

Improving Community-Based
Fisheries Management (CBFM)
in the Pacific

Strengthening and scaling
community-based approaches to
Pacific coastal fisheries
management in support of the
New Song

' Pathways '

Mid-Term Review

Review Report

31 October 2019

1. Executive summary

Coastal fisheries make vital contributions to food security, livelihoods and economic development in the Pacific Islands region. However, coastal fisheries resources in the region face numerous threats, including overharvesting, dwindling stocks, environmental degradation and management challenges. Rapid population growth and climate change exacerbate these challenges. A combination of geographic scale, wide range of species harvested, and limited resources and capacity of governments makes management of Pacific coastal fisheries resources challenging. It is estimated that upwards of 90 per cent of coastal communities in the Pacific do not have viable coastal fisheries management in place and large areas are not under effective management.¹

Coastal fisheries are receiving increased attention from leaders and fisheries agencies in the region, and from donors including Australia, New Zealand, the European Union, Japan, the World Bank and the UN Food and Agriculture Organisation (FAO). The recent policy document 'A new song for coastal fisheries – pathways to change: The Noumea Strategy' reflects the increasing prominence of, and coherence of approach to, coastal fisheries in the region. The strategy states that community-based fisheries management (CBFM) will play a central role in ensuring resources are managed sustainably, and in securing the benefits that flow from coastal resources.

Pathways is a research and development project which supports sustainable national and sub-national community-based fisheries management and enhanced food security, nutrition, and diversified livelihoods for the people of Kiribati, Solomon Islands and Vanuatu. It is an ACIAR-managed program, implemented primarily by the University of Wollongong, and majority funded by DFAT. Relative to other ACIAR projects, Pathways sees itself as a development project just as much, or more than, as a research project. Pathways (2017-2021) builds on the preceding phase (PacFish; 2012-2017).

Excellent progress has been made towards Objective 1 - Strengthening Pacific institutions. Staff of partner government CBFM units have increased awareness of their roles, and improved knowledge, capacity and access to resources that enable them to better promote and support CBFM. CBFM units are garnering a higher profile across government. The project has established strong partnerships with governments, providing relevant and responsive support, strengthening the enabling environment for CBFM. The very strong alignment of the project behind regional and national priorities is a particular strength of the program, as is the embedded approach within the Vanuatu and Kiribati fisheries agencies. Likewise, the quality of the Pathways team – both in Australia and in the Pacific – is a strength of the program. The Pathways in-country teams' commitment and constructive relationships with government counterparts have been critical to successes to date.

While good progress has been made towards Objective 2 – Scaling up CBFM, with high levels of community interest generated, the program risks spreading itself too thinly by focusing on reach at the expense of strengthening successful and sustainable CBFM practice. Pathways is trialing different approaches to spread CBFM, experimenting with light touch and more intensive approaches. While research on the efficiency of those approaches is yet to be conducted, early evidence indicates that CBFM is being adopted by communities, albeit to varying degrees. Intensive scale-up risks leaving governments with too many requests that they do not have the capacity to address once the project ends. In addition to the need for alternative livelihoods and implementation support, communities

¹ SPC (2015). A New Song for Coastal Fisheries – Pathways to Change: the Noumea Strategy. Pacific Community, Noumea.

require more detailed information and training on the scientific aspects such as fish biology and life history.

Some progress has been made towards Objective 3 – Improving livelihoods through trialing interventions, and effort has been made to ensure these are gender-inclusive. Several livelihoods interventions have been supported which, while in the early stages, have yielded a degree of enthusiasm among communities, with some increasing incomes. However, program effectiveness is diminished by a lack of non-fisheries focused livelihoods, the importance of which is emphasized in the Project Document. Assessment in this area is complicated by a lack of clarity on whether activities primarily aim to increase income generation or seek to influence government to adopt the program's participatory diagnostic methodology for examining livelihood options. At the end of the project, Pathways will be in a position to provide a study of the trialing and adoption of several livelihood ideas. There is a lack of evidence to indicate that the efficacy of the livelihood diagnosis tool will have been tested sufficiently for rollout, or that the approach will be institutionalised by government.

Good progress has been made towards Objective 4 – Empowering women, youth and marginalised groups, through the integration of inclusion into CBFM national instruments and the achievement of a basic level of inclusion of women and youth in CBFM. Pathways has made a strong contribution to ensuring inclusion is given significant prominence in national policy and strategy documents. While awareness and commitment to gender has increased, there is variable evidence that inclusion is a key priority integrated into the roles of national and provincial officers.

Some initial progress has been made towards Objective 5 – Food Security, through nutrition research in Solomon Islands and Vanuatu, with work yet to get underway in Kiribati. This research positions Pathways to bring critical issues to the attention of policy makers and implement behavioural change interventions for increased dietary diversity. It is difficult to assess the extent to which this objective is likely to be achieved given the sequencing of activities related to this objective, with nutrition research and interventions and catch monitoring in their early stages in two countries. Nutrition-focused research methodologies are well conceived with behaviour change interventions either planned or in their early stages of implementation with some information being disseminated.

Overall, good progress has been made towards the three cross-cutting areas of the project (communication and influence, capacity development, and M&E). The recruitment of a dedicated communications coordinator is commendable, although there was a strong appetite from stakeholders for more information regarding project activities, research findings and lessons learned. Capacity development activities are valued by participants, although many in-country activities occur in a somewhat opportunistic and ad-hoc manner, and would benefit from a more structured and documented approach. The review team noted that the needs assessment and co-development of a capacity building strategy planned for the first six months of the project has not yet eventuated. The project's M&E framework supports the assessment of progress towards long-term results, and is closely aligned with the regional New Song M&E outcomes and indicators, ensuring M&E data is flowing through to the Coastal Fisheries Report Card, a report that is read, understood and valued by regional leaders.

At the same time, the program's effectiveness – and the ability to tell the performance story of the investment – is hindered by a lack of clarity on the outcomes sought by the conclusion of the current phase, and the intermediate milestones on the pathway to those outcomes. In part, this stems from the dual aims of the project – research and development – and the different focus of the two major donors. The multiple ambitions of the project risks spreading its attention too thinly.

The program is influential within the three countries in which it operates, but there is less evidence to indicate that the CBFM model advanced by Pathways has been influential at the regional level. Significant effort has gone into linkages with other programs, and into communication and reporting with donors and partner government, but there is room (and appetite among partners such as SPC, non-fisheries government departments and other donor-funded programs) for closer cooperation and information sharing.

The partnership arrangements of the project offer strong value for money. Each donor's contribution leverages significant co-funding from several partners – most notably the University of Wollongong – and all partners in the project provide in-kind contributions. The management overheads charged by each relevant organisation compare favourably with comparable DFAT-funded technical assistance and capacity development programs.

In light of these independent findings regarding progress to date, the Review Team offers the following priority recommendations for the remainder of this phase:

1. **Clearly articulate the development outcomes that are expected to be achieved by September 2021.** This should include clearly outlining what success is expected to look like at the end of the program and focusing effort and resources on achievement of those outcomes. These should be expressed in language that both donors and governments understand, and that enable the donors to tell the performance story of this investment. This articulation of projected outcomes need not constrain flexibility – outcomes sought can take account of the adaptive nature of the work. This could be achieved through a rearticulation of the project's performance framework and management systems towards a vision of results that supports adaptive management and embeds structured learning, reflection and adaptation process.
2. **Significantly revise the template for the Annual Report to ensure that it is fit-for-purpose in reporting on progress towards outcomes.** To the extent permitted by ACIAR processes, the report should reduce its emphasis on reporting outputs, and instead focus on outcomes. The Annual Report should be the primary document that tells the performance story of this investment.
3. **Increase investment in monitoring and evaluation, including monitoring qualitative changes and facilitating joint analysis and learning.** Practical and participatory tools should be developed to track changes in knowledge, application and implementation of CBFM principles, along with the qualitative aspects of inclusion such as changes in behavior, decision making and access and control over resource benefits. Budget should also be allocated for facilitating more in-country learning workshops and symposiums.
4. **Clarify the roles, responsibilities and management lines in the ANCORS-WorldFish partnership** in recognition of WorldFish's standing as an experienced and capable implementing partner. This is required to address challenges to date, and in light of the recent key staffing changes at WorldFish.
5. **Prioritise creating and sustaining linkages with other programs, and keep partner governments more regularly updated.** Significant effort has been put into this throughout the current phase, but there are nonetheless opportunities for greater harmonisation and coordination between programs, and demand for more regular updates from senior partner government personnel. DFAT (and to a lesser extent ACIAR) also have a strong role to play in greater program harmonisation, and are likewise not seizing all opportunities to create stronger links and better informed partnerships with other donors. New Zealand (with whom

the most fruitful coordination has been held to date) is especially open to partnership and exploring potential ideas. The EU would also like to increase the sharing of information.

6. **Use the Project Reference Committee (PRC) to greater strategic effect.** This forum has the potential to provide considerably more strategic guidance on matters such as cross-program linkages, design of future support for coastal fisheries and sustainability / exit planning. To that end, membership should be expanded to include representatives of each of the three countries. Positive consideration should be given to meeting more frequently (twice per year).
7. **Put in place an exit/transition strategy.** This was raised and discussed at the second PRC meeting, featured in the review of PacFish, and was raised by stakeholders during the review. This should include dialogue with partner governments about increasing partner government financial allocations to CBFM work, including to functions currently supported by Pathways.
8. **Communicate lessons learned as early as possible,** not in the last 6-12 months of the project. Clarity should be achieved, as soon as possible, on what learnings can be finalised, appropriately packaged for practitioners and decision-makers and disseminated for action before the end of this project phase. Dissemination should be based on politically informed thinking about how to influence the relevant officials and organisations.
9. **Institute a structured and documented approach to capacity assessment and capacity building** for national and provincial/outer island officers working in CBFM. Ideally, capacity assessment and planning processes should be conducted as a joint participatory exercise in collaboration with government, addressing government needs.
10. **Consider the effects that the project's livelihoods activities may have on the status of coastal resources in the design and monitoring of those activities, ideally through the collection of baseline data prior to implementation.** At a minimum, undertake a scientific risk assessment prior to the roll-out of initiatives, to ensure that alternative livelihood strategies are not exacerbating resource status challenges, and are likely to be sustainable in the long-term.

As requested, the Review Team offers the following recommendations for DFAT and ACIAR to consider as they plan for possible future support for coastal fisheries in the Pacific:

11. **Build on the strong foundation established by Pathways.** Significant strength of relationships, knowledge and momentum has been built up through Pathways, which should be built upon for any future support for coastal fisheries in the Pacific. This does not necessarily require a further phase of funding through the same partners.
12. **The next phase of Australian support for coastal fisheries should be more definitively a development program,** not a research for development program. Progress made under Pathways will allow further progress along the research-development continuum, and the program would benefit from greater unity of purpose. Nonetheless, a well-defined research program might be one valuable component of a development program. This recommendation lends itself to a DFAT-led program rather than ACIAR-led, but donors should bear in mind the advantages of ACIAR's status as a Category 1 funder and the associated ability to leverage co-contributions.
13. **Undertake a fit-for-purpose design process, soon.** There is an urgency to this in order to minimise uncertainty and the associated risk of losing key staff and having a gap between phases of support. Careful coordination with other donors and programs should be a strong feature of the design process (which adds to the urgency, in order to allow adequate time for due consultation). Do not prioritise a completion review of Pathways – timing won't sensibly

allow for such a review to inform design of future support. Instead incorporate a meaningful reflection exercise (including the donor agencies) as part of the design process. This will allow the expertise and experience of the Pathways partners to inform the design process (other means to achieve that should also be pursued).

14. **Increase the focus on inclusion – especially disability inclusion – in any future phase of support.** In line with DFAT's Development For All policy.

2. Table of contents

Executive Summary	i
Table of Contents	vi
List of acronyms	vii
Acknowledgements	viii
Background	1
Coastal fisheries in the Pacific	1
Regional architecture for coastal fisheries	2
Donor support for coastal fisheries in the Pacific	2
The Pathways project	3
Mid-term review purpose and methodology	5
Findings	6
Effectiveness (Q1)	6
Management (Q2)	11
Efficiency (Q3)	13
Relevance (Q4)	15
Sustainability (Q5)	17
Lessons learned (Q6)	19
Recommendations	20
Remainder of phase	20
Support for coastal fisheries in the future	21
Annex 1: Outline of DFAT and ACIAR design/proposal processes	23
Annex 2: Methodology, including description of Qualitative Assessment Framework	25
Annex 3: Rapid Country Assessment – Kiribati	32
Annex 4: Rapid Country Assessment – Solomon Islands	41
Annex 5: Rapid Country Assessment – Vanuatu	51
Annex 6: Progress towards outputs	59
Annex 7: List of consultations	63

3. List of acronyms

ACIAR	Australian Centre for International Agricultural Research
ANCORS	Australian National Centre for Ocean Resources and Security
CBFM	Community-Based Fisheries Management
CFWG	Coastal Fisheries Working Group
CROP	Council of Regional Organisations in the Pacific
DFAT	Australian Department of Foreign Affairs and Trade
DoE	Australian Department of Education
EU	European Union
FAO	United Nations Food and Agriculture Organisation
FAME	SPC Division of Fisheries, Aquaculture and Marine Ecosystems
FFA	Pacific Islands Forum Fisheries Agency
FishSMARD	Sustainable Management Approaches & Resource Development community of practice
HoF	SPC Heads of Fisheries meeting
JCU	James Cook University
JICA	Japan International Cooperation Agency
M&E	Monitoring and evaluation
MFAT	New Zealand Ministry of Foreign Affairs and Trade
MFMR	Solomon Islands Ministry of Fisheries and Marine Resources
MFMRD	Kiribati Ministry of Fisheries and Marine Resources Development
MSSIF	New Zealand-funded <i>Mekem Strong Solomon Islands Fisheries</i> institutional strengthening project
New Song	A new song for coastal fisheries – pathways to change: The Noumea Strategy
PacFish	Improving Community-Based Fisheries Management in Pacific Island Countries 2012-2017 (the predecessor program to Pathways)
Pathways	Improving Community-Based Fisheries Management in the Pacific 2017-2021
PEUMP	Pacific-EU Marine Partnership Programme 2018-2023
PICTs	Pacific Island countries and territories
PIF	Pacific Islands Forum
PRC	Project Reference Committee
PROP	Pacific Islands Regional Oceanscape Program
RTMCF	Regional Technical Meeting on Coastal Fisheries
SPC	The Pacific Community (regional organisation)
SPREP	Secretariat of the Pacific Regional Environment Programme
UoW	University of Wollongong
USP	University of the South Pacific
VFD	Vanuatu Fisheries Department
WorldFish	WorldFish Center

4. Acknowledgements

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The review team would like to sincerely thank the many people who gave their time and shared their expertise and experience with us during the review. In particular, thank you to the Pathways staff in Australia, Kiribati, Solomon Islands and Vanuatu for facilitating access to information and people, and for sharing your unique insights into the work.

5. Background

Coastal fisheries in the Pacific

Coastal fisheries make vital contributions to food security, livelihoods and economic development in the Pacific Islands region. Coastal fisheries are a cornerstone of food security; per capita fish consumption in many Pacific Island countries and territories (PICTs) is 3–5 times the global average and, in rural areas, fish often supplies 50–90% of dietary animal protein to coastal communities. Harvests also provide a source of livelihood for many coastal communities, with 50% of households in coastal communities receiving their first or second income from activities related to fishing.² Several coastal resources (e.g. harvest of sea cucumbers for export trade) also make important contributions to economic development in a number of Pacific Island countries.

Coastal fisheries resources in the Pacific Islands region face numerous threats. Poor management and limited monitoring have led to overharvesting of several species, with concomitant declines in stocks. Such declines are being exacerbated by degradation of coastal habitats in some locations. Rapid population growth is resulting in an emerging gap between the amount of fish recommended for good nutrition and coastal fish catches.³ Climate change is also expected to significantly impact coastal fisheries in the Pacific Islands region due to the effects of ocean warming and acidification on the biological and physical structure of coral reefs, the distribution, fitness, availability and catchability of demersal fish, and impacts on supporting habitats.⁴

Management of coastal fisheries resources in the Pacific Islands region is a challenging task. Due to a combination of geographic scale, wide range of species harvested, and limited resources and capacity of centralised governments to manage resources in outer island communities, it is estimated that upwards of 90 per cent of coastal communities do not have viable coastal fisheries management in place and large areas are not under effective management.⁵ As outlined in the recent policy document ‘A new song for coastal fisheries – pathways to change: The Noumea Strategy’⁶ (hereafter the New Song), community-based fisheries management (CBFM⁷) will play a central role in ensuring resources are managed sustainably, and in securing the benefits that flow from coastal resources. However, while necessary, CBFM alone is insufficient for addressing the challenges and threats faced by coastal fisheries, which requires collective action by communities in concert with innovations in the way governments and development partners provide support and catalyse change.⁸

² SPC (2015). A New Song for Coastal Fisheries – Pathways to Change: the Noumea Strategy. Pacific Community, Noumea.

³ *Ibid.*

⁴ Pratchett MS, Munday PL, Graham NAJ, Kronen M, Pinca S et al. (2011). Vulnerability of coastal fisheries in the tropical Pacific to climate change. Bell JD, Johnson JE, Hobday AJ (eds), Vulnerability of Tropical Pacific Fisheries and Aquaculture to Climate Change, Secretariat of the Pacific Community, Noumea pp 493-576.

⁵ SPC (2015). A New Song for Coastal Fisheries – Pathways to Change: the Noumea Strategy. Pacific Community, Noumea.

⁶ *Ibid.* The New Song, endorsed by Pacific Fisheries Ministers in 2015, provides a framework for integrating regional and national initiatives to improve coastal fisheries. It includes an agreed set of actions needed from SPC member government and stakeholders to provide substantial support for a community-based fisheries management approach.

⁷ Community-based approaches to fisheries management come in many forms and have many names (and acronyms). This document follows ACIAR and Pathways terminology and uses community-based fisheries management (CBFM).

⁸ Pathways (2016). Strengthening and scaling community-based approaches to Pacific coastal fisheries management in support of the New Song – project proposal.

Regional architecture for coastal fisheries

At the 47th Pacific Islands Forum (PIF) Leaders meeting (2016), leaders noted that coastal fisheries management continued to receive inadequate attention at the national level.⁹ They tasked the Pacific Community (SPC) to coordinate with national fisheries agencies, CROP¹⁰ agencies and regional and national community groups, to strengthen support and resourcing for coastal fisheries management. A **Coastal Fisheries Working Group (CFWG)** was formed in response to this request by leaders.

In August 2019, the Pacific Islands Forum (PIF) Leaders endorsed the terms of reference for the new **Regional Fisheries Ministerial Meeting**. This new meeting will meet in the margins of the Forum Fisheries Committee Ministerial Meeting, to report to leaders on all fisheries related matters, including scientific and economic assessments of the adverse impacts of climate change and illegal, unregulated and unreported fishing. With the convening of the Regional Fisheries Ministerial Meeting, there is now an opportunity for fisheries ministers to provide effective oversight of fisheries issues beyond the mandate of the Forum Fisheries Agency and to provide coherent reporting to leaders on all fisheries issues of importance.

At the Special Regional Fisheries Ministerial Meeting held in June 2019, fisheries ministers noted the work of the **Coastal Fisheries Working Group (CFWG)** but expressed concern regarding its lack of accountability to member Governments. Ministers noted the proposed review of the CFWG terms of reference in 2020, and recommended to SPC that the CFWG be disbanded and that other options be considered for giving effect to the Leaders' decision in 2016 in relation to coastal fisheries. The fisheries ministers welcomed the outcomes of the **SPC Heads of Fisheries (HoF)** meeting and supported the holding of annual HoF meetings (for a two year trial), and that HoF meetings be the competent regional body for compiling information and advice on coastal fisheries and aquaculture for consideration by the Regional Fisheries Ministerial Meeting.

To support the coastal fisheries agenda in the annual HoF meetings, the **Regional Technical Meeting on Coastal Fisheries (RTMCF)** meeting also meets annually following the inaugural meeting in 2017. The RTMCF meetings bring together national coastal fisheries scientists and technical experts to discuss important technical and scientific gaps and challenges. The RTMCF meetings will forward the outcomes to the HoF meeting for consideration. There are opportunities for PICTs, including those currently supported by the Pathways program, to discuss important technical and scientific gaps and challenges in community-based fisheries management in RTMCF meetings.

Donor support for coastal fisheries in the Pacific

In line with the increasing attention given to coastal fisheries among leaders and fisheries agencies in the region, coastal fisheries are increasingly attracting the attention of donors.

Fisheries management is an important component of Australia's development cooperation in the Pacific. Recognising the major contribution of fisheries to food security and livelihoods in the Pacific, Australia (including both DFAT and ACIAR) is working with Pacific Island countries, regional organisations and multilateral development banks to ensure the sustainability of fisheries resources, extract greater long run income streams and improve market access.

In addition to the Pathways project, Australia is supporting coastal fisheries in the Pacific through funding to SPC's Division of Fisheries, Aquaculture and Marine Ecosystems (FAME) to support the

⁹ PIFS, 47th Pacific Islands Forum forum communique, September 2016, paragraph 10.

¹⁰ Council of Regional Organisations in the Pacific (CROP) which includes, among others, Forum Fisheries Agency, Pacific Islands Development Program (PIDP), the Pacific Community (SPC), Secretariat of the Pacific Regional Environment Programme (SPREP), and University of the South Pacific (USP).

transition to the new coastal fisheries governance processes, including to hold annual Regional Technical Meetings on Coastal Fisheries and HoF meetings (approximately \$1 million over two years). ACIAR has recently commenced a new project that seeks to map the Pacific agri-food systems and recommend action to improve local food environments and support national policies to promote healthier, more diverse diets.¹¹ It will be implemented by ANCORS and has been designed to complement Pathways.

Other key donor-funded programs currently operating in the region include:

- The **Pacific-European Union Marine Partnership Programme (PEUMP)**, EUR 45 million from July 2018 to March 2023, implemented by SPC (along with FFA, SPREP and USP). The program aims to achieve food security and economic growth, while addressing climate change resilience and conservation or marine biodiversity.¹²
- New Zealand supports a **Coastal Fisheries Governance Project**¹³ which aims to strengthen governance structures and processes for effective management of coastal fisheries and aquaculture, with a specific focus on supporting the development of legislation and policy to improve monitoring, control, surveillance and enforcement. They also support the **Sustainable Pacific aquaculture development for food security and economic growth** project implemented by SPC (2017–2021). They also fund **bilateral programs** of support for offshore and onshore fisheries in Kiribati, Vanuatu, Solomon Islands, Tonga, Tokelau, Tuvalu, Marshall Islands, Fiji and the Federated States of Micronesia.
- The Japan International Cooperation Agency (JICA) also has a number of programs, including the **Grace of the Sea** project focused on Community Based Coastal Resource Management in Vanuatu.
- The World Bank financed **Pacific Islands Regional Oceanscape Program (PROP)** comprises a series of projects with a broad focus on strengthening the management of oceanic and coastal fisheries of selected Pacific Islands, including separate but complementary projects in the Federated States of Micronesia, Marshall Islands, Tuvalu and Solomon Islands, and a complementary regional project implemented by FFA, with a large coastal component focusing on beche-de-mer implemented by SPC FAME.
- The **Food and Agriculture Organisation of the United Nations (FAO)** is currently funding community-based fisheries projects in Samoa and Tonga. In each country, the projects aim to improve and streamline community-based fisheries management programming, as well as monitoring, data and information flows and awareness activities.

The Pathways project

Pathways¹⁴ is a research and development project which supports sustainable national and sub-national community-based fisheries management and enhanced food security, nutrition, and diversified livelihoods for the people of Kiribati, Solomon Islands and Vanuatu. Pathways seeks to influence the trajectory of coastal fisheries at national and regional levels while scaling up activities at community level. It is framed firmly within the New Song, which calls for a stronger, coordinated approach to coastal fisheries development and management. The New Song's pathways for change outlines actions that national governments and all stakeholders should commit to in support of a

¹¹ ACIAR Project number FIS/2018/155.

¹² https://ec.europa.eu/europeaid/projects/pacific-european-union-marine-partnership-programme-peump_en

¹³ <https://fame1.spc.int/en/projects/mfat?>

¹⁴ ACIAR project number FIS/2016/300, 'Strengthening and scaling community-based approaches to Pacific coastal fisheries management in support of the New Song' ('Pathways').

community-driven approach. Many of these actions have framed the project, building on the lessons learned and advances made in phase 1 (referred to as ‘PacFish’¹⁵) which operated from 2012-2017.

The **long-term goal** of the project is to contribute to the New Song regional vision of *sustainable well-managed inshore fisheries, underpinned by community-based approaches that provide food security, and long-term economic, social and ecological benefits to our communities.*

The **project aim** is to strengthen the institutional structures, processes and capacity to implement and sustain national programs of CBFM in Kiribati, Solomon Islands and Vanuatu. Aligned with an overall focus on CBFM, the project focuses on the economic, social and gender equity dimensions of coastal fisheries and consumption of fish.

The five **project objectives**¹⁶ are:

- i. Strengthen Pacific institutions to implement the New Song;
- ii. Improve and scale out CBFM in Kiribati, Solomon Islands and Vanuatu;
- iii. Improve the opportunities, viability and performance of livelihoods in support of CBFM initiatives;
- iv. Increase social and gender equity in coastal fisheries governance, utilization and benefit distribution;
- v. Promote food and nutrition security in the Pacific food system through improved management and use of fish.

The project has three **cross-cutting work** activities:

- i. Communication and influence;
- ii. Capacity development;
- iii. Monitoring and evaluation.

Pathways is an ACIAR-managed program, with funding from DFAT (\$6 million), ACIAR (\$2 million) and the University of Wollongong (\$2.5 million cash and in-kind). It is managed by the ACIAR Fisheries Program Management Unit. The commissioned agency (implementing partner) is the University of Wollongong’s Australian National Centre for Ocean Resources and Security (ANCORS). Other implementing partners include WorldFish, the Pacific Community (SPC) and the Governments of Kiribati, Solomon Islands and Vanuatu. A Project Reference Committee (PRC) meets annually to guide the project’s strategic direction.

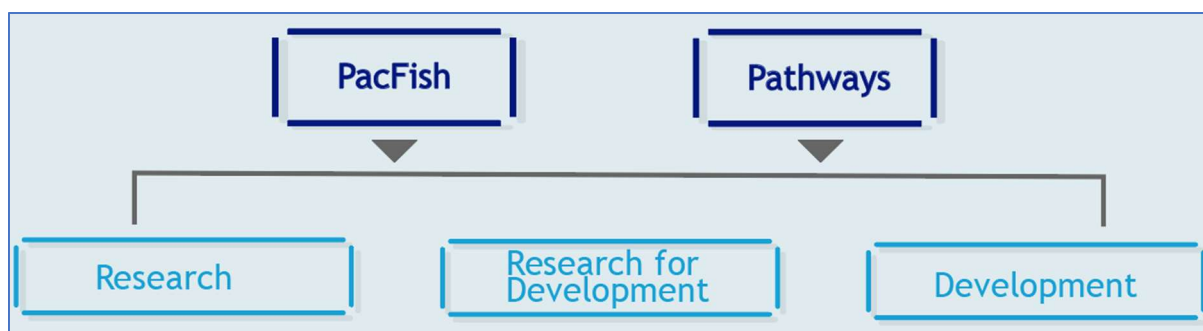
DFAT and ACIAR each have their own processes for the design, peer review and approval of potential investments. While both are rigorous, the two organisations’ processes are quite different. Annex 1 provides an outline of each process to aid understanding.

Pathways is a ‘research for development’ project. It seeks to both “take the development outcomes of community-based approaches to another level – to influence the trajectory of coastal fisheries at national and regional scales” and at the same time to fill “the many remaining gaps in the evidence needed to guide investment in communities and at larger scales ... through a continued focus on participatory action research”.¹⁷ On what might simplistically be called the research-development continuum, PacFish was regarded as highly research-focused while Pathways is regarded as being significantly focused on applying lessons learned to date to achieve development outcomes.

¹⁵ ACIAR Project number FIS/2012/074.

¹⁶ Pathways Project Document, Project number FIS/2016/300, updated 19 March 2019, p.22.

¹⁷ Pathways Project Document, Project number FIS/2016/300, updated 19 March 2019, p.8.



Pathways' management describe the project as primarily a development project, with the view that if the development activities are designed, monitored and evaluated in the right way that will produce generalisable findings (i.e. valuable research). They are eager to avoid what might be termed 'extractive research' – a researcher extracting knowledge from studying how communities do things – and rather be a research project that makes a tangible contribution to the communities in which it works. To this end, there is a strong focus on the majority of staff and students being from the partner countries rather than expatriates.

Community-based natural resource management is more complex than mere technical solutions. It requires engagement with belief systems and strongly-held cultural practices. It requires collaboration with fluid actors in complex environments – as a result scaling community-based approaches is not linear.

Mid-term review purpose and methodology

The purpose of this mid-term review is to provide an independent assessment of progress to date, to provide recommendations for the remainder of the project, and to inform planning for future support to CBFM in the region. DFAT and ACIAR have identified four aspects to the purpose of this review (two backward-looking and two forward-looking):

1. Inform ACIAR and DFAT of response to and implementation of lessons from Phase 1;
2. Inform ACIAR, DFAT and implementing partners of Phase 2 implementation progress and outcomes to date in the context of achieving desired research and development outcomes;
3. Provide recommendations to improve delivery of project outputs and objectives, management and coordination, quality and M&E systems for the remaining period of the Project; and
4. Inform decisions regarding ongoing sustainability of project outcomes and future support modalities for CBFM.

The methodology for the mid-term review is outlined in [Annex 2](#).

The Pathways project document does not articulate the changes the program expects to achieve in each of the five objectives, at either a mid-way or an end of program point. To support the assessment of progress towards objectives, the Review Team developed a qualitative assessment framework in consultation with ANCORS. The framework provides mid-way markers of change that the program realistically expects to bring about at the time of the review. The reviewers used these indicators of progress to assess mid-way progress and the extent to which objectives are likely to be achieved at the end of the program. A five-point scoring system was used, ranging from highly likely to unlikely. The complete framework is featured in [Annex 2](#), Table 1. Progress towards the achievement of output targets was also taken into account, with progress outlined in [Annex 6](#).

The primary purpose of the qualitative assessment tool is to provide a common framework to support aggregation and analysis of progress towards each objective across the three countries. A summary of scores for each country within each objective is provided in the chart below. The scores represent levels of progress towards outcomes / changes in-country, rather than an assessment of the quality of inputs or intervention. Given the differing country contexts, capacities and previous levels of CBFM practice¹⁸, Pathways cannot be expected to have made the same levels of progress in each country.

The Findings section of the report provides an overarching analysis of whole of program progress towards objectives. This analysis is informed by a more detailed country level analysis which is presented in Annexes 3-5 as a Rapid Country Analysis of each country. As the name suggests, these Rapid Country Analyses are primarily intended as a tool for the Review Team to aggregate, compare and contrast progress towards outcomes, rather than a definitive statement of the progress or quality of any particular aspect of the project. Each Rapid Country Analysis includes:

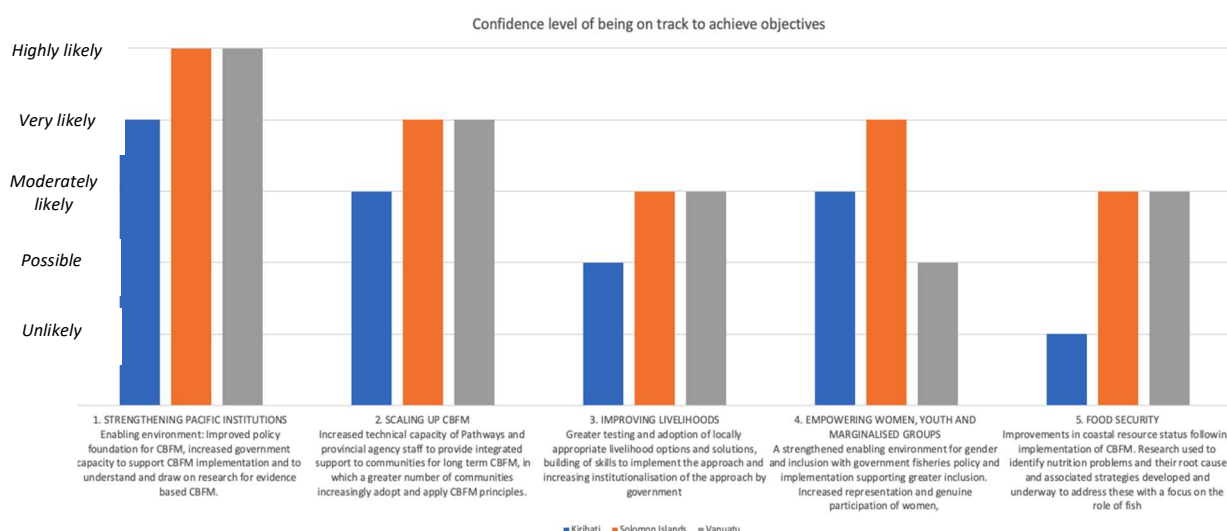
1. Results Charts which present key outcomes against each objective;
2. Progress towards Objectives Assessments, which provides an analysis against the qualitative assessment framework and presents the evidence and rationale for the rating;
3. Change stories from community members who have participated in the program;
4. List of key insights and reflections of the Review Team;
5. Australian High Commission Views.

6. Findings

EFFECTIVENESS (Q1) Is the project on track to achieve research and development objectives: (1) Strengthening Pacific institutions; 2) Scaling up CBFM in Kiribati, Solomon Islands and Vanuatu; 3) Improving livelihoods; 4) Empowering women, youth and marginalised groups; and 5) Food security.

Progress towards objectives is varied, with significant progress being made in some objectives and more limited progress in others. The chart below visually represents the likelihood of meeting end-of-project objectives, based on the Review Team's analysis of progress in each country. Pathways does not work towards each objective concurrently, with some components such as livelihoods and food security commencing later in the program. The most significant outcomes have been achieved in strengthening the enabling environment for CBFM by improving the national policy foundation and increasing government capacity, and in garnering community interest and ownership in CBFM by piloting a model that promotes inclusion and participatory bottom-up community engagement.

¹⁸ CBFM has been present in Solomon Islands for over a decade, Vanuatu has had some ad hoc CBFM interventions; and CBFM is relatively new to Kiribati.



Excellent progress has been made towards Objective 1 – Strengthening Pacific institutions, supported by the establishment of strong partnerships with government that have enabled Pathways to provide targeted and relevant support, strengthening the enabling environment for CBFM. Pathways has made a significant contribution to developing and progressing foundational policy, strategy, regulation and procedure that mandate CBFM and provide greater coherence of CBFM activities. Staff of partner government CBFM units have increased awareness of their roles, and improved knowledge, capacity and access to resources that enable them to better promote and support CBFM. CBFM units are garnering a higher profile across government. As CBFM is increasingly adopted by communities, the demand on government to provide implementation support and resources to enable communities to address enforcement challenges increases. In the remainder of the program, governments will require support to address associated legislative and resource challenges which risk weakening momentum for CBFM.

While good progress has been made towards Objective 2 – Scaling up CBFM, with high levels of community interest and ownership generated, the program risks spreading itself too thinly by focusing on reach at the expense of strengthening successful and sustainable CBFM practice. Pathways is trialing different approaches to spread CBFM, experimenting with light touch and more intensive approaches. While research on the efficiency of different approaches is yet to be conducted, early evidence indicates that CBFM is being adopted by communities, albeit to varying degrees. As a result, some communities reported the return of a range of fish species to their managed areas. Some communities reported challenges stemming from closing areas without having alternatives and incentives in place. Communities also lack resources and capacity to enforce management initiatives. Intensive scale-up risks leaving governments with too many requests that they do not have the capacity to address once the project ends. In addition to the need for alternative livelihoods and implementation support, communities require more detailed information and training on the scientific aspects such as fish biology and life history. The program’s bottom-up participatory approach to CBFM facilitation is proving effective. While provincial/outer island fisheries officers are being exposed to Pathway’s CBFM model, the program has missed opportunities to systematically build the capacity of these officers to facilitate and support CBFM.

Some progress has been made towards Objective 3 – Improving livelihoods through trialing interventions, and effort has been made to ensure these are gender-inclusive. However, a lack of non-fisheries focused livelihoods diminishes whole of program effectiveness. Assessment in this area is complicated by a lack of clarity on whether activities primarily aim to increase income generation or seek to influence government to adopt the program’s participatory diagnostic

methodology for examining livelihood options.¹⁹ Several livelihoods interventions have been supported.²⁰ While in the early stages, these have yielded a degree of enthusiasm among communities, with some increasing incomes. While it is acknowledged that different stakeholders may have alternative views on the feasibility of the program progressing non-fisheries focused livelihoods, the absence of such activities is disappointing, and at odds with the program's Project Document, which emphasizes the importance of alternative and diversified livelihoods. There is a clear need to enhance and diversify livelihoods and incomes, particularly for communities implementing CBFM. While Pathways has supported communities to brainstorm different livelihood ideas and has developed a gender-inclusive livelihood diagnosis tool to help evaluate potential options, only one single idea has been taken through the diagnostic tool out of group brainstorm. At the end of the project, Pathways will be in a position to provide a study of the trialing and adoption of several livelihood ideas. There is a lack of evidence to indicate that the efficacy of the tool will have been tested sufficiently for rollout, or that the approach will be institutionalised by government.

Good progress has been made towards Objective 4 – Empowering women, youth and marginalised groups through the integration of inclusion into CBFM national instruments and the achievement of a basic level of inclusion of women and youth in CBFM. Pathways has made a strong contribution to ensuring inclusion is given significant prominence in national policy and strategy documents. While awareness and commitment to gender has increased, there is variable evidence demonstrating that inclusion is a key priority integrated into the roles of national and provincial officers. Pathways is largely promoting a basic level of inclusion by ensuring the participation of women and youth in CBFM by encouraging their representation in community meetings and on CBFM committees, rather than using a gender transformative approach that analyses the roles, attitudes and norms related to fishing that reinforce gender inequality and supports stakeholders to identify and address barriers to equity within CBFM and other project activities. However, some research has taken place in this area and the Solomon Islands team has made gains by developing and trialing materials to support this analysis as part of gender training.²¹ While women and (to a lesser extent) youth have been involved in CBFM awareness raising and consultations in each country, levels of participation in CBFM implementation and decision-making processes vary across countries. To strengthen this, Pathways (or government partners) would likely need to provide more support for CBFM implementation, revisiting and working work with communities in a more focused manner. People with disability are not targeted which is a significant gap of the program.²²

Some initial progress has been made towards Objective 5 – Food Security through nutrition research which positions Pathways to bring critical issues to the attention of policy makers and implement behavioural change interventions for increased dietary diversity. It is difficult to assess the extent to which this objective is likely to be achieved given the sequencing of activities related to this objective, with nutrition research and interventions and catch monitoring in their early stages in two countries.²³

¹⁹ During consultations, ANCORS stated that the purpose of Pathway's livelihoods component was to influence government to adopt the use of a participatory diagnostic methodology tool which supports communities to identify locally appropriate solutions to livelihood challenges, rather than imposing an external blueprint such as fishery centres.

²⁰ The livelihoods options that have been tested include: solar powered freezers in Solomon Islands and fish markets, fish preservation, weaving and handicrafts in Vanuatu. Solar freezers have also been deployed in Vanuatu (though not tested using the project's livelihood diagnosis tool). Livelihood options have not yet been tested in Kiribati.

²¹ World Fish, CBRM and Gender Transformative Approaches, 2019.

²² Pathways does not adhere to DFAT's [Development for All Policy 2015-2020](#). Program design and implementation is not disability inclusive. There is no analysis of barriers to access or development of strategies to support inclusion. People with disability are not a target group of the program. No technical expertise or resources are allocated to support disability inclusion.

²³ Nutrition research is being carried out in Solomon Islands and Vanuatu. Food security activities are yet to commence in Kiribati.

There is some anecdotal evidence to indicate that CBFM has increased and replenished certain species of fish in some communities, as outlined under Objective 2. However, there is a lack of overarching information to demonstrate that CBFM activities undertaken under Pathways have improved the performance of sustainable fisheries. Nutrition-focused research methodologies are well conceived with behaviour change interventions either planned or in their early stages of implementation with some information being disseminated. Catch monitoring research methodologies are similarly well conceived, with the technique holding promise for providing a simple approach of collecting catch and effort data in resource-poor situations beyond the scope of the project. However, a delay in on-the-ground activities raises concerns over whether catch monitoring will have a meaningful impact within the life of the current phase.

Overall, good progress has been made towards the cross-cutting areas of communication and influence, and capacity development. The recruitment of a dedicated communications coordinator is applauded. In Vanuatu, the project has aligned effectively with the local theatre group Wan Smolbag, leveraging funding support from other projects to roll out a novel form of information sharing. Respondents from a range of stakeholders, including partner governments, regional bodies and donors, requested greater communication with respect to project activities, key findings and lessons learned. To improve research accessibility, Pathways could consider packaging project outputs into a dedicated website or e-depository. Capacity development activities are valued by participants, although many in-country activities occur in a somewhat opportunistic and ad-hoc manner, and would benefit from a more structured and documented approach. The review team noted that the needs assessment and co-development of a capacity building strategy planned for the first six months of the project has not yet eventuated. Additional opportunities for capacity development are outlined in the Management and Sustainability sections below.

The Pathways M&E Plan has seven stated development outcomes. Several of these are extremely high level, do not articulate a clear vision of success, and cannot reasonably be expected to be achieved over the life of the program (i.e. improved 'wellbeing' and 'effective' scale out are subjective and not clearly defined). The project document does not feature theories of change outlining how the project expects to bring about these development outcomes. These stated outcomes are in contrast to the 'end of project outcomes' listed in the project document which are limited to facilitating changes in governance, management and policy.²⁴ While outcomes relating to wellbeing were initially stated to be achieved 'within the life of the project', these have subsequently been amended to achievement 'in the long term'.²⁵ The lack of practical markers for mid-term and end of program outcomes hinders effectiveness by not setting a clear and shared vision of success among program stakeholders to direct efforts, and creates challenges in program and performance management and assessment.

The five program objectives and three cross-cutting thematic areas are conceptually complementary and provide a framework to focus activities and areas of work. Pathways is transdisciplinary, diverse and not just focused on one side of fisheries management, which is a key strength of the project design. As a result, Pathways is undertaking important work to advance CBFM and taking a holistic approach that works across both government and community and at regional, national and provincial levels. **However, effectiveness is not optimal due to a lack of clarity on how to marry research and development vis-à-vis the program's purpose and a lack of clear intermediate and end of program outcomes.**

²⁴ Pathways Project Document, Project number FIS/2016/300, updated 19 March 2019, p.9, section heading 'End of project outcomes'.

²⁵ Pathways Project Document, Project number FIS/2016/300, updated 19 March 2019, p.9.

The Program logic locates the objectives of Pathways within a broader regional CBFM logic which sets development outcomes for 2025 and 2030. There is shared understanding and buy-in of this program logic which has been pivotal in setting a clear vision for how the program seeks to contribute to long term change. The logic and design support program alignment across countries. **The project document however does not articulate the specific outcomes Pathways expects to achieve within the life of the program period. Rather, project success is guided by a set of output targets.** This has led to a heavy focus on producing research outputs to meet targets, rather than focusing effort on the specific pathways most likely to bring about key changes in each objective area within the project period.

There is an inherent tension between elements of the program theory, with some aspects potentially pulling against and undermining others. For example, the core part of the program vision relates to sustainable and well-managed inshore fisheries. Yet there is risk that some livelihoods activities may lead to over-fishing with short-term increases in catches of certain species through increased storage and market interest and access, resulting in or exacerbating medium to long-term population declines. Management and implementation of the program through fish-focused institutions and agencies has led to a focus on fish as the entry point for program activities, rather than locating the role and use of fish within a broader environmental sustainability perspective, and encompassing both fish and non-fish focused activities to address economic and wellbeing issues to achieve Pathways' broader goal and outcomes.

While the program is conceptually integrated, activities that fall within different objective areas (such as CBFM scale up, livelihoods and nutrition) are not integrated in practice in the same project sites. Some of the challenges faced by communities could be addressed through such an alignment. For example, some communities implementing CBFM reported experiencing challenges to their food security and livelihoods when management initiatives were in effect. Linking livelihood interventions with CBFM work would help to address this issue which is also a barrier to scaling, by providing alternative food and livelihood options, particularly in the initial phase of implementation whereby closing of areas to replenish certain species can take time. Conversely, in Solomon Islands, some participants using solar freezers said they were impacted by the lack of fisheries management activities in their areas. A lack of integrated programming on the ground is a missed opportunity to link and leverage Pathways (and other DFAT-funded) program activities for maximum impact.

There are divergent understandings across Pathways staff and stakeholders as to whether Pathways is a 'research for development' or 'research in development' program. This issue has affected the achievement of progress towards some outcomes. For example, in locations where a research lens is given primacy, the focus has been on testing various CBFM engagement approaches to enable research into the efficacy of different approaches. The results are to be used to inform a future phase of the project, rather than influencing development outcomes within the life of Pathways. As such, less effort has been placed on implementation and addressing the challenges which limit communities' ability to successfully implement CBFM, due to lack of resources, capacity and other factors which are beyond communities' scope of control. For example, no budgetary support / grants mechanism is available to community or government to purchase basic monitoring and enforcement equipment. As a result, the project is spreading itself too thinly, and risks undermining CBFM and doing harm in the longer term.

Monitoring and evaluation supports the assessment of progress towards long-term results. A project M&E framework has now been produced and is closely aligned with the regional New Song M&E outcomes and indicators. **This integration of project M&E approaches with the regional approach is a strength of the project** – it ensures the M&E data is flowing through to the Coastal Fisheries Report Card, a report that is read, understood and valued by regional leaders.

Pathway's project level monitoring systems enable tracking of activities, outputs and scope of engagement.²⁶ Monitoring however, does not provide the project team with some of the critical information they require to track progress against development outcomes and support stakeholder analysis, adaptation and continuous improvement. For example, there is currently no monitoring system in place to assess the extent to which communities increasingly understand, adopt and successfully implement CBFM. There is also no ongoing monitoring of the qualitative aspects of inclusion, such as changes in behavior, decision making and access and control over resource benefits, beyond basic metrics such as gender-disaggregated numbers of workshop or training participants. Use of data for decision making and ongoing improvement could be enhanced through structured reflection of data by program users. Where appropriate, CBFM units and communities should be supported to participate in data analysis²⁷ and reflection process to support ownership and sustainability.

Pathways plans to carry out targeted research into these aspects to draw out learnings, success factors and assess the efficacy of different models and approaches. However, by not integrating these aspects into ongoing monitoring, opportunities are missed to support learning and reflection for decision making and implementation improvements to enable greater development outcomes to be achieved over the life of the project. Pathways has recently established catch monitoring and is assisting communities by documenting fish catches, sizes and fishing methods in simple and practical ways. The catch monitoring method, if successfully implemented, may provide a useful tool to enable communities to adapt their fisheries management practices based on evidence.

MANAGEMENT (Q2) Is the project being implemented as planned?

Overall, the project is being implemented as planned according to the activities and output targets specified in the project document. These are systematically and diligently tracked and reported on. As discussed above, the program's focus on meeting output targets undermines effectiveness by diverting focus from outcomes and development results. This design structure appears to result from ACIAR's performance management processes which link performance to quantitative outputs. This issue could be addressed through a rearticulation of the program's performance framework and management systems towards a vision of results that supports adaptive management and embeds structured learning, reflection and adaptation processes.

The program is managed in an integrated manner, with clear alignment at the whole of program and country levels. This is supported by thematic leads that work across different countries, along with the program's regional focus. It should be noted that funds and attention have been redirected from regional to country levels.²⁸ While Pathways management holds a clear view of the program's vision and direction, this vision is not collectively held by all program partners and is therefore not driving implementation. Core gaps in design and delivery also include a lack of focus on and budget for CBFM implementation support (once communities start implementing activities, for example through supporting purchase of equipment), and lack of in-country linkages with gender, livelihoods and rural development programs managed by Pathways, DFAT and other development agencies.

²⁶ Pathways is tracking information about the work undertaken, and levels of community participation in CBFM awareness raising and consultation processes. Some implementation information is also captured such as numbers of women and youth on CBFM committees and number of communities who have developed management plans. This information is complemented by monitoring which captures the experiences, observations and challenges experienced by community facilitators during community visits.

²⁷ Data sets are currently sent to ANCORS in Australia for analysis and sense making.

²⁸ Funds have been redirected from SPC (regional) to Vanuatu and Kiribati.

Capacity development is focused on strengthening the institutional capacity of CBFM units and building capacity for inclusive community engagement / CBFM awareness raising and facilitation.

On the whole, the approach taken by appears to be effective, as evidenced by successful indicative results in these two areas. However, opportunities have been missed to develop a structured and documented program of capacity development support that also targets provincial staff as outlined in the Sustainability section below.

While the project document states that a capacity building assessment will be undertaken to identify and develop capacity building interventions, this has not yet occurred. Pathways has also not developed documented capacity building plans that are formally linked to CBFM unit mandates, duties and tasks and professional capabilities or the needs of community facilitators. While Pathways appears to have a good understanding of capacity building needs and has been responsive to requests, a more systematic capacity building planning process is required. A government-led capacity assessment and planning process would support a more mature partnership approach that enables Pathways to be responsive to needs while supporting government ownership. A more structured approach would also enable Pathways to develop a multi-faceted capacity building program of support delivered by Pathways and other external providers.

Pathways aims to promote and communicate its CBFM model to government. However, for government to adopt successful elements, it must understand the aspects of successful engagement and the types of resources and inputs that go into facilitating this. **There is a lack of documented assessment and monitoring of the inputs that go into developing the capacity of community facilitators, along with the issues they experience and the types and levels of support required.** This issue also bears associated risks to maintaining institutional knowledge in light of staff turnover.

There is varied evidence to indicate that research is guiding activity implementation for results. Pathways has drawn on previous research and experience in implementing PacFish in the development of CBFM policies, procedures and guidelines for partner governments. As discussed in the Sustainability section below, CBFM awareness raising activities include insufficient scientific and technical information. While a range of research processes related to livelihoods, nutrition and scale up interventions are planned, lessons have yet to be captured and used to inform implementation.

The program has a focus on producing and communicating research to partner governments. Alone, these activities are likely to be insufficient to ensure the appropriate uptake and integration of lessons into government policy and practice. Pathways has made some positive efforts to expose government staff to aspects of the program's model and approach during implementation. To effect change, more investment needs to be placed on identifying power holders and decision makers at both provincial and national levels, and developing targeted influencing strategies to connect research with key decision makers. This could be achieved through reducing focus on the number of outputs achieved and undertaking more regular political economy analysis to inform the development of targeted strategies to engage with and target key individuals who may block or champion the take-up of particular research findings. Some partner government staff raised the importance of promoting the model internally to garner wider government support and funding allocation for CBFM. Pathways is well positioned to assist government partners to develop internal communication and advocacy strategies. Ensuring key findings and messages from research are packaged and communicated in simple and practical ways is also critical to success in this area.²⁹

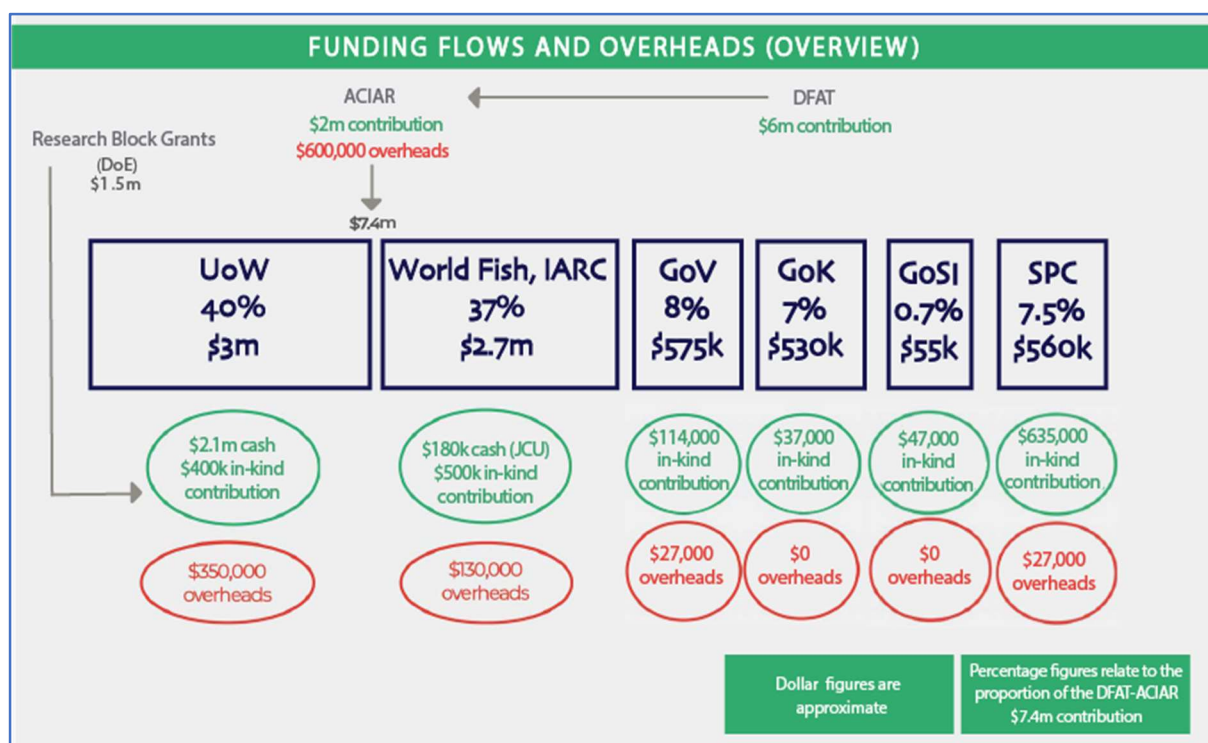
²⁹ Some government stakeholders expressed a preference for simple executive summaries and symposiums and learning workshops to enable them to break down and absorb complicated content rather than lengthy reports and published papers. Allocation for structured learning events should be factored into the budget.

Key recommendations of the Final Review of PacFish have been actioned. An M&E Plan has been produced to monitor and report on planned change, though it suffers from lack of a clear articulation of the planned change expected to be achieved within the life of the project and the pathways to achieving that change. Pathways has successfully focused on researching the implementation of CBFM, including 'light touch' modalities for out-scaling. The recommendation to scope innovative forms of obtaining and using data to achieve fisheries assessments based on data-poor methods has been addressed through the inclusion of the catch monitoring component, with collected data providing a range of avenues for assessing the status of harvested populations and enabling communities to make evidence-based adaptations to their fisheries management practices.

EFFICIENCY (Q3) To what extent has the Project used aid program funds and partners' time and resources efficiently to achieve the desired results?

The structure of the partnership and funding arrangements provide strong value for money to the donors. ACIAR contributes \$2 million, and DFAT contributes \$6 million through ACIAR. For tertiary funding purposes, ACIAR is a Category 1 (Australian Competitive Grant Income) funder, which qualifies UoW to receive additional funding³⁰ through its Research Block Grant from the Australian Department of Education (DoE). UoW has elected to contribute that additional funding as part of its \$2.5 million cash and in-kind co-contribution to the program. Thus, each donor's contribution is leveraging a contribution from two other funding partners. In addition, all partners are making an in-kind contribution to the project.³¹

The management overheads charged by each relevant organisation are competitive, and are in line with ACIAR standard arrangements. ACIAR retains 10% of DFAT's contribution as a management overhead. As the commissioned agency, UoW retains 13% of the funds that it specifically manages



³⁰ Approximately 20% of the grant amount.

³¹ The Funding Flows and Overheads (Overview) diagram is based on the Variation 1 Budget, executed 26/4/19 and additional information from the Pathways team.

(0% on those it does not manage, such as those managed by WorldFish and SPC). Other partners, such as WorldFish and SPC, retain 5% of the funds that they manage. This compares favourably with comparable DFAT-funded technical assistance and capacity development programs.

There is an apparent lack of clarity – and a degree of tension – in aspects of the partnership between ANCORS and WorldFish. This lack of clarity has stemmed from, and contributed to, strained relationships between the two organisations which has impacted negatively on project performance. WorldFish appears to function neither as an autonomous partner in the project, nor as a fully integrated part of the team. Management and partnership structures between the partners are somewhat unclear in practice.

Several potential opportunities exist for strengthening linkages to other donor programs, both within the project's current lifetime and in a potential related future program. New Zealand is the key donor working in the fisheries sector in Kiribati and Solomon Islands, with bilateral agreements between the New Zealand Ministry for Foreign Affairs and Trade (MFAT) and the fisheries ministries in Kiribati and Solomon Islands well established through the *Tobwan Waara* and *Mekem Strong Solomon Islands Fisheries* (MSSIF) Institutional Strengthening Projects, respectively. In Vanuatu, a bilateral agreement between MFAT and the Vanuatu Fisheries Department has been newly formed. In Solomon Islands, Pathways has worked closely with MSSIF to integrate activities to contribute to the shared objective of a more capable and resourced Ministry of Fisheries and Marine Resources. In Kiribati, while the projects are now coordinated, Pathways missed opportunities to engage this core donor in the development of the national roadmap for Kiribati. Pathways should pursue further opportunities to align with and learn from New Zealand's extensive experience in the sector, and DFAT should work closely with MFAT in future phases of this work, including via bilateral agreements with relevant in-country ministries. The EU-funded Pacific-EU Marine Partnership Programme (PEUMP) and the FAO-funded community-based fisheries management projects in Samoa and Tonga similarly present critical opportunities for Pathways to exert influence, inject lessons learned, and support the program's implementing partners.

The staffing structure facilitates efficient use of funds and partner time and resources. Different models of expatriate vs. local staff; fly-in-fly-out vs. country-based staff etc. present different advantages and disadvantages. The Pathways model involves country co-leaders for each country – one based in Australia supporting the other based in-country, together leading the in-country teams. Australia-based country co-leaders visit their country of responsibility at least quarterly. The review team has confidence that this is the optimal arrangement, in light of the current context. The model allows for recruitment of world class experts, genuine national leadership in-country and reasonably efficient use of resources. In its operation, the model seems to be working well due to strong relationships between the co-leaders and in-country staff teams. Pathways is also able to draw on a diverse range of expertise from within ANCORS and WorldFish, such as international maritime legal expertise resident within ANCORS, as well as that of its regional partners and affiliates.

The effectiveness of the project – and therefore its efficiency – would be improved by the inclusion of more development programming expertise within the project. This is discussed in more detail elsewhere in this report. In particular, greater investment in monitoring and evaluation would help address some of the project's challenges in articulating and reporting development impact.

The project makes efficient use of partner government time. As discussed elsewhere in this report, a strength of the project is the extent to which it is embedded in and building the capacity of partner governments. While not perfect, relative to other development cooperation programs, the degree of embeddedness and quality of relationships between project staff and partner governments is a strong achievement of the program. Pathways has proven its ability to be responsive to partner government

priorities and direction, and to add value to its partners. Renewed effort should be put into keeping partners informed, developing capacity development initiatives in relation to government-led capacity assessment processes, and coordinating closely with partner governments' other, related initiatives.

ACIAR and DFAT are able to be relatively hands-off in their management of the project. However, DFAT in particular has a strong appetite for more information on achievements to date and achievements anticipated within the remainder of the program. Greater clarity and enhanced reporting in this area would improve the efficiency of how all partners are spending their time.

The project's governance/advisory structure is light-touch. The Project Reference Committee (PRC) is an advisory body that meets once a year (twice so far in the project's operation) through virtual conferencing. To date the PRC has functioned primarily as an information sharing forum, rather than a deliberative forum or governance body. Thus, it has provided a time-efficient forum for brief consideration of project matters by a few relevant experts and stakeholders, but does not appear to have functioned to provide proactive, strategic advice on project direction. Partner governments have not been represented on the PRC.³²

Activities, outputs and expenditure are broadly on track – and appropriately flexible – but some key planned initiatives have not taken place. Overall, activities and outputs are being delivered on time and in a cost-effective manner, noting the high-cost environment in which the project operates. However, several key planned initiatives have not yet eventuated, including the needs assessment and co-development of a capacity building strategy planned for the first six months of the project, and the design of some course materials, teacher and student workbooks planned for completion by mid-2019. Confidence in this finding would be much higher if there was a clear articulation of anticipated progress and outcomes, as discussed elsewhere in this report.

The SPC portion of the project has experienced a degree of underspend, including on monitoring and evaluation, but overall **the project has exercised an appropriate degree of flexibility in budgeting and expenditure.** This flexibility is important for a program of this nature, which must be able to respond to both partner government requests and opportunities as they arise and are discovered. This flexibility has been facilitated by ACIAR's management processes and the high degree of confidence ACIAR places in the management of the project.

RELEVANCE (Q4) Are the project focus and objectives still relevant to Australia's broader support for coastal fisheries in the Pacific?

Pathways is directly aligned with DFAT's broader support for coastal fisheries in the Pacific and has been developed to respond to priorities in Australia's development program with an emphasis on both DFAT and ACIAR priority areas. DFAT recognises that fisheries makes a major contribution to food security and livelihoods in the Pacific region and is thus working with Pacific Island countries, regional organisations and multilateral development banks to ensure the sustainability of fisheries resources, extract greater long run income streams and improve market access; objectives that closely match those of Pathways.

ACIAR recently commenced a new project that seeks to map the Pacific agri-food systems and recommend action to improve local food environments and support national policies to promote healthier, more diverse diets.³³ It will be implemented by ANCORS and has been designed to complement Pathways.

³² With the recent exception of Moses Amos, Chair, following his move from SPC to the Vanuatu Government.

³³ ACIAR Project number FIS/2018/155.

Pathways is directly aligned with regional strategies including the New Song and other key regional and relevant policy documents, such as the ‘Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries’ produced by the FAO, and the joint Forum Fisheries Agency-SPC report ‘The Future of Pacific Island Fisheries’. In some respects, the guiding documents ‘Vanuatu National Roadmap for Coastal Fisheries: 2019-2030’ and ‘A Roadmap for Coastal Fisheries for Kiribati: 2019-2036’ produced with assistance from Pathways can be viewed as implementation plans for the principles and commitments set out in the New Song and in the Voluntary Guidelines. Pathways has made considerable effort – with success – to align their work activities with government priorities in each of the three countries the project operates in.

Pathways has made considerable effort to move from the research-orientated model that was adopted in PacFish to a more development-focused approach. However, the vast majority of interviewed stakeholders stated that they found Pathways difficult to define and describe, and were unsure of the goals to be achieved by the end of the program. In its remaining time, Pathways should invest in clearly articulating its objectives and the results that are anticipated to be achieved by the end of the program.

The program should be applauded for going beyond the standard approaches typically implemented in CBFM-focused projects (i.e. development of community management plans that typically focus on protected areas) and taking on the more challenging aspects of CBFM (i.e. exploring and implementing livelihood options, social inclusion). **Nevertheless, several of the development approaches undertaken under Pathways outlined in the annexes need further consideration.** For example:

- In Kiribati, project activities to date have largely focused on Objectives 1 and 2, with considerable effort going (appropriately) towards working with MFMRD on strengthening the enabling environment as well as on community engagement and supporting communities with the development of their management plans. One commonly used management approach in Kiribati is the creation of designated managed areas (areas that are either ‘no take’, periodically closed to harvests of certain species, or where fishing gear restrictions apply). Several interviewed community members stated that poaching within managed areas was the most pressing issue threatening their CBFM efforts, and was caused either by a lack of awareness of the managed area or general disregard for the management in place. However, no budget has been built into the project for simple equipment and supplies needed to demarcate managed areas (such as buoys and ropes) or enforce CBFM (such as waterproof notepads and pencils for properly documenting poaching). In Kiribati, New Zealand has provided funds for these materials for some communities. Community members expressed frustration with not having the resources required to implement and publicise their CBFM laws and management plans, including demarcation of these managed areas, and conduct monitoring and enforcement of compliance with fishing bans. Pathways has provided training for CBFM unit staff in grant proposal writing in 2019 FishSMARD and takes a longer-term view of seeking to influence government to provide core support funding to communities to undertake their management plans rather than resourcing requests directly (noting it is currently developing brochures and billboards). The potential risks to eroded community interest in and momentum for CBFM associated with this strategy should be considered. Providing small funds in the short term may help to progress initial take up of CBFM if government is to unable to provide support. Alternatively, a more limited number of communities could be targeted for CBFM awareness raising until government has the relevant capacity and resources to support with enforcement needs.

- In Solomon Islands, work under this objective has to date focused on partnering with the West Are'are Rokotaniken Association, with Pathways using a gender-sensitive diagnosis tool to assess one livelihood option put forward by the community and providing continued support for its implementation – a women's enterprise focusing on solar freezers. While there is some monitoring of the impact of freezers on livelihoods, including the volumes of fish into and out of the freezers, there appears to have been little formal consideration or monitoring of potential effects of the implementation of the freezers on resource status. Several interviewed stakeholders suggested that providing freezers was generally of benefit, provided they be used to store fish for individual household consumption rather than for sale (although they stressed they would rather see the communities purchase at least a proportion of the freezers, and training provided in freezer operation and maintenance, to ensure communities take ownership). Unfortunately, this appears not to be the case, with interviewed stakeholders advising that most of the fish and other products stored in the freezers were intended for sale within communities or at markets in provincial and national capitals. This carries significant risks of overharvesting already-depleted resources and undoing the good efforts made by CBFM practices elsewhere. While the Review Team acknowledges that it is beyond the scope of Pathways to prescribe what communities do with their fish, the lack of consideration and basic monitoring of the potential effects of the project's activities in this area is surprising, particularly given the quality research being produced in other areas of the project. Pathways should establish a structured resource monitoring component around these activities, including periodic monitoring of resource status at intervals prior to and following implementation, if considering future deployments of solar freezers or other initiatives that have the potential to result in increased fishing pressure, in its remaining time. The catch monitoring tool developed by Pathways provides a suitable methodological framework for such monitoring.

All of DFAT's Pacific fisheries programs – including the investment in Pathways – are managed from Canberra as part of Australia's regional engagement. Consequently, **Pathways is somewhat peripheral to the day-to-day work of the DFAT Posts in each of the three countries in which it operates, but is nonetheless generally seen by Posts as a valuable component of the development cooperation program.** The High Commission officers interviewed as part of the review were generally satisfied with the level of information sharing, and would like to find more public diplomacy opportunities related to the project.

SUSTAINABILITY (Q5) What does the project need to focus on to meet its objectives and phase out by the project end date (September 2021)?

Each fisheries agency has increased investment in CBFM in recent years – both via Pathways and through additional resourcing – which highlights national governments' commitment. Nevertheless, the current demand from communities for assistance with CBFM far outweighs government capacity to respond to these requests. For example, in Solomon Islands, requests from communities for CBFM have increased from approximately 5 per year to 100 per year. This carries risks if governments (and Pathways) continue to raise community awareness and foster the active engagement of communities in CBFM and are unable to support or respond to issues faced by communities. Despite the increases in the number of staff working on CBFM within fisheries agencies in recent years, current levels of staffing within fisheries agencies are insufficient to run these programs without external support. Continued funding assistance for staffing is likely to be required for fisheries agencies to maintain or build upon the momentum established under Pathways.

Overall, the CBFM model advanced by Pathways has been influential within the three countries the project operates in. Pathways has built strong interest and momentum for CBFM across various stakeholder groups, there has been a shift towards greater government responsiveness to community, and communities appear to have more awareness of how to manage resources. How influential activities undertaken in Objectives 3–5 have been to date is less clear, due to a combination of timing (some activities have just started, and are not yet underway) or a lack of monitoring. There is a clear need to enhance and diversify livelihoods and incomes, particularly for communities implementing CBFM, in each of the three focal countries. Whilst this activity appears to be contributing to this outcome for certain individuals in Solomon Islands and Vanuatu, it needs to be more strongly conceived (particularly with respect to resource sustainability), with links to the other project components more carefully considered, clearly articulated and embedded in monitoring, analysis and implementation. Regarding Objective 4, there is evidence to indicate that national governments in each of the three countries have an increased awareness of, and stated commitment to, gender mainstreaming, and anecdotal evidence to suggest women and youth are more vocal in community discussions, however verifying the depth and extent of this change is difficult. Although restricted to a small number of sites, activities undertaken under Objective 5 are well considered, and hold considerable potential for positive influence.

There is less evidence to indicate that the CBFM model advanced by Pathways has been influential at the regional level. Pathways has been working with regional partners, particularly in Kiribati and Vanuatu, to meet program objectives in-country, yet broader influence on regional policy and practice was not evident. Pathways has trialed a diverse range of interventions, spent considerable time and effort on community engagement and scaling, and is thus well placed to enable the learning of valuable lessons. However, it remains unclear when and how those lessons will be translated into regional policy advice and action. The timeframes for the packaging of lessons learned do not appear to allow for supported implementation of those lessons within the life of this project phase. Clarity should be achieved, as soon as possible, on what learnings can be finalised, appropriately packaged for practitioners and decision-makers and disseminated for action before the end of the project phase.

Pathways' has built interest and momentum for CBFM across various stakeholder groups. The bottom-up community engagement model is one of the key strengths of Pathways. While the program has been successful in communicating its approach internally (i.e. among program staff), better documentation and packaging of this model (including its core components and how it has engendered success) would support Pathways to promote this work further, and enable governments to continue this work autonomously.

Less clear is the likelihood of communities continuing (and scaling) CBFM approaches beyond the life of Pathways, at least without continued support. The CBFM approach promoted by Pathways largely supports communities to identify and manage marine resource issues using their own traditional knowledge, with limited scientific and technical information included. While this approach has merit, marrying traditional knowledge with scientific knowledge would enhance the program. In all three countries, interviewed community representatives (including those of 'intensive' communities that have had prior involvement in CBFM through PacFish) requested continued assistance and information from Pathways and national governments, particularly around the scientific and technical aspects of CBFM (and in particular on species biology and life history – how long particular species live, how long they take and at what length they become mature, for example), administrative and people management aspects (including how to set up and structure a management committee, group facilitation, budgeting and accounting, and conflict resolution) as well as future threats, in particular climate change, and appropriate adaptation strategies. Additional information on these aspects would help further ensure the sustainability of the approach and empower

communities to teach others about CBFM. While the Review Team is cognisant that Pathways has attempted to strike a delicate balance in not overloading communities with scientific/technical information, that interviewed stakeholders in all three countries expressly requested such information suggests this balance may need re-examination.

Information provided by selected community representatives during focus group discussions in all three countries indicated that some communities have increased knowledge of their resources as a result of Pathways' activities, and are taking steps to manage resources. There was, however, **limited evidence to suggest that communities are teaching others about CBFM approaches**, and no cases were documented during the review in which a community not engaged in the project was going about setting up CBFM autonomously (although some had made requests to government for assistance).

The continued involvement of Provincial Fisheries Officers (Solomon Islands and Vanuatu) and outer island Fisheries Assistants (Kiribati) in Pathways activities will be critical to the sustained success of CBFM in each country. While Pathways has made efforts to include Provincial Fisheries Officers and Fisheries Assistants in project activities in-country, and in particular community engagement, this has largely been based on a 'learning-by-observing', rather than a 'learning-by-doing' basis, with their involvement being largely unstructured and at times ad-hoc. There is a need to provide more targeted capacity development to support them in the remainder of the project in all three countries, with an aim that they should be able to lead community engagement by the project's end. Structured training courses, involving theoretical and practical components, could be provided to assist with this endeavour.

Pathways has made considerable effort to improve the capacity of fisheries agencies and in-country project staff in CBFM, and is implementing several novel and successful strategies to do this (e.g. FishSMARD). While agency staff appear to have increased skills and sufficient technical capacity to deliver CBFM services to communities, there was no record of staff training needs assessment having been conducted so it was difficult to confirm this. Nevertheless, further training of staff in several areas would help to further ensure support to communities and the overall sustainability of the approach. For example, in all three countries, interviewed staff expressed a desire for further in-country training in data analysis and reporting, and particularly around the catch monitoring component of the program.

LESSONS LEARNED (Q6) What lessons can be learnt from the Project to inform ACIAR, DFAT and implementing partner future support for CBFM in the Pacific?

Clarity on what is aimed to be achieved by the end of the current phase is critical to effective performance management and stakeholder buy-in. Pathways does not have a clear articulation of the results that can be anticipated by the conclusion of the current funding arrangement (in September 2021). The project's realistic long-term perspective on time required to achieve development impact is laudable, and alignment of the program behind regional priorities (such as the New Song) and their timeframes is an absolute strength of the program. However, the failure to articulate clearly the anticipated progress pathway and projected milestones on the way to long-term impact means the performance story of the project cannot be told with confidence. This leaves stakeholders (and especially donors) with unclear evidence of progress on which to base ongoing support. The ACIAR reporting template, with its heavy focus on outputs and on a single annual period rather than cumulative results, is not a helpful tool in telling the overall performance story.

Shared understanding – and shared language – is important to partnerships. The lack of a clear performance narrative is in part attributable to different interpretations by different organisations of terms like ‘outcomes’ and ‘objectives’. Similarly, loosely defined concepts such as ‘research for development’ can lead to mismatch of expectations (for example between DFAT and ACIAR) with regard to focus on development results. Partners should ensure they have a shared understanding of these terms’ meanings before committing to partnership.

A model of technical experts based outside the region supporting well-embedded capacity building teams in-country can work well. Pathways has demonstrated that country co-leaders based outside the country can support effective capacity-building support for partner governments, and in the process support ongoing development and empowerment of in-country counterparts and staff. Other benefits of this approach include enhanced ability to recruit world-class expertise, value for money and cross-country learning. Relationships of mutual respect are a critical success factor in this model. In Pathways’ case these relationships within the team span the fields of academia, government and regional organisations, which is impressive. Creating space for staff-led initiatives and peer-to-peer learning, such as the FishSMARD community of practice, have also been important.

There are risks in trying to do too much. Pursuit of five objectives, three cross-cutting work areas and seven development outcomes across three countries and the region is a challenging task. Likewise, simultaneous pursuit of both research and development agendas is ambitious. The somewhat divergent interests of two donors has likely contributed to the project seeking to cover too much ground.

7. Recommendations

Provide recommendations for the remaining phase and a future successor program:

In addition to the numerous smaller recommendations contained within the body of this report, the Review Team offers the following priority recommendations.

Remainder of phase

1. **Clearly articulate the development outcomes that are expected to be achieved by September 2021.** This should include clearly outlining what success is expected to look like at the end of the program and focusing effort and resources on achievement of those outcomes. These should be expressed in language that both donors and governments understand, and that enable the donors to tell the performance story of this investment. This articulation of projected outcomes need not constrain flexibility – outcomes sought can take account of the adaptive nature of the work. This could be achieved through a rearticulation of the project’s performance framework and management systems towards a vision of results that supports adaptive management and embeds structured learning, reflection and adaptation process.
2. **Significantly revise the template for the Annual Report to ensure that it is fit-for-purpose in reporting on progress towards outcomes.** To the extent permitted by ACIAR processes, the report should reduce its emphasis on reporting outputs, and instead focus on outcomes. The Annual Report should be the primary document that tells the performance story of this investment.
3. **Increase investment in monitoring and evaluation, including monitoring qualitative changes and facilitating joint analysis and learning.** Practical and participatory tools should be developed to track changes in knowledge, application and implementation of CBFM

principles, along with the qualitative aspects of inclusion such as changes in behavior, decision making and access and control over resource benefits. Budget should also be allocated for facilitating more in-country learning workshops and symposiums.

4. **Clarify the roles, responsibilities and management lines in the ANCORS-WorldFish partnership** in recognition of WorldFish's standing as an experienced and capable implementing partner. This is required to address challenges to date, and in light of the recent key staffing changes at WorldFish.
5. **Prioritise creating and sustaining linkages with other programs, and keep partner governments more regularly updated.** Significant effort has been put into this throughout the current phase, but there are nonetheless opportunities for greater harmonisation and coordination between programs, and demand for more regular updates from senior partner government personnel. DFAT (and to a lesser extent ACIAR) also have a strong role to play in greater program harmonisation and are likewise not seizing all opportunities to create stronger links and better-informed partnerships with other donors. New Zealand (with whom the most fruitful coordination has been held to date) is especially open to partnership and exploring potential ideas. The EU would also like to increase the sharing of information.
6. **Use the Project Reference Committee (PRC) to greater strategic effect.** This forum has the potential to provide considerably more strategic guidance on matters such as cross-program linkages, design of future support for coastal fisheries and sustainability / exit planning. To that end, membership should be expanded to include representatives of each of the three countries. Positive consideration should be given to meeting more frequently (twice per year).
7. **Put in place an exit/transition strategy.** This was raised and discussed at the second PRC meeting, featured in the review of PacFish, and was raised by stakeholders during the review. This should include dialogue with partner governments about increasing partner government financial allocations to CBFM work, including to functions currently supported by Pathways.
8. **Communicate lessons learned as early as possible**, not in the last 6-12 months of the project. Clarity should be achieved, as soon as possible, on what learnings can be finalised, appropriately packaged for practitioners and decision-makers and disseminated for action before the end of this project phase. Dissemination should be based on politically informed thinking about how to influence the relevant officials and organisations.
9. **Institute a structured and documented approach to capacity assessment and capacity building** for national and provincial/outer island officers working in CBFM. Ideally, capacity assessment and planning processes should be conducted as a joint participatory exercise in collaboration with government, addressing government needs.
10. **Consider the effects that the project's livelihoods activities may have on the status of coastal resources in the design and monitoring of those activities, ideally through the collection of baseline data prior to implementation.** At a minimum, undertake a scientific risk assessment prior to the roll-out of initiatives, to ensure that alternative livelihood strategies are not exacerbating resource status challenges, and are likely to be sustainable in the long-term.

Support for coastal fisheries in the future

11. **Build on the strong foundation established by Pathways.** Significant strength of relationships, knowledge and momentum has been built up through Pathways, which should be built upon for any future support for coastal fisheries in the Pacific. This does not necessarily require a further phase of funding through the same partners.

12. **The next phase of Australian support for coastal fisheries should be more definitively a development program**, not a research for development program. Progress made under Pathways will allow further progress along the research-development continuum, and the program would benefit from greater unity of purpose. Nonetheless, a well-defined research program might be one valuable component of a development program. This recommendation lends itself to a DFAT-led program rather than ACIAR-led, but donors should bear in mind the advantages of ACIAR's status as a Category 1 funder and the associated ability to leverage co-contributions.
13. **Undertake a fit-for-purpose design process, soon.** There is an urgency to this in order to minimise uncertainty and the associated risk of losing key staff and having a gap between phases of support. Careful coordination with other donors and programs should be a strong feature of the design process (which adds to the urgency, in order to allow adequate time for due consultation). Do not prioritise a completion review of Pathways – timing won't sensibly allow for such a review to inform design of future support. Instead incorporate a meaningful reflection exercise (including the donor agencies) as part of the design process. This will allow the expertise and experience of the Pathways partners to inform the design process (other means to achieve that should also be pursued).
14. **Increase the focus on inclusion – especially disability inclusion – in any future phase of support.** In line with DFAT's Development For All policy.

Annex 1: Outline of DFAT and ACIAR design/proposal processes

DFAT and ACIAR each have their own processes for the design, peer review and approval of potential investments. While both are rigorous, the two organisations' processes are different to one another. The following brief outline explains the basics of each process.

In **DFAT** there are two approaches to design:³⁴

- DFAT-led design, in which DFAT manages the design process, drawing on external expertise as needed. An Investment Design Document (approx. 25 pages) is prepared.
- Partner-led design, in which a partner such as a multilateral development bank, NGO or UN agency leads the design process, with DFAT participating in and influencing the design in limited ways. An Investment Design Summary (approx. 15 pages) is prepared.

In each case the following seven steps are typical of a DFAT design process³⁵, which may take approximately 12 months in total (though this varies):

1. Identification of the kind of investments required to support the program's strategic direction
2. Screen for risks and safeguard issues
3. Written approval to commence the design process
4. Concept note (5 pages) including context, rationale, proposed outcomes, investment options, implementation arrangements, risks, next steps in the design process
5. Design Document (25 pages) or Investment Design Summary (15 pages) including policy objectives, program outcomes, implementation arrangements, risks and how progress will be measured
6. Quality assurance through peer review and/or independent appraisal
7. Approval of the design by the relevant financial delegate

In **ACIAR** the design process is broadly akin to what DFAT refers to as a partner-led design. ACIAR welcomes ideas for new projects at any time – from individuals, research institutions, government organisations (in Australia or in developing countries overseas) or through workshops and consultations with partner governments.³⁶ The most meritorious ideas are advanced by the relevant ACIAR Research Program Manager (in consultation with the potential project leader) to the ACIAR Executive in the form of a concept note (7 pages). From this point (usually May of each year) the process takes up to 14 months.

If there is strong alignment with ACIAR and partner government priorities, ACIAR may invite the proponent to develop the concept into a formal proposal. This proposal (30 pages) is developed by the would-be Project Leader at the relevant implementing partner (the 'commissioned agency') in consultation with the ACIAR Research Program Manager and at the implementing partner's cost. The proposal covers background and justification, research strategy and partnerships, objectives and

³⁴ DFAT Aid Programming Guide, September 2019 pp.59-61.

<https://dfat.gov.au/about-us/publications/Documents/aid-programming-guide.pdf>

³⁵ DFAT Aid Programming Guide, September 2019 pp.59-61.

<https://dfat.gov.au/about-us/publications/Documents/aid-programming-guide.pdf>

³⁶ ACIAR website, Project Development and Reporting.

<https://www.aciar.gov.au/Our-Research/Project-Development-and-Reporting>

research design, impact pathways (how research outputs will lead to development impact) and project management arrangements.

The proposal is subject to a round table peer review by ACIAR Research Program Managers and Executive, at which the relevant Research Program Manager defends the proposal. It is also subject to two independent reviews (one Australian, one from the partner country). The Project Leader revises the proposal in response to these two sources of feedback. Finally, the proposal is approved by a panel of three Research Project Managers, based on an assessment of how well the feedback has been incorporated.

Annex 2: Methodology, including description of Qualitative Assessment Framework

This section details the review methodology including:

- Key review questions and sub questions
- Frameworks and methods used to support data collection and analysis
- Stakeholders consulted
- Limitations

Review questions and sub-questions

The following key review questions were used as the basis by which to assess program performance, capture lessons learned, and consider forward recommendations. They were refined by the review team from the questions set out in the Terms of Reference. The sub-questions served as a guide.

Q1: EFFECTIVENESS: Is the project on track to achieve research and development objectives: (1) Strengthening Pacific institutions; 2) Scaling up CBFM in Kiribati Solomon Islands and Vanuatu; 3) Improving livelihoods; 4) Empowering women, youth and marginalised groups; and 5; food security.

Sub-questions:

- 1.1 At the mid-point of implementation, what progress has been made towards the achievement of each key objective, and is the program on track to achieve these by the end of the program?
- 1.2 Is the project design / impact pathway fit-for-purpose?
- 1.3 Is the M&E framework fit-for-purpose, and is it being applied in practice to guide activity decision making and implementation for results?

Q2: MANAGEMENT: Is the project being implemented as planned?

Sub-questions:

- 2.1 How effective are the program's communication, capacity building, and overall project management and implementation arrangements?
- 2.2 To what extent is research being used and program management guiding activity implementation for results?
- 2.3 What challenges and successes have been experienced in implementing the program as planned and across different target countries, while using an organic and action-research based approach and adapting to opportunities as they arise?

Q3: EFFICIENCY: To what extent has the Project used aid program funds and partners' time and resources efficiently to achieve the desired results?

Sub-questions:

- 3.1 To what extent is the partnership functioning optimally to bring about outcomes (consider: appropriate use of partner time and resources, quality of relationships, required skills and competencies, decision making structures)?
- 3.2 Are activities and outputs being delivered on time, and in a cost-effective manner while maintaining quality?
- 3.3 To what extent does actual expenditure match budget forecasts?

Q4 RELEVANCE: Are the project focus and objectives still relevant to Australia's broader support for coastal fisheries in the Pacific?

Sub-questions:

- 4.1 Is the program relevant to DFAT's broader support for coastal fisheries in the Pacific, national contexts and regional initiatives including the New Song? (consider key changes in these contexts and the implications for this investment)
- 4.2 Is the program's research for development approach appropriate and effective in the context of the renewed emphasis on development outcomes in Phase 2?
- 4.3 Do the relevant DFAT bilateral programs value this investment? What opportunities exist for supporting linkages for mutual benefit and contribution of funding to a related future program?

Q5 SUSTAINABILITY: What does the project need to focus on to meet its objectives and phase out by the project end date (September 2021)?

Sub-questions:

- 5.1 What is the extent of national and provincial governments' commitment to and uptake of the Project approach? Has the CBFM model advanced by this program been influential?
- 5.2 What support will be provided to ensure communities continue (and scale up) CBFM approaches beyond the life of this program, and what further support is needed?
- 5.3 To what extent are communities empowered to teach others about CBFM approaches?

Q6: LESSONS LEARNED: What lessons can be learnt from the Project to inform ACIAR, DFAT and implementing partner future support for CBFM in the Pacific?

Sub-questions:

- 6.1 What has worked, what hasn't, and why (noting that this is only a mid-term review)?
- 6.2 What critical factors have brought about and hindered progress in relation to the questions above (1-5), including across target countries?

Q7: RECOMMENDATIONS: Provide recommendations for the remaining phase and a future successor program:

Sub-questions:

- 7.1 How can the project can be more effective, efficient, relevant and sustainable in the remaining phase of the project?
- 7.2 Should Australia, and how can Australia best, support Pacific coastal fisheries in the future?

Frameworks and methods used to support data collection and analysis

The review adopted a mixed methods and participatory methodology and used the following methods for data collection and analysis:

Document review

A range of data had already been generated through monitoring reports and evaluations. In addition to a range of project implementation documents (such as workshop and trip reports, training materials, committee meeting notes, contracts and memoranda of understanding, communications and media products, peer-reviewed journal articles), the following key documents were reviewed and analysed for evidence against the evaluation questions as part of the desktop review:

Author	Name	Date
Design		
Pathways	Strengthening and scaling community-based approaches to Pacific coastal fisheries management in support of the New Song – project proposal.	2016
ACIAR	Project document Pathways (marked up 8 April)	2019
Strategy		
SPC	A New Song for Coastal Fisheries – Pathways to Change: the Noumea Strategy. Pacific Community, Noumea.	2015
ANCORS and WorldFish	Pathways scaling strategies (Solomon Islands, Kiribati and Solomon Islands)	2019
ACIAR and Worldfish	Gender-integrated research for development in Pacific coastal fisheries	2019
Reports		
ACIAR	PacFish Mid-Term Review report	2015
ACIAR	PacFish Completion Review report	2018
ACIAR	Annual report. 10th September 2017 – 11th May 2018	2018
ACIAR	Annual report. 12th May 2018 – 30th April 2019	2019
ACIAR	Annual report. 12th May 2018 – 30th April 2019. Annex results framework	2019
Monitoring and evaluation		
ANCORS	Pathways M&E Plan	2018
ANCORS	Pathways Results Framework	2019
Research		
ANCORS	Gender Equity & Equality in the SSFG Indicators for Governance Capacity & Capability GAF7 Workshop Report	2018
ANCORS	Gender Integration Workshop for Pathways Project Strengthening and scaling community-based approaches to Pacific coastal fisheries management in support of the New Song	2018
World Fish	CBRM and Gender Transformative Approaches	2019

Development of a Qualitative Assessment Framework

The Pathways project document does not articulate the changes the program expects to achieve in each of the five objectives, at either a mid-way or an end of program point. To support the assessment of progress towards objectives, the Review Team developed a qualitative assessment framework in consultation with ANCORS. The framework provides mid-way markers of change that the program realistically expects to bring about at the time of the review. The reviewers used these indicators of progress to assess mid-way progress and the extent to which objectives are likely to be achieved at the end of the program. A five-point scoring system was used, ranging from highly likely to unlikely.

The primary purpose of the qualitative assessment tool was to provide a common framework to support aggregation and analysis of progress towards each objective across the three countries. Assessment against this framework considers the level of progress towards outcomes / changes in-country, rather than an assessment of the quality of inputs or intervention. Given the differing country contexts, capacities and previous levels of CBFM practice, Pathways cannot be expected to have made the same levels of progress in each county

Table 1 below sets out the assessment framework used to assess the project's performance, which forms the basis of the Rapid Country Assessment for each of the three countries (Annexes 3-5).

Table 1: Qualitative Assessment Framework

<p>On track to achieve objectives: Achievement towards outcomes - (changes expected at the 40% implementation point) Qualitative evidence of change</p>	<p>Likelihood rating of whether end-of-project outcomes will be met</p> <p>Five-point scale:</p> <p>Highly likely Very likely Moderately likely Possible Unlikely</p>	<p>Evidence and rationale for rating</p>
<p>1. Strengthening Pacific institutions</p>		
<p>Enabling environment: Improved policy foundation for CBFM, increased government capacity to support CBFM implementation and to understand and draw on research for evidence based CBFM.</p> <ul style="list-style-type: none"> • Policy development supports cooperation and buy-in and garners greater support for CBFM (funding, implementation, enforcement). • Greater institutional capacity within fisheries departments (knowledge and capacity of staff, profile within government, recognise and respond to community voice). • Increased scientific research capacity for CBFM policy and implementation 		
<p>2. Scaling up CBFM</p>		
<p>Increased technical capacity of Pathways and provincial agency staff to provide integrated support to communities for long term CBFM, in which a greater number of communities increasingly adopt and apply CBFM principles.</p> <ul style="list-style-type: none"> • Improved national environment for widespread adoption and implementation of CBFM. • Increased staff and provincial government capacity to support the implementation of evidenced-based CBFM - both now and in the long term. 		

<ul style="list-style-type: none"> Increased human capacity in communities to manage fisheries (better informed, identify shared problems, have agreed rules, and are making decisions to manage resources). 		
3. Improving livelihoods		
<p>Greater testing and adoption of locally appropriate livelihood options and solutions, building of skills to implement the approach and increasing institutionalisation of the approach by government.</p> <ul style="list-style-type: none"> Testing of locally appropriate livelihood options and solutions that support learning, adaptation, and partnerships, with a shift away from external blueprints. Increased livelihood diversification that give consideration to equity, in line with community capacity, needs, aspirations. National agencies understand livelihood diversity, are seeking to understand what is happening in communities and help to identify entry points. 		
4. Empowering women, youth and marginalised groups		
<p>A strengthened enabling environment for gender and inclusion with government fisheries policy and implementation supporting greater inclusion. Increased representation and genuine participation of women, youth and marginalised groups in community fisheries and project activities.</p> <ul style="list-style-type: none"> Increased integration of gender and inclusion in government fisheries policy and procedures, and greater gender commitment and responsibilities of staff and officials Pathways staff and government officers and are building gender skills and implementing tools to undertake gender sensitive programming. Increased representation and genuine participation of women, youth and marginalised groups in community fisheries. 		
5. Food security		
<p>Improvements in coastal resource status following implementation of CBFM. Research used to identify nutrition problems and their root cause and associated strategies developed and underway to address these with a focus on the role of fish in diets.</p> <ul style="list-style-type: none"> Improvements in coastal resource status following CBFM Research used to identify nutrition problems and address their root cause with a focus on the role of fish in diets. Linkages with partners to support the management and use of fish as a food and nutritional security issue. 		

Data collection and verification: interviews, focus group discussions

The review team carried out face to face consultations with program stakeholders in Australia and phone interviews with regional stakeholders and other donors in July-August 2019. Three in-country visits in August: Solomon Islands 5-9 August; Vanuatu 12-16 August; and Kiribati 19-22 August. Two members of the review team visited each of the program's three target countries. The fisheries expert travelled to all countries to support consistency of assessment and judgement across countries. Representatives from DFAT, ACIAR and Pathways attended some of the visits and participated in select discussions.

The in-country consultations sought to test and ground-truth the results reported in project documents and address the 'areas for further exploration' identified during document review. In particular:

- Discussions with partner governments and regional bodies focused on the extent to which program research and practise have informed policy;
- Discussions with communities focused on the impact of the program on implementation of CBFM on the ground (including sustainability of that);
- Discussions with project teams and delivery partners focused on understanding the development impact of the program, including the extent of partner government buy-in;
- Discussions with DFAT posts focused on alignment with DFAT bilateral programs, posts' experience of engagement with the program (incl. with regard to branding) and posts' appetite for ongoing engagement in this area;
- Discussions with other donors focused on coordination and integration of the programs, including with regard to attribution of results in contexts with multiple programs.

Individual and group interviews were carried out with project teams, DFAT Post and other key stakeholders. Focus groups were held with community groups, disaggregated by women, men and youth. In addition to asking respondents semi-structured open-ended interview questions, respondents were asked to identify the most significant changes brought about by the project. A selection of change stories is presented in each country under in Annexes 3-5.

Data analysis and the formulation of judgements

The review team undertook reflection at the end of each day and completed the rapid country assessment at the end of each visit including development of a Results Chart and assessment against the qualitative assessment framework. An overarching analysis was then undertaken against the key review questions that was informed by a range of data sources including: desktop review analysis; assessment of progress towards outputs (presented in Annex 6); and rapid country assessments (which were informed by face to face consultations and document review).

Stakeholders consulted

A total of more than 133 stakeholders participated in consultations according to the breakdown of participant groups in the table below. A full list of the stakeholders engaged is provided in Annex 7.

Table: Breakdown of respondents according to stakeholder groups

Pathways team	• 31
Australian Government	• 11
Partner Governments	• 30
SPC and regional stakeholders	• 6
Other donors	• 7
Community members	• > 48 (37 men, 11 women and many others during community visit)

Limitations

There were several limiting factors which need to be considered alongside the findings and analysis presented in this report. The limitations include:

- Due to resource constraints, the review team only had limited time for in-country consultations (approximately 3 full days of meetings in each country). To mitigate this limitation to the extent possible, the review team: conducted a thorough document review; ensured representatives from all key stakeholder groups were met with in each country; and received a briefing from each project lead in Pathways to support focused examination.
- The review team was unable to travel to more than one community where CBFM activities were taking place due lack of resources. In-country partners arranged for a selection of community members to travel to meet with the review team. These respondents were selected by in-country partners, with the review team providing guidance on the types of representatives sought including gender, roles and level of engagement with the project. While the team ran a series of focus group discussions to understand community perspectives and validate some of the changes reported by stakeholders, this was a small sample size and cannot be considered representative.
- Members from Pathways, DFAT and ACIAR accompanied the review team on in-country missions. The review team discussed any instances in which their presence may influence responses, with program and donor representatives only attending select meetings approved by the review team.

Annex 3: Rapid country assessment – KIRIBATI

3.1 Results Chart

Progress	Findings and significant outcomes
Objective 1: Strengthen Pacific institutions	
Pathways has helped to raise the profile of CBFM and foster greater integration of the CBFM Unit across government.	<ul style="list-style-type: none"> Improved national policy foundation for fisheries resource management reflected in the Roadmap for Coastal Fisheries for Kiribati: 2019-2036. Enhanced government engagement, prioritisation of and commitment to CBFM evidenced by the National CBRM Taskforce, the Minister's attendance at the CBFM Stakeholder meeting, and resource allocation within MFMRD to CBFM Unit. A high level of trust and respectful partnerships built with community, generating collective agreement and buy-in into CBFM. Community engagement model perceived as highly successful and has influenced the approaches of other government sections and organisations towards bottom up participatory approaches. High level of embeddedness of CBFM Unit within the Coastal Fisheries Division and MFMRD more broadly, generating awareness of and commitment to CBFM.
Objective 2: Improve and scale up CBFM	
Understanding and commitment to CBFM generated, risks to sustainability due to consideration around implementation in particular the lack of enforcement.	<ul style="list-style-type: none"> Some communities have improved buy-in of CBFM; they are aware of their ownership rights and have developed community management plans, determining, communicating and enforcing their own laws and bans. Some communities have more awareness of how to manage resources, and are seeing the return of different species of fish through CBFM. Communities are developing the systems and capacity to monitor and adapt fisheries management practices based on evidence through the introduction of Pathway's simple catch monitoring system. Fisheries Assistants (FAs) based on outer islands have increasing understanding of community engagement and CBFM, through exposure visits though require a more structured training program.
Objective 3: Improve livelihoods in support of CBFM initiatives	
No activities commenced; should be reconceived in light of timeframes.	<ul style="list-style-type: none"> No livelihood activities underway.
Objective 4: Increase Inclusion of women, youth and marginalised groups	
Recognition of women's contribution in national policy; some basic gender inclusion being practised in the project. Little evidence of active participation by female youth	<ul style="list-style-type: none"> Inclusion of women, youth and vulnerable groups is given significant prominence in the Roadmap for Coastal Fisheries for Kiribati: 2019-2036 Women are involved in CBFM activities and represented in CBFM community consultations, but do not appear to contribute strongly or consistently to decision making related to community management plans. Male youth are supporting the decisions of committees by playing a role in patrolling and enforcement. There is little evidence of female youth participation. Government, staff and communities are not analysing gender roles and norms related to fishing or identifying and addressing barriers to equality.
Objective 5: Promote food and nutrition security	
Lack of evidence of links between CBFM	<ul style="list-style-type: none"> Some limited anecdotal evidence that CBFM has increased and replenished certain species of fish in some fishing communities.

and sustainability. No nutrition research underway.

- No nutrition research activities underway at the time of the mid-term review.

3.2 Progress towards Objectives Assessment

On track to achieve objectives	Likelihood	Evidence and rationale for rating
1. Strengthening Pacific institutions		
Enabling environment: Improved policy foundation for CBFM, increased government capacity to support CBFM implementation and to understand and draw on research for evidence based CBFM.	Very likely	<p>This is the strongest performing objective for Pathways in Kiribati. The project has provided support to establish a policy foundation for CBFM by supporting the production and adoption of the Roadmap for Coastal Fisheries for Kiribati: 2019-2036. The fisheries regulations were also very recently passed (August 2019), opening the way for communities to gain legal recognition of their community management plans.</p> <p>The CBFM Unit's success in building strong community interest and momentum for CBFM, with participating communities taking responsibility and ownership for managing their own resources, has raised the profile of the unit across government. Several stakeholders noted the common challenge of government departments in gaining the trust of communities (who are typically protective and conservative) and getting them to share their knowledge. The CBFM Unit's bottom approach to community engagement, and ability to motivate people and get collective agreement and buy-in was widely recognised across the MFMRD and found to be highly valuable.</p> <p>The CBFM Unit has become strongly integrated within the MFMRD. This is evidenced by: integrated work planning with other units; other units' engagement of the CBFM Unit to undertake community facilitation on their behalf (i.e. hatcheries and aquaculture units); and the Unit Manager's attendance at senior staff meetings. The CBFM Unit also works well with the Ministry's research team which undertakes surveys related to some CBFM components.</p> <p>CBFM has only been introduced recently in Kiribati through PacFish. With the support of Pathways, the CBFM Unit has expanded, engaging three new staff funded through the program. An additional staff member has also been allocated through funding provided by another government unit, highlighting the government's commitment to CBFM. While the program has resulted in an increase in requests for support from community, government staff stated that CBFM Unit currently has the staffing levels required to meet requests.</p> <p>While capacity development support has been provided to the CBFM unit, there is need to undertake a formal capacity assessment and develop more systematic capacity building planning that supports the professional development of individual members as well as institutional strengthening at a whole of unit level to enable it to meet challenges, such as those related to enforcement and government influencing for funding allocations. The CBFM Unit would also benefit from training and engagement in data analysis processes. This would support and strengthen government ownership and sustainability, with data currently being sent to ANCORS for synthesis and interpretation. The CBFM approach adopted by Pathways in Kiribati supports communities to identify and manage marine resource issues using their own traditional knowledge. While this approach has merit, marrying traditional knowledge with scientific knowledge would enhance the program.</p> <p>Pathways has not documented its approach to facilitating CBFM engagement or outlined the inputs and resources that go into developing and implementing the model. As CBFM is newer to Kiribati, unlike other countries in which Pathways is operating in, no manual, SOPs or</p>

		procedures have yet been developed under the program, with staff using an earlier SPC CBFM manual. Following the signing of the Coastal Fisheries Regulations in August 2019, SOPs have been discussed with the MCS unit, SPC, and Tobwan Waara. This lack of institutional knowledge and reliance on individuals (from both Pathways and the CBFM Unit) should be a key focus in the remaining period of the program.
2. Scaling up CBFM		
Increased technical capacity of Pathways and provincial agency staff to provide integrated support to communities for long term CBFM, in which a greater number of communities increasingly adopt and apply CBFM principles.	Moderately likely	<p>As CBFM is relatively new to Kiribati, Pathways has focused on facilitating participatory processes to select project sites, working with and through council structures, and establishing strong relationships with power holders to pave the way for CBFM implementation and scale out. The approach is cognisant of Kiribati's egalitarian system and risks associated with creating tensions if some communities are supported over others, which if realised may diminish the program's effectiveness. The approach therefore has a focus on getting relationships and foundations right and implementing a common approach, rather than trialling and assessing the efficacy of a range of approaches as in other countries that Pathways is operating in. It has also focused on bringing communities together to enable communities to make others aware of their development plans and discuss issues and approaches related to CBFM.</p> <p>The first years of the program have also focused on building a strong model of community engagement which is seen as a key success of the program as outlined above. Little consideration however appears to have been given to supporting implementation, which is a critical challenge as communities increasingly adopt and strive to implement CBFM. For example, the government does not have a pool of funding available to fund requests from communities for simple equipment and supplies needed to demarcate managed areas (such as buoys and ropes) or enforce CBFM (such as waterproof notepads, pencils and binoculars). NZAID has provided funds to some Pathways' supported communities to meet these challenges. Community members expressed frustrations with not having the resources required to implement and publicise their CBFM laws and management plans, including demarcation of these managed areas, and conduct monitoring and enforcement of compliance with fishing bans. Pathways has however provided training for CBFM unit staff in grant proposal writing in 2019 FishSMARD and takes a longer-term view of seeking to influencing government to provide core support funding to communities to undertake their management plans than resourcing requests directly (noting it is currently developing brochures and billboards). The potential risks to eroded community interest in and momentum for CBFM associated with this strategy should be considered. Providing small funds in the short term may help to progress initial take up of CBFM if government is unable to provide support. Alternatively, a more limited number of communities could be targeted for CBFM awareness raising until government has the relevant capacity and resources to support with enforcement needs.</p> <p>The project has sought to increase the knowledge of trainee Fisheries Assistant (FAs) by offering a month-long training package in which trainee FAs are taken on site visits and are able to observe the CBFM's unit of community engagement. This training appears to be ad hoc and does not support trainees to develop their skills and capacity in a structured manner, such as through the completion of modules and opportunities for practical application such as co-facilitation. It is recommended that Pathways establish a more structured and documented training package program in 2020.</p> <p>Information provided by selected community representatives during focus group discussions indicates that some communities now have increased knowledge of their resources and are taking steps to manage resources such as banning destructive or overly-efficient fishing techniques (such as te ororo) and banning the harvests of certain species during their spawning time. Some respondents also reported that</p>

		<p>as a result, they have seen a range of fish species return to their managed areas. This is further evidenced by the development of community management plans. The catch monitoring method introduced by Pathways, if adopted may provide a useful tool to enable monitoring of resource status and allow communities to adapt their fisheries management practices based on evidence. Community members interviewed reported that they required additional information and training, particularly around scientific aspects such as fish biology and life cycles, to marry traditional and scientific knowledge. Several communities (in particular those in North Tarawa, Abaiang and Maiana) reported experiencing issues related enforcement (particularly due to breach of rules by members of neighbouring communities), including lack of equipment and lack of legal backing (under the fisheries regulations communities must develop bylaws which must be approved by the island council and submitted and approved by the minister).</p> <p>Pathways must firstly determine if its CBFM approach is adequate to scale, and secondly if it has the structure to do so. With regards to the first issue, while positive results have been achieved in relation to awareness raising and management plans, the level of inclusion supported and the program's ability to address enforcement issues is currently unknown. Additional implementation and monitoring is required to strengthen and assess the model. With regards to the second issue, Pathways is aware of its limitations in scaling the model itself, and outlined a considered and strategic approach to linking a future scale out with and through other programs and organisations, such as a FAO, LDCF and NZAid). It is recommended that Pathways works with the Research Unit of MFMRD in a more integrated manner to ensure surveys are undertaken at overlapping sites. It is also important that Pathways clarifies what it is scaling and why, based on lessons learned during the program, and tests this to ensure it is a holistic package.</p>
3. Improving livelihoods		
Greater testing and adoption of locally appropriate livelihood options and solutions, building of skills to implement the approach and increasing institutionalisation of the approach by government.	Possible	<p>It is difficult to assess the extent to which this objective, with livelihoods activities not yet commenced. Given that Kiribati does not have a long history of CBFM, it is appropriate the Pathways has focused on Objectives 1 and 2, rather than trying to implement all program components before getting the foundations right in terms of establishing good relationships with government and community and developing and refining a CBFM model.</p> <p>The revised Pathways Project Document (April 2019) sets out the program's planned work in this area. It states that 'participatory livelihood diagnosis and prioritisation in two CBFM communities in Kiribati' will be completed by Q3 2020 and that the outcomes from participatory livelihood diagnoses published. ANCORS mentioned plans to start some livelihoods work with FAO, yet this has not been mapped out or prioritised, with no movement in this area to date.</p> <p>Technically it is possible for Pathways to achieve the ambition of using the participatory livelihoods diagnostic tool in two sites in Kiribati. However, given the short time frame, it is unlikely that it will be able to support the complete implementation of selected livelihood activities (from set up, implementation, through to assessment of outcomes), and integration of livelihood components with CBFM over the remaining period of the program. There are risks and implications associated with commencing activities in this area that require an additional program of support post 2021. For example, the investment may be wasted and relationships with communities may be damaged if support is withdrawn part way through the activity.</p> <p>The purpose and intent of this activity should be revisited at this mid-way point. The Review Team cautions against implementing this activity merely to ensure Pathways meets contractual obligations set out in the activity schedule. If there is sufficient time and appropriate conditions to support work in this area, it is recommended that a small, targeted and meaningful activity is carried out that can be</p>

		realistically completed at the end of this project, and that this is subject to a review at the end of the program before further funding is allocated.
4. Empowering women, youth and marginalised groups		
A strengthened enabling environment for gender and inclusion with government fisheries policy and implementation supporting greater inclusion. Increased representation and genuine participation of women, youth and marginalised groups in community fisheries and project activities.	Moderately likely	<p>Pathways has made a contribution to ensuring inclusion is on the agenda of MFMRD, with inclusion given significant prominence in the Roadmap for Coastal Fisheries for Kiribati 2019-2036, with the first stated key guiding principle being 'Recognise women, youth and vulnerable group's contribution to coastal fisheries and promote more inclusive fisheries management platforms and livelihoods'. There is less clear evidence of gender and other forms of inclusion being a prominent priority that is considered and integrated into roles and responsibilities at a national level.</p> <p>MFMRD has a high level of women in senior and mid-level leadership positions. Through its institutional capacity development support to the CBFM Unit, Pathways has supported women's leadership and professional development. Gender and youth inclusion could be better integrated into the CBFM Unit's ways of working. Gender and youth inclusion is clearly an ambition of the Pathways project, but the progress made to date in Kiribati is better characterised as basic gender and youth inclusion in a development program rather than driving efforts that 'increase the voice of and influence of women, youth and marginalised groups in coastal fisheries, and improve their access to and control over resources and fisheries benefits'. Staff facilitating CBFM in communities appear to have the skills to ensure different groups are involved in CBFM and communicate this message and expectation to communities. Evidence of this was validated by CBFM Unit staff, MRMD staff from other divisions, and by community members. One MRMD staff from another unit who accompanied the team on a visit as part of training was highly impressed with the team's abilities in this area, and regarded it as the greatest strength of the CBFM team and their approach.</p> <p>Evidence of the involvement of women and male youth was found across participating communities. However, the level and scope of this engagement was varied and did not evidence participation of women and youth in decision making. For example, all the women and youth interviewed at part of the focus group discussions stated that there was no female or youth participation in some village committees or Island Councils (which also served as CBFM committees). Male youth also described their role as limited to supporting the decisions made by committees and councils of through patrolling compliance with the laws they determined. No female youth were interviewed and respondents could not identify the role played by female youth in CBFM processes. Some men interviewed during focus group discussions stated that women sometimes served on Island Council's as Secretaries. While women are engaged in CBFM consultation processes, their inclusion in decision making related to community management planning is unclear, with the final decision resting with the council. There is mixed evidence in this area which is difficult to determine as it is not systematically monitored and reported on. The program has not considered the inclusion of people with disability in CBFM in Kiribati.</p>
5. Food security		
Improvements in coastal resource status following implementation of CBFM. Research used to identify nutrition	Unlikely	There is some anecdotal evidence provided by community representatives to indicate that CBFM has increased and replenished certain species of fish in some fishing communities, as outlined under objective 2. However, there is a lack of overarching information to demonstrate that CBFM improves the performance of sustainable fisheries. Pathways is implementing catch monitoring in order to set up the tools to answer this question. Given the lack of ongoing monitoring data and the early stages of use these monitoring methods, it is difficult to determine whether Pathways will be able to answer this question at the end of the program and what the outcome will be.

<p>problems and their root cause and associated strategies developed and underway to address these with a focus on the role of fish in diets.</p>		<p>It is not possible to assess the extent to which this objective is likely to be achieved given the sequencing of activities related to this objective, with nutrition research or food security activities not yet commenced. Given that Kiribati does not have a long history of CBFM, it is appropriate the Pathways has focused on Objectives 1 and 2, rather than trying to implement all program components before getting the foundations right in terms of establishing good relationships with government and community and developing and refining a CBFM model.</p> <p>It is unclear if Pathways has plans to carry out research into nutrition in Kiribati and what the scope and focus of a research project may be. Pathways staff mentioned that ANCORS intends to explore food security options by linking with project staff operating in other countries and with projects such as the Healthy Reefs, Healthy I-Kiribati project implemented Harvard University. The purpose and intent of any food security research and activities should be revisited at this mid-way point. The Review Team cautions against implementing this activity merely to ensure Pathways meets contractual obligations set out in the activity schedule. If there is sufficient time and appropriate conditions to support work in this area, it is recommended that a small, targeted and meaningful activity is carried out that can be realistically completed at the end of this project, and that this is subject to a review at the end of the program before further funding is allocated.</p>
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3.3 Change stories

“When CBFM came to our community four years ago, we didn’t take it very seriously as we needed fish to sell. We close the area during spawning season (only a few days each month) and ban splashing techniques. This is only a small measure which does not impact on us very much. Now that the fish are returning, we see that it is working. Our community now understands why it needs to take responsibility for managing its own resources.

-Female, community representative

“Our local council (Unimane) is made up of men. It makes the decisions about which fishing practices to ban and which areas to close. We help out the community by supporting the decisions of our elders through patrolling closed times (if there are boats available to use). We have not yet caught anyone breaking the rules. If we did we would be fearful to try to stop the people breaking the rules as our management plans are not backed up by any authority”

-Male youth, community representative

3.4 Key insights and reflections

- I. **Partnerships and implementation arrangements:** Pathways and MFMRD have established a trusted and constructive engagement. There are opportunities for Pathways to continue to support the government in a way that builds its independence and ownership. This could be achieved through: supporting MFMRD to identify and source their own capacity development needs (whilst still providing funding for capacity development); establishing more formal lines of communication for country visits, engaging and training MFMRD Unit team members in data analysis and interpretation (rather than sending data to Australia for analysis); supporting MFMRD staff to speak more directly about the program to other stakeholders including international agencies; and stepping back from and letting the government take ownership of the national roadmap.
- II. **Coordination with other donors:** NZAID is the key donor working in the fisheries sector in Kiribati. It has a 10-year strategy and takes a flexible adaptive management approach that enables it to respond to emerging needs while taking a long-term view. While the projects are now coordinated, Pathways missed opportunities to engage this core donor in the development of the national roadmap and should continue to align with and learn from NZAID’s extensive experience in the sector in Kiribati.
- III. **Showcasing of engagement model:** The bottom up community engagement model is one of the key successes of Pathways, which has already been taken up by other units within MFMRD. While the program has been successful in communicating its approach within its the Coastal Fisheries Division, better documentation and packaging of this model (including its core components and how it has engendered success) would support the CBFM Unit to promote their work further.
- IV. **Institutional knowledge and staff turnover:** The CBFM Unit is relatively new, and is growing in numbers and strength, developing approaches which are recognised as successful across government. As the Pathways CBFM model, approach, operating procedures and materials are not documented in Kiribati, there is risk that gains could be lost or weakened if key staff leave the unit.
- V. **Tailored Capacity Development:** The CBFM Unit is led by a committed in-country leader with a good understanding of the needs of the team’s capacity issues and constraints. Pathways has not undertaken a formal capacity assessment or developed documented capacity building plans linked to CBFM Unit’s mandate, duties and task and professional capabilities. While Pathways has been responsive to requests, it would benefit from establishing a systematic capacity

development program of support that is monitored. In addition to building capacity for CBFM, forms of support could be expanded to include areas such as leadership development and communication and engagement for influencing within government to securing commitment and funds.

3.5 Australian High Commission views

The Pathways project is somewhat peripheral to the day-to-day work of the DFAT Post in Kiribati which prioritises health and education. However, the High Commission considers it highly relevant to the Government of Kiribati's national policies, strategies and priorities related to fisheries focus, reaching out to the outer islands and addressing challenges related to population growth and climate change. The High Commission are very satisfied with the level of information sharing of the project, and are briefed regularly by Pathways and GoK staff.

Annex 4: Rapid country assessment – Solomon Islands

4.1 Results Chart

Progress	Findings and significant outcomes
Objective 1: Strengthen Pacific institutions	
Pathways has fostered greater coherence, commitment to and prioritisation of CBFM within the national government.	<ul style="list-style-type: none"> Improved national policy foundation for fisheries resource management reflected in the National Ocean Policy and National Scaling Strategy for CBRM. MFMR staff working in CBFM are better able to meet their commitments under the 2015 Fisheries Act due to the development of Standard Operating Procedures (SOPs; developed by MFMR with support from WorldFish, WWF and the involvement of other NGO and bilateral programs) and drawing on decades of WorldFish experience in CBFM) which provide clear and practical guidance, and development of MFMR Operational Plan 2019 (equivalent of national implementation plan for the New Song). Increased ability of government to communicate the 2018 fisheries regulations in simple and accessible ways, supported by the awareness kit, communication materials and radio announcements contributed by Pathways. Some shift towards greater government responsiveness to community, with MFMR changing tact to allow communities to develop their own style of management plan.
Objective 2: Improve and scale up CBFM	
Research into the efficacy of Pathway's trial strategies can be expected to support in the implementation of government scaling strategies under a future project.	<ul style="list-style-type: none"> Some communities have improved buy-in of CBFM; they are aware of their ownership rights and have developed community management plans, determining, communicating and enforcing their own laws and bans. Some communities have more awareness of how to manage resources, and are seeing the return of different species of fish since the implementation of CBFM. Communities are developing the systems and capacity to assess and adapt fisheries management practices based on evidence through the introduction of Pathways' simple catch monitoring system. The scaling research undertaken through Pathways positions the project to feed into and support the practical application of the national CBRM scaling strategy once the research is completed.
Objective 3: Improve livelihoods in support of CBFM initiatives	
One livelihoods option trialled, whereby government uptake is likely to depend on the success of implementation.	<ul style="list-style-type: none"> Strong partnership established with a women's association in Malaita Province which has enabled the trialling and implementation of a participatory methodology which has supported women to examine and identify a locally appropriate solution for the storage of fish, seeing some success to date (although noting consultations were conducted under PacFish project). 12 women's groups have first time access to refrigeration through solar freezers and are storing and preserving fish and other perishable foods (noting freezers were financed by SwedBio). Participating women's groups are increasing incomes by renting out their freezers (487 people have used the freezers, 1000 kg of fish had been stored and the women's freezer committees have saved over USD 3000 since implementation).
Objective 4: Increase Inclusion of women, youth and marginalised groups	
Greater awareness and facilitation of basic inclusion, lack of knowledge and	<ul style="list-style-type: none"> Increased awareness of and commitment to gender mainstreaming at the national government level with gender included in MFMR's key policy documents. Government better positioned to deliver on gender obligations and commitments through SOPs and training provided by Pathways which promote inclusion. Some women and youth play a greater and more active role in CBFM and other program activities, supporting equity or process (equity of outcome is unknown).

skills for gender transformation.	<ul style="list-style-type: none"> Government, staff and communities are not analysing gender roles and norms related to fishing or identifying and addressing barriers to equality.
Objective 5: Promote food and nutrition security	
Lack of evidence of links between CBFM and sustainability. Nutrition research underway.	<ul style="list-style-type: none"> Increased gender incorporation into Solomon Island's National Food Security, Food Safety and Nutrition Policy, healthy living handbook, and review of National Plan of Action. Production of a research paper (currently under review) which has the potential to highlight crucial issues related to poor nutrition and diets to government policy makers. Robust research methodology established and part way into implementation to inform the trialling of interventions to enhance nutrition and increase dietary diversity.

4.2 Progress towards Objectives Assessment

On track to achieve objectives	Likelihood	Evidence and rationale for rating
1. Strengthening Pacific institutions		
Enabling environment: Improved policy foundation for CBFM, increased government capacity to support CBFM implementation and to understand and draw on research for evidence based CBFM.	Highly likely	<p>Pathways has made excellent progress in building the institutional capacity of Solomon Islands National Government, with a high enabling environment for CBFM present across government. The program is well positioned to support the government to navigate challenges in the remaining years of the program related to responding to community needs and challenges in implementing and enforcing CBFM.</p> <p>While CBFM has been implemented for decades across Solomon Islands, it has been predominately implemented by NGOs in an ad-hoc manner. A new CBFM unit was established in 2016, made possible by a government restructure (funded by NZAID) enabling the dedication of additional staff. Pathways has functioned as the backbone of the CBFM unit, providing pivotal support for government CBFM policy and practice development and implementation in line with its needs, priorities and capacities, as well as with capacity building of the unit's staff. A number of staff were recruited to the unit in 2017, highlighting the government's commitment to CBFM.</p> <p>Pathways has taken a considered and strategic approach to align with national government policies and priorities from the outset. Over the course of the project, it has maintained a strong partnership with the national government, supported through the embedding of a trusted and valued WorldFish Advisor within the MFMR CBRM unit. This arrangement has enabled it to provide targeted and relevant support to government. The support provided by WorldFish draws on the body of lessons and evidence generated through the predecessor project PacFish and earlier investments.</p> <p>Pathways has contributed strongly to areas of CBFM policy development and implementation. It has strengthened the capacity of government staff who now have a good awareness of their roles in supporting CBFM, improved knowledge and practical resources to promote and support CBFM (i.e. through SOPs, regulations and awareness raising materials). Pathways has been instrumental in driving the 2015 Fisheries Management Act that recognises and empowers communities to manage their resources by sharing of lessons and providing government staff with exposure to community perspectives and voice.</p> <p>WorldFish has also sought to foster greater accountability, capacity and transparency of government through the introduction of Report Cards by the joint NGO, provincial and national government network (through PICs funding). While government did not respond positively to this measure, it highlights WorldFish's efforts to foster joint-Civil Society Organisation and government discourse on the strength of CBFM policy implementation.</p> <p>The government currently faces a set of challenges in supporting CBFM implementation which it does not have sufficient budget or capacity to address. Government staff reported being overwhelmed with community requests for support, with EOIs from fishery committees increasing from approximately 5 to 100 per year across Solomon Islands. This carries risks if government (and the Pathways project) raises community awareness and fosters the active engagement of communities in fisheries management and is unable to support or respond to issues faced by communities. Some community respondents reported that their communities could not enforce rules when they were</p>

		<p>breached by people from other communities fishing in their waters. There are also issues relating to government 'Gazetting' or registering of community management plans, whereby once plans are registered, enforcement responsibilities are transferred from local communities to government; as such government is encouraging communities not register their management plans.</p> <p>To further extend the gains made in the first 2.5 years of the Pathways project and ensure the project does no harm, it will be important for Pathways to explicitly factor in these wider issues in its support to government which are beyond communities' scope of control and limits their ability to successfully implement CBFM.</p>
2. Scaling up CBFM		
Increased technical capacity of Pathways and provincial agency staff to provide integrated support to communities for long term CBFM, in which a greater number of communities increasingly adopt and apply CBFM principles.	Very likely	<p>Pathways has invested in trialling different approaches aimed at getting more communities involved in CBFM rather than solely focusing on implementing and improving the effectiveness of CBFM in particular communities. Under this objective, the project seeks to trial various engagement methods which will be followed by research into the efficacy of the different approaches. This is an ambitious aim given the relatively small sample size and highly diverse nature of communities and different threats and issues they face. The results of this scaling work will be used to inform on a future phase of the project, rather than influencing development outcomes within the life of Pathways. There is need to reconceive this component of the project and consider the value of scaling up implementation within some communities to build on and extend initial outcomes achieved to date and provide more targeted capacity development support to provincial officers in the remainder of the project.</p> <p>The project has invested in capacity development of community facilitators (Pathways staff) through training and mentoring to build their technical ability to teach and promote CBFM principles and facilitate CBFM and collective action. While community knowledge and adoption of CBFM will be assessed as part of planned research, the lack of monitoring data available for targeted communities makes it difficult to assess the extent to which communities now understand, adopt and successfully implement CBFM, with the review sighting examples of both successes and challenges in this area.</p> <p>Information provided by selected community representatives during focus group discussions indicates that some communities now have increased knowledge of their resources and are taking steps to manage resources such as opening and closing reefs and banning certain fishing methods (i.e. nets and night diving). Some respondents also reported that as a result, they have seen a range of fish species return to their managed areas. It is not however clear that communities understand why specific measures are in place. This is further evidenced by the development of community management plans. The catch monitoring method introduced by Pathways, if adopted, may provide a useful tool to monitor resource status and allow communities to adapt their fisheries management practices based on evidence, provided feedback is provided to communities.</p> <p>There was a general consensus among community members that the super-light touch approach used for scaling out CBFM is useful but perhaps too light. All community members interviewed reported that they required additional information and training, particularly around scientific aspects such as fish biology and life history (i.e. how long certain species live and when they mature). Several community members voiced frustration with having to give up something (such as not fishing at certain places during certain times) without an alternative livelihood method or incentive. This presents a challenge to scaling, as in order for communities to maintain CBFM, they must see benefits and be supported during the initial phase whereby closing of areas to replenish certain species can take time.</p>

		<p>The scaling research undertaken through Pathways positions the project well to feed into and support the application of the national CBRM scaling strategy once the research is completed. However, for the government to adopt successful elements, it must understand the aspects of successful engagement and the types of resources and inputs that go into facilitating this. There is a lack of documented assessment and monitoring of the inputs that go into developing the capacity of facilitators, along with the issues they experience and the types and levels of support required. The Pathways scaling strategy is communicated in a highly complex manner and needs to be packaged and communicated more simply to government and other stakeholders.</p> <p>The project has sought to increase the knowledge of provincial officers during its CBFM scaling work by taking officers on trips to communities and enabling their participating in peer learning events. However, it does not appear to be training provincial staff or giving them opportunities to co-facilitate community engagement. Communities reported no change in the level of engagement or support provided by provincial officers. The project has not seized opportunities to build the capacity of provincial officers alongside its own staff and should consider providing a more integrated and structured approach and investing more in this area over the remaining period to enhance sustainability.</p> <p>There is need to redefine this program component with consideration to the weighting given to trialling approaches versus supporting enhanced CBFM implementation to bring about development outcomes in the remaining 2.5 years. WorldFish has recently started to articulate the core elements or features which comprise successful and effective CBFM. There is opportunity to build in monitoring and reflection processes to assess changes in behaviour, decision making and access and control over resource benefits in some communities against this framework in the second half of the program, and provide ongoing and target support to communities based on the challenges they experience. This would support greater implementation of CBFM in some communities and enable greater development outcomes to be achieved over the life of the project.</p>
3. Improving livelihoods		
Greater testing and adoption of locally appropriate livelihood options and solutions, building of skills to implement the approach and increasing institutionalisation of the approach by government.	Moderately likely	<p>One livelihoods option has been tested and adopted in Solomon Islands with a degree of success to date. The project has supported the implementation of solar freezers by working with and through an established women's association. While the livelihoods solution adopted has been beneficial to the participants involved, there is little evidence to indicate that the approach of using a diagnostic tool to assess options has or will be institutionalised by government. There is a lack of articulation of the linkages between livelihoods, CBFM and other project components in the delivery of this project activity.</p> <p>Under this objective, Pathways has partnered with the West Are'are Rokotanikeni Association (WARA) which has a history of savings, loan schemes, business skills training and small business activities. It used a gender-sensitive diagnosis tool to assess one livelihood option put forward by the community and has focused on providing continued support for its implementation - a women's enterprise focusing on solar freezers. Pathways is tracking what is being kept in the solar freezers and their weights and freezer earnings and is also undertaking research into the impact of solar freezers on livelihoods. Preliminary findings indicate increased incomes of participating women, and also raise challenges related to group management and jealousy from community members without freezers.</p> <p>The project has invested in developing a strong and respectful partnership with WARA which responds to community needs, ideas and voice. Despite efforts with regard to project management and monitoring of the freezers, participating respondents reported that they lack basic information on how to use and maintain the freezers such as how much to fill them, when to turn them off, how to clean them, how</p>

		<p>to optimise battery use, and the costs and options associated with maintaining and fixing them, raising concerns about the medium to long-term sustainability of this initiative. Monitoring and minimising the costs associated with the running of the freezers will be important if Pathways is to demonstrate the efficacy and sustainability of the approach which may be diminished if running costs outweigh the benefits of the solar freezers.</p> <p>The way in which this livelihoods activity is linked into and aligned with CBFM is unclear. The aim of the livelihoods component, and whether it aims only to increase income, or also to improve the reliability of storage facilities, sources of protein, and support sustainable levels of fishing, is not evident. Participating respondents reported that CBFM or marine conservation activities are not present in their communities (i.e. the freezers have been implemented in communities that are not undertaking CBFM), and that they require greater information in this area along with information on fish hygiene practices such as cleaning and preparing fish. It is also unclear if solar freezers are contributing to increased capacity to fish resulting in over-harvesting. Surprisingly, there is no monitoring being undertaken on the level of harvests before and after implementation of the freezers, so even basic questions such as ‘does the occurrence of freezers at a site increase the amount of fish caught, or impact the sustainability of the resource?’ will remain unanswered. Ideally, monitoring should have been conducted before and after implementation, or at least a detailed risk assessment carried out prior to roll-out of the freezers. Given increasing transport efficiency and market options, Pathways needs to consider very carefully the impact of rolling out solar freezers on already overfished stocks, and, where possible, consider alternative livelihood options, including non-fisheries focused interventions. The current absence of non-fisheries focused livelihoods is disappointing, particularly given that both the Introduction and Objective 4 of the Project Document respectively discusses the importance of and work around alternative livelihoods.</p> <p>There is a clear need to enhance and diversify livelihoods and incomes, particularly for communities implementing CBFM as outlined in objective 2. Whilst this activity appears to be contributing to this outcome for certain individuals, it needs to be more strongly conceived, with links to the other project components more carefully considered, clearly articulated and embedded in monitoring, analysis and implementation.</p> <p>Pathways aims to promote the approach of using a diagnostic tool facilitated as part of a participatory process which supports communities to examine and identify locally appropriate solutions, to government. Provincial officers were present at the inception workshop and engaged with the toolkit on its publication. Pathways advised that the provincial government workplan now emphasises participatory diagnosis with women and solar freezer activities for fisheries in Malaita. However, the extent to which government understands, endorses and has the capacity to adopt the use of the participatory diagnostic methodology is unclear. As the approach was only used to examine and take forward one idea, government adoption of this approach relies strongly on the success of the implementation of solar freezers, and Pathways’ ability to document and showcase the approach to government during implementation and on completion of the project. As the notion of solar freezers has become popular with government, there is risk that government will seek to adopt solar freezers as the ‘approach’ using the equipment as a blueprint, rather than the adoption of the participatory diagnostic tool as intended.</p> <p>At the end of the project, Pathways will be in a position to provide an in-depth study of the trialling and adoption of one idea tested and taken forward. It is not clear if the efficacy of the diagnostic tool and approach will have been tested sufficiently for uptake and rollout. For example, as only one idea was tested, it is not clear what would have occurred if that idea had been found to be unsuitable, or if communities had been unable to identify appropriate ideas. Use of the tool could potentially be augmented if more consideration was given</p>
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		to supporting communities to generate and evaluate a range of different options, with examples from other forms of practice (i.e. technologies, equipment and methods) provided to stimulate brainstorming and exploration.
4. Empowering women, youth and marginalised groups		
A strengthened enabling environment for gender and inclusion with government fisheries policy and implementation supporting greater inclusion. Increased representation and genuine participation of women, youth and marginalised groups in community fisheries and project activities.	Very likely	<p>There is clear evidence of progress in relation to the Pathways gender strategy objective 1 'Increase recognition of women's contribution to coastal fisheries' and objective 2 'Enable women's engagement across scales of governance'. The project has made significant inroads in embedding gender across fisheries policy and procedural instruments in Solomon Islands and garnering awareness and commitment. There is opportunity to deepen and progress Pathways' inclusion work in the remaining years of the program.</p> <p>Pathways has made a significant contribution to ensuring gender is on the agenda of MFMR, with gender included in MFMR's key policy documents. The supporting tools and procedures such as SOPs developed by Pathways provide processes and tools to support inclusive CBFM facilitation such as by ensuring women are included and their voices are heard. Government respondents stated that gender has a raised profile and is considered a key priority within MFMR. Pathway's support compliments and helps government to deliver on its existing obligations to establish and upskill gender focal points and implement gender strategies. While prioritisation and awareness of gender has increased, there was little indication to suggest government has improved capacity to mainstream and promote gender across their CBFM work.</p> <p>The program is promoting the inclusion of women and other marginalised groups such as youth. It is not seeking to analyse gender roles and norms related to fishing and work with stakeholders to identify and address barrier to equity within CBFM and other project activities. While some research has commenced to understand gender roles in fisheries, Pathways' approach is largely focused on promoting people's inclusion and access to decisions making, rather than being 'gender transformative'. Pathways staff are aware of the risks associated with upscaling an approach to CBFM that is not strongly inclusive, and is therefore trying to get the foundations right. The program needs to manage expectations in this area, with government expecting Pathways to provide a more detailed analysis of what gender inclusive community-based fisheries look like, rather than only providing support to implement basic mainstreaming principles.</p> <p>Pathways community facilitators have been trained in and are implementing inclusive approaches such as encouraging women to speak and others to listen to them during community meetings. Pathways project level M&E is capturing some of the experiences, observations and challenges experienced by facilitators during community visits. The success of inclusive facilitation is difficult to assess due to lack of monitoring of changes in levels of inclusion after initial training and awareness raising sessions are conducted. The program would benefit from undertaking structured reflection on the successes and challenges of facilitator's in applying inclusive approaches and conduct ongoing capacity assessment and develop associated capacity building plans.</p> <p>Pathways promotes the inclusion and participation of women and youth in CBFM by encouraging their representation on CBFM committees. Some youth are also encouraged to play a role in monitoring and enforcement. There was some evidence that this approach is resulting in greater participation and empowerment of women and youth as outlined in the change stories below. Women have been targeted for Pathways livelihoods work. It is not clear how many community representatives (that Pathways works with and through) and staff facilitators are youth or women. It is important for WorldFish to model inclusion and the leadership of women and youth in its own activities and engagement with communities.</p>

		While Pathways is purposefully taking a basic approach to gender mainstreaming, it is potentially missing opportunities to learn about inequity in the context of fisheries and support initiatives which actively analyse and address barriers to inequality. Other programs such as DFAT's Pacific Women and other gender programs could be drawn on to help to deepen the program's gender and inclusion work.
5. Food security		
Improvements in coastal resource status following implementation of CBFM. Research used to identify nutrition problems and their root cause and associated strategies developed and underway to address these with a focus on the role of fish in diets.	Moderately likely	<p>It is difficult to assess the extent to which this objective is likely to be achieved given the sequencing of activities related to this objective, with research and interventions in their early stages.</p> <p>There is some anecdotal evidence provided by community representatives to indicate that CBFM has increased and replenished certain species of fish in some fishing communities, as outlined under objective 2. However, there is a lack of overarching information to demonstrate that CBFM improves the performance of sustainable fisheries. Pathways is implementing catch monitoring in conjunction with photo-voice methods in order to set up the tools to answer this question. Given the lack of ongoing monitoring data and the early stages of use these monitoring methods, it is difficult to determine whether Pathways will be able to answer this question at the end of the program and what the outcome will be.</p> <p>Pathways has contributed to the development of Solomon Islands' National Food Security, Food Safety and Nutrition Policy, healthy living handbook, and review of National Plan of Action with a focus on incorporating gender considerations. Pathways staff have also developed a research paper in conjunction with project partners that is currently under review which explores issues related to poor nutrition and diets in Solomon Islands. The research will be pivotal in highlighting critical issues to government policy makers.</p> <p>The Theory of Change for fisheries-based interventions aims to improve nutrition, including in the first 1000 days. Pathways is currently conducting research into the traditional role of fish in the diets of infants using a robust methodological framework. It will then trial the dissemination of information and activities (such as posters and teaching of recipes) based on the findings generated by the research. While Pathways is in the early stages of research and has not yet trialled nutrition interventions, the team expect to bring about an increased community understanding of how to enhance nutrition, with some evidence of behavioural change towards increased dietary diversity resulting in the life of the project.</p> <p>Appropriate linkages appear to have been made to engage relevant line Ministries (in particular the Ministry of Health) in the research process. There appears to be limited consideration given to the dissemination of data beyond reports and publications. There is need for the project to engage government at key points of the nutrition research and implementation process and explore practical ways to ensure key findings and messages are connected with policy and decision makers - within provincial and national levels of both the Ministry of Health and MRMD.</p>

4.3 Change stories

“Before the project, youth and women did not contribute strongly to our fishery committees. Now we have women on the committee and two youth (a boy and a girl). Everyone now speaks and has equal rights to have a say and we all contribute to decision making. The project has helped to educate us and shift the mindset of youth to express themselves freely. The youth in our community are now much more active in other areas as a result. They have become much more involved in electoral campaigns; this hasn’t happened in neighbouring communities.”

-Female, community representative

“Our community had concerns about overfishing and destruction of mangroves and coral. The community made the decision that management was needed, and if nothing was done things would get worse. WorldFish responded to an EOI for support we submitted in 2012 and came for site visits many times for scoping and knowledge sharing. Consultation and moving people for look and learns are very expensive, and we have capacity issues (financial and people skills). Community reps are volunteers, people still have commitments to families which impacts time to offer to CBRM. I’ve been doing CBRM for eight years now and I’m still waiting to see some benefit or incentive. All are very busy with conservation but are we going to stay hungry, are we going to stay poor?”

-Male, community representative

“Our community was disjointed. We are now one-minded about resource management thanks to Pathways. We are more empowered and understand the importance of managing resources for the benefit of the community but most importantly for future generations. We have focused on changing mindsets and empowering the community to understand their role as resource custodians and take ownership around resource management. The committee has undertaken efforts to bans fishing of certain species”.

-Male, community representative

4.4 Key insights and reflections

- I. **Partnership with government:** WorldFish is a highly valued partner to government. Good progress has been made in integrating and aligning Pathways with government structures, policies and agendas. While government was strongly involved in the Pathways design process, the level of government engagement has diminished during implementation. The second phase of Pathways provides a good opportunity to reconnect with relevant ministries and ensure more structured participation in the project including its governance.
- II. **Communication to government:** Enhanced links between WorldFish and government have been supported through the secondment of a WorldFish Advisor to MFMR which has facilitated greater information sharing. Pathways research and project activities are complicated and packaged in weighty reports and published papers sent to ministries. Government indicated a preference for simple executive summaries, symposium and learning workshops to enable them to break down and absorb complicated content. Additional value is likely to be gained in the second part of the program by reducing a focus on generating research outputs, and increasing investment in identifying power holders and linking research to decision makers.
- III. **Coordination of large amounts of activity** – Pathways is transdisciplinary, diverse and not just focused on one side of fisheries management. Government is struggling to package and communicate how fisheries links with other areas including livelihoods, nutrition and food security. Pathways is well positioned to support government as part of this process, noting the review has identified opportunities for better linking and coordinating its own work on the

ground as well as with other programs such as DFAT's business, rural development and gender programs (which Post has not effectively linked and leveraged).

- IV. **Balance of scaling and implementation:** Communities appear to have greater buy-in and improved knowledge of CBFM, yet still requested more information on the scientific aspects of CBFM, and in particular on the biology and lifecycles of different species of fish. There is opportunity to shift focus to greater implementation in the second phase and support communities to see benefit, especially during the initial phase of CBFM whereby closing of areas to replenishing certain species can take time and lead to frustration. This could be supported by increasing the level of information provided to some communities, and linking with existing rural livelihood development programs implemented by other agencies.
- V. **Engagement with provincial officers:** Provincial staff have been invited to participate and observe project activities across CBFM, livelihoods and nutrition activities. There is opportunity in the remaining phase to take a more structured and intensive approach to building government capacity to promote uptake, transition and sustainability.

4.5 Australian High Commission views

The Pathways project is somewhat peripheral to the day-to-day work of the DFAT Post in Solomon Islands. For this to change, a stronger emphasis on fisheries would need to emanate from Canberra. While WorldFish has sought to maintain engagement with DFAT Post, due to high level of turnover within DFAT, engagement has been weak. The High Commission reported that they had missed opportunities to link in and leverage from other programs such as gender and rural development and expressed an intent to better link and engage with Pathways in the coming phase.

Annex 5: Rapid country assessment – Vanuatu

5.1 Results Chart

Progress	Findings and significant outcomes
Objective 1: Strengthen Pacific institutions	
As a trusted partner of the Vanuatu Government, Pathways has fostered greater coherence, commitment to and prioritisation of CBFM within the national government.	<ul style="list-style-type: none"> • This is the strongest performing objective for Pathways in Vanuatu. • Improved national policy foundation for fisheries resource management reflected in the National Roadmap for Coastal Fisheries 2019-2030. • The high quality Pathways team is thoroughly embedded within the Vanuatu Fisheries Department (VFD) as a trusted partner. • Strong evidence of increased commitment to CBFM, including resource allocation within the Government of Vanuatu (not exclusively attributable to Pathways). • Strong evidence of increased staff capacity, and ongoing mechanisms to support this.
Objective 2: Improve and scale up CBFM	
Research into the efficacy of Pathway's trial strategies can be expected to support the implementation of government scaling strategies under a future project (but not necessarily this one).	<ul style="list-style-type: none"> • Government policy framework and staff capacity clearly improved. • Various interventions are being trialled, with a clear plan to research and gather the lessons from these interventions. But the timing and means of dissemination remains unclear, raising questions about how and when that will lead to policy and implementation change. • Some communities have more awareness of how to manage resources, and are implementing management plans.
Objective 3: Improve livelihoods in support of CBFM initiatives	
Several livelihood interventions being trialled, but not clear if the efficacy of the tool and approach will have been tested sufficiently for uptake and rollout.	<ul style="list-style-type: none"> • Several interventions (including solar freezers, fish preservation and handicrafts) have been trialled, with enthusiastic participation from participating community members, though it is early days in terms of financial returns. • Women's associations have been central to many of these. • Strong, practical partnership with the GoV Cooperatives office provides rigour and an important pathway to sustainability for many of these interventions. • There is a need to more fully consider the biology and lifecycles of different fish species when designing and implementing livelihood interventions, to ensure that project interventions do not increase fishing pressure (and in fact ease the pressure) on fish species at particular risk of over-fishing.
Objective 4: Increase Inclusion of women, youth and marginalised groups	
Recognition of women's contribution in national policy; basic gender inclusion being practised in the project, but no focus on youth or marginalised groups.	<ul style="list-style-type: none"> • Gender inclusion is given significant prominence in the Vanuatu National Roadmap for Coastal Fisheries 2019-2030. • Some increase (from a very low base) in representation of women in project meetings. • Constructive partnerships with women's associations, especially for livelihood interventions, but no particular focus on youth or marginalised groups. • Government, staff and communities are not analysing gender roles and norms related to fishing or identifying and addressing barriers to equality.
Objective 5: Promote food and nutrition security	

<p>Lack of evidence of links between CBFM and resource sustainability. Nutrition research underway.</p>	<ul style="list-style-type: none"> • Some limited anecdotal evidence that CBFM has increased and replenished certain species of fish in some fishing communities. • Research under way, with a clear community commitment to monitoring and data collection.
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5.2 Progress towards Objectives Assessment

On track to achieve objectives	Likelihood	Evidence and rationale for rating
1. Strengthening Pacific institutions		
Enabling environment: Improved policy foundation for CBFM, increased government capacity to support CBFM implementation and to understand and draw on research for evidence based CBFM.	Highly likely	<p>This is the strongest performing objective for Pathways in Vanuatu. The project has provided excellent support to the policy foundation for CBFM by supporting the production and adoption of the Vanuatu National Roadmap for Coastal Fisheries: 2019-2030. This was achieved – appropriately – at the direction of and in strong support of the Vanuatu Fisheries Department (VFD). Vanuatu is the first country to have the New Song developed into a national policy, and it is also aligned with the sub-regional strategy of the Melanesian Spearhead Group. Pathways has been a trusted partner of VFD in this process.</p> <p>There is strong evidence of increased support, including resource allocation within the Government of Vanuatu, to CBFM (though this not exclusively attributable to Pathways). There is also strong evidence of individual staff members being more confident, empowered and able to take on significant management responsibilities (including financial management and planning). The investment in essentially seconding a key VFD staff member to an ANCORS PhD program demonstrates long-term thinking around capacity-building, and commitment to increased scientific research capacity for CBFM policy and implementation. Similarly, the FishSMARD initiative has provided a valued forum for peer-to-peer learning and exchange.</p> <p>Strong working relationships have been built with other departments (such as the Cooperatives office) and provincial fisheries officers. Supported communities report the engagement of VFD in their communities being more frequent and more valuable thanks to the Pathways project.</p> <p>VFD has progressed from minimal CBFM capacity before PacFish, to SPC-led CBFM capacity during PacFish, to a robust and dedicated in-house capability under Pathways. For the future, there is strong evidence of committed senior leadership within VFD, increasing allocation of Government of Vanuatu resources towards coastal fisheries and CBFM more specifically, and growing capacity of personnel.</p>
2. Scaling up CBFM		
Increased technical capacity of Pathways and provincial agency staff to provide integrated support to communities for long term CBFM, in which a greater number of communities	Very likely	<p>As above, the national environment for CBFM has been significantly improved, including through the development and adoption of the Vanuatu National Roadmap for Coastal Fisheries: 2019-2030 and increasing allocation of GoV budget resources. Likewise, as above, staff capacity to implement CBFM in the short- and long-term has been significantly enhanced. There is evidence of strong collaborative working relationships with provincial fisheries officers, to the same end.</p> <p>Pathways has invested in trialling different approaches aimed at getting more communities involved in CBFM rather than focusing on implementing and improving the effectiveness of CBFM in particular communities. Under this objective, the project seeks to trial various engagement methods which will be followed by research into the efficacy of the different approaches. This is an ambitious aim given the relatively small sample size and highly diverse nature of communities and the different threats and issues they face. The results of this scaling work seem intended to be used to inform a future phase of the project, rather than influencing development outcomes within the</p>

increasingly adopt and apply CBFM principles.		<p>life of Pathways. There is need to reconceive this component of the project and consider the value of scaling up implementation within some communities to build on and extend initial outcomes achieved to date and provide more targeted capacity development support to provincial officers in the remainder of the project.</p> <p>While community knowledge and adoption of CBFM will be assessed as part of planned research, the lack of monitoring data available for targeted communities makes it difficult to assess the extent to which communities now understand, adopt and successfully implement CBFM, with the review sighting examples of both successes and challenges in this area. There are as yet no clear examples of a <i>greater</i> number of communities <i>increasingly</i> applying CBFM principles, beyond those in which the project is working. A planned stocktake exercise in 2019 aims to identify such examples.</p> <p>Information provided by selected community representatives during focus group discussions indicates that some communities now have increased knowledge of their resources and are taking steps to manage resources such as establishing taboo (conservation) areas and increasing compliance with national size limit regulations. Some respondents also reported that as a result, they have seen a range of fish species return to their managed areas. At the same time, there does not appear to be any particular focus within Pathways on ensuring that interventions are fully cognizant of the biology and lifecycles of different fish species, to ensure that these interventions do not increase the pressure (and ease the pressure) on fish species at particular risk of over-fishing.</p> <p>The scaling research undertaken through Pathways positions the project well to feed into and support the application of the national CBRM scaling strategy once the research is completed. However, for the government to adopt successful elements, it must understand the aspects of successful engagement and the types of resources and inputs that go into facilitating this. There is a lack of documented assessment and monitoring of the inputs that go into developing the capacity of facilitators, along with the issues they experience and the types and levels of support required. The Pathways scaling approach is communicated in a highly complex manner and needs to be packaged and communicated more simply to government and other stakeholders.</p>
3. Improving livelihoods		
Greater testing and adoption of locally appropriate livelihood options and solutions, building of skills to implement the approach and increasing institutionalisation of the approach by government.	Moderately likely	<p>Several livelihoods options (including fish markets, fish preservation and handicrafts) have been tested and adopted in Vanuatu, though only one of these (fish preservation through bottled fish) is particularly new. While it is early days for these interventions, there is a degree of enthusiasm for their potential among community members (and project staff). There is a lack of articulation of the linkages between livelihoods, CBFM and other project components in the delivery of this project activity.</p> <p>While the livelihoods activities have been enthusiastically adopted by the participants involved, there is little evidence to indicate that the approach of using a diagnostic tool to assess options has or will be institutionalised by government. The VFD does not demonstrate particular interest in alternative livelihoods, though the Cooperatives office is an important and constructive partner in many Pathways livelihoods activities (with important positive implications for the sustainability of interventions).</p> <p>As above, there seems to be very limited understanding or focus on the biology and lifecycles of different species of fish that are being subject to livelihood interventions. This is seen as critical to ensure that livelihoods interventions do not increase pressure (or that they ease pressure) on fish species at particular risk of over-fishing. As a case in point, increases in coastal CBFM and associated livelihood interventions (such as bottled fish and improved freezer and market access) have seen an increase in fishing pressure on deepwater species,</p>

		<p>collectively known as ‘poulet fish’, with many interviewed community members stating they now target these species as they are highly prized and command a higher market price. For those species where biology is known, relative to reef fish, deepwater snappers are long-lived, slow growing and late maturing. It is feared that short-term increases in catches of these species, through increased market interest and access, will turn into medium to long-term population declines. A greater focus on targeting the most appropriate fish species – designing interventions and disseminating information to communities accordingly – should be a priority in the remainder of the project.</p> <p>With the exception of handicraft weaving activities at Ikaikau and Imatu communities on Aniwa, all other livelihood interventions trialled by the project are fish-focused (e.g. better market access, solar freezers and fish preservation techniques such as bottled fish). Surprisingly, there is no monitoring being undertaken on the level of harvests before and after implementation of these livelihood activities, Subsequently, even basic questions such as ‘does the occurrence of solar freezers at a site increase the amount of fish caught?’ will remain unanswered by the project. Ideally, monitoring should have been conducted before and after implementation, or at least a detailed formal risk assessment carried out prior to roll-out of the interventions, to understand their potential impact on coastal resources. Given increasing transport efficiency and market options facilitated by the project, Pathways needs to consider very carefully the impact of rolling out solar freezers on already overfished stocks, and, where possible, consider alternative livelihood options, including non-fisheries focused interventions. The current absence of non-fisheries focused livelihoods is disappointing, particularly given that both the Introduction and Objective 4 of the Project Document respectively discusses the importance of and work around alternative livelihoods.</p> <p>Consideration to equity in livelihoods activities is adequate, for example a number of livelihood initiatives were undertaken with and through women’s groups, but is not a particular strength of the program. There are some positive local outcomes in terms of disability inclusion, for example a person with a disability playing a leading role in the relevant women’s committee for one fish preservation activity, but that was not a result of the Pathways project (rather to the inclusive approach taken by the women of the relevant communities).</p> <p>At the end of the project, Pathways will be in a position to provide a study of the trialling and adoption of several alternative livelihood ideas. However, there is no evidence of sophisticated baseline comparisons to allow comparative measurement of impact. It is not clear if the efficacy of the tool and approach will have been tested sufficiently for uptake and rollout.</p>
4. Empowering women, youth and marginalised groups		
A strengthened enabling environment for gender and inclusion with government fisheries policy and implementation supporting greater inclusion. Increased representation and genuine participation of women, youth and	Possible	<p>Gender inclusion is given significant prominence in the Vanuatu National Roadmap for Coastal Fisheries: 2019-2030, with the first stated key guiding principle being ‘Recognise women’s contribution to coastal fisheries and promote more inclusive fisheries management and livelihoods’. There is less clear evidence of gender inclusion being a prominent priority for VFD in implementation, or of the Pathways project urging them further in that direction. Gender inclusion is clearly an ambition of the Pathways project, but the progress made to date in Vanuatu is better characterised as basic gender inclusion in a development program rather than driving efforts that ‘increase the voice of and influence of women, youth and marginalised groups in coastal fisheries, and improve their access to and control over resources and fisheries benefits’.</p> <p>At the 14 August 2019 meeting of community representatives in Port Vila 3 (out of 16) community representatives were women – up from 0 the last time such a meeting was held (2017). There is anecdotal evidence of more vocal female participation in community meetings, but no clear monitoring data to confirm that.</p>

marginalised groups in community fisheries and project activities.		<p>While a number of Pathways interventions work with and through women's associations, there is no evidence of particular focus on youth or marginalised groups. As above, there are some positive local outcomes in terms of disability inclusion, for example a person with a disability playing a leading role in the relevant women's committee for one fish preservation activity, but that was not a result of the Pathways project.</p> <p>Pathways is potentially missing opportunities to learn about inequity in the context of fisheries and support initiatives which actively analyse and address barriers to inequality. Other programs such as DFAT's Pacific Women and other gender programs could be drawn on to help to deepen the program's gender and inclusion work.</p>
5. Food security		
Improvements in coastal resource status following implementation of CBFM. Research used to identify nutrition problems and their root cause and associated strategies developed and underway to address these with a focus on the role of fish in diets.	Moderately likely	<p>It is difficult to assess the extent to which this objective is likely to be achieved given the sequencing of activities related to this objective, with research and interventions in their early stages. There is some limited anecdotal evidence provided by some community representatives to indicate that CBFM has increased and replenished certain species of fish in some fishing communities. However, there is a lack of overarching information to demonstrate that CBFM activities undertaken through Pathways has improved the performance of sustainable fisheries.</p> <p>As above, there does not seem to be any strong focus on the biology and lifecycles of different species of fish, to ensure that project interventions do not increase pressure (or that they ease pressure) on fish species at particular risk of over-fishing. This is critical to improving coastal resource status. A greater focus on targeting the most appropriate fish species – designing interventions and disseminating information to communities accordingly – should be a priority in the remainder of the project.</p> <p>Nutrition-focused research is still under way, with some information being disseminated, such as via workshops and a nutrition film. There is a significant level of interest in VFD, communities and elsewhere in this area, so a degree of confidence that in time research will be utilised to identify nutrition problems and develop policies and strategies.</p> <p>Community representatives clearly saw value in the Tails data monitoring system, and demonstrated commitment to ongoing data collection through this mechanism.</p> <p>There are no evident links to relevant departments, such as the Ministry of Health, and their programs in support of the management and use of fish as a food and nutritional security issue. There appears to be limited consideration given to the dissemination of data beyond reports and publications. There is need for the project to engage government at key points of the nutrition research and implementation process and explore practical ways to ensure key findings and messages are connected with policy and decision makers – including within the Ministry of Health.</p> <p>The Pathways activity in one inland community (Sara) presents an interesting opportunity for research and learning – especially with regard to the role of fish in non-coastal diets, and how transportation and trade in fish can influence nutrition and local supply, both to Sara and fishing communities. This initiative was pursued despite some initial reluctance from counterparts to operate a CBFM program in an inland community, but has proven its worth in terms of the insights it offers.</p>

5.3 Change stories

“The solar freezer has boosted our livelihoods. It used to be that we had limited means of making money, and people would go and catch fish when they needed something. Now, once the freezer is full, the community members go to the freezer for fish instead of to the sea – so only the fishermen are fishing now. Some mamas buy, cook and sell fish to have money for school fees. Some school and church groups have raised money in the same way.”

-Female, community representative

“The solar freezer has made life easier. Before, we had to consume fish quickly. Now, mamas can store food for later. The freezer complements the taboo [conservation] area, because the freezer allows the fishermen to go a long way out and bring in a big catch. It has also increased our trade in fish, allowing us to sell to other islands.”

-Female, community representative

“In recent years we didn’t know what size trochus could be taken, or what kind of fishing gear was appropriate to use. Thanks to the information provided by the project, including the posters, we now only take 19cm trochus. Likewise for lobsters, coconut crabs etc.”

-Male, community representative

“It used to be hard to get protein. Previously, the Fisheries Department had provided a freezer, but no training or support. This project has provided that support. The primary produce in our area is copra, so when the copra price drops, the fish income allows people to pay their school fees.”

-Male, community representative

“In our inland community, people used to have to travel a distance to the sea to get fish protein. But now they can buy from the fish market cooperative. The kids also benefit – they have a more diverse diet which is good for preventing non-communicable diseases. The mamas have started to have a say – the fish market is managed by the mamas, who have been trained by the Cooperatives office.”³⁷

-Male, community representative

“Previously, there was a lot of sickness (such as diabetes) and not many opportunities to make money. Now all the community members (men, women, children, old people) have access to fish. People’s diets are increasingly healthy (more fresh food, instead of tinned food). The mamas can make an income – selling handicrafts to the cruise ship passengers. And the cooperative pays a dividend to its members each year.”

-Male, community representative

5.4 Key insights and reflections

- I. **Integrated partnership with government:** The Pathways team is meaningfully embedded within the Vanuatu Fisheries Department (VFD), with working relationships of trust, mutual commitment, alignment of purpose, co-location and most of the in-country Pathways team employed as officials of the department. VFD management value the contribution of the Pathways team, and the Pathways team are responsive to VFD direction. Strong working relationships seem to have been built with provincial fisheries officers. Communities perceive that the Pathways team and VFD are not synonymous, but understand and value the way they work together and, critically, broadly understand that the project represents the Government of

³⁷ Vanuatu Government Office of the Registrar of Cooperatives and Business Development Services.

Vanuatu acting for the benefit of communities. More frequent reporting to VFD senior management would be valued, and should be prioritised.

- II. **Linkages with other programs:** Pathways has helped produce and aligned behind the Vanuatu National Roadmap for Coastal Fisheries: 2019-2030. VFD senior management is eager to ensure close harmonisation between the various related programs of support, including the JICA-funded Grace of the Sea project and a marine spatial planning project. More proactive effort should be put into information sharing and joint planning to this end.
- III. **Lessons learned informing action:** A number of diverse interventions are being trialled, enabling the learning of valuable lessons. It remains unclear how – and when – those lessons will be translated into policy advice, change and action. The timeframes for the packaging of lessons learned do not appear to allow for supported implementation of those lessons within the life of this project phase. Clarity should be achieved, as soon as possible, on what learnings can be finalised, appropriately packaged for decision makers and disseminated for action before the end of this project phase.
- IV. **Integration of livelihoods and conservation objectives:** Some livelihoods interventions – from both Pathways and related projects – have been successful in increasing the fish catch for communities. While this is an important contribution to livelihoods and nutrition, there does not seem to be any consideration of the biology and lifecycles of different species of fish that these initiatives are targeting, to ensure that these interventions did not increase pressure (or eased pressure) on fish species at particular risk of over-fishing, or of monitoring the effect of livelihood interventions on local catches and resource status. A greater focus on targeting the most appropriate fish species – designing interventions and disseminating information to communities accordingly – as well as monitoring impacts of livelihood interventions, should be a priority in the remainder of the project.
- V. **Coordination of large amounts of activity:** Pathways is transdisciplinary, diverse and not just focused on one side of fisheries management. The project is working towards a lot of objectives, and is appropriately responsive to VFD requests and direction, making it a complex project. The project would benefit from a clear articulation of what results are anticipated to be achieved by the end of the project. This would also be useful to donors planning future research and programming.

5.5 Australian High Commission views

The Pathways project is somewhat peripheral to the day-to-day work of the DFAT Post in Vanuatu but is nonetheless seen as an important component of Australia's aid program there. The project represents the High Commission's only work in the productive sectors in Vanuatu, and is highly relevant to their broader resilience work. The High Commission are satisfied with the level of information sharing, and would like to find more public diplomacy opportunities related to the project.

Annex 6: Progress towards outputs

On track to achieve objectives (using core criteria)	End-of-project target [3 countries]	Project target at 50% completion [3 countries]	Achievement of outputs - quantitative evidence				
			Project total/avg	KIRIBATI	SOLOMON ISLANDS	VANUATU	PROJECTWIDE or REGIONAL
1. Strengthening Pacific institutions							
Number of translation outputs	>50	>25	21	3	5	5	8
Increase in staff allocated to coastal fisheries in each agency	50%	50%	-	Country level data not available at the time of reporting	Country level data not available at the time of reporting	Country level data not available at the time of reporting	N/A
Project activities conducted in collaboration with one or more national agencies	>50%	>50%	75%	54/69 activities (78%)	96/114 activities (84%)	74/118 activities (63%)	N/A
2. Scaling up CBFM							
Number of communities directly engaged with	60	30	113	42	38	33	N/A
Number of communities that have received info on CBFM	120	60	113	31	37	33	N/A
Number of information material produced	30	15	16	7	2	6	1
Number of new management plans	9	4	23	6* *2 management plans developed with co-funding from NZ MEAT	16* *15 management plans developed with co-funding from ADB; one	1	N/A

On track to achieve objectives (using core criteria)	End-of-project target [3 countries]	Project target at 50% completion [3 countries]	Achievement of outputs - quantitative evidence				
			Project total/avg	KIRIBATI	SOLOMON ISLANDS	VANUATU	PROJECTWIDE or REGIONAL
				Tobwan Waara project; one management plan developed with co-funding from MELAD LDCF project.	management plan ratified during under Pathways following work begun during Phase 1/PacFish.		
Number of communities implementing CBFM principles	100	50	40	12 project sites. Wider data not available at time of reporting	21 project sites. Wider data not available at time of reporting.	7 project sites. Wider data not available at the time of reporting	N/A
3. Improving livelihoods							
Indicators of well-being from the panel study attributable to CBFM implementation (BM)	Increase	Increase	N/A	Data not available at time of reporting. Baseline data currently being analysed.	Data not available at time of reporting. Baseline data currently being analysed.	Data not available at time of reporting. Baseline data currently being analysed.	N/A
Number of on-going coastal livelihood diversifications interventions for men and women	3	1	3	0	1* * intervention implemented with co-funding from Swedbio.	2	N/A
Number of tilapia ponds [VUT only]	TBD	TBD	0	N/A	N/A	0	N/A
Change in income among men and women participants	Increase	Increase	Increase (SLB)	N/A	The 127 women participants	Data collection for Sara market	N/A

On track to achieve objectives (using core criteria)	End-of-project target [3 countries]	Project target at 50% completion [3 countries]	Achievement of outputs - quantitative evidence				
			Project total/avg	KIRIBATI	SOLOMON ISLANDS	VANUATU	PROJECTWIDE or REGIONAL
					have saved over 3000 USD in the solar freezer enterprise.	initiative and Newora women's association cooperative enterprise is underway.	
4. Empowering women, youth and marginalised groups							
Percentage of women attendees	40%	40%	40%	357/978 (37%)	1077/2309 (47%)	814/2332 (35%)	N/A
Percentage of articles and media moments produced that draw attention to gender and fisheries	75%	75%	26%	1/10 (10%)	6/18 (33%)	3/12 (25%)	4/13 (31%)
Percentage of project facilitated events that use gender-sensitive facilitation techniques	60%	60%	-	Data not available at time of reporting	Data not available at time of reporting	Data not available at time of reporting	N/A
Percentage of partner agency staff attending short courses are women	40%	40%	61%	22/37 attendees (59%)	19/22 attendees (86%)	38/102 attendees (37%)	N/A
Percentage of activity attendee contributions are from women	50%	50%	-	Data not available at time of reporting	Data not available at time of reporting	Data not available at time of reporting	N/A
Percentage of CBFM community associations that have women representatives	75%	75%	-	Data not available at time of reporting	Data not available at time of reporting	Data not available at time of reporting	N/A

On track to achieve objectives (using core criteria)	End-of-project target [3 countries]	Project target at 50% completion [3 countries]	Achievement of outputs - quantitative evidence				
			Project total/avg	KIRIBATI	SOLOMON ISLANDS	VANUATU	PROJECTWIDE or REGIONAL
5. Food security							
Number of nutrition information materials produced	5	2	1	0	0	1	0
Number of communities received nutrition information	30	15	24	0	23	1	N/A

Annex 7: List of consultations

Consultations from Australia

ACIAR

- Ann Fleming, Research Program Manager - Fisheries
- Christine Pahlman, Manager – Global Programs

DFAT

- Anh Thu Nguyen, Pacific Fisheries and Oceans Section
- Cherie Lambert, Pacific Fisheries and Oceans Section
- Fiona Lynn, Agricultural Development and Food Security Section

Project Team

- Prof. Neil Andrew, Coastal Fisheries Project Leader
- Lisa Wraith, Project Manager, Project Support and M&E
- Dirk Steenbergen, CBFM Project Lead in Vanuatu, scaling theme co-leader
- Aurelie Delisle, CBFM Project Lead in Kiribati, capacity building leader
- Pip Cohen, WorldFish, CBFM Project co-lead in Solomon Islands, gender theme co-leader
- Delvene Boso, WorldFish CBFM Project co-lead in Solomon Islands
- Hampus Eriksson, WorldFish, livelihoods theme leader, Fisheries Management, M&E
- Jillian Tutuo, WorldFish, nutrition theme leader
- Owen Li, Communication Coordinator
- Terry Opa, M&E and Knowledge Management consultant
- Danika Kleiber, Worldfish/JCU gender theme co-leader

Australian Department of the Environment and Energy

- Dr Andrew Chek, Regional Engagement Section

New Zealand MFAT

- Joanna Anderson, Unit Manager, Pacific Oceans and Fisheries
- Zoe Higgins, Policy Officer, Pacific Oceans and Fisheries

European Union

- Marta Brignone, Programme Officer, Natural Resources Governance

SPC

- Neville Smith, Director FAME
- Andrew Smith, Deputy Director FAME (Coastal Fisheries)
- Lindsay Chapman, former SPC Deputy Director FAME (Coastal Fisheries)
- Ian Bertram, Coastal Fisheries Science and Management Advisor

Locally Managed Marine Area Network (LMMA)

- Hugh Govan, Consultant (and USP Adjunct Senior Fellow, advisor to LMMA)

Solomon Islands

Project team

- Pip Cohen, Delvene Boso, Hampus Eriksson, Jillian Tutuo (as above)
- Faye Siota, Fisheries Officer, seconded to MFMR CBRM section

- Meshach Sukulu, Malaita CBRM and community engagement
- Andrew Song, fisheries governance (first year of project only)
- Ronnie Posala, Western Province CBRM
- Chelcia Gomese, gender, community engagement
- Janet Oeta, community engagement, M&E, nutrition
- Margaret Batalofo, research analyst
- Joelle Albert, former nutrition theme leader, FADs (left the project in March 2019)
- Cynthia McDougall, gender adviser
- Senoveva Mauli, UoW PhD student

National and provincial government fisheries officials

- Rosalie Masu, Solomon Islands MFMR Deputy Director
- Ivory Akao, Fisheries Officer, MFMR
- Agnetha Vave-Karamui, Chief Conservation Officer, MECDM
- Assaneth Buarafi, Principal Fisheries Officer, MFMR
- Peter Kenilorea, Chief Fisheries Officer, MFMR
- Dura Kauhiona, Project Officer, MFMR
- Regon Warren, Ambo Tewaki, Aloysius Aropa and Stephen (WorldFish Nusa Tupe)

Community members

- Community representatives from Ambitona, Adaitolo, Langalanga, Masa, One, Arange, Mararo, West Are'are Rokotaniken and Hauhui (7 men, 4 women)

Australian High Commission

- Cass Grant, Second Secretary Economics

Other donors (New Zealand MFAT and the European Union)

- Anna Schwarz, MFAT institutional strengthening programme, Pathways PRC member

Vanuatu

Project team

- Pita Neihapi, CBFM in-country leader
- Ada Sokach, CBFM project officer
- Douglas Koran, CBFM project officer
- Abel Sami, CBFM project officer
- Jeremie Kaltavara, UoW PhD student

National and provincial government officials

- Moses Amos, Director General Ministry of Agriculture, Forestry, Fisheries and Biosecurity (MALFFB), PRC Chair, Former Director FAME SPC
- Sompert Gereva, Deputy Director Coastal Fisheries, Aquaculture
- Lucy Joy, Principal National Data Officer
- Rolenas Tavue, Department of Environment
- Kalo Pakoa, Former Director, VFD
- Clay Sara, Sanma Fisheries Development Officer
- Malcolm Linenawak, Penama Fisheries Officer

- Malili Malisa, Malampa Provincial Fisheries Officer
- Leon Luken, Aniwa Area Secretary
- Tom Kiri, Tafea Fisheries Officer
- Rolenas Tavue, Department of Environment
- Officer, Office of the Registrar of Cooperatives and Business Development Services
- Jimmy, Authorised Fisheries Officer Shefa
- John Laggest Akurkur, Authorised Fisheries Officer Pellongk

Community members

- Community representatives from Namasari, Port Olry, Hog Harbour, Sara, Tasariki, Leviamp, Ikaokao, Isavai, Imatu, Mission Bay, Harold Bay, Kwamera (9 men, 3 women)
- Numerous members of the communities of Nekapa and Woralapa (Newora), North Efate (one-day community visit)

SPC

- Jason Raubani, SPC Coastal Fisheries Policy Development (formerly Director Policy at VFD)

Delivery partners

- Joanne Dorras, Wan Smolbag script writer and production manager
- Jodie Devine, Project Manager, Wan Smolbag
- Wan Smolbag theatre team members

Australian High Commission

- Helen Corrigan, Senior Program Manager (Recovery)
- Dorah Wilson, Program Manager (Recovery)

Kiribati

Project team

- Tarateiti Uriam, CBFM in-country leader
- Toaiti Vanguna, CBFM officer
- Rooti Tioti, CBFM officer
- Beia Nikiari, CBFM officer
- Tekateteke Metai, CBFM officer

National and provincial government fisheries officials

- Agnes Yeeting, MFMRD Secretary
- Tooreka Teemari, MFMRD Director Coastal Fisheries Division
- Rateiti Vaimarie, Head of Research Unit (Coastal Fisheries Division)
- Taati Eria, Head of Training and Information Unit (Coastal Fisheries Division)
- Joana Rabaua, Hatchery Unit, MFMRD
- Reatara Arum
- Frangela Tooto, MFMRD
- Karibanang Tamuera, Principal Fisheries Officer (Coastal Fisheries Division)
- Kobeia, Matarais, Tamwera, Teremea, Fisheries Assistants, MFMD

Community members

- Community representatives from Butaritari, Abaiang, North Tarawa, Naanikaai, Maiana, Marakei, Nonouti, Abemama, Taiteuea, Aranuka, Makin (21 men including 5 youth, and 4 women)

Delivery partners

- Jessica Saunders, FAO

Australian High Commission

- Bruce Cowled, High Commissioner
- Program Manager, Australian High Commission

Other donors

- Michael Upton, New Zealand High Commissioner
- Simon Diffey, NZ MFAT Tobwan Waara Programme Manager
- Tererei Reema Abete, Coordinator of the LDCF GEF project in MELAD