as a world standard provider of biosecurity related advice. EU funding of SPC is an additional complicating factor on the biosecurity landscape. It is also noted that the biosecurity landscape is fragmented with multiple sources of funding and an absence of alignment of strategy guiding the overall effort to strengthen bio security, quality and standards systems

A theme running across the ‘likeminded’ partners is that while a positive relationship existed with PHAMA Plus, it was not optimised based largely in a perception that there was a lack of strategic communication from PHAMA Plus of its plans (especially in relation to biosecurity), and that the program was stretched and affected by staffing churn.

How well positioned is PHAMA Plus to influence the actions of key stakeholders and affect systemic change?

How well positioned is PHAMA Plus to influence the actions of key stakeholders?

A key strength and success of the program has been the credibility and trust that it has established across the PHAMA to PHAMA Plus journey, which today ensures easy access to the highest levels of government. As importantly, the program has also been successful in facilitating trusting and close relationships between key government actors and ‘system leading private sector actors’. This has positioned the program to initiate complex and often difficult discussions related to progress, challenges and gaps in different systems. It has also been supportive of increasing localisation and strengthened levels of ownership as more robust relationships and linkages are developed.

However, there is variability across countries with Vanuatu standing out as the country where PHAMA Plus has broadest influence, based on sustained engagement with a broad cross-section of system actors over

time, and the program's ability to adapt and respond to challenges (such as current issues related to supply). In this instance, PHAMA Plus has been able to pivot to work directly with producers as a step towards better understanding supply constraints and opportunities to strengthen that system. Perhaps more significant in this context is the recent agreement reached between the Government of Vanuatu and Gaston Choclat to establish a partnership (PPP) that allows Gaston direct access to a large parcel of land to address supply issues in the medium term, and also act as a demonstration farm highlighting best production practice. This decision reflects a growing sophistication of PHAMA Plus' understanding of the system, and awareness of the different contributions that can be made by different actors. Similarly, an important contribution of PHAMA Plus to the cacao market system will be supporting the revision of the National Cacao Strategy - a roadmap for the sector.

It is notable that a clear correlation exists between the position of PHAMA Plus to influence change and the degree to which PHAMA Plus engagement has been holistic with a clear vision for change understood across the system. Even in smaller, less complex systems such as work around watermelons in Tonga, PHAMA Plus is well positioned to influence systemic change both through its close working relationship with Nishi Trading, but also because of Nishi's reputation within the Ministry and MAWG and their unique ability to influence government policy. Nishi's deep understanding of the underlying philosophy and strategy of PHAMA Plus and ability to clearly articulate messages that align with the systems strengthening approaches advocated by the program help influence decision-making.

Given these examples, alongside examples of where IWGs have weakened or dissipated, there is clear evidence that traction and influence are dictated by the nature of PHAMA Plus' ability to understand, engage and envision change in a local system. Perceptions of the 'value add' of the PHAMA Plus country team are also key to the capacity of the program to influence, with frequent comments made regarding the nuanced capacity of the PHAMA Plus team to facilitate linkages and make niche strategic investments that help consolidate a system, or push back against fragmentation.

PHAMA Plus' influence around biosecurity has been more limited, aside from cases where PHAMA Plus has played a key role in helping address biosecurity emergencies or market access barriers. This relates to a lack of awareness at country level of PHAMA Plus' BQS strategy amongst biosecurity authorities, and also that the program chose to only engage bio security authorities in a light touch way. While the enormity of addressing the 'whole' in reforming public bio security systems in Pacific countries is well beyond the scope of a program such as PHAMA Plus, the Evaluation Team feels there was further opportunity to engage authorities specifically in relation to those market systems that PHAMA Plus was focused upon. Meetings with biosecurity authorities in Fiji, Tonga and Vanuatu shared a common sentiment of both frustration and a degree of confusion related to the limited engagement that they had with PHAMA Plus, given they were all acutely aware of the programs ambitions in relation to improving market access and also the limitations of their own systems and capacity in addressing known biosecurity challenges. 'Users' of bio security services also expressed frustration at the program's lack of support to public biosecurity institutions, citing the performance of such institutions as a major risk factor in terms of their own business plans given that delayed shipments or failures had the potential to bring export markets to a stop. While the Evaluation Team was visiting Tonga, a 'bad' container of cassava landed in Australia leading to an immediate ban on imports from Tonga. While those responsible for the 'bad' container were not PHAMA Plus partners, the

inability of Tongan security authorities to intercept the shipment has led to PHAMA Plus’ ‘root crop’ partners not being able to export to Australia.

This would best to occur through a focus on specific needs, such as market access protocols, compliance and addressing sanctions; strategies to address key invasive pests; more strategic approaches to training, quarantine, improved standards, harmonisation and compliance; and better and more affordable access by regional exporters to quality standards auditing. Each of these are complex issues requiring significant national and donor resourcing, especially given that national Biosecurity teams are small and inevitably focused on moving from crisis to crisis. Currently these different dimensions are poorly coordinated across the Pacific, and while PHAMA Plus has done some good work (ASF response in PNG, for example), it plays a peripheral role in the management and coordination of all these areas. Moving forward, there would be benefit in streamlining, strengthening and working more holistically towards improved biosecurity capabilities across the Pacific, through the multiple biosecurity investments currently funded by Australia and New Zealand.

How effective were strategies for engaging, informing and influencing key stakeholders?

Recommendation Ten: Continue to tie off current programming – with TAG support – in ways that will ensure momentum can be maintained by successor programming.

Given the significant momentum that the program currently has, there is a need to tie off current programming in ways that will leave different activities best placed to be engaged by successor programming once that is agreed. The TAG has been a critical sounding board and provider of advisory services across Phase Two and has intimate understanding of the program. While the program already has exit planning underway, it is proposed that a final TAG mission be convened aimed at providing a sounding board (‘critical friend’) in support of the PHAMA Plus team as it enters its final six months.

A common theme from many key stakeholder groups was their lack of clarity regarding PHAMA Plus strategy as it pertained to their participation. This was contrasted against the original PHAMA which was seen as more strategically coherent, better able to communicate its strategy and therefore better positioned to enable contribution from different stakeholders. Another theme of feedback is that this has improved over the course of Phase Two, but also a degree of lament that strategic clarity came late and that the program will now soon close with significant opportunities not fully realised.

PHAMA Plus is now using a rolling Communications Plan as a central tool for all country teams, DFAT and MFAT. This will bring clear structure and deliberate effort to supporting public diplomacy efforts, thereby helping Posts to leverage PHAMA Plus investments in support of strengthened relationships with bilateral partners and industry stakeholders. While public diplomacy is undoubtedly important, the degree to which communication tools can be actively leveraged is in proportion to the level of awareness within posts of the program approach. As mentioned above, this is uneven with some posts stating a need and desire for more active communication from the team, in order that they need to remain abreast of detail of current programming if they are going to be able to best support and triangulate efforts. While this is a reasonable expectation, staff at these same posts acknowledge that they themselves are part of the problem and often unavailable to attend or respond to invitations from PHAMA Plus. An issue here is the inevitable reality that staff at posts will prioritise their bilateral workload over support required by a regional program.

While this is an issue that is difficult to address given the extreme workload of many posts in the region, it is of profound importance with DFAT and MFAT needing to ensure that there is necessary back stopping available at posts if the program's potential is to be fully realised. The triangulated effort that can be brought to bear on an issue by local Posts is critical in augmenting PHAMA Plus's own efforts in progressing systemic change. An insight as to how this might be achieved would be Tonga, where there were high levels of satisfaction at both posts and a belief that all parties were working in concert towards a commonly understood objectives.

An observation of the evaluation team is that there has been a significant push in terms of strengthening the communications team, its approaches and the strategy underpinning its outputs. This is important since PHAMA Plus (and PHAMA) have a reputation as a reliable source of high quality, evidence-based knowledge, and information, including highly regarded technical assessments and reviews, upgraded quality standards, and biosecurity related information and awareness raising regarding market conditions. All of this holds significant value for the region, where there is strong demand for it to be strategically shared with different audiences to raise awareness and promote access to program innovations and partner best practices. However, much of the communications effort is focused on public diplomacy rather than meaningful efforts to inform stakeholders innovations and sustainable approaches, or provide feedback lessons for ongoing implementation.

To what extent are PHAMA Plus outcomes sustainable?

To what extent are PHAMA Plus outcomes sustainable?

The Evaluation Team approached this question from the perspective of what would continue to evolve and grow if PHAMA Plus disappeared tomorrow? Across its portfolio, PHAMA Plus has been effective in building linkages between exporters and Australian and New Zealand markets, with exporters reporting significant unmet demand and therefore significant potential for further growth across most value chains. However, some of those linkages are fragile and heavily dependent on an individual importer. As was seen during Phase One with ginger, the arrival of a more cost-effective competitor can quickly close down a market, especially when space is very narrow. Unfortunately, a challenge here is supply, with exporters not in a position to diversify the number of markets they engage with due to inability to access sufficient raw material. The missed opportunity in terms of differentiating Pacific produce through marketing and branding, as a strategy for pushing back against lower cost supplies from Asia and Latin America.

Niche communications products

The program has also been strategic in terms of development of niche communications products, such as the Kava Plant Health Communications Pack which was designed by PHAMA Plus in collaboration with multiple agencies with the aim of helping farmers, extension officers and other stakeholders identify common kava plant health problems, including kava die back disease (KDD) and adopt best practices for prevention and management. Development of the communications pack was overseen by a project steering committee, including multiple agencies and private sector partners to ensure the products are fit for purpose. Once complete, MDF has committed to supporting widespread dissemination of the materials in partnership with the Ministry of Agriculture and Waterways. While Fiji focused, the package could be adapted to other country context given that KDD is a Pacific wide challenge.

There are important exceptions to this where systemic change is well underway. For example, given current market conditions and projections, work in both the cacao and (especially) kava market systems would seem likely to be sustained given the incentives of all actors involved. Alignment between aggregators and producers is also likely to continue to progress and strengthen in these sectors given their co-dependence, though as mentioned above, developing the capacity of buyers to provide extension support to producers would further enhance sustainability. Root crops are another example, where stable, consistent domestic markets, combined with unmet demand from Australia and New Zealand have the potential to support sustainability – especially given the growing Pacific diaspora in Australia and New Zealand.

Remaining competitive will be key to sustainability. An ongoing challenge and opportunity will be to consolidate uptake in key sectors of proven technologies that enhance competitiveness. Intertwined in this issue is the ongoing challenge of labour shortages, exacerbated by the Pacific labour schemes promoted by both Australia and New Zealand. With a net reduction in access to labour the reality for many producers, there is an imperative to identify viable labour-saving technologies. An issue already raised in this report is that PHAMA Plus has sometimes paid insufficient attention to the development and communication of robust business cases for individual innovations. This issue was also raised by the TAG as late as March 2025:

“ECR inputs are becoming more visible in the interventions and results measurement, but gaps remain in providing feasible adoption pathways. To maximise impact, ECR strategies must be grounded in commercial viability and demand, and not simply in technological innovation. The promotion of solar dryers, for example, lacks a convincing business case for different sized farms.”

TAG March, 2025

In this respect, there would be value if the program was able to document and communicate what it has learnt with regards to the complex interactions that farmers are needing to navigate in terms of deciding if, when and what to invest in. Simply looking at the issue of cacao production on Malo Island in Vanuatu (visited by the Evaluation Team), there are multiple business tensions needing to be clearly understood (and quantified where and if possible) by farmers aspiring to more commercial approaches. These are many and include issues such as access to labour, labour saving technology, transport, logistics, seasonal road and boat access issues, access to finance, the cost benefit of investing in technology, the absence of support from public system services, distance from buyers, access to inputs and the multifaceted impacts of climate change.

PHAMA Plus has provided invaluable support to biosecurity agencies across the Pacific, particularly in times of crisis and when biosecurity threats put agricultural exports at risk. PHAMA Plus’ long experience of working with these agencies has also undoubtedly helped to build a cadre of evidence-based knowledge and information to support Pacific trade, and to protect Pacific households, exporters, and trading partners.

The Evaluation Team was less convinced about the prospects for sustained improvements in how Pacific biosecurity authorities perform their export market access facilitation and biosecurity functions, without the technical presence of PHAMA Plus staff and a general improvement in coordination and collaboration with programs such as DAFF's Pacific Biosecurity Program, MPI's EPMAP Program, and PPIU. Noting that this was a very ambitious task, the Evaluation Team find that PHAMA Plus has made credible and incremental improvements to biosecurity systems but have been unable to put in place the necessary system-wide changes that can continue this in the absence of a program like PHAMA Plus. Moving forward, consideration should be given to whether a more formalised 'twinning' arrangement with DAFF and/or MPI would better serve the needs of both security authorities, given their granular technical expertise and the common technical language that they share – while noting that this already occurs to a degree through the Pacific Biosecurity Program and EPMAP. 'Twinning' has been shown through programs such as DFAT's Fiji Institutional Partnerships Program to be highly effective in terms of putting people with granular technical expertise in close and regular contact with each other on subject of shared interest.

Are different MAWGs, IWGs and taskforces well placed to be sustained beyond PHAMA Plus?

While market factors will be key to sustainability, the Evaluation Team also sees a role for MAWGs and IWGs, given they (at their best, at least) enjoy a cross-section of stakeholder participation through which risks and opportunities can be raised. The MAWG/IWG structure therefore presents as an important mechanism to sustain the contributions of PHAMA Plus, when there is an imperative for their continued existence and contribution. The Evaluation Team note that many such structures were established to resolve a specific issue, which once resolved, negated the need for the group to continue. This is to be applauded and is evidence of strong performance. What will be interesting then, is whether institutions similar to IWGs will continue to emerge in response to export challenges and opportunities. Rather than public sector-driven institutions, perhaps what may hopefully transpire following PHAMA Plus' support to the business sector, is those – and new – exporting businesses seeking more active collaboration with public agencies to protect, strengthen and seize export opportunities. This way, commercial incentives can become an important driver of ongoing system sustainability.

How has PHAMA Plus supported partners to address climate change and build climate resilience?

PHAMA Plus has embedded ECR as a cross-cutting theme in the program, with the aim of ensuring climate adaptation considerations are integrated within the program design <> delivery <> learning continuum. This is in recognition of the increasing urgency and threat of climate-related challenges, particularly for agriculture-dependent communities, and is responsive to the requirements of the DFAT Climate Change policy. Climate was included within EOPO3 (making it a secondary climate change program) and performance indicator (#13).

PHAMA Plus shows moderate to strong alignment with DFAT's Climate Change Action Strategy (2020–2025) by promoting climate-resilient, low-emission agricultural systems across the Pacific. The program has worked to integrate climate resilience into market and export systems through solar driers, improved post-harvest technologies, and biosecurity networks. There have also been efforts to strengthen institutional

capacity for climate and disaster response and supported resilient livelihoods through innovation and co-investment.

However, the bulk of PHAMA Plus ECR efforts have concentrated on supporting farmers and industries to adopt more climate-resilient practices and technologies through the implementation cycle through initiatives such as solar driers being used in both the cacao and kava value chains, and by integrating ECR in the program's MEL/MRM approach. ECR mainstreaming is augmented by the delivery of targeted climate adaptation activities across Fiji, Samoa, Tonga, and Vanuatu that aim to 'reflect a broader shift from climate awareness to practical, locally driven adaptation, enhancing both the productivity and resilience of Pacific agricultural systems'. (PHAMA Plus 2024–25 Annual Report & 2025–26 Annual Plan)

While there have been achievements, there appears to be significant opportunity to unpack the challenge of climate resilience with partners more fully, with the state of achievements relatively modest for a program working in the Pacific agricultural space. There was also a frequently expressed regret over the course of the evaluation that PHAMA Plus has moved away from the more detailed technical studies that were undertaken during phase one which often look at issues related to climate impact and options for greater resilience.

Some efforts were initiated in relation to integration of climate resilience and GEDSI, aligning partially with DFAT's **Climate Change Action Strategy** and **International Gender Equality and Disability Equity Strategies**. For example, the project recognised that women and people with disabilities were becoming increasingly involved in solar drying, post-harvest technologies, and processing innovations, especially given the impact of labour mobility. FFT also demonstrates potential for inclusive adaptation by improving intra-household decision-making on resource use and resilience planning. The inclusive agriculture guidance note also show a light on disability inclusive approaches and tech technologies. However, there is significant opportunity to strengthen intersectionality through improved monitoring and evaluation approaches analysis of intersectional impact.

Overall, ECR integration was fragmented and largely embedded within productivity or export initiatives rather than guided by a dedicated climate framework. Collaboration with regional climate institutions (SPC, PIFS, APCP) and systematic measurement of climate outcomes were limited and would have benefited from stronger mainstreaming, measurement, and coordination to achieve full strategic alignment.

What measures has the program put in place to ensure the long-term sustainability of GEDSI interventions?

At its best, PHAMA Plus has facilitated lasting change within some of the Pacific's most prominent agro-enterprises. Companies such as Road King Farms, Nishi Trading, and Kaiming Agro-Processing have each transformed their workforce composition—today employing predominantly women. All three companies indicated that they expect this trend to continue, citing women's reliability, commitment, and the strong business case for employing women within their specific operating contexts. This also reflects the regional transformation underway due in large part to labour mobility and the widespread shift of women into new roles in the Pacific agricultural workforce.

Recent efforts to reinvigorate the Family Farm Teams (FFT) model as a vehicle for gender equity and women's economic empowerment have proven exciting and appropriate to context. While the program lost its way across Phase Two in relation to FFT due to competing priorities, recent work has highlighted the potential of further application of this approach in the context of strengthening inclusion, empowerment in the GEDSI domains, and also production systems. Over the remaining period, it will be important that PHAMA Plus continue research as to how this model can be embedded, continued and enhanced without ongoing PHAMA Plus support, and promote FFT accordingly.

At this point in time, further outcomes harvesting and data capture in relation to FFT is planned, as well as an inclusive value chains performance story is being developed (featuring FFT), and a dedicated session on learnings will be offered at the PCC planned for April 2026. Despite these efforts, it will be challenging to fully embed FFT as a well understood approach with widespread capacity to further progress.

Irrespective of where FFT lands by PHAMA Plus close, the Evaluation Team views the FFT model as having significant potential not only in the context of subsistence production and farm businesses but with the whole micro and small SME ecosystem across the Pacific, given it has proven to be a tool that engages families to meaningfully consider all family roles positively and has avoided the 'colonial push back' to gender that many 'rights' focused donor programs experience.

The Evaluation Team also noted that sector strategies prepared in 2025 helpfully detail the GEDSI context of each sector outlining opportunities and challenges, with this analysis then integrated into 'transition roadmaps' accordingly.

Another area of enquiry that is not yet being sufficiently investigated is the impact of Pacific labour schemes on the role of women in market systems. While there is much anecdotal evidence regarding dramatically altered gender roles in agriculture, there would be value in better understanding these changing roles, the knowledge that returning workers are bringing from working in agriculture in Australia and New Zealand, and implications for agricultural development in general and exports / trade in particular. This could be incorporated into future iterations of sector strategies. However, these are issues that are also being studied significantly by PALM, PACER, and Pacific Women Lead, meaning that there are multiple sources of knowledge regarding how best to respond to changing gender roles.

What options exist for future growth and programming?

Lessons learned

Lessons learned across the course of the evaluation of relevance to future programming include the following:

Design related issues

Clarity from design to implementation is vital. The Evaluation Team confirms what many others have noted, namely that the 2019 design was somewhat unrealistic and misconceived. Sadly, this resulted in confused and shortsighted/ reactive programming. The failure of key actors (donor, contractor, program

leadership) to grasp the nettle early on and devise an operationally clear and efficient implementation model diminished the potential impact of PHAMA Plus.

PHAMA Plus’ export agriculture focus was understandable but limited impact. Agricultural exports are not the sole or even the most important key to agricultural growth and prosperity in the Pacific; domestic agriculture growth is important with the expansion of domestic production usually the precursor or platform from which exports can be explored. Given the origins of PHAMA however, this shift beyond just exports was not proposed at design. Whilst PHAMA Plus has helped to achieve and protect substantial export growth in some sectors, supply issues threaten these gains and need addressing to sustain the impacts. The Evaluation Team also believe that had PHAMA Plus been required to think beyond exports, that would have created stronger incentives to invest in a deeper understanding of wider system constraints and solutions for these.

What worked well

PHAMA Plus’ longevity has been a valuable strength in terms of building achievements and positioning Australia and New Zealand as partners committed to the region. The program’s longevity has yielded highly valuable relationships, enabled substantial changes to sectors like kava and cacao to take place, and helped enhance local capacities. Any future programming would do well to take a similarly long-term perspective.

Market systems approaches can be relevant in a Pacific context. PHAMA Plus and other programs have demonstrated the value of taking a systems perspective of Pacific agriculture. Much like the long-ago-adopted systems approaches taken to health, education or water for example, these approaches have shown their value in key PHAMA Plus locations and sectors, including biosecurity systems.

The FFT model has proven valuable and relevant to context, but this will evaporate quickly if it cannot be embedded and supported institutionally within the Pacific. The model has significant and multifaceted potential in terms of building awareness and respect for the different roles and contributions made by different members of the family farming unit. While often viewed through the lens of women’s empowerment, the model also seems well suited for supporting youth to clarify and identify the value-add that they could bring to the family farming enterprise. As such, FFT could potentially be an important tool in supporting households to shift towards more commercial approaches and therefore contribute in some small way to resolving supply issues as a constraint on export.

Efforts aimed at systemic change require a diversity of skills. Australian and New Zealand programming across the region has facilitated a suite of different programs that have assembled a broad cross-section of expertise of direct relevance to the ambitions of PHAMA Plus. Strategic, substantive alliances with such programs offer the opportunity to leverage off other programs’ expertise and resources – and vice versa. More collegiate programming across Australia and New Zealand development programming should be viewed as a win-win situation, and also be recognised for its appropriateness in responding to the needs of our Pacific development partners. Future designs should consider dedicated resourcing to support this functionality.

Progressions that occurred over time

In-country team capacity is critical to enabling effective analysis and engagement with Pacific agricultural systems. The emergence of recent notable successes in Vanuatu, Samoa and Tonga demonstrate the importance of country teams' ability to conduct effective research and analysis of (the core aspects of) agricultural systems (rather than subcontracting this out to 'experts') in a way that leads to some kind of market vision of how things might be improved, and a related strategy to achieve this. The same teams need to be able to find and develop ideas and partners, design and implement interventions that have clear prospects of viability, and most critically be able to monitor and learn from these, adapting strategy as they do so. This means a critical minimum team capacity in each country is necessary, with some autonomy and responsibility, occasionally supported by visiting technical experts. It specifically does not mean remotely located 'experts' directing in-country operations.

Program leadership and staffing determine the success of a program. Staff calibre and continuity are directly associated with program success. The early staff upheavals in Phase 1 and ongoing staff turnover have diminished potential impact. The inability of program leadership to embrace the intent of the design until after the Phase 1 MTR, and then only with the dedicated support of the TAG, means that staff have lacked clarity and direction. The recent appointment of a new Team Leader able to embrace the design intent, has served to reinforce and highlight the value of strong leadership.

Monitoring needs to be done close to the action – not driven remotely. This ability to 'feel' and understand what is going on at the ground level is a vital element of in-country team capacity and strategy development, together with the ability to quickly see if something is failing or succeeding and responding accordingly. If monitoring is driven remotely, key insights can be lost and key opportunities missed.

Knowledge dissemination needs to be targeted and strategic. Communication of results is critical to evolve impact beyond those select firms that have benefited from an intervention. It is therefore important that information on new technologies, new practices and new market intelligence/research be packaged up and shared strategically to encourage scaling. Beyond traditional communications products such as fact sheets and videos, there is a need to hold sectoral symposiums that share knowledge, experiences and lesson learned – noting that such events are planned by PHAMA Plus as it moves towards close.

What didn't work well

Proving and communicating the business case matters. Attention needs to be paid to the development and communication of robust business cases for individual innovations if meaningful levels of adoption are to be achieved. In particular, ECR strategies must be grounded in commercial viability and demand, and not simply in technological innovation. Strategies must also be informed by broader factors affecting adoption

Access to finance remains problematic. Matching grants are effective in supporting replication of innovation/technology and have contributed to a critical mass of businesses adopting change through technology such as solar dryers. However, sustainability will not be achieved without improved access to affordable (and easily managed) finance. In particular, movement from household to semi-commercial production models will require capital investments at scale, which will need to be supported through a sophisticated approach to finance that extends beyond formal loan facilities to also consider appropriate

financing alternatives such as savings schemes, revolving credit funds and collective business models (joint ventures, cooperatives etc). Development of financial literacy skills and business acumen will be critical.

Options for future support to Pacific agricultural market development

Drawing from the previous section, there is wide scope and need for further support to Pacific agricultural development and trade systems, including but not solely around exports. Some considerations are outlined below.

For Pacific agricultural export systems to be sustainable they need to be increasingly competitive. This inevitably implies that in the medium to long term producers will need to specialise, collaborate and increasingly align with aggregators and larger exporters to survive in agriculture. Inevitably, many will not be able to make that transition and will need to find alternative non-agricultural sources of livelihood. Any future program in support of Pacific agricultural systems could usefully focus on pathways to agricultural competitiveness as well as alternative livelihoods.

Specialised programs with specialised skills OR a very broad program and mandate. A significant dilemma in considering future programming is the reality that there are many different needs and ways to support Pacific agriculture, all of which demand different but related skills and expertise. For example, there is considerable opportunity to improve agricultural inputs, climate-resilient practices and labour-saving technologies; challenges persist around agricultural export systems in terms of certification, standards, residue and aflatoxin testing, and other compliance barriers; biosecurity systems remain weak and underfunded while challenges and crises continue to arise. All these issues have strong degrees of interdependence. Ideally perhaps, one program could bring these diverse skillsets to bear and drive coordination amongst the different sub-teams; but this approach could prove overly complex to manage and sustain strategic clarity and coherence. An alternative is to seed multiple, specialised teams under separate arrangements, and then find ways to create incentives for genuine collaboration; but experience to date has proven this to be idealistic and unrealistic. Form should follow function; it will be important to establish clear objectives and scope for future support and then design accordingly from there.

There is still a case for support to Pacific biosecurity system building, but biosecurity emergency response capability needs to be planned for separately. The Evaluation Team found that BQS needs persist across the Pacific, and would benefit from a clear, consolidated set of negotiated priorities, and a long-term vision for change. This should be coupled with long term strategies to put in place the necessary capacities and incentives to continue and evolve critical BQS functions. Already, MFAT is in discussions with SPC regarding a Pacific Biosecurity Strategy that would help define and articulate key needs/priorities and identify who is best placed to assist.

At the same time, biosecurity emergencies are inevitable, but the Evaluation Team believes that a biosecurity emergency response capability needs to be designed-in as a separate, specialist function with separate, flexible resourcing; otherwise it will be a continual distraction from strategic long-term planning and facilitation of sustainable BQS system building. Learnings from the PHAMA Plus ASF response is that response capability is directly related to the ability to leverage and work through existing networks, so any biosecurity emergency response capability will best be linked with the longer-term biosecurity programming.

FFT appears to show great potential in terms of progressing to conclusion in a form that is highly culturally appropriate to the Pacific. Australian and New Zealand's commitment to GEDSI is highly significant and provides leadership within the region on these complex issues of inclusion. Through its focus on family first, the FFT model is well suited to commencing dialogue across different family members around families' livelihoods. By approaching issues of equity, inclusion and empowerment through the lens of the functionality of the family enterprise, sensitive issues can be unpacked and transformational approaches achieved in terms of enhanced roles and respect for women, youth and PWD in the household. Identifying skills on hand in the household also has the potential to contribute to economic empowerment and more sophisticated business approaches.

How could support be better nuanced to the needs of large, medium and micro states in the Pacific?

The Evaluation Team was unable to visit any of the SIS but held useful conversations with some of those stakeholders. The inclusion of SIS in a multi-country program like PHAMA Plus has had many positives, enabling a small country to benefit from the economies of scale that a larger program offers including access to technical expertise and opportunities for cross-learning with similar contexts in other Pacific countries. What others have noted, and we agree with, is that the agricultural export potential and opportunities in SIS are relatively limited, although agricultural systems remain important drivers of food security, nutrition and livelihood resilience. Whilst a systems analysis to assess how best to build that resilience would be applicable across all contexts, the resulting interventions and support necessary would likely take different forms to those PHAMA Plus has more recently applied in the medium and larger states.

Recommendation Eleven: Ensure clear and dynamic coordination of different programming efforts in SIS with the aim of ensuring synergies between different programs

Multi country approaches are very relevant in the Pacific if there are active efforts to share lessons learned and strong incentives to sustain this. Clearer coordination with other DFAT and MFAT programming in SIS is necessary, given the importance of coordinated efforts when addressing the complex challenges of SIS. For example, coordination with the DFAT Partnership for Aviation given its role in strengthening the regional aviation architecture and the importance of air freight in establishing reliable trading paths in SIS.

The view of the Evaluation Team is that to enable sustained improvements in how Pacific agricultural systems work – to whatever end, be it exports, economic growth, or resilient livelihoods – it is necessary to have a dedicated local presence with the capacity to analyse, envision and facilitate systems change. Ideally, that local team can access support on demand from an 'expert hub'. While the value-for-money metrics of programming in SIS will naturally be much lower than for larger economies, there still could be valid reasons to make that investment in country teams and their capacity to facilitate change. Coordination between different investments is also key, especially given fragile capacity and resourcing of the public sector in some SIS.

Full Recommendations

This section collates the report recommendations. The recommendations listed are numbered and cross referenced in alignment with where the evaluation finding underpinning the recommendation is located in the report.

Recommendation One: Ensure future programming in the agricultural trade landscape is not constrained by a purely export focus and has the opportunity to work holistically within target sectors.

Agricultural production is an important driver of economic growth, livelihoods, food security and climate resilience across the Pacific, whereas agricultural exports are only a tiny fraction of agricultural production and trade. Currently, supply side issues are compromising the potential for export growth with PHAMA Plus already spread too thin to be able to delve into the wider challenges in the supply chain. Programming capability to adapt holistically to a sector context will be important in terms of progressing opportunities to strengthen the foundations of Pacific commercial agriculture.

Recommendation Two: Moving forward, more deliberate attention and resourcing should be directed towards supporting (or establishing) regional, sectorally focused Working Groups that act as a centrepiece for knowledge sharing around the region, while also respecting regional architecture and locally led initiatives through entities such as SPC and PIFS.

The PHAMA Plus modality of IWGs has been generally successful and appears to be an important sustainability mechanism. Moving forward, more deliberate attention and resourcing should be directed towards facilitating the establishment of regional sectorally focused WGs across key sectors. Knowledge management, sharing and dissemination across the region is currently inadequate, especially in sectors of regional interest such as kava and cacao are both currently undergoing major transformation.

Recommendation Three: Any future agricultural program should take an explicitly sector-wide focus and look beyond individual firms. Program activities should begin with research and analysis of sectors that directly provide an initial vision for positive, inclusive and realistic change and an initial strategy to achieve that change. Finding partners willing to collaborate and try new things that could lead to sustained, inclusive changes should follow, not precede, vision and strategy. Interventions with partners should be ultimately aimed at improving the whole sector, not just the partner's domain. Partnerships might be with individual businesses but must embody a vision for sector wide change, with management of the approach needing to be adaptive.

The Evaluation Team observed that PHAMA Plus has largely taken a 'lead firm' approach driven by an exporter or aggregator's vision for growth. This has led to benefits for those individual firms, their employees and their suppliers but has not always led to wider changes or benefits spread across the sector (with the exception of kava and cocoa). Wider analysis of commodity systems and 'visions for feasible change' in those systems are a relatively recent and somewhat inconsistent aspect of PHAMA Plus' modus operandi.

Recommendation Four: Any future program seeking to support agriculture and food security across the Pacific should be multi-country in nature, take a systems approach, and establish country teams in every

country it works in. The minimum country team size in the smallest countries should be 3 people – comprising management, systems, MRM and inclusion capabilities, with a specialist ‘bent’ dependent on local priorities – with a minimum activity budget of \$200k per year. Each country team’s focus (and specialist ‘bent’) would be determined by host government and D/MFAT priorities and mindful of other ongoing programs – for example agricultural productivity or exports or biosecurity or food security and/or nutrition for example – that would be subjected to a systems analysis leading to a vision, strategy and partnerships/ interventions (with public, private or civil society actors). Having one ‘agricultural’ program in each country would alleviate and eliminate program coordination challenges over time and reduce the multiplicity of programs for posts to monitor. With potentially one contractor, and one supporting ‘hub’ whose primary function would be to support high quality systems analysis, action and learning in each country, the quality of in-country activity would be maintained at a high level. Key technical advisers would be spread across country teams, with the expectation of substantial travel. A TAG to support D/MFAT’s oversight and improvement of the program could add further value.

The Evaluation Team understands that PHAMA Plus country budgets are highly variable, can be perceived as negligible in small countries, with activity budgets often dwarfed by personnel budgets, and yet require similar levels of reporting and oversight as larger bilateral programs, all raising questions about the value for money of the PHAMA Plus multi-country model. The Evaluation Team is also strongly persuaded by the evidence from PHAMA Plus (and similar programs) of the value of having country teams in all countries, even micro-states with limited absorptive capacity. Furthermore, the Evaluation Team is of the view that – contrary to some of the commentary coming from the PHAMA Plus team – MSD and systems approaches are one and the same thing, that MSD is not just an approach for working with the private sector (it is relevant and widely used for public sector and civil society partnerships and programs), and that systems approaches are simply a set of sound development principles and practices for achieving sustainable change at scale. We also acknowledge that agriculture, trade, nutrition and food security needs vary widely across and within countries in the Pacific. We suggest that taking a ‘systems approach’ is equally valid to the ambition of addressing sustainable changes to agricultural export growth, or biosecurity capacity, or food security and nutrition, or indeed other aspects of agriculture or trade.

The Evaluation Team concur that the following should all be considered as key issues for future programming:

- Strong, locally engaged country teams with 2-3 technical staff (within reason) including capacity for local inclusion analysis and monitoring of activities.
- Key technical advisers spread across countries
- A sufficient travel budget to ensure regular contact
- A lean management hub
- All permanent staff based in the region and preferably across countries - no agreement to work from home for long periods.
- Good 360 degree performance management and rapid responses to underperformance
- Solid “ways of Working” agreements between donors, posts and programs.

Recommendation Five: Given the importance of BQS issues across the Pacific, and the scale of the challenge, a future program should assess current and future BQS needs against the array of ongoing support programs, and devise how best to fill gaps in the short term, but also with a longer term view of how to build better, more relevant and responsive BQS systems across the Pacific. A potentially separate program - closely linked to a BQS system building effort – should be responsible for supporting biosecurity emergency responses.

The Evaluation Team found that BQS needs persist across the Pacific, and would benefit from a clear, consolidated set of negotiated priorities, and a long-term vision for change. This should be coupled with long term strategies to put in place the necessary capacities and incentives to continue and evolve critical BQS functions. There is a need for better integrated approaches that embed biosecurity standards within key value chains, including the establishment of voluntary and mandatory standards and access to relevant advisory services. Current biosecurity programming is fragmented, spread across DAFF, MPI, PACER Plus, SPC and PHAMA Plus. This array of programming is not currently meeting demand or stakeholder expectations. Any future support should include functionality to deliver on-ground operational requirements (such as capital investments) and support for private sector partners to meet biosecurity standards and requirements. Bilateral twinning arrangements have historically been constrained by remit and operational limitations, but have potential in terms of connecting technicians in devising context appropriate strategies. Furthermore, a biosecurity emergency response support capability needs to be designed, as this is a specialist function and needs flexible resourcing; otherwise, it will be a continual distraction from strategic long-term planning and facilitation of sustainable BQS system building. However, lessons from the PHAMA Plus ASF response is that strong biosecurity response capability is directly related to the ability to leverage and work through existing networks, so any biosecurity emergency response capability will best be linked with the longer-term biosecurity system building.

Recommendation Six: Future programming should consider including an agri-tech focus recommendation, conducting careful analysis of all potential agri-tech opportunities and constraints and making strategic choices about the feasibility of addressing those constraints before intervening. Testing and introducing new agricultural technologies are a valid program activity but must include a robust analysis of the business case for the technology alongside a holistic analysis of the system into which the technology is being introduced, including farmer awareness and demand for the technology, the availability of appropriate financing and other issues known to affect adoption.

The Evaluation Team found several cases across PHAMA Plus countries where the program introduced new agricultural technologies to selected producers, but broader uptake did not follow. In some instances, this was because the business case for the technology was weak without program financial support. For example, as discussed elsewhere in this report, solar dryers have long been recognised as beneficial, yet the lack of a clearly understood commercial case continues to limit affordability, replication, and sustainability. In other cases, technology was well suited to a specific exporter or aggregator but not relevant or viable for smaller producers.

The Evaluation Team considers the introduction of new technologies to be highly valuable. Programs like PHAMA Plus can play an important role in testing and piloting innovations—by cost-sharing with willing partners to reduce risk—and in promoting wider adoption through awareness of the costs and benefits.

Technology is also acutely relevant in the context of a rapidly transforming agricultural labour market. However, successful scaling requires that any technology promoted is commercially viable without ongoing program support, and that other barriers to adoption—such as limited access to finance—are identified and realistically addressed. Such approaches should also include targeted technical studies related to climate impact and options for greater resilience, that were an appreciated feature of PHAMA Plus Phase One.

Recommendation Seven: Any future program should identify where private extension models may be appropriate to help address supply chain challenges, and pilot these with willing private partners.

Issues related to capacity and weakness of government agricultural extension services are well documented. Despite this, there has been very little PHAMA Plus energy directed towards promoting the concept of private sector led extension – despite a context of supply issues being the major constraint on agricultural export growth. These have been shown to be successful elsewhere in the Pacific and beyond and can be an important element of an agricultural and trade program. While it is acknowledged that there is often resistance to the idea of private sector led extension from both much of the public and private agricultural sectors in the Pacific, there is a need for producers to be better supported if supply side issues are to be addressed.

Recommendation Eight: Further progress focused research on the Family Farm Team model to determine lesson learned in the context of PHAMA Plus, and also how it can best be applied in future programming on the agriculture and trade landscape.

The Family Farm Team model has significant potential to support gender equity, women's economic empowerment and broader inclusion, including a more substantive pathway for youth to participate in progression of the family business. Through its culturally appropriate focus on family first, the FFT model is well suited to supporting dialogue amongst different family members around families' livelihoods. By approaching issues of equity, inclusion and empowerment through the lens of the functionality of the family enterprise, sensitive issues can be unpacked and transformational approaches achieved in terms of enhanced roles and respect for women, youth and PWD in the household. Further investment should be made into the model to support the institutionalisation of these outcomes and consider options regarding how the model can best be applied in future programming on the agriculture and trade landscape.

Recommendation Nine: Any future program should ensure that robust Monitoring, Evaluation, Research, and Learning systems are in place early, and appropriately structured to capture the necessary qualitative and quantitative data necessary for adaptive management. D/MFAT managers should conduct a formal, externally-supported assessment during the second year of program implementation to verify that these systems are in place and functional, clearly and broadly understood, and with appropriate incentives for all staff to fulfil them.

The Evaluation Team observed that using MRM to analyse, learn, adapt, and improve has been one of the biggest challenges for PHAMA Plus in both Phase 1 and 2. Ongoing failure to appreciate the potential for MRM to guide systemic intervention (based on emerging global experience widely discussed in DCED and BEAM literature), and resistance to change the MRM approach, were significant failings of the program. An ongoing and embedded focus on systemic outcomes would have yielded a much richer and more nuanced

assessment of opportunities and better demonstrated the decision pathways and feedback loops that guided interventions. Learnings would have been richer and more embedded in the corporate memory, so less likely to be driven by personal opinion and impacted by staffing churn. It is in any program's interest to ensure robust MERL systems are in place early, with GEDSI indicators embedded across all levels of the results framework with the ability to capture qualitative stories of empowerment, inclusion, and systemic change.

Ensuring that appropriate MRM systems are in place is primarily the responsibility of program leadership. If this does not occur, D/MFAT would expect the contractor representative to support the program team in embedding effective MRM practices. Where suitable systems are not established and functioning within roughly the first year of implementation, this should be evident to D/MFAT managers and trigger appropriate corrective action.

Recommendation Ten: Continue to tie off current programming – with TAG support – in ways that will ensure momentum can be maintained by successor programming.

Given the significant momentum that the program currently has, there is a need to tie off current programming in ways that will leave different activities best placed to be engaged by successor programming once that is agreed. The TAG has been a critical sounding board and provider of advisory services across Phase Two and has intimate understanding of the program. While the program already has exit planning underway, it is proposed that a final TAG mission be convened aimed at providing a sounding board ('critical friend') in support of the PHAMA Plus team as it enters its final six months.

Recommendation Eleven: Ensure clear and dynamic coordination of different programming efforts in SIS with the aim of ensuring synergies between different programs

Multi country approaches are very relevant in the Pacific if there are active efforts to share lessons learned and strong incentives to sustain this. Clearer coordination with other DFAT and MFAT programming in SIS is necessary, given the importance of coordinated efforts when addressing the complex challenges of SIS. For example, coordination with the DFAT Partnership for Aviation given its role in strengthening the regional aviation architecture and the importance of air freight in establishing reliable trading paths in SIS.

Recommendation Twelve: Future programming should work to more fully institutionalise GEDSI as a core feature of agricultural market system development, recognizing the need for constant engagement and progression of issues of inclusion, dedicated GEDSI capacity, measurable inclusion targets, and inclusive business practices within all partnerships and sector strategies if women and people with disabilities actively participate in, and benefit from, agricultural trade and innovation.

The evaluation found that while GEDSI integration has strengthened since 2023, with tangible results through partnerships such as Nishi Trading in Tonga, Kaiming Agro-Processing in Fiji, and collaboration with the Pacific Disability Forum. However, implementation was uneven across Phase Two and overly dependent on individual partner commitment rather than systemic design. The loss of momentum in relation to FFT is a key example of inconsistent focus being applied to resolve in the complex challenges posed by GEDSI. Institutionalising GEDSI through staffing, metrics, and accountability mechanisms will ensure inclusion

becomes an enduring element of Pacific agricultural market systems, consistent with DFAT's International Gender Equality Strategy and Disability Equity and Rights Strategy.

Annex One: Key PHAMA Plus Performance Indicators

#	Performance indicators	Purpose of observation
1	Number of households (disaggregated by men, women, youth and people with disability) benefiting from increased net additional income (protected).	Growers increasing income
2	Value of net additional income earned or protected (AUD) attributable to PHAMA Plus	Growers increasing income
3	No. of new jobs (full-time or part-time) created for men, women, youth and people with disability attributable to PHAMA Plus.	Job creation
4	Value of additional export revenue earned or protected that is attributable to PHAMA Plus (AUD)	Additional export revenue (AUD)
5	Number of women and men exporters who maintain export market access – _in established or newly opened pathways.	Exporters gaining or maintaining exports
6	Number of women and men working in biosecurity authorities exposed to, and adopting, an improved practice or system that supports export market access.	Improving Biosecurity Authorities practices to enable trade
7	Number of women and men working in biosecurity authorities exposed to, and adopting, an improved practice on biosecurity emergency response to control and prevent biosecurity threats.	Improving Biosecurity Authorities practices to manage emergency responses
8	Value of additional revenue earned or protected through improved biosecurity practices or systems.	Additional export revenue (AUD)
9	Number and type of improved biosecurity practices or systems adopted and supporting improved export market access.	Improving Biosecurity Authorities practices to enable trade
10	Number and type of biosecurity emergency response practices or systems adopted by biosecurity authorities.	Improving Biosecurity Authorities practices to manage emergency responses
11	Number of women and men exporters, processors or other actors exposed to a new product, technology, or practice, including climate-resilient innovations, that improves quality or productivity.	Exporters exposed to and adopting new practices
12	Number of women and men exporters, processors or other actors adopting, a new product, technology, or practice, including climate-resilient innovations, that improves quality or productivity.	Exporters exposed to and adopting new practices
13	Number of producing households (women, men, youth, and people with disability) exposed to, a new product, technology, or practice, including climate-resilient innovations, that improves quality or productivity.	Growers exposed to and adopting new practices
14	Number of producing households (women, men, youth, and people with disability) adopting, a new product, technology, or practice, including climate-resilient innovations, that improves quality or productivity.	Growers exposed to and adopting new practices
15	Number of events and knowledge products supported that support export market growth or maintenance.	Knowledge-sharing to develop export markets
16	Partner investment leveraged (AUD)	Partners co-investing in program activities

Annex Two: Key Evaluation Questions and Sub-Questions

Relevance (KEQ 1): To what extent is PHAMA Plus relevant to context and in alignment to market opportunities?

- a. How well has the program aligned with current country needs and priorities and how has it responded to emerging trends or needs?
- b. How effective is a regional approach compared to the multi-country approach?
- c. How relevant has PHAMA Plus been for smaller Pacific Island Countries (Cook Islands, Kiribati, Tuvalu and Niue)?
- d. How relevant has PHAMA Plus been Farmer to Australia's A4T support to the Pacific?

Effectiveness (KEQ 2): Is PHAMA Plus achieving its desired outcomes, specifically regarding progress towards its EOPOs and MRM indicators?

- a. Has PHAMA Plus been clear in articulating its approach and outcomes to different key stakeholder groups?
- b. How well has PHAMA implemented a systems approach - in terms of planning, prioritising, intervening, partnering, monitoring and communicating?
- c. What examples exist of PHAMA Plus having supported systemic change in Pacific market systems?
- d. How effective has PHAMA Plus been in achieving its end-of-program outcomes (EOPOs)? Are there any unexpected outcomes that highlight risks or present new opportunities for growth or innovation?
- e. Has the GEDSI strategy been sufficient in terms of progressing inclusive development?
- f. Is the current reporting system suitable to articulation of PHAMA Plus results?
- g. To what extent did/does the M&E system meet the needs of program management and external stakeholders, now, 2 years ago, 4 years ago, particularly for DFAT and MFAT, including tracking and reporting on GEDSI?

Efficiency (KEQ 3): How efficiently has PHAMA Plus used and distributed its resources?

- a. To what extent does the program represent value for money? To what extent has the program generated impact in excess of the costs of delivery? How efficient has the operating model and approach been?
- b. Is the allocation of resources, including financial and human resources, in alignment with and supportive of EOPOs?
- c. To what extent have the following governance mechanisms been effective in facilitating the delivery of EOPOs, building local ownership, harmonising delivery efforts, guiding direction, and/or managing risk:
 - a. Market Access Working Groups (MAWGs), Industry Working Groups (IWGs), and Task Forces
 - b. Program Coordinating Committee (PCC)
 - c. Management arrangements between DFAT line areas (Suva Post, Agriculture and Food Security, Economic Growth Section and Pacific posts)
 - d. Technical Advisory Group
- d. How effectively has PHAMA Plus coordinated with/complemented investments by other development partners and programs including (but not limited to) the Market Development Facility (MDF), Australian Department of Agriculture, Forestry and Fisheries (DAFF) and New Zealand's Ministry of Primary

Industries (MPI), PACER Plus Implementation Unit (PPIU) and Pacific Trade Invest (PTI) (in both Australian and New Zealand) and Business Link Pacific?

Sustainability (KEQ 4): To what extent are PHAMA Plus outcomes sustainable?

- a. What long-term changes has the program contributed to and how have these been expanded and sustained? How will these changes continue without PHAMA Plus support?
- b. What measures has the program put in place to ensure the long-term sustainability of its interventions considering factors such as gender equality, disability inclusion and equity, and climate resilience?
- c. Are different MAWGs, IWGs and taskforces well placed to be sustained beyond PHAMA Plus? What can PHAMA Plus do in remaining implementation period to support their sustainability?
- d. How has PHAMA Plus supported partners to address climate change and build climate resilience? Have ECR approaches been effective?

Coherence (KEQ 5): How well positioned is PHAMA Plus to influence the actions of key stakeholders and affect systemic change?

- a. How well positioned is PHAMA Plus to influence the actions of key stakeholders?
- b. How appropriate are strategies for engaging, informing and influencing key stakeholders?
- c. What is the program's current level of influence with Pacific governments, other development partners and the private sector? Is this sufficient to initiate reforms supportive of systemic change?

Future Programming Options (KEQ 6): What options exist for future growth and programming?

- a. What key strengths from the current PHAMA Plus investment would be relevant to inform future donor support for private sector, agriculture supply chain development, and domestic and export development of Pacific primary industries?
- b. How could support be better nuanced to the needs of large, medium and micro states in the Pacific?
- c. Were there any key gaps in the approach taken or support provided by the program? What improvements (if any) could be made to the approach and support from a future program to increase effectiveness and achieve systemic change.

Annex Three: PHAMA Plus Evaluation Key Informant Interviews

Key Informant Interviews: Evaluation Reference Group

Name	Organisation	Role
Guy Redding	MFAT	Lead Advisor, Industry and Innovation, MFAT Wellington
Andrew Shepherd	DFAT	Counsellor, AHC Fiji
David Swete-Kelly	Mazi Group	TAG Advisor

Key Informant Interviews: DFAT

Name	Organisation	Role
Ma'ake Komailevuka	DFAT	Senior Program Manager - Regional Economic Growth; AHC Fiji
Melinda Burreneita	DFAT	Program Manager - Regional Economic Growth, AHC Fiji
Andrew Shepherd	DFAT	Counsellor, AHC Fiji
Ben Power	DFAT	Director, Office of the Pacific
Daniele Northcott	DFAT	Assistant Director, EGS Branch, Office of the Pacific
Alison Gow	DFAT	First Secretary, Tonga
Kerry Fifita	DFAT	Program Manager, Tonga
Zachary Lombardo	DFAT	First Secretary, Vanuatu
Willie Luen	DFAT	Senior Programme Office, Vanuatu

Key Informant Interviews: MFAT

Name	Organisation	Role
Guy Redding	MFAT	Lead Advisor, Industry and Innovation, MFAT Wellington
Olivia Philpot	MFAT	First Secretary for Development, Tonga
Owen Pau'u	MFAT	Development Programme Coordinator, Tonga
Mehaka Roundtree	MFAT	Deputy High Commissioner and Development Counsellor, Vanuatu

Key Informant Interviews: TAG

Name	Organisation	Role
David Swete-Kelly	Mazi Group	TAG
Muja Mohsin	Mohsin Associates	TAG

Key Informant Interviews: PHAMA Plus

Name	Organisation	Role
Candice Mohan	PHAMA Plus	Team Leader
Nicola Dowsing	PHAMA Plus	Deputy Team Leader
Bronwyn Wiseman	PHAMA Plus	Technical Lead
Theresa Fox	PHAMA Plus	Communications & Knowledge Manager
Melissa Collins	PHAMA Plus	GEDSI STA
Shameera Shaheed	PHAMA Plus	Senior MRM Officer
Byron Pakula	PHAMA Plus	MEL STA
Sharif Islam	PHAMA Plus	Senior Portfolio Adviser
Lennard Powell	PHAMA Plus	Program Manager Biosecurity, Quality & Standards
Dr. Rupantri Raju	PHAMA Plus	Environment, Climate Resilience Manager
David Hicke	PHAMA Plus	Fiji Country Manager
Sanita Baleinayawa	PHAMA Plus	National Facilitator, Fiji
Sidney Suma	PHAMA Plus (ex)	PNG Country Manager (former)
Kotoyawa Tamani	PHAMA Plus	SIS National Facilitator
Navi Tuivuniwai	PHAMA Plus (ex)	Former Fiji Country Manager
Tevita Lautaha	PHAMA Plus	Tonga Country Manager
Olivia Fulivai	PHAMA Plus	National Facilitator, Tonga
Tu'ilautala Maú	PHAMA Plus	Inclusion and Results Measurement Officer
Emily Tumukon	PHAMA Plus	Vanuatu Country Manager
Gilrick Joshua	PHAMA Plus	Vanuatu National Facilitator
Kuinimeri Asora- Finau	PHAMA Plus	Samoa Country Manager

Key Informant Interviews: Fiji program stakeholders

Name	Organisation	Role
Nitesh Datt	Biosecurity Authority of Fiji	Chief Plant Protection Officer
Shalendra Prasad	Ministry of Agriculture and Water	Head of Research Fiji GAP National Technical Working Group; Former Ginger Taskforce
Toloi Vasuidreketi	Ministry of Agriculture and Water	Senior Research Officer, Plant Protection Kava Steering Committee
Sainana Kiristiana	Ministry of Agriculture and Water	Chief Economist, Economic Planning Dept Kava Steering Committee
Susannah	Ministry of Agriculture and Water Kava Steering Committee	Trade Specialist Economic Planning Dept
Ateca Rounds	Ministry of Trade, Co-operatives and SMEs	Director, Economics Section
Iliesa Moceituba	Ministry of Trade, Co-operatives and SMEs	Principle Business Advisory Group
Ema Torosinaivulu	Ministry of Trade, Co-operatives and SMEs	Senior Economist
Kunal Chand	Ministry of Trade, Co-operatives and SMEs	Economic Planning Officer
Iosefo N. Koroidimuri	Ministry of Trade, Co-operatives, Small and Medium Enterprise	Director, SMEs Member, Commercial Agriculture Taskforce
Donny Yee	Lami Kava	Managing Director
Edward Hoeder	Lami Kava	General Manager
Calvin Qiu	Kaiming Agro-processing	CEO
Anare Lewanavanua	Natures Way Cooperative	Managing Director
Rebecca Hughes	Natures Way Cooperative	Finance Manager
Peter Ensor	The AgriBusiness Group	Consultant, FijiGAP
Atish Prasad	Road King Farms	Manager Director
Rashna Prasad	Road King Farms	Managing Director and FFT Trainer
Nikhat	Road King Farms	FFT Trainer
Alifereti Matepa	Winsome Estate	FFT Trainer
Vero	Taveuni	FFT Trainer
Jone	Taveuni	FFT Trainer
Siosi	Wainikeli District, Taveuni	FFT Trainer
Suliano Cowalu	Vuna District, Taveuni	FFT Trainer

Key Informant Interviews: Tonga program stakeholders

Name	Organisation	Role
Hon. Siosuia Halavatau	Ministry of Agriculture, Forestry and Fisheries	Minister
Dr. Viliami Manu	Ministry of Agriculture, Forestry and Fisheries	CEO Chair Tonga Market Access Working Group
Lamipeti Havea	Ministry of Agriculture, Forestry and Fisheries	Head of Extension Division
Siutoni Tupou	Ministry of Agriculture, Forestry and Fisheries	Head of Quarantine Division
Peioneti Lui	Ministry of Agriculture, Forestry and Fisheries	Export Supervisor, Quarantine Division
Lamipeti Havea Jr	Ministry of Agriculture, Forestry and Fisheries	Deputy Director, Department of Agricultural Extension
Distaquaine Tu'ihalamaka	Ministry of Trade and Economic Development	CEO Chair, Tonga Export Shipping Taskforce
Dr. Viliami Kami,	Tonga National Kava Komiti	Member
Souane Tupou	Hihifo Foods	General Manager
Minoru Nishi	Nishi Trading	CEO Member, Tonga Market Access Working Group
Melesisi Finefeuiaki	Lotopoha Export Trading	CEO
'Ilaisaane Fakatoumafi	Fakatoumafi Kava	Manager
Lopaki Fifita	Kaufa'a 'o Tokanga Export	General Manager
Save Mataele	Selling to Lotopoha Export Trading	Farmer
Tiueti Tupou	Selling to Hihifo Foods	Farmer
Nafetalai Makau	Selling to Nishi Trading	Farmer
Sosai Fakatoumafi	Fakatoumafi Kava	Buyer
Mapa Taulafo	Utilising the MTED Packing House	Farmer

Key Informant Interviews: Vanuatu program stakeholders

Name	Organisation	Role
Olivier Gaston	Gaston Chocolat	Director
Lily Fatdak	Bioscurity Vanuatu	CEO
Jonas Nasovish	Vanuatu Skills Partnership	Coordinator
Sandrine Wallez	ACTIV	Vice President
Dione Palu	Quality Solutions	CEO
Moli Samson Lui	Cacao producer and aggregator	Malo Island
Maja Lele	Cacao producer and aggregator	Malo Island
Geraldine Neirove	Department of Agriculture and Rural Development, Santo	National Cacao Specialist
Marie Melteras	Vanuatu Agricultural Research and Technical Centre	Director of Research
Alex Wong	Ministry of Agriculture, Livestock, Forestry & Biosecurity	National Seed Officer
Timothy Tumukon	Ministry of Agriculture, Livestock, Forestry & Biosecurity	Director General

Key Informant Interviews: Cook Islands

Name	Organisation	Role
Temarama Anguna-Kamana	Ministry of Agriculture	Head of Ministry
Cecilia Samuela-TouAriki	Ministry of Agriculture	Director - Advisory Services Division

Key Informant Interviews: Kiribati

Name	Organisation	Role
Teriba Tabe	Betty Trading	Managing Director Member of Parliament
Tekataake Oromita	Ministry of Environment Lands and Agricultural Development	Senior Agricultural Officer

Key Informant Interviews: Samoa

Name	Organisation	Role
Dan Su'a	Samoa Traditional Farmers and Growers	Manager

Key Informant Interviews: MDF

Name	Organisation	Role
Kelera Cavuilati	MDF Fiji Program	Country Manager, Fiji
Malcolm Bossley	MDF Pacific Program	Senior Advisor, Pacific
Tim Stuart	MDF Fiji Program	Senior Advisor, Fiji
Nick Wolfe	MDF Pacific Program	Regional Director (Pacific)
Semesa Sikivou	MDF Tonga Program	Country Manager, Tonga

Key Informant Interviews: Pacific Trade and Invest

Name	Organisation	Role
Glynis Miller	PTI New Zealand	Trade Commissioner
Jeremy Grennell	PTI Australia	General Manager - Export
Maeva O'Donnell	PTI Australia	Export Services Manager

Key Informant Interviews: DAFF

Name	Organisation	Role
Chris Dale	DAFF	Director International Capacity Development
Sophie Peterson	DAFF	Director Pacific Engagement and International Plant Health Section
Emily Lamberton	DAFF	Program Coordinator

Key Informant Interviews: MPI

Name	Organisation	Role
Nacanieli G Waqa	MPI	Specialist Adviser, Pacific Partnerships, Biosecurity Import & Export Standards Directorate

Annex Four: Recommendations with Responsibilities Allocated

This annex presents a set of recommendations, summarising the key suggestions based on the findings outlined above with responsibility allocated for each recommendation.

Area	Recommendation	Responsibility
Current programming	Recommendation Ten: Continue to tie off current programming – with TAG support – in ways that will ensure momentum can be maintained by successor programming.	PHAMA Plus Team Leader and senior management team, in consultation with DFAT
Future programming - focus	Recommendation One: Ensure future programming in the agricultural trade landscape is not constrained by a purely export focus, and has the opportunity to work holistically within target sectors. Recommendation Three: Any future agricultural program should take an explicitly sector-wide focus and look beyond individual firms. Program activities should begin with research and analysis of sectors that directly provide an initial vision for positive, inclusive and realistic change and an initial strategy to achieve that change. Finding partners willing to collaborate and try new things that could lead to sustained, inclusive changes should follow, not precede, vision and strategy. Interventions with partners should be ultimately aimed at improving the whole sector, not just the partner's domain. Partnerships might be with individual businesses but must embody a vision for sector wide change, with management of the approach needing to be adaptive. Recommendation Six: Future programming should consider including an agri-tech focus recommendation, conducting careful analysis of all potential agri-tech opportunities and constraints and making strategic choices about the feasibility of addressing those constraints before intervening. Testing and introducing new agricultural technologies are a valid program activity but must include a robust analysis of the business case for the technology alongside a holistic analysis of the system into which the technology is being introduced, including farmer awareness and demand for the technology, the availability of appropriate financing and other issues known to affect adoption.	DFAT OTP

Area	Recommendation	Responsibility
	Recommendation Seven: Any future program should identify where private extension models may be appropriate to help address supply chain challenges, and pilot these with willing private partners.	
Future programming – structural considerations	Recommendation Two: Moving forward, more deliberate attention and resourcing should be directed towards supporting (or establishing) regional, sectorally focused Working Groups that act as a centrepiece for knowledge sharing around the region, while also respecting regional architecture and locally led initiatives through entities such as SPC and PIFS. Recommendation Four: Any future program seeking to support agriculture and food security across the Pacific should be multi-country in nature, take a systems approach, and establish country teams in every country it works in. The minimum country team size in the smallest countries should be 3 people – comprising management, systems, MRM and inclusion capabilities, with a specialist ‘bent’ dependent on local priorities – with a minimum activity budget of \$200k per year. Each country team’s focus (and specialist ‘bent’) would be determined by host government and D/MFAT priorities and mindful of other ongoing programs – for example agricultural productivity or exports or biosecurity or food security and/or nutrition for example – that would be subjected to a systems analysis leading to a vision, strategy and partnerships/ interventions (with public, private or civil society actors). Having one ‘agricultural’ program in each country would alleviate and eliminate program coordination challenges over time and reduce the multiplicity of programs for posts to monitor. With potentially one contractor, and one supporting ‘hub’ whose primary function would be to support high quality systems analysis, action and learning in each country, the quality of in-country activity would be maintained at a high level. Key technical advisers would be spread across country teams, with the expectation of substantial travel. A TAG to support D/MFAT’s oversight and improvement of the program could add further value. Recommendation Five: Given the importance of BQS issues across the Pacific, and the scale of the challenge, a future program should assess current and future BQS needs against the array of ongoing support programs, and devise how best to fill gaps in the short term, but also with a longer term view of how to build better, more relevant and responsive BQS systems across the Pacific. A potentially separate program - closely linked to a BQS system building effort – should be responsible for supporting biosecurity emergency responses.	DFAT OTP

Area	Recommendation	Responsibility
Future programming – collaboration	Recommendation Eleven: Ensure clear and dynamic coordination of different programming efforts in SIS with the aim of ensuring synergies between different programs.	DFAT OTP
Future programming - MERL	Recommendation Nine: Any future program should ensure that robust Monitoring, Evaluation, Research, and Learning systems are in place early, and appropriately structured to capture the necessary qualitative and quantitative data necessary for adaptive management. D/MFAT managers should conduct a formal, externally-supported assessment during the second year of program implementation to verify that these systems are in place and functional, clearly and broadly understood, and with appropriate incentives for all staff to fulfill them.	DFAT OTP
Future programming - GEDSI	Recommendation Twelve: Future programming should work to more fully institutionalise GEDSI as a core feature of agricultural market system development, recognizing the need for constant engagement and progression of issues of inclusion, dedicated GEDSI capacity, measurable inclusion targets, and inclusive business practices within all partnerships and sector strategies if women and people with disabilities actively participate in, and benefit from, agricultural trade and innovation.	DFAT OTP

Annex Five: Accessible Text for Report Images

Figure 1, page 16

The image presents a colourful circular diagram illustrating the PHAMA Plus program's focus areas of agriculture and biosecurity in small island states. At the centre, "PHAMA Plus" is surrounded by seven segments: five segments representing island countries, including Vanuatu, Tonga, Fiji, Samoa, and the Solomon Islands, one segment representing Small Island States, and one segment representing Biosecurity, Quality & Standards. Each segment features icons and keywords related to agricultural products and quality standards, such as "Biosecurity, Quality & Standards," "Kava," "Cocoa," and "Sawn Timber." The segments are color-coded, offering a vibrant visual representation. The arrows on the diagram indicate a flow outwards representing PHAMA Plus' support for these countries emphasizing the connection and flow of information and system strengthening in these areas regarding market access and trade facilitation.

Specific focus areas for PHAMA Plus support for each country and biosecurity strengthening across countries is as follows:

1. Small Island States

Biosecurity, Quality standards & certification

Market access and trade facilitation

Products & Markets

Market knowledge & exchange

2. Fiji

Fresh Produce

Kava

Spices

Biosecurity, Quality & Standards

3. Samoa

Kava

Ornamental Horticulture

Root Crops

Biosecurity, Quality & Standards

4. Solomon Islands

Sawn Timber

Tree Crops

Biosecurity, Quality & Standards

5. Tonga

Biosecurity, Quality & Standards

Horticulture - Watermelons

Root Crops

6. Vanuatu

7. Biosecurity, Quality & Standards

Support for BQS communication & engagement

Legal & regulatory frameworks

Export Facilitation

Quality/ Risk Management Systems & Services

Figure 3, page 41

The image features one bar chart and one line graph side by side, illustrating data related to export revenue and exporter demographics. On the left, a bar chart depicts the value of additional export revenue earned or protected that is attributable to PHAMA Plus, displayed in Australian dollars (AUD). There are three vertical yellow bars representing the years 2022-23, 2023-24, and 2024-25, with values of 7,194,641 (2022-23); 19,462,432 (2023-24); and 24,072,196 (2024-25) respectively. The bars increase in height from left to right, showing a gradual growth in export revenue over the three years.

On the right, a line chart shows the number of women and men exporters maintaining market access in established or newly opened pathways. This graph has a purple line that rises steadily, marked with blue dots for the years 2022 (July), 2022-23, 2023-24, and 2024-25. The numbers of exporters are 194 for 2022-23, 263 for 2023-24, and 269 for 2024-25, indicating an upward trend in the number of exporters.

Figure 4, page 43

The image presents three main sections that convey information about biosecurity authorities' demographics and revenue impacts. The left section displays a bar chart indicating the number of women and men working in biosecurity authorities who are exposed to and adopting improved practices supporting export market access. The total number is 151 (represented by a blue bar), with 100 men (represented by a purple bar) and 51 women (represented by a yellow bar).

The middle section illustrates the additional revenue earned or protected through enhanced biosecurity practices from fiscal years 2022-23 to 2024-25, showing a significant increase from 14,576 in 2022-23 to 1,140,957 in 2023-24 to 1,684,716 in 2024-25, represented in large blue bars.

The right section, similar to the left, shows the number of women and men in biosecurity authorities exposed to and adopting an improved practice on biosecurity emergency response to control and prevent biosecurity threats. Here, the total number is 313 (represented by a blue bar), with 238 men (purple bar) and 75 women (yellow bar).

Figure 5, page 44

The image is divided into two sections, presenting statistical data regarding innovation exposure and adoption.

On the left side, a line graph illustrates the number of exporters, processors, or other actors exposed to and adopting innovations over three years: 2022-23, 2023-24, and 2024-25. The x-axis marks the years, while the y-axis quantifies the number of individuals. There are two distinct lines: one in purple for those exposed to innovations and another in yellow for those adopting innovations. The data points indicate growth in both

categories, with the 'Exposed' line starting at 210 in 2022-23, reaching 277 in 2023-24, and culminating at 305 in 2024-25. In contrast, the 'Adopting' line starts at 206 in 2022-23, increases to 231 in 2023-24, and rises to 259 in 2024-25.

On the right side, a bar chart presents data on the number of producing households exposed to and adopting innovation. It compares two metrics — "Use" and "Access" — against their targets. Both metrics are color-coded; the actual values are represented in yellow and the end-of-project (EOP) targets in purple. The bar representing "Use" shows an actual value of 15,381 (in yellow), which is shorter than the target of 21,531 (in purple), while the "Access" bar is longer, indicating an actual value of 26,671 (in yellow) against a target of 29,003.

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