

# **Proposal for a Management Capacity Building Program to Support the PHOENIX ISLANDS PROTECTED AREA (PIPA)**

Submitted to the PIPA Management Committee and GEF PIPA Management Group by the PIPA Capacity Building Planning Team and NOAA

**September 2012**

## **EXECUTIVE SUMMARY**

At the December 2011 Global Environment Facility (GEF) PIPA Inception Workshop meeting, the U.S. National Oceanic and Atmospheric Administration (NOAA), was asked to join the GEF PIPA Management Group to help identify capacity building needs of the PIPA staff and PIPA Management Committee ministry staff with the goal of moving towards making the PIPA Management Plan operational. Towards this end the NOAA International MPA Capacity Building Program worked with the PIPA Director, GEF PIPA Management Group (GEF PMG) and PIPA Management Committee (PMC) to undertake a needs assessment to identify capacity building needs. After completing the needs assessment, NOAA convened a three-day workshop during which a Capacity Building Planning Team composed of PMC representatives, the PIPA Director, and Conservation International designed a framework for the PIPA capacity building program.

The Capacity Building Planning Team recommendations are presented herein as are the steps undertaken that led to those recommendations. A multi-year program is recommended that includes a mentor program in which some of the participants become the future trainers to continue the program. The Planning Team felt that institutionalization of the program was important but how and where to institutionalize the program was not finalized. Capacity needs identified were more extensive than could be covered in three years but are captured herein to document the thoughts of the Planning Team.

The top ten capacity building priorities identified include:

- PIPA Basics: Understanding PIPA Resources, Threats, Management, and Regulations
- Protected Area (PA) Management Planning and PA Management Concepts
- Development of an Education, Communication and Awareness Strategy/Plan
- Fisheries Observer Training about PIPA and Protected Areas – How Observer Data are Used by Resource Managers
- How to Fundraise
- Research and Monitoring – Kanton Multidisciplinary Mission Planning
- Enforcement Techniques for Investigating Violations and Evidence Collection
- Kanton Community PIPA Awareness Program
- Project Management: Project Design, Management and Financial Tracking

- Planning for Sustainable Tourism

## **BUILDING THE FRAMEWORK FOR A PIPA CAPACITY BUILDING PROGRAM**

### **PIPA Capacity Building Planning Team**

In June 2012, a PIPA Capacity Building Planning Team convened for a three-day facilitated workshop in Tarawa to analyze and prioritize the results of the needs assessment, identify any gaps, and develop the framework for a multi-year capacity building program for PIPA and its stakeholders. Manikaoti Timeon, Secretary of the Ministry of Environment, Lands and Agricultural Development and Chair of the PMC kicked off the workshop, and NOAA and the PIPA Director co-facilitated the workshop.



The PMC, PIPA Trust staff, and long-time PIPA partners, Conservation International (CI) and New England Aquarium (NEAq) were invited to participate in the workshop. Those attending the workshop are henceforth called the Planning Team. A list of the Planning Team participants is provided in Annex 1.



There was good representation of the PMC on the Planning Team, including several divisions of the Ministry of Environment, Lands and Agricultural Development (MELAD) including PIPA, Environment and Conservation, and Agriculture and Livestock divisions. In addition, the Planning Team included staff from Fisheries, Tourism, and Maritime Police. Conservation

International (Sue Taei) also participated on the Planning Team. Mary Sue Brancato from NOAA and PIPA Director Tukabu Teroroko co-facilitated the workshop.

After introductions and an overview of the workshop structure and role of the Planning Team, participatory group exercises were undertaken over the course of the three days to help the Planning Team design a framework for the PIPA capacity building program. The results of this process are described below.



### SWOT Analysis

To start with, participants read through excerpts from the PIPA management plan for 2010-2014 (Annex 2). Because the ultimate goal of the PIPA capacity building program is to help make the PIPA management plan operational, it was important for the Planning Team to understand the mission and objectives set forth in the management plan.

With the PIPA mission and management plan objectives in mind, a “SWOT” analysis was conducted to clarify the purpose and need for a capacity building program for the PIPA. SWOT analysis is a tool used to analyze existing strengths, weaknesses, opportunities and threats. The results of this analysis are presented below.

<b>STRENGTHS (INTERNAL to PIPA)</b>	<b>WEAKNESSES (INTERNAL to PIPA)</b>
<ul style="list-style-type: none"> <li>- Largest World Heritage site (<i>also an opportunity</i>)</li> <li>- Ecosystem based management possible (PIPA has control of land, lagoons, reefs and pelagic)</li> <li>- Established PIPA Management Committee (all relevant ministries)</li> <li>- PIPA islands - the internal waters are in full control by Kiribati Government (<i>also a weakness?</i>)</li> <li>- Some Tourism facilities on the main island - Kanton (airstrip, wharf)</li> <li>- high internationally significant biodiversity value and well documented</li> <li>- potential to generate economic growth from its naturalness</li> </ul>	<ul style="list-style-type: none"> <li>- PIPA is remote and isolated (<i>also a strength</i>)</li> <li>- Big area to police</li> <li>- High cost to access area</li> <li>- Less biosecurity control on vessels visiting PIPA</li> <li>- Limited resources including skilled personnel</li> <li>- Some tourism facilities on the main island needed - Kanton (airstrip, wharf, fuel depot, housing, interpretive facilities e.g., signboards, trails, etc.)</li> <li>- Access is difficult (transport)</li> <li>- Lack of human resources for PIPA – Kanton, Tarawa and Kiritimati</li> <li>- Lack of awareness of PIPA (both within Kiribati and outside)</li> </ul>

<ul style="list-style-type: none"> <li>- existence of abundance and healthy island biodiversity</li> <li>- it meets the objective of most biodiversity related Multilateral Environment Agreements [MEAs] (e.g., CBD, WHS, Ramsar)</li> <li>- sustainable tourism development potential (<i>also an opportunity</i>)</li> <li>- high level political awareness and support (WHS)</li> <li>- whole government approach</li> <li>- establishment of the PIPA Trust</li> <li>- success of invasive eradication on 4 islands – important to potential partners and funding</li> <li>- partnership (CI and NEAq)</li> <li>- isolation and remoteness</li> <li>- first of its kind, a model (<i>also a weakness</i>).</li> <li>- Tuna spawning site</li> <li>- Pristine terrestrial and marine environment except Kanton.</li> <li>- First of its kind to receive international attention.</li> <li>- Solid research programme, well published.</li> <li>- Amelia Earhart history</li> </ul>	<ul style="list-style-type: none"> <li>- High surveillance cost</li> <li>- Only one patrol boat</li> <li>- Fragile and vulnerable</li> <li>- Lack of communication equipment (e.g., VMS, VHF, satellite equipment)</li> <li>- Limited capacity to work on PIPA on a day to day basis</li> <li>- Lack of budget</li> <li>- Lack of awareness (locally – outer islands – vessel captains)</li> <li>- Lack of understanding of the ‘reverse fishing’ license and its relationship with the vessel day scheme (VDS)</li> <li>- Risk of lack of partners, donors and local capacity to fully implement PIPA.</li> <li>- Trust not operational yet</li> </ul>
<p style="text-align: center;"><b>OPPORTUNITIES (EXTERNAL to PIPA)</b></p> <ul style="list-style-type: none"> <li>- Strong political will</li> <li>- Internationally recognized</li> <li>- Natural laboratory for climate change research</li> <li>- Eco-tourism</li> <li>- Important feeding and breeding ground for seabirds</li> <li>- Hosts rare species</li> <li>- Tuna breeding ground</li> <li>- World largest and deepest marine heritage site</li> <li>- Model for new potential MPAs</li> </ul>	<p style="text-align: center;"><b>THREATS/PROBLEMS (EXTERNAL to PIPA)</b></p> <ul style="list-style-type: none"> <li>- Illegal fishing (IUU)</li> <li>- Increased pressure from fishing</li> <li>- Pressure for scientific research (bio-medical, marine mammals, bio-discovery)</li> <li>- Seabed mining</li> <li>- Illegal landings</li> <li>- Tourism impact on PIPA ecosystem (e.g., walking on corals)</li> <li>- Pollution to the marine environment from visiting vessels, etc.</li> <li>- Climate change</li> </ul>

<ul style="list-style-type: none"> <li>- Training Opportunities</li> <li>- Employment opportunities</li> <li>- Revenue generation</li> <li>- Application of VDS (as new tuna conservation evaluation)</li> <li>- Unique scientific research</li> <li>- Partnership potential and donors</li> <li>- Foreign and local investment</li> <li>- Attracts financial investment that would benefit relevant line ministries besides PIPA.</li> <li>- Enhances resiliency</li> <li>- Informs the world.</li> <li>- Amelia Earhart history</li> </ul>	<ul style="list-style-type: none"> <li>- Supportive legislation may not be sufficient (gaps in existing legislation)</li> <li>- Invasive species</li> <li>- Groundings</li> <li>- Capacity of the Kiribati government (human resources, institution and financial aspect)</li> <li>- Poor management (lack of best management practices and awareness)</li> <li>- Amelia Earhart history attracting tourism and treasure hunters</li> <li>- EEZ boundary conflict</li> <li>- Tokelau equidistance boundary issue</li> </ul>
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Note: A glossary of acronyms is provided in Annex 3.

### **Needs Assessment Survey and Group Interview Results**

With the SWOT analysis in the minds of Planning Team participants, NOAA presented the results of the needs assessment for the team to evaluate if the needs identified matched up with some of the elements identified by the SWOT, and therefore could build on some of the strengths, enhance some of the opportunities and help strengthen areas of weakness or threats.

The capacity building needs assessment was performed in April-June 2012 by NOAA and the PIPA Director. The assessment consisted of two parts: 1) a survey completed by PIPA staff and staff at the ministries represented on the PMC, and 2) focused in-person interviews with staff at several of the ministries on the PMC. The survey was distributed to all of the PMC members in April-May 2012. PMC members had been encouraged to complete the survey themselves, as well as have their staff complete the survey to obtain a cross section of needs across different positions. In all, about 35 people were asked to complete the survey and 15 responses were received – a response rate of about 48 percent. Although not all of the PMC ministries responded, the 15 responses represented a good cross section of the ministries on the PMC. All of the ministries that participated in the Planning Team were also represented by the survey responses, and no ministry responses far out-numbered the responses of the other ministries, with the exception that since PIPA only had a Director at the time, there was only one PIPA staff person to respond.

Capacity building needs identified by more than half the survey respondents were those that the Planning Team focused on during the remainder of the workshop, as well as a few gaps identified by the team or through the focused interviews. In total, 29 capacity building components were identified for further



exercise also provided a means for the Planning Team to bundle the capacity building needs into the following larger categories or main branches:

- Resource Protection
- Protected Area Management Planning and Protected Area Management Concepts
- Planning for Sustainable Tourism
- Feasibility and Impact Assessment Tools
- Research and Monitoring
- Project Design, Management & Tracking
- Fundraising/Income Generation
- Education, Awareness and Outreach
- Core Generic Skills (e.g., software, tools, first aid)

When it comes to undertaking a capacity building component, some of the items within a bundle may be able to be combined in the training activities, others may not. Regardless, the mind mapping activity allowed the Planning Team to discern broader program areas in managing the PIPA.

### **Establishing Objectives for Each of the Capacity Building Components**

Next the Planning Team developed objectives for each of the capacity building components in order to clarify the desired result of undertaking each. They focused on making the objectives specific, measureable, realistic and time-limited, plus they identified the audience for each of the capacity building components. Both short term (skills, knowledge or product you want to achieve as a result of the training) and long term (what you want to be able to implement after the training that you could not implement before the training) objectives were defined for the 10 highest priority capacity building components. The objectives are presented in the table below.

### **Stakeholder Engagement**

The Planning Team brainstormed to come up with a list of current or potential PIPA stakeholders and then discussed whether any particular stakeholders should be invited to attend the different capacity building components identified. Their interest in the PIPA, their importance to the successful management of the PIPA, and how their involvement might contribute to the success of the PIPA were discussed. From the discussions, the list of stakeholders most critical to the success of the PIPA was determined, and specifically which capacity building components the Planning Team felt it was important for them to attend. The most critical stakeholders are identified below and the particular capacity building components the Planning Team felt it was important for them to attend is indicated in the target audience section of the prioritized list of components in a section that follows.

#### All of the PMC Ministries

- Fisheries
- Police
- Environment
- Finance
- Tourism
- Agriculture
- AGs
- Foreign Affairs
- Commerce
- Line & Phoenix Islands
- Culture
- PIPA Office

#### Educators (K-12)

Kanton Community

Distant Water Fishing Nations (DWFNs)

Private and government shipping

Ecotourism operators

#### **Cultural Sensitivities**

The Planning Team identified the following cultural sensitivities or learning preferences that those providing capacity building in Kiribati may find useful.

- Be aware of sitting arrangements in order to not show your back when passing by or be sure to bend down while passing by others.
- Trainings should not be held on Sundays – church time.
- There is a hierarchy - respect elders/ seniors in the group while talking
- Avoid going beyond about 4:30pm in the evening time for trainings due to home life practices. Similarly, do not start earlier than 8:00am.
- 'mweaka' e.g sevusevu at the local communities - this is a protocol while visiting the local mwaneaba – to provide a gift or \$20 as appreciation of the community hospitality and engagement with the team. (Applicable while targeting the local communities)
- Use of appropriate words and tools - e.g., avoid swear words in the workshop and use proper tools for specific audiences
- Be sensitive to proper groupings - e.g., gender concerns. (Applicable while targeting the local communities)
- Start with an opening prayer and introductions
- Prevent repetitive types of training (some types of training have occurred many times)
- Use a bottom- up approach - e.g., encourage engagement of target participants and avoid workshops that tell the participants what to do
- Dress properly – e.g., women should not wear shorts while in a local maneaba and no one should wear hats

- Acknowledgements from the group - e.g., it's important for the facilitator to extend acknowledgement to the host at the maneaba
- Observe island protocol at the local mwaneaba – avoid pointing toes

In addition, it was advised that facilitators :

- Set 'Ground Rules'
- Use mechanisms to avoid allowing someone to dominate the discussion
- Use participatory, interactive activities , such as simulation games

## **SETTING PRIORITIES FOR THE NEXT SEVERAL YEARS**

### **Criteria for Prioritizing Capacity Building Components**

The following factored into the prioritization process: urgency, logical sequencing of components, PIPA management capacity need, extent of benefit , enabling environment (e.g., funds already available, existing partner or someone in-house has the expertise to train others).

One component - Revision of Acts and Regulations - was eliminated from consideration because the Planning Team felt that the PMC should form a sub-committee to work on harmonizing enforcement provisions under the different Acts. Staff from Fisheries, PIPA, Maritime Police and Agriculture should all be involved on the sub-committee.

Keeping the criteria in mind, the Planning Team went through the remaining 29 capacity building components and prioritized them from 1 (low) to 10 (high). Those with the same score are not listed in any additional order of priority. Core skills, such a learning computer software or first aid procedures, are not defined further than listing them at this point.

### **PIPA Planning Team Prioritization of Capacity Building Components Identified as Needs by PIPA Staff, PMC Members and Staff**

The 10 capacity building components considered of the highest priority were described more fully by the Planning Team, including short and long term objectives, and the targeted audience for undertaking the capacity building component.

In addition to participatory workshops, internships, exchanges, on-line training, certificate programs, and off site (programs outside of Kiribati), were briefly discussed as possibilities for some of the components; however, the 10 highest priorities all took the form of participatory workshops to be held locally to maximize attendance and minimize costs.

<b>Capacity Building Component and Priority (1= low, 10=high)</b>	<b>Issue</b>	<b>Strategy/Outcome</b>	<b>Target Audience</b>
<p><b>1</b></p> <p><b>PIPA Basics: Understanding PIPA Resources, Threats, Management, and Regulations (10)</b></p>	<p>Lack of knowledge of the PIPA - resources, threats, challenges, PIPA management plan, PIPA regulations</p>	<p>A short course appropriate for multiple audiences to increase awareness and involvement in the PIPA. For participants to have an understanding of the PIPA and a sense of ownership such that they can contribute to implementation of strategic actions.</p> <p>This capacity building component is a core module/short course/workshop given prior to any other capacity building component</p>	<p>PIPA staff, PMC and ministry staff, community, all key stakeholders although non-Kiribati stakeholders may have to be informed through alternative means (e.g., video, written materials).</p>
<p>Short term objective: By the end of the one day workshop, participants will have knowledge of the PIPA resources and concerns, such that they can inform others about the PIPA and how PIPA contributes to the people of Kiribati, and an awareness of how they can contribute to the success of the PIPA.</p>			
<p>Long term objective: By 2015, all PIPA staff and PMC members and several of their staff have taken (and potentially taught) this one day workshop, and PIPA staff have developed a version they can present to different community groups.</p>			
<p><b>2</b></p> <p><b>Protected Area (PA) Management Planning and PA Management Concepts (9.5)</b></p>	<p>1. Limited knowledge on the different aspects and concepts of protected area management 2. Limited knowledge on effective monitoring and evaluation (development of indicators) and adaptive management</p>	<p>A several day participatory training for PIPA stakeholders to gain knowledge of different PA management areas and concepts and how to apply these in different settings and monitor their effectiveness so that the participants can implement and monitor the effectiveness of management plan actions.</p>	<p>PMC Ministries/Divisions, in particular ECD, Fisheries, Tourism, Agriculture, Education, PIPA and MISA, NGOs</p>
<p>Short term objective: At the end of the 4-6 day workshop, the participants will have attained knowledge of different aspects of protected area management, a process to apply management concepts to different settings, ways to select indicators, and some of the monitoring and evaluation</p>			

	tools possible.			
	Long term objective: By 2015, the various sectors (PMC ministries/divisions) will understand and be undertaking a process to effectively implement and apply the PIPA management objectives, strategic actions and management concepts across their sectors and carry out effective monitoring and evaluation of these actions.			
<b>3</b>	<b>Development of an Education, Communication and Awareness Strategy/Plan (9)</b>	<ol style="list-style-type: none"> <li>1. Learn how to integrate issues into the local school curriculum</li> <li>2. Limited knowledge and skills on how to conduct training and awareness workshops for different audiences, (e.g., mentors/training of trainers)</li> <li>3. Limited knowledge and skill in developing effective communication tools targeting different audiences</li> </ol>	Participatory training that increases both the knowledge and skill of the participants in providing education and awareness programs to a range of different audiences. To understand the different processes and best practices to carry out education and awareness programmes across different levels of society.	PIPA Staff, All PMC ministries/divisions but in particular ECD, Tourism, Fisheries, ALD, CDRC, MoE. Also K-12 educators.
	Short term objective: By the end of a several day training (5-10 days) the target audience will have the skills and knowledge to develop a strategy/plan to integrate terrestrial and marine protected area into a school curriculum, conduct education and awareness training workshops, and how to develop effective awareness communication toolkits that target all levels of society.			
	Long term objective: Within the first 6 months after the training the participants (or a sub-group of the participants) will have developed an education, communication and/or awareness strategy or plan. By 2015, terrestrial and marine protected area concepts are integrated into the school curricula, different communications toolkits are developed and disseminated to the communities and at least 2 train of the trainers are established per island group (Gilbert, Line and Phoenix).			
<b>4</b>	<b>Fisheries Observer training about PIPA and protected areas (9)</b>	Observers collect data on catch and bycatch without the full understanding of its purpose and use for PIPA resource protection issues and value to protected area management in general	A 1-3 day training for observers to understand how data on fisheries helps address PIPA management objectives and the management of protected areas in general. Familiarity with resources and resource protection concerns in PIPA and PIPA regulations.	Observers on foreign fishing vessels, Maritime Police staff, Fisheries enforcement staff

<p>Short term objective: At the conclusion of the 1-2 day training, which will potentially be held in conjunction with routine, periodic observer training, the observers will understand how the data they are trained to collect helps supports management of the PIPA and fisheries.</p>				
<p>Long term objective: By 2015, all of the observers currently on staff have taken the PIPA/protected area training and a system/curricula is in place so that this information is a part of the standard training (internal) given to observers, with periodic updates as issues and regulations change.</p>				
<b>5</b>	<b>How to Fundraise (9)</b>	Limited knowledge and expertise on fundraising approaches, grant writing, potential donor identification, and public relations	Training to obtain knowledge and skills on fundraising approaches, grant writing techniques, identification of potential donors and the importance of public relations.	All PMC ministries/divisions, Finance, Fisheries, Tourism, ECD
<p>Short term objective: At the end of the 3-6 day training workshop and/or short course, participants will have the knowledge of and gained skills at applying different fundraising approaches, an understanding of the do's and don'ts of grant writing, tools for identifying potential donors and gone through the process of developing a framework for income generation. Participants will also have worked on developing or improving public relation skills (e.g., marketing and approaching donors).</p>				
<p>Long term objective: By 2015, PIPA fundraising guidelines will be in place, as will a fundraising/income generation plan, including and a list of potential donors. Actions will have been taken to establish a relationship with several of the potential donors and a timeline for approaching all of them.</p>				
<b>6</b>	<b>Research and Monitoring – Kanton Multidisciplinary Mission (9)</b>	Lack of knowledge on how to design a research mission, cruise plan or operations plan to address PIPA management questions	To understand a process for designing programs to address specific management questions. To be able to construct an action plan to undertake a programme. A framework for a plan will be developed with action steps outlined to complete the plan.	Managers and participants on the multidisciplinary mission: Fisheries, ECD, Ag/Biosecurity, Culture, PIPA Office, Line and Phoenix Islands
<p>Short term objective: By the end of the training 3-5 day training a framework for the plan will be developed with action steps outlined for what needs to</p>				

	be accomplished to complete the plan.			
	Long term objective: A mission/operations plan fully developed at least one month prior to undertaking the mission (November 2012? April 2013?), and put into practice within four month of completion, that clearly describes the purpose of the mission, the role of the various participants, the outcomes/hypotheses being addressed and how, and the deliverables expected, protocols used, data management plan, quality control/assurance, communications plan, inter-governmental cooperation plan, etc.			
<b>7</b>	<b>Enforcement Techniques for Investigating Violations and Evidence Collection (8)</b>	Lack of experience with and confidence in investigating violations, such as vessel boarding skills and evidence collections procedures.	Training to gain knowledge of vessel boarding procedures, evidence gathering and reporting procedures, and real time application of penalties for violations. Improved skills via practice at vessel boarding and evidence gathering and reporting to increase confidence in the proper procedures for pursuing a violator and collecting information to document violations.	Boarding party members – enforcement officers in all ministries/divisions, e.g., Maritime Police, ECD, Biosecurity, Fisheries and also PIPA Kanton staff
	Short term objective: At the end of the 4-6 day training the target audience will have more confidence in applying enforcement techniques and knowledge of enforcement procedures.			
	Long term objective: By the end of 2015, all of the maritime police force will have taken the training, successfully and properly collected and reported evidence, and participated on partner enforcement teams (e.g., US Coast Guard, or other QUADs members).			
<b>8</b>	<b>Kanton Community awareness program- PIPA resource protection and fishing issues) (8)</b>	Lack of awareness of PIPA resources, resource protection issues and PIPA regulations. Also a lack of reporting skills.	Participatory training for participants gain knowledge of the resources and resource concerns, as well as how to identify fishing vessels, gear types, and potential illegal fishing activities and how to report this information and any resource protection concerns to the PIPA, Fisheries and Maritime Police. Training/awareness program to be specific to different parts of community, e.g., fishermen, children, other community members. Successful	Local fishermen and community members in Kanton

			reporting of potential violations and general management information as well as community adherence to PIPA regulations via self-monitoring.	
<p>Short term objective: After a short workshop for fishermen and other adults (1/2 to 2 day participatory training) and ½ day for children, Kanton community members will be familiar with PIPA resources and resource concerns. Adults, particularly fishermen, will have the skills and knowledge to report potential violations to the government agencies (PIPA, Fisheries, Maritime Police) in a format that is useful to ministries/divisions.</p>				
<p>Long term objective: By the end of 2015, Kanton community members will be routinely providing data to the ministries/divisions and the community will successfully be self-monitoring itself regarding compliance with PIPA regulations.</p>				
<b>9</b>	<b>Project Management: Project Design, Management and Financial Tracking (8)</b>	Limited knowledge of developing project/program plans with objectives, implementation strategies and detailed budgets, including development of Terms of Reference (TOR). Logical framework project tracking (objective-oriented) with objectives, activities, outputs, indicators, and purpose/assumptions.	Training to develop project management skills, including budget and budget tracking, and elements to include in contracting documents such as TOR. A process and tools whereby projects are clearly described with action steps and funding tied to program-specific activities that can be tracked as such.	PIPA and PMC staff
<p>Short term objective: By the end of the several day workshop, the staff will have gained knowledge and skills regarding project management, particularly financial management, and TOR development for specific tasks, and worked on a framework or template for standardizing project management activities.</p>				
<p>Long term objective: Six months after the training a set of templates and guidelines will be in place for PIPA and PIPA stakeholder use. By the end of 2015, PIPA staff and stakeholders will using standard templates for project and financial management that includes program elements with clear objectives and action steps and finance needs associated with these, such that potential donors can clearly see the connection between funds and expected outcomes.</p>				
<b>10</b>	<b>Sustainable Tourism Planning and Concepts</b>	1. Limited understanding on sustainable tourism concepts and how to apply these concepts to different settings.	Participatory training for PIPA staff and stakeholders to gain knowledge of tourism feasibility and impact assessment tools and processes and how to apply	In particular PIPA, Tourism, Fisheries, ECD, Finance,

(7.5)	2. Limited understanding on assessing tourism opportunities and threats, and monitoring and evaluating tourism activities	these in different settings and monitor their effectiveness. (Particularly PIPA and tourism-related sectors and operators, but the assessment tools can be applied to resource management in general). A framework following the process will be developed that can be developed into plans.	Commerce, and Culture ministries/divisions, plus Education, Tourism Operators (e.g., Hotel operators, Tour guide operators) and Kanton community members
<p>Short term objective: At the end of the week long workshop, the participants will understand a process for assessing tourism opportunities and threats, and for developing indicators and standards for evaluating tourism activities. They will have attained knowledge on different management concepts for sustainable tourism and how to apply these concepts to different settings.</p>			
<p>Long term objective: By mid-2015, the various sectors outlined in the target audience will have developed plans and be able to effectively assess their feasibility, implement and apply the management plans across their sectors and carry out effective monitoring and evaluation of actions.</p>			
11	<b>Feasibility and Impact Assessment, including Vulnerability and Risk Assessment (7)</b>	Lack of knowledge of tools and how to apply to assess threats to and vulnerability of natural, socioeconomic and/or cultural resources or the impacts potential activities could have on these. Target audience – all PMC ministries/divisions and tourism operators.	
12	<b>Understanding and Using Surveillance Technology (7)</b>	A need for understanding how to use VMS, Google Earth, IAS or other surveillance systems to monitor vessel compliance with PIPA boundaries and zones. To work with SOPAC (Applied Geoscience and Technology Division of SPC) on confirmation of PIPA geo-fencing boundaries. Staff confidence in application of tracking technology such that they can effectively monitor vessel compliance. Target audience primarily Maritime Police, Fisheries Enforcement but also PIPA office in Tarawa and on Kanton and ECD need to know the basics)	
13	<b>Core Skill: First Aid in Remote Settings (7)</b>	All PMC ministry/division staff, some Kanton community members.	

14	<b>Emergency Response Planning (7)</b>	Emergency response and damage assessment plans are needed for invasive species and other threats to PIPA resources. To have a good understanding of the purpose, importance, process and content to include in the development of emergency response and damage assessment plans to address threats to PIPA. Target audience would include all PMC ministries/divisions, Tarawa and Kanton PIPA offices, and some Kanton community members.
15	<b>Research and Monitoring (6.5)</b>	How to design a marine research and/or monitoring program to address PIPA management questions For local fisheries and young researchers to understand the process involved in designing a marine research and/or monitoring programme to address specific questions – including how to determine appropriate indicators to evaluate changes over time, how to analyse gaps, how to determine priorities, and how to evaluate whether monitoring is effective and undertake adaptive management as necessary. To be able to construct an action plan to undertake a marine research and/or monitoring programme. To understand the research and monitoring conducted to date in PIPA and the objectives and prioritization process used for the current PIPA research plan.
16	<b>Understanding PIPA Regulations, Permitting Requirements and Opportunities (6)</b>	Lack of knowledge of PIPA regulations, permitting requirements, and how to draft permit conditions to address impacts and meet resource manager's information needs
17	<b>Core Skill: Database Management (not design) (6)</b>	Target audience - all interested PMC ministries/divisions.
18	<b>Biosecurity Training Concerning the Threats from and Identification of Aquatic and Terrestrial Invasive Species (5)</b>	Lack of invasive species identification skills, and the prevention, monitoring and control of these species. To have an understanding of the invasive species that are threats to PIPA and Kiribati in general, and how they can be prevented, monitored and controlled. Community awareness (particularly Kanton community) of invasive species concerns to PIPA resources. Kanton community ability to undertake prevention, monitoring and control activities, including identification of invasive species. 100% of adult Kanton community and targeted Tarawa and Kirimati Island community sectors (e.g., boat operators). Target audience would include several ministries: Agriculture/Biosecurity, ECD, PIPA and Fisheries.
19	<b>Emergency Response and</b>	Lack of operations knowledge of OPS order. For the Police, Biosecurity, Environment, and other

	<b>Enforcement Related to OPS Order</b>	enforcement agencies to understand the OPS order and how to implement it. To have concrete knowledge on how to conduct action plans according to OPS order. Target audience primarily Maritime Police and PIPA Office. May involve learning exchange.
20	<b>Methods for Managing and Documenting Data (4)</b>	Lack of data management and data documentation skills. To understand how data can be used, managed, documented and stored for compliance tracking and monitoring of PIPA zones and regulations and for other uses To have a good understanding on how to update data files, data storage and protection, documentation methods, etc. Target audience is all PMC staff and interested Kanton community members
21	<b>Core Skill: Using Spreadsheet Software (4)</b>	Target audience - all interested PMC ministries/divisions.
22	<b>Core Skill: Using Graphics Software (4)</b>	Target audience – limited, specialty skill set.
23	<b>Core Skill: Using Global Positioning System (GPS) (3.5)</b>	Target audience – PIPA Offices, Fisheries, ECD, Agriculture/Biosecurity, Tourism, Culture, Maritime Police.
24	<b>Project Management: Budget Development and Tracking (3)</b>	Business planning skills are needed including budget planning, expense accounting, budget monitoring and reporting principles and techniques. Target audience – limited, specialty skill set.
25	<b>Project Management: Understanding Sustainable Financing Concepts and Tools (3)</b>	Understanding the funds needed to sustain the PIPA or other protected areas. Income generation mechanisms and how to evaluate their feasibility for supporting protected areas. Target audience - limited, specialty skill set.
26	<b>Project Management: Understanding Data Management Tools (3)</b>	Data management and data documentation skills are needed. To understand how data can be used, managed, documented and stored for compliance tracking and monitoring of PIPA zones and regulations and for other uses. To have a good understanding on how to update data files, data storage and protection, documentation methods, etc.

27	<b>Core Skill: Using Statistical Software (3)</b>	Target audience – limited, specialty skill set. May be suitable for exchange program.
28	<b>Core Skill: Designing Websites (2)</b>	Target audience – limited, specialty skill set.
29	<b>Core Skill: Website Maintenance (2)</b>	Target audience – broader potential audience but website software/program has to be standardized.

## **Evaluating the Effectiveness of Capacity Building Components**

There are different types of evaluation that are used at different times during the development and implementation a program. Evaluation already took place during the pre-planning process (needs assessment or front-end evaluation). During the delivery of the capacity building components, continuous formative evaluation (measuring an outcome or output during the project) will take place. A summative evaluation (at the end of a project or program) should take place as well, to understand how well the capacity building components actually contributed to some level of change in addressing the issues identified in the front end evaluation.

### **Needs Assessment (front end evaluation)**

- Gathered information about the gap between the current and desired level of protected area management
- Took place before the project is designed
- Helped to inform the Planning Team about appropriate content, define goals and objectives and identify target audiences

### **Formative Evaluation (measuring success in meeting short term or learning objectives)**

- Gathers information or data about the target audience's reaction to learning methodology, approaches, teaching styles or materials
- Gathers information about progress towards outcomes of a project during implementation
- Helps provide information that can be used in making decisions about modifications, continuation, or expansion of the project

Questions during the formative evaluation may include:

- *Is a particular capacity building component reaching its target audience?*
- *Are the intended activities, outputs and outcomes being achieved?*
- *Is the capacity building component effective in meeting the short term objectives?*

### **Summative Evaluation (measuring success in meeting long term outcomes of the capacity building program)**

- Gathers information about target audience's skills, knowledge, attitudes and behaviors at some point in time *after* implementation of the capacity building component
- Informs decision makers about the value or success of the program as a whole
- Helps provide information necessary to make decisions about the continuation, revision, or expansion of certain components or the program as a whole

Questions during the summative evaluation could include:

- *Did the capacity building component reach its target audience?*
- *Is the component or program as a whole effective in attaining the desired long-term objective(s)?*
- *Is there a significant change in behavior, skill or knowledge level for the target audience?*
- *Is the target audience effectively using the skills or knowledge learned in the field?*
- *Is the project investment reasonable in relationship to its effectiveness and benefits?*

The Planning Team discussed various mechanisms, both formative and summative, to use to evaluate the effectiveness of the capacity building program. The Planning Team recommended the following:

#### Formative

- Daily debriefs during trainings
- Evaluation form at the end of the training

#### Summative

- Demonstration projects would be useful for the Education/Awareness and Fundraising capacity building components but would require funds to implement (e.g., small grants).
- Informal interviews and follow up with the participants after trainings, exchanges, etc.
- To do list and done list with follow up (e.g., posted in visible place)
- GEF project-required evaluation form may be applicable

### **Kiribati, PMC and Participant Commitment to the Capacity Building Program**

The Planning Team thought through how to ensure a commitment is made by the government, PMC and participants to support participation in the capacity building program. No funds are available to pay participants to attend.

- Require PMC approval of the capacity building plan (vote)
- Application process for participation in the capacity building program for each component, using both a top down approach whereby participants are nominated by their bosses, and bottom up approach where participants express interest and obtain approval from their boss.
- Applications to include the signature of both the Secretary and the participant in making a commitment to the program
- Application process should be undertaken no more than 2 months before the capacity building component is offered.

- PMC to incorporate capacity building into staff work plans as an existing not additional responsibility
- Application process for the mentor (Training of Trainers) program that requires a multi-year commitment by both the supervisor and participant

## **Potential Partners and Existing Training Programs**

No existing programs were identified by the Planning Team except the possibility that SPREP may have some underway, such as the gap analysis SPREP and CI are conducting for Kiribati. Several potential partners were briefly discussed and are listed below. The PMC may be aware of existing programs that meet some of the capacity building needs identified and additional potential partners. Also, once a capacity building plan is endorsed, PIPA, the PMC and the PMG can explore potential partnerships further.

Wildlife Conservation Unit on Kiritimati – invite to participate in pertinent capacity building components, e.g., those ECD is listed as target audience. Potential funding issue for travel?

Secretariat of the Pacific Community (SPC) program on Tarawa for fisheries observers - need to coordinate with.

PoWPA – includes some current training programs (e.g., gap analysis) that may be applicable through CI and SPREP. In addition, as PAs are established in Kiribati there is the potential to partner with them and include them in the capacity building program

LMMAs in Gilbert and Line Islands – potential participants and partners

Papahānaumokuākea Marine National Monument (US – NOAA/DOI) - Sister site to PIPA. May be able to benefit from existing training materials, protocols, etc., capacity building Papahānaumokuākea undertakes, partner on fundraising, etc.

A few of the needs assessment survey respondents indicated an expertise and/or interest in being an instructor – these individuals should be contacted and others identified in-country that could be instructors or mentors.

Need to explore possibilities also with the following:

- US Pacific Marine National Monuments – Baker and Howland
- University of the South Pacific (USP), Fiji
- USP – Atoll Research Center, Tarawa
- Foundation of People of the South Pacific (FSP)
- SPREP, Samoa
- NEAq – potential for exchange/internships on specific topics (e.g., laboratory skills, statistics).

## **Possibilities for Institutionalization**

For the capacity building program to become established and lasting as part of the culture for protected areas in Kiribati (or the region), it needs to be institutionalized. The mentor program, procedures, capacity building components and curriculum need to be localized or “housed” in a single place – a place where people can find out what training is available when, what trainers are available, view the curriculum, etc. Planning for institutionalization is important because it helps organize actions that will lead to the long-term fulfillment of building capacity.

One part of institutionalizing the program is with a mentor or training of the trainer program with sufficient participation that there are always some trainers in Tarawa for instance. Starting with a single set of mentors and each year or every few years, adding more to the pool so that capacity continues to build and spread. Then if or when an organization or person leaves, you do not lose all the work put into the program because others have learned to be trainers. Similarly, institutionalization helps the program stay in place when or if the political will changes, making it a permanent part of protected area management.

The Planning Team felt that having a mentor program was critical, and in fact, made it one of the capacity building goals.

On the ground partners in Kiribati are also essential to the success of the capacity building program because they are the administrators of the program and provide the necessary set up and follow through any such program requires. For instance, PIPA staff, or another designee of the PMC, will need to arrange for training facilities, and generally handle logistics for the trainings. In addition, a sub-committee of the PMC, the Capacity Building Planning Team or some such working group, will need to manage the application process for participants to attend the trainings. A group also needs to be responsible for the evaluation portion of the program.

The Planning Team also brainstormed on some of the local institutions or organizations that might be able to “house” the program. This does not necessarily mean that trainings would be held at the facility, but that the program will have oversight and maintenance. Often colleges, universities, or vocational schools provide this service, though government or non-governmental organizations could do so as well. Planning Team members mentioned the following possibilities to explore further:

- USP – Atoll Research Center, Tarawa
- Foundation of People of the South Pacific (FSP)
- Maritime (Marine) Training Center (School), Tarawa
- USP, Fiji
- Tarawa Technical Institute

## **Items in Consideration of Developing a Timeline for Capacity Building**

A timeline needs to be developed *contingent on funds* available for capacity building components. Capacity building components can be sequenced to allow for development of each of the activities, and spaced to allow time to initiate the implementation of these activities. The actual implementation time (time it takes to move from learning to action, and then show results) should also be developed with milestones and specific outcomes and outputs specific to implementation. This feeds back into the evaluation loop to determine if the program is successful in meeting its goals.

The Planning Team came up with the following calendar issues to be taken into consideration in building a timeline for the program:

- Avoid 1-15 July: Independence celebrations
- Avoid 15 Dec – 15 January: Christmas holidays
- Caution should be used in scheduling capacity building components requiring flights into and out of Tarawa from January – March: cyclone, flooding season
- Avoid Sundays

In constructing a timeline, existing partnerships and grants should be considered such as:

- Current GEF project ends at the end of 2014
- Current NEAq partnership commitment
- Current NOAA capacity building staff support continues through September 2013

Translation of curricula will be needed – the time (and costs) need to be factored into the timeline.

## **Current Financial Support for the PIPA Capacity Building Program**

Fundraising will be necessary to bring this capacity building program to fruition.

Currently NOAA can contribute the funds to support one NOAA-led training, which includes curriculum development, facility rental, workshop supplies, and travel costs of NOAA instructors. Funds *may* be sufficient for lunch and non-alcoholic beverages for all of the participants (15-30 people) during the training but this is not known for certain until a cost estimate is constructed and verified. Funds are not sufficient for translation of curriculum materials. NOAA funds cannot be used to pay participants to attend the training.

NOAA can also provide some in-kind support in the form of providing instructors/educators to develop or modify curricula and conduct trainings beyond the one workshop. NOAA in-kind support is currently available through at least September 2013.

## **Next Steps**

Some of the next steps to formalize a capacity building program follow:

1. The PMC and PMG need to determine if they want to endorse moving forward with a multiple year program focusing on the highest priority capacity building components identified herein.
2. If so, a cost estimate needs to be developed for components of the plan and the plan as whole so that funds can be sought.
3. The PMC needs to evaluate potential funding options and talk to its partners and the PMG to evaluate the feasibility and potential methods for raising funds to support the program.
4. The PMC should decide whether to move forward with the one NOAA-led training for which there is currently sufficient funding within the time frame NOAA has staff available (before the end of September 2013). Some of the high priority capacity building components identified fit within the NOAA program expertise.
5. The PIPA office and MELAD need to commit staff time to the program to assist with the logistics for each of the components.
6. The PMC needs to decide how it wants to move forward to achieve elements of the program that require further development and action in-country. Should the Planning Team continue as is or should sub-committees be formed, etc. to address the following, and leads for these efforts need to be designated:
  - Application procedures and implementation
  - Evaluation procedures and implementation
  - Partnerships and existing programs to help fulfill needs identified
  - Curriculum agenda/outline review prior to curriculum development

**Annex 1  
Planning Team Participants**

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## Annex 2

### Excerpts from the PIPA Management Plan for 2010-2014

#### PIPA'S VISION:

*“to conserve the natural and cultural heritage of the Phoenix Islands Protected Area for the sustained benefit of the peoples of the Republic of Kiribati and the world.”*

#### PIPA'S MISSION:

*“to implement effective integrated and adaptive management that ensures the natural and cultural heritage values of PIPA are maintained, and where necessary restored, to achieve PIPA's Vision”*

#### PIPA'S GUIDING PRINCIPLES

The Management of PIPA will be carried in accordance with the PIPA Regulations (2008) and in consistent manner with the agreed PIPA Vision and Mission using the following guiding principles (drawn from DOALOS 2007):

- **Intergenerational equity** - Future generations are entitled to inherit marine resources and biodiversity in a state that is as good as, or better than, their current state.
- **Ecological sustainability** - Ecological sustainability is the foundation of both social and economic development. Key elements of management and planning for ecological sustainability include ecosystem-based management, conservation of ecological processes, protection of critical habitats, use not to exceed maximum sustainable yield or carrying capacity, conservation of biodiversity in general and conservation of rare and endangered species in particular.
- **The precautionary principle** - The absence of scientific certainty should not be a reason for postponing management of protected areas. If an activity is assessed as having a low risk of causing serious or irreversible damage or if there is insufficient information with which to assess fully and with certainty the magnitude and nature of impacts, decision making should proceed in a conservative and cautious manner.
- **Integrated planning and management** - Many of the activities that can potentially threaten Protected Areas (PAs) occur outside their borders, including terrestrial areas, and often come under the jurisdiction of other management agencies. Management of PAs should consider all potential sources of threats and develop a management protocol that addresses these threats. In order to achieve this, management of the PA will need to be integrated with management responsibilities of the other relevant agencies.
- **Adaptive management** – PA management needs to be viewed as an adaptive process or experiment that is varied in response to changes in the character and intensity of threats, increased knowledge, and changes in the composition of the local community. Adaptive management requires the establishment of performance measures at the outset of management. The results of systematic monitoring of key indicators are evaluated against the agreed performance measures, and management adjusted (if necessary) to ensure that objectives and goals are being achieved.

- **Ecosystem Approach** - A strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way (IUCN 2006). The application of the ecosystem approach will help to reach a balance of the three objectives of the CBD: conservation; sustainable use; and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources.
- **Resilience** – The ability to absorb or recover from disturbance and change, while maintaining ecosystem functions and services. Resilience relates to the concepts such as representation, replication, refugia, connectivity, and management.
- **Stakeholder consultation and participation** – protected areas are used by a range of stakeholders, many of whom derive their livelihoods from the PA and have no alternative sources of livelihood. They are likely to be affected by management of the PA and have the right to be consulted and to play an active part in the decision-making process. Many stakeholders also possess much knowledge and experience that can assist in planning and management.
- **Capacity-building** - A key element to the successful implementation of PA management is skilled and knowledgeable staff. Where skills and knowledge are limited, capacity building of staff is a critical element in the success of PAs. Capacity building is required both at headquarters level, focusing on skills for effective management, enforcement, communication and decisionmaking, and at field levels, focusing on surveillance, monitoring, pest and incident management, communication and education.
- **Technology transfer** - Considerable technology is available that facilitates decision-making and the evaluation of management actions. A modern and appropriate technology base is a central component of PA management. This includes computing and communication facilities, information resources, and geographic information systems. A sustainable long-term financing strategy is also important for the success of the PA.
- **Transparency of decision making** – Decisions regarding the management of the protected area need to be made transparent to the public. Information on decision makers, their decisions

### **PIPA'S MANAGEMENT PLAN OBJECTIVES**

1. To conserve and manage substantial examples of marine and terrestrial systems to ensure their long-term viability and to maintain genetic diversity;
2. To conserve depleted, threatened, rare or endangered species and populations and, in particular, to preserve habitats considered critical for the survival of such species;
3. To conserve and manage areas of significance to the lifecycles of economically important species such as tuna;
4. To prevent human activities from detrimentally affecting the PIPA;

5. To preserve, protect, and manage historical and cultural sites and natural aesthetic values;
6. To facilitate the interpretation of marine and terrestrial systems for the purposes of conservation, education and tourism;
7. To accommodate within appropriate management regimes a broad spectrum of multi-use human activities compatible with the primary goal of marine and terrestrial conservation and sustainable use, including appropriate fishing, ecologically-sound tourism, and sustainable economic development;
8. To provide for research and training, and for monitoring the environmental effects of human activities, including the direct and indirect effects of development activities; and
9. To ensure consistency between all activities taking place in the PIPA and any third-party conservation contracts into which the Minister may choose to enter with the advice and approval of the Cabinet for the conservation and long-term sustainable use of the PIPA.

**NOTE:** We also encourage Committee members to review the strategic action plan framework in the management plan and the description for each element.

### **Extracted from the GEF Project Document (Prodoc) for the PIPA**

The primary goal of the [GEF] project is to build capacity in Kiribati to more effectively manage a large protected area in the form of PIPA and to create a sustainable financing system for such large sites that could be used as a model for application elsewhere.

The [GEF] project objective is to advance implementation of the PIPA Management Plan (PIPA MP) 2010-2014 (Annex 2) through a twin focus on (i) Core Operation (capacity, infrastructure, zonation, enforcement, monitoring, evaluation) and Strategic Outcomes (atoll restoration, reverse fishing license, World Heritage site management, tourism initiatives, climate change adaptation), and (ii) to support the operation of the PIPA's Sustainable Financing System (the PIPA Trust).

### **Annex 3**

#### **Glossary of Acronyms**

CI	Conservation International
CBD	Convention of Biological Diversity
ECD	Environment and Conservation Division
EEZ	Exclusive Economic Zone
IUU	Illegal, Unreported, and Unregulated Fishing
MEA	Multi-lateral Environmental Agreement
MELAD	Ministry of Environment, Lands and Agricultural Development
MPA	Marine Protected Area
NEAq	New England Aquarium
NGO	Non-governmental Organizations
NOAA	National Oceanic and Atmospheric Administration
PA	Protected Area
PIPA	Phoenix Islands Protected Area
PMG	GEF PIPA Management Group
PMC	PIPA Management Committee
SPC	Secretariat of the Pacific Community
SWOT	<u>s</u> trengths, <u>w</u> eaknesses, <u>o</u> pportunities and <u>t</u> hreats.
VDS	Vessel Day Scheme
VMS	Vessel Monitoring System
VHF	Very High Frequency
WHS	World Heritage Site