



NATURAL SOLUTIONS
PACIFIC

Kosi Latu,
Director General
Secretariat of the Pacific Regional Environment Programme (SPREP)
PO Box 240
Apia Samoa

20 September 2021

Dear Director General,

Independent Corporate Review of SPREP and Mid-Term Review of the SPREP Strategic Plan

On behalf of the Independent Review Team, please find attached the final version of our report. We have provided the SPREP Secretariat with a copy of our report, for translation and distribution to SPREP Members.

The findings are the result of the method detailed in the Project Plan and report which included:

- Review of over 1000 documents provided by the Secretariat,
- Over 30 hours of direct consultation with Secretariat staff through workshops and interviews,
- Over 37 hours of direct consultation with Members through group consultation sessions and interviews (61 representatives in total),
- Over 28 hours of direct consultation with partners and donors (32 representatives in total),
- Written submission via an online survey from 15 members, 18 partners and donors, and 41 Secretariat staff.

The findings and recommendations of the report were developed by the Independent Corporate Review Lead, Simon Clegg and myself as the Strategic Plan Review Lead using the methodology detailed in the Project Plan. Both Simon and I were guided by the need to address the issues identified by the stakeholders and drew on our qualifications, experience and track records in developing these recommendations. Our focus was on developing practical results-orientated recommendations. The recommendations were developed as a whole set of actions, that feed into and support each other.

The recommendations were reviewed and interrogated by the whole project team through a remote workshop. The report and recommendations were then reviewed in full by two of the project's technical leads (William Kostka and Teresa Manarangi-Trott). This technical review included detailed written review and several remote team sessions to discuss and confirm the details of the findings and recommendations. Furthermore, based on the Secretariat's comments on the draft report, we invested in the additional measure of contracting an independent technical review of the report with a focus on the corporate review findings and recommendations. This review was carried out last week (14-16 September) by Mr. Rod

Mitchell. Along with his extensive qualifications and experience, Mr Mitchell is the current Chair of the Audit and Risk Sub-Committee for the Pacific Islands Forum Secretariat. Mr Mitchell undertook the review independently of his role as Chair of Audit and Risk Sub-Committee. As a final step, the report has been signed off on by the Project Director, Dr Russell Howorth and myself as Project Manager.

Our entire team consistently opted to put in a significant amount of discretionary personal time over the course of all stages of the project based on our commitment to undertaking a rigorous and robust review that would generate the best possible results for SPREP.

Secretariat Feedback

We have noted the Secretariat's feedback that the report demonstrates a "lack of evidence" and "substantive analysis" to support recommendations 10, 11, 12, 13, 14, 16, 17, 21, 25, 26, 32 and 31. We have responded to this feedback in the attached comments register and are confident that the recommendations are based on substantive analysis as per the approved project method documented in the Project Plan and the evidence provided by the consultation process and document review.

We also note that the Secretariat's expectation that the recommendations would be costed and/or include a proposed timeframe for implementation is beyond the scope of the Review's Terms of Reference. If SPREP Members opt to adopt these recommendations, then the next steps would include the development of an implementation plan including timeframes and confirmation of the budget and resourcing requirements.

We acknowledge the Secretariat's concern that a number of the recommendations would have associated costs. However, there are also recommendations that would introduce efficiencies that would bring down core costs, increase core funds, establish a special fund for the change process involved in implementing the recommendations, and introduce a capital reserve fund for asset replacements and major system upgrades.

We note the Secretariat's disagreement with some of the review findings and recommendations. I can confirm with full confidence that we closely followed and delivered on the Terms of Reference and did our best to work in partnership and close communication with the Secretariat team, despite the time constraints. I should emphasise that we were also obliged to carefully maintain the review's independence and our commitment to the consultees to avoid direct attribution.

Closing Remarks

The high-level assessment and conclusion that the review team has reached is that there are no major issues with SPREP's strategic or corporate functions. As with any review of this nature, we have focussed on the areas that require improvement and on delivering clear recommendations for a way forward based on our expertise and our collective knowledge of what has worked well for equivalent organisations both regionally and internationally.

Throughout the review process we have appreciated and valued the Secretariat's support and partnership with us to complete the review. We regret that the compressed timeline and remote nature of the review limited the time we had to share and discuss the final findings and recommendations with the Secretariat's Senior Leadership Team before submission of the draft report. We would have preferred to have had the proposed session with the Senior Leadership Team to brief them on the findings and recommendations as a gesture of courtesy and respect. While this would not have changed the recommendations, it might have saved us all time in the review process that ensued.

The Project Director, Dr Russell Howorth, Consultation Lead, Teresa Manarangi-Trott, and myself as the Strategic Plan Review Lead will be presenting the report to Members at the special meeting on 15 October.

We hereby submit these findings and recommendations to the Secretariat and the SPREP Membership to consider and decide upon.

On behalf of the Independent Review Team,

Yours Sincerely,

A handwritten signature in blue ink, appearing to read 'N Thomson'.

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Independent Corporate Review of SPREP and Mid-Term Review of the SPREP Strategic Plan 2017-2026

Final Report

20 September 2021

Volume 1: Report

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Reviewed by:	William Kostka, Teresa Manarangi-Trott, Rod Mitchell, Nicola Thomson, Russell Howorth

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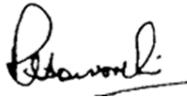
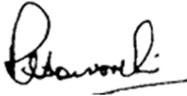
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Foreword

At the outset may I say on behalf of the Review Team it has been both a pleasure and a challenge to carry out this Independent Review of the Secretariat of the Pacific Regional Environment Programme (SPREP). The challenge lay in the timeframe and the fact that team members and the Secretariat were operating out of seven different time zones around the world.

The Review Team is satisfied there is much for the SPREP Members to consider in this Report which presents the consultations carried out with stakeholders together with the Team's conclusions and recommendations. The Report concludes that the Review has come at an opportune time for the SPREP Members to, not only chart the course for the final 5 years of the 2017-2026 Strategic Plan, but to also decide whether a "business as usual" way forward is sustainable or not.

Since the signing in 1993 of the Agreement to establish SPREP, much has changed at the national, regional and global levels over the intervening 28 years. In 1993, SPREP's value was clearly identified in the Agreement as being the premier environment-focused organisation in the region established to assist its Island Members primarily in providing advisory services.

Since 1993, leaving aside the dramatic negative impact of the COVID-19 Pandemic over the past 18 months, progressive and often dramatic negative impacts have occurred across the sustainable development agenda in the region.

It is a given that for the Members of SPREP, in particular the Island Members, there have been disproportionate negative environmental impacts across the Pacific. Foremost amongst these impacts is climate change together with sea level rise and the increasing intensity of weather events such as tropical cyclones, river and coastal flooding and droughts. At the same time, the related social and economic consequences have been significant with severe impacts on agriculture, fisheries, forestry and tourism.

On the corporate side of SPREP, there have also been some dramatic changes. From the early days dominated by a small budget underpinned by Member contributions, the reality of increasing demands from Island Members has resulted in an increasing quantum of project-driven activity which has come with many, often differing, corporate constraints in regard to transparency and accountability.

The last review in 2014 highlighted the growth and expansion in both the work programme and the budget with a substantial and growing programme support (extrabudgetary) income from donors supporting delivery of the work through projects. The 2014 Review noted that the core budget was not growing at anywhere near the same rate. Overall this current Review found that the challenges and issues identified in 2014 Review remain, and these have been incorporated into the work and findings of this review report.

A key question has framed and challenged this Review:

"After nearly 30 years, is SPREP providing value? This question can be framed in association with one of the value statements in the current Strategic Plan: Is SPREP providing high quality and targeted service delivery?"

It is a simple question to ask but a complex one to answer. This is a key question for SPREP Members to consider as well.

There is no doubt that SPREP is doing a substantial and increasing amount of important work. All stakeholders consulted have vouched for this. But, and there is a but! The question must also be asked, is all this good work contributing to the delivery of the Strategic Plan or simply responding to the constraints that come with project-dominated implementation? Put another

way, there may be many oars rowing strongly in the canoe but are they steering the canoe in the same direction?

SPREP has evolved, its work programme goals have evolved, its corporate organisational goals have evolved. These two most basic and fundamental aspects of SPREP the organisation have become increasingly inter-woven.

The Report demonstrates that there are currently two “business models” operating in the Secretariat. One reflecting the original and ongoing advisory role, a second coping with the increasing project modality. There may be a third model emerging to cope with the demands of some very large funding entities. In turn this has influenced different delivery pathways and communication with the Island Members. It is the view of this Review that this trend is the root cause of observations by many stakeholders of “duplication” and “working in silos” at SPREP.

Despite many stakeholders consulted during this review going on record that SPREP has done and is continuing to carry out much valued work, we believe this 2021 Review clearly demonstrates that continuation of the current operating scenario will create many difficulties for SPREP going forward, not the least of which is the sustainability of funding.

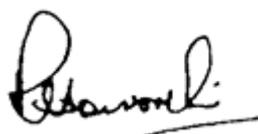
Therefore, in response to the value question posed above, there is no doubt that this Review concludes the answer is positive. But looking forward, this Review finds that the targeted service delivery through a “business as usual” approach is no longer viable and that change is required. The Review further concludes that a new question emerges for SPREP Members, one that needs to be addressed with some urgency:

“Is SPREP today fit for purpose and if not how must it change in order to do business better and meet the challenges the future will bring?”.

In considering this question and together with the conclusions and recommendations of this Review, SPREP Members may wish to note a similar sentiment expressed recently at the Opening of the 50th Anniversary Meeting of the Pacific Islands Leaders Forum where the Incoming Chair, Prime Minister Bainimarama of Fiji, posed the question:

“This our 50th Anniversary is an opportune moment to ask ourselves, is the Forum fit for purpose? And if not; how must it change and evolve?”

With the best interests of the Region at heart, the Review Team wishes the SPREP Members every success with their deliberations, and we now commend the report to SPREP Members.



Dr Russell Howorth
Project Director
On behalf of the Review Team

Part A: Executive Summary and Recommendations

Part A: Executive Summary and Recommendations

1. Introduction to the Report

1. At the Second SPREP Executive Board Meeting held in September 2020 it was decided that an Independent Review of SPREP be undertaken. In March 2021, SPREP released a Request for Tender to conduct an '*Independent Corporate Review of SPREP and Mid-Term Review of the SPREP Strategic Plan 2017-2026*' (The Review). The contract was awarded to Natural Solutions Pacific in May 2021. The review was carried out over a three-month period resulting in a Final Report being submitted in time for the 30th SPREP Meeting on 7 September 2021.
2. The review process was a challenging task, carried out over a tight timeframe and during a period when SPREP Members and the Secretariat Offices in Apia, Suva, Honiara, Port Vila and Majuro were dealing with the ongoing impacts of the Coronavirus Pandemic (COVID-19). At the same time COVID-19 was having similar impacts on most of SPREP's partners and donors.
3. The Independent Corporate Review (ICR) component of this work assesses the overall performance of the Secretariat since the last corporate review in 2014, and the progress toward, and outcomes of, the recommendations of the 2014 Review that were endorsed by the 25th SPREP Meeting. The Mid-term Review of the SPREP Strategic Plan 2017-2026 (SPR) component assesses SPREP's performance in delivering the current Strategic Plan. Whilst the initial tender specifications anticipated two separate reports for the ICR and the SPR, the Review Team found it counterproductive to deal with these two components in isolation, particularly as they form part of a single review process. It was subsequently agreed with the Secretariat that the Review Team would submit one integrated Review Report, with distinct components that look at both strategic issues and corporate issues together.
4. The SPR uses a framework around progress, effectiveness, relevance, and partnerships to guide the assessment of SPREP's performance. The ICR utilizes as an organisational development framework, the STAR Model (Galbraith, 1993), which assesses the organisation's Strategy (Capabilities), Structure, Processes and Systems, People and Rewards (Human Resources). The ICT concludes with an assessment of Finance and Funding. Within all this analysis, the Review Team has adopted an overarching 'Concept of Value' approach to guide all the assessment processes.
5. The Review was conducted in three main stages: an Inception Phase, a Consultation Phase, and an Analysis and Reporting Phase. The inception phase included a document survey and desktop review, including an assessment of the status of the recommendations from the previous Independent Corporate Review and Strategic Plan Review. The consultation process for the Review was conducted over a six-week period from 14 June through to 30 July 2021. The Review Team reached out to a broad range of Stakeholders including SPREP Members, staff, donors, and partners. The consultation process comprised of workshops, group briefings, an online survey, and interviews with key representatives of all stakeholder groups. In total 74 survey responses were received, eight workshops and briefing sessions were held, and 67 consultation interviews were conducted. The Analysis and Reporting Phase took place in August and resulted in a draft for comment from SPREP, with a view to presenting the findings of the Review at the 30th SPREP Meeting.

2. Review Findings

2.1 Findings from the Strategic Plan Review

Evolution of SPREP's roles, mandates and directives

6. SPREP today has a broad mandate derived from a variety of contexts in which groups of SPREP Members have determined their needs.
7. There is a significant impact on SPREP's work programme as a result of Leaders directives passed down through the CROP process. This is not anticipated to diminish. Furthermore, the outcomes of the upcoming review of regional architecture may well have implications for SPREP's organisational structure, systems and mandate. Whilst it is not the role of this Review to anticipate any change, it is useful to bear in mind that these changes are likely to eventuate before the end of the 2017-2026 Strategic Plan period.

SPREP's role in the international context

8. The global dimension to SPREP's work, which includes coordination, facilitation and reporting roles in support of Island Member delegations participating in international fora is likely to keep growing in coming years. This has implications for SPREP's work programme and budget

Situation Analysis

9. The COVID-19 Pandemic has changed the development agenda in the region and focussed regional cooperation will be required to ensure that post-COVID recovery factors in sustainable development considerations. Nonetheless, despite the negative impacts of COVID-19 on SPREP and its Members, it is clear that successful innovations have been introduced to minimise the disruption to the work programme delivery. Positive outcomes for the future are emerging that have implications for "doing business differently" including the opportunity for travel cost reductions. These positive outcomes will require deliberate endorsement, support and policy guidance from Members.

Funding environment

10. In addition to its longstanding funding support from a group of donors, SPREP has taken on new and significant funding relationships with partners in regard to climate change, such as the Adaptation Fund and the Green Climate Fund (GCF), which present both a significant opportunity and correspondingly significant challenges in the form of administrative requirements and accountabilities.

Resource allocation

11. SPREP resources are unevenly distributed with a strong bias towards countries where donor-funded projects are being implemented, and with a significant bias towards Goal 1, Climate Change Resilience.

Status of implementation

12. Overall, the reporting presents a commendable volume and range of work towards each of the 18 Objectives over the last 5 years with a number of significant achievements. Analysis of the Performance Implementation Plan Reports and budget expenditure, however, does highlight some implementation gaps in Regional Goals 1, 2 and 3. The impact of COVID-19 is likely to further exasperate this trend in underspends.

Impact of COVID-19

13. The Secretariat's response to COVID-19 has yielded some innovations and changes in approach to project implementation that should be sustained into the future.

Concerns and risks related to programme implementation

14. A number of concerns relating to programme implementation have been raised. These include: Member Focal Points being overwhelmed; a lack of integration between the Regional Programmes; and, Projects are operating as separate entities (silos) resulting in duplications in systems, resources and information - and lost opportunities for synergies and programme integration.
15. Objective 1.4 of Regional Goal 1 (Climate Change Resilience) in the Strategic Plan 2017-2026 is to: "Support Pacific island Members to access and manage climate change finances and their national accreditation processes". In order to deliver on this objective over the next five years, SPREP will need to make significant investments to secure its ongoing accreditation with the GCF.

SPREP's Performance Implementation Planning (PIP) and Reporting System

16. Through this review, some areas for improvement became apparent in relation to the planning, monitoring, evaluation and reporting systems that SPREP has in place. This includes the fact that the Island Member Action Plans (now Country/Territory Strategic Partnership Frameworks) component of the planning and reporting process as detailed in the Strategic Plan 2017-2026 are not yet in place. SPREP's Monitoring and Evaluation Advisor has a review of the current system underway, including the development of a Monitoring and Evaluation Policy. A renewed commitment to begin the development of Country/Territory Strategic Partnership Frameworks in 2021 has been made by Island Members and the Secretariat.

Effectiveness

The Results Framework

17. The nature of SPREP's work is necessarily broad, which brings with it challenges of measuring impact. Most of the defined outcome indicators for the Strategic Plan 2017-2026 detailed in the Results Framework are focussed on the delivery of activities and outputs rather than outcomes and impacts. The current Results Framework indicates a lack of organisational investment in a results-focused monitoring and evaluation system that is in turn informing SPREP's work through adaptive management and learning.

Sustainability of Results

18. The Secretariat is currently not well-placed to demonstrate that the work it is undertaking, in conjunction with Members and partners, is being designed and delivered to maximise sustainable outcomes. This is not something the Secretariat can be expected to deliver alone without genuine partnership with Island Members and partners in the region.

Regional and Global Indicators

19. While global and regional reports on the state of the environment and sustainable development describe commendable progress and achievements, the bigger picture is clear: the current approach being taken by SPREP in collaboration with its partners to implement the Vision and Regional Goals of the Strategic Plan 2017-2026 is not making adequate progress. This environmental crisis requires a drastic change in approach by all, including SPREP (Secretariat and Members).

Gender Equity and Social Inclusion

20. There have been some positive developments made in relation to the Gender Mainstreaming Policy, notably the introduction of a Gender Equality and Inclusion

Mainstreaming Working Group, but this work remains patchy and inconsistent across the programme areas. Given the dramatic challenges faced by the Region on gender equality, it is likely that SPREP would need to dedicate further technical training and resourcing to this important cross-cutting issue.

SPREP's Results and Learning Framework

21. The Results Framework demonstrates good progress in response to the 2014 Review recommendations. However, it is not delivering on the 2017-2026 Strategic Plan's commitment to establish a system for results-based monitoring and evaluation of the Regional Goals and Objectives that is aligned to relevant international measures (including the SDGs that cover the period 2015-2030) and describes SPREP's approach to learning and continuous improvement. The completion and implementation of the Monitoring and Evaluation Policy that has been under development since 2020 is necessary.

Relevance

Alignment of work with the Strategic Plan

22. SPREP's work is well aligned to the Regional Goals. Due to broad nature of the Regional Goals however, it is not too hard to find alignment, and there is a sense that SPREP is trying to cover too many bases and serve too many stakeholders. It is unclear whether the current interventions are the most effective, relevant and sustainable ways for SPREP to contribute to this shared body of work. Tighter, more clearly defined strategic direction would render more focused results for the Region.

Relevance to the Needs and Priorities of Members

23. SPREP's technical expertise is recognised and valued by Island Members, but this could be strengthened and more available when requested. There is a sense that the over-projectisation of SPREP's work is resulting in lack of focus on Island Member needs and requests, and it is also resulting in competition and lack of coordination with regional and national agencies. Members feel the need for more in-country presence from SPREP.

Relevance to Regional Priorities

24. There is a sense that SPREP needs to step up its response to emerging regional priorities and initiatives and play a more proactive leadership role in this respect. A more streamlined and prioritised approach to planning is required to ensure a more focused and impactful approach in the Region.

Partnerships

25. SPREP has a substantive list of partners and there is great diversity in the types of organisations that SPREP works with. Partners of all types have typically described working with SPREP as a positive experience. However, coordination and collaboration with CROP organisations was repeatedly cited by stakeholders, including SPREP staff, as needing improvement.
26. There is a concern that the role and function of the two-year old Pacific Climate Change Centre (PCCC) as a mechanism for regional partnership and collaboration is not being governed and implemented as it was originally conceived.

2.2 Findings from the Corporate Review

Structure

27. The Review Team recognises that the Secretariat's current structure is not fully fit for purpose, it has a number of weaknesses in relation to governance, effective management and whole-of-organisation service delivery.
28. The current structure, which is aligned to the strategic priorities agreed by Members, is rendering a "silo effect" in programme implementation. Opportunities for programme integration and multidisciplinary approaches are not being leveraged.
29. In effect, SPREP is administering two distinct, but related types of service delivery models: (i) providing environmental advisory services to Members, and (ii) delivering/implementing in-country projects for members. This is creating some resource tensions and inefficiencies that need to be addressed in order to improve SPREP's ability to effectively serve Members in both types of service delivery capacities.
30. Management responsibilities are uneven across the organisation, with differences in the number of staff reporting directly to each manager and significant differences in spans of control.

Governance

31. Adjustments to the SPREP governance arrangements would allow for greater liaison, oversight and accountability mechanisms to be in place.
32. The Review Team considers that the establishment of the Executive Board has been a valuable step to improve the governance of SPREP in a way that balances its effectiveness (due to it being an optimal size of such bodies) whilst still ensuring that all members can participate in this governance mechanism. As such it is an excellent platform, which can be further refined to assume the responsibilities of the Troika grouping. By including a slightly larger grouping of representative members this would both simplify and strengthen the role of member states in the work of the Secretariat between SPREP Meetings.

Processes and Systems

33. The corporate systems and processes at the Secretariat would benefit from an upgrade to more modern systems, particularly a digital upgrade.
34. A lack of standardised approach to project management is reinforcing the 'silo effect' within the organisation, leading to duplication of effort, and resulting in inefficiencies.
35. There is currently no external mechanism in place to ensure accountability around procurement practices.
36. The Audit Committee provides a structured, systematic oversight of SPREP's governance, risk management, and internal control practices and reports to the SPREP governance bodies. The Audit Committee is performing its functions well, particularly around financial management. More attention could be directed to the Committee's function around risk management. The Internal Auditor, who is Secretary to the Audit Committee, is reportedly also providing an internal control function at SPREP, which is inconsistent with systems-based auditing.

People and Rewards

37. The 2021-2025 People Strategy is a welcome development that is intended to promote a healthy work environment and culture for SPREP staff. The Review Team, however, noted an absence of any dedicated budget for Human Resources activities that might contribute to achieving the strategy objectives.
38. The SPREP Code of Conduct is a sound document, but there is no associated external dispute mechanism where staff can seek independent review.

39. The Review Team identified that the Staff Advisory Committee may not be operating at arms-length from SPREP management hence may not be able to fully perform the important function of representing staff concerns to management.
40. The Review Team notes and supports the EU Pillar Assessment requirement for a personal data protection policy.
41. There appears to have been little of no staff assessment or progression within the remuneration frameworks, with a large number of staff remaining on 90% of their salary band.
42. Some countries do not allow their citizens to contribute to their national pension funds when working overseas, this is an issue for some international staff.
43. There is a Learning and Development Policy in place, which is to be realised through annual Training and Development Plans. Staff, however, do not feel they have adequate opportunities for professional development and training.

Sustainable Finance and Funding

44. Member contributions have remained mostly unchanged since 2004. Voluntary contributions are made by two of the metropolitan Members which assist with ensuring there is some level of untied funding to cover core costs. The focus to date has been on balancing the budget, as opposed to emphasising the value received for membership.
45. There is an over-reliance on project management fees to supplement the core budget, which is unstable and unsustainable. These project management fees do not capture the full cost to the organisation of project implementation.
46. The core budget has grown considerably over the past few years, accompanied by a significant increase in management and corporate support roles. While project funding has also seen a marked increase recently, it is not clear if this increase required the consequential increases in staffing.
47. While some positive developments in knowledge management systems are noted, further investment in digital and information technologies is warranted.

3. Conclusions of the Review Team

48. There is no denying that the Pacific Region is facing an environmental crisis that has the potential to significantly impact on the lives and well-being of all Pacific Islanders. As the premier environment-focused organisation in the region, this places a significant burden of responsibility on SPREP as a custodian of the region's environmental health, and as a regional coordinator of a multitude of environmentally focused projects, programmes, initiatives, campaigns and international advocacy efforts. The demands on the organisation are diverse and often complex, but the messages from Members are clear. The Secretariat's work is highly valued, but at this vital juncture of an impending global climate crisis, more is required. The relevance and the value of SPREP's work to date under the 2017-2026 Strategic Plan is not in question, but the opportunity exists now to reassess *how* some of this work is being delivered to ensure it better aligns to Member needs, and ultimately addresses the substantive environmental issues faced by the Region.
49. This Review has found that much of SPREP's work is being delivered as a discrete set of donor-funded projects. Opportunities for programme integration, multidisciplinary approaches, productive partnerships and efficiencies are not being fully realised. More strategic oversight is required to prioritise and consolidate the work of the organisation so it is delivered as 'a whole'. An important component of this strategic oversight is the

coordination of the full spectrum of work that the Secretariat is delivering at a national level to streamline and improve communications with Members. Based on lessons learned during the COVID-19 pandemic, Members would also like to see more in-country resourcing for SPREP programme implementation to increase local capacity and to ensure the continuity and sustainability of programmes.

50. SPREP has without question evolved along with its work programme and corporate organisational goals. These two most basic and fundamental aspects of SPREP the organisation have become increasingly inter-woven. Demands on SPREP from its key stakeholder recipients, the Island Members, have grown, and yet core budget support from Island Members to cover these increased costs has not. To balance the budget, SPREP has become dependent on donor-funded projects as a delivery modality. This introduces a significant project administration and reporting burden for the organisation. The Review Team questions the financial sustainability of this approach to funding and is concerned that fundraising and donor liaison efforts are detracting from the Secretariat's original purpose to provide advisory services to Members.
51. The Review Team has observed that the Secretariat's organisational responses to the funding scenario has resulted in two "business models" operating within the Secretariat. One reflecting the original and ongoing advisory role, a second coping with the increasing project modality. There may be a third model emerging to serve as an accredited entity to large funds such as GCF and the Adaptation Fund. These parallel models bring with them a range of inefficiencies and create a lot of internal tensions between the advisory and project delivery functions of the Secretariat.
52. The Review Team concludes that the Secretariat's current structure is not fully fit for purpose. The corporate systems and processes at the Secretariat are due for an upgrade to the digital era. Furthermore, some adjustments to SPREP's current governance arrangements are recommended to ensure that the Secretariat has adequate liaison, oversight and accountability mechanisms in place.
53. This Review suggests that SPREP focus on taking a more dynamic and proactive leadership role in, and for, the region. Regional reporting frameworks on the State of the Environment, UN Sustainable Development Goals and Aichi Biodiversity Targets paint an alarming picture of the Pacific Region's environment, biodiversity and sustainable development status. SPREP's strategic focus for the next five years needs to more effectively sound this alarm locally, regionally and internationally.
54. This Review has highlighted a range of challenges and opportunities for SPREP, not only as it launches into the final 5-year implementation period of the 2017-2026 Strategic Plan, but into the years beyond. Furthermore, developments such as the soon to be released 2050 Strategy for the Blue Pacific Continent by the Forum Leaders will have implications for SPREP's strategic focus and priorities that this Review cannot anticipate.

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4. List of Recommendations

Reference to Key Findings in the Report that inform this Recommendation	Recommendation
Report Section C: Regional Goals and Objectives Review	
Operational challenges related to COVID-19: Part C, Section 6.1	<u>Recommendation 1:</u> The SPREP Meeting consider that the Secretariat develop a comprehensive response plan to the COVID-19 Pandemic based on an assessment of likely scenarios for the remaining five years of implementation of the Strategic Plan. The response plan should include a review of the viability of new modalities that are proving effective and confirm their integration into the current and future Performance Implementation Plans (PIPs) and underlying workplans.
Regional Programme Implementation: Part C, Section 6.3.1	<u>Recommendation 2:</u> The SPREP Meeting consider requiring that the Secretariat Leadership Team undertake a programme integration initiative in consultation with the Regional Programme Directors and other Secretariat staff as necessary. The initiative could be captured under the planned activities for Outcome Indicator 2.1.3 in PIP3 (2022-2023). It would begin with an inclusive internal consultation process to identify opportunities to bring greater integration in planning, delivering and reporting on SPREP’s work at all levels. The result of the consultation process would be a detailed Programme Integration Plan that includes time-bound actions and resourcing commitments.
Partner Engagement: Part C, Section 6.3.2	<p><u>Recommendation 3:</u> The SPREP Meeting consider requiring that the Secretariat, using the Partnership Engagement and Resource Mobilisation Strategy (PERMS) and current Partnership Agreements as a foundation, further develop and strengthen its partnerships with CROP organisations including through established CROP mechanisms at the Deputy Director Level.</p> <p><u>Recommendation 4:</u> In the light of comments received during this Review, the SPREP Meeting may wish to revisit the proposal that the PCCC function independently of the SPREP work programme through a Chair and Governance Board.</p>
Member Engagement: Part C, Section 6.3.3	<p><u>Recommendation 5:</u> The SPREP Meeting reconfirms their commitment to the development of Country and Territory Strategic Partnership Frameworks in collaboration with the SPREP Secretariat following the process that was endorsed at the 2020 Executive Board meeting. That the frameworks include a mutual bi-annual progress reporting requirement. That the Frameworks are developed and under implementation with all Island Members by the next SPREP Meeting.</p> <p><u>Recommendation 6:</u> The SPREP Meeting support the Secretariat to continue to explore and advance cost-effective opportunities to expand its subregional presence in the form of in-country SPREP representatives in all Island Member locations.</p>

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Reference to Key Findings in the Report that inform this Recommendation	Recommendation
Regional Leadership on Strategic Priorities: Part C, Section 6.4	<u>Recommendation 7:</u> The SPREP Meeting consider requiring the Secretariat to develop a Communications Plan to focus, standardise and coordinate the Secretariat’s communications and advocacy outreach at all levels. This would include appropriately resourcing the Communications and Outreach Unit to develop and deliver this Plan with the support and engagement of staff across the Programmes and Departments of the Secretariat.
Gender Equity and Social inclusion (GESI): Part C, Section 6.5	<p><u>Recommendation 8:</u> The SPREP Meeting consider requiring that:</p> <ul style="list-style-type: none"> (i) the SPREP Senior Leadership reinforce their commitment to the implementation of the SPREP Gender Policy, with one member of the Executive team identified as a Gender Champion to lead on its implementation; (ii) the work of the Gender Equity and Inclusion Mainstreaming Working Group be elevated to ensure it translates into the Secretariat’s management and decision-making systems and processes; and (iii) the Secretariat update the SPREP Gender Policy (2016) to reflect developments in GESI theory and practice in the Pacific Region. These updates would include: <ul style="list-style-type: none"> • The recognition of the intersectionality of women and girls lives and other marginalised diverse groups including LGBTQI and people living with disabilities. • Specific policies in relation to responding to sexual harassment and family violence. • A commitment to train SPREP staff to enable them to effectively deliver all relevant aspects of the Gender Policy through their work with Island Members. • A systematic approach to planning, monitoring, evaluation and reporting on SPREP’s GESI work through programmes and projects.
Monitoring Evaluation and Continuous Improvement: Part C, Section 6.6	<u>Recommendation 9:</u> The SPREP Meeting consider advising the Secretariat to prioritise fully establishing and implementing the Results Planning, Performance Reporting and Learning Framework as described in the Strategic Plan 2017-2026, particularly the “learning and continuous improvement” component, with a focus on the identification of “strategies and modalities that are most effective in supporting environmental sustainability.”
Report Section D: Organisation Objectives Review – Corporate Review	
Governance, Independent Chair: Part D, Section 1.3.4	<u>Recommendation 10:</u> The SPREP Meeting consider:

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Reference to Key Findings in the Report that inform this Recommendation	Recommendation
	<ul style="list-style-type: none"> (i) reconfiguring the Executive Board as a permanent Board to oversee SPREP between SPREP meetings with virtual meetings (convened for up to a half-day) three times a year; (ii) establishing a remunerated part-time position of Independent Board Chair who must have ample experience in senior roles and be of a different nationality than the DG or DDG and appointed on merit for one term of 4 years after which it must rotate to another SPREP Member; and, (iii) discontinuing the Troika and folding its functions into the Executive Board.
<p>Governance, Audit Committee and Internal Auditor: Part D, Section 1.3.5</p>	<p><u>Recommendation 11:</u> That the SPREP Meeting consider requiring the Secretariat to: (i) strengthen the Internal Auditor function by:</p> <ul style="list-style-type: none"> (i) changing the reporting lines of the Internal Auditor to the Chair of the Board through the Chair of the Audit Committee; (ii) adding additional external resources to assist the Internal Auditor and Risk Manager to perform the assurance function; and, (iii) ensuring that the internal auditor’s current role as an internal controller with internal sign off responsibilities should cease and revert to an assurance process based on review of processes.
<p>Organisation Structure and Management, Proposed New Organisational Structure: Part D, Section 1.4</p>	<p><u>Recommendation 12:</u> That the SPREP Meeting consider requiring that the Secretariat transfers the primary responsibility for overseeing its major projects to a new and separate Technical Cooperation and Projects Programme with its own Director. This Programme would have its own income and cost centres that are separate from those associated with advisory services work. The Programme would manage and coordinate major projects through an “internal contract” basis with other SPREP Programmes and Departments wherein they negotiate and agree the time provided by their experts to each project (also see associated Recommendations 31 and 32). This Programme would also have responsibility for negotiating and securing new project funding</p>
<p>Organisation Structure and Management, Corporate Services: Part D, Section 1.4.1</p>	<p><u>Recommendation 13:</u> That the SPREP Meeting consider requiring the Secretariat restructure the corporate services departments into a single business unit called Business Support Unit reporting to a Chief Operating Officer or General Manager Business Support. This Unit would focus on internal administrative and business support functions.</p>
<p>Organisation Structure and Management, Executive Roles: Part D, Section 1.4.2</p>	<p><u>Recommendation 14:</u> That the SPREP Meeting consider providing the incoming Director General with a Letter of Expectations setting out the organisational outcomes that Members seek in his or her first term. This should include specific expectations on the corporate culture and management style that the Director General is expected to foster.</p>

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Reference to Key Findings in the Report that inform this Recommendation	Recommendation
<p>Organisation Structure and Management, Management Team Responsibilities: Part D, Section 1.4.4</p>	<p><u>Recommendation 15:</u> That the SPREP Meeting consider requiring the Secretariat to amend its delegations framework to ensure that:</p> <ul style="list-style-type: none"> (i) the Board makes decisions on all future re-sizing of senior positions (over Band 13); (ii) the Chair of the Board reviews all senior management performance assessments in conjunction with the Chair of the Audit Committee; and (iii) the Board reviews all major funding agreements over US\$[2] million. The Chair of the Board would be authorised to sign these after obtaining authority from the full Board in and out-of-session process. <p><u>Recommendation 16:</u> That the SPREP Meeting consider requiring the Secretariat to carry out a comprehensive review of its management structures and job sizes. The review should encompass an assessment of the span of control of staff with management and supervisory functions across the organisation (band 11 and above). The review should provide recommendations for a restructure so that there are generally 4-6 direct reports per manager. The review should require that all management positions should be reassessed to meet the new recommended structure.</p> <p><u>Recommendation 17:</u> That the SPREP Meeting realigns the responsibilities of the Executive so that the Director General is focused on managing external relations, and the Deputy Director General is focused service delivery to its' Members.</p> <p><u>Recommendation 18:</u> That the SPREP Meeting require the Secretariat to adjust the current reporting lines so that the Executive directly manage:</p> <ul style="list-style-type: none"> (i) Communications and outreach, (ii) the subregional offices (and in-country Project funded offices and (iii) the Accredited Entity function.
<p>Processes and Systems: Process Mapping: Part D, Section 2.2</p>	<p><u>Recommendation 19:</u> That the SPREP Meeting require the Secretariat to process-map and document the workflows of all its internal business processes and the associated data flows across the organisation. Building on this process mapping exercise recommendation, the Secretariat would implement a quality management system, while seeking to attain accreditation under ISO 9000 and/or other relevant international standards for operations (IT services and project management).</p>
<p>Project Planning and Management: Part D, Section 2.3</p>	<p><u>Recommendation 20:</u> That the SPREP Meeting require the Secretariat adopt a single and standardised project methodology and apply this for all projects including a detailed fully costed risk assessment for all projects.</p>

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Reference to Key Findings in the Report that inform this Recommendation	Recommendation
Procurement: Part D, Section 2.6	<u>Recommendation 21:</u> That the SPREP Meeting consider requiring the Secretariat to appoint an Ombudsman for procurement, who would be responsible for investigating complaints about procurement. The Ombudsman would report to the SPREP Board through the Audit Committee.
Information and Knowledge Management, Digital Transformation: Part D, Section 2.7	<p><u>Recommendation 22:</u> That the SPREP Meeting:</p> <ul style="list-style-type: none"> (i) support the digital transformation of SPREP and commit to fund the prerequisite upgrade; (ii) require the Secretariat to develop a proposal with a full description of the desired end-state and a stepped roadmap to achieve that state. This proposal should be underpinned by the following principles: <ul style="list-style-type: none"> • The current disparate systems should be rationalised and consolidated to one set of business systems on a common platform. • Project-specific websites or ICT tools should be discontinued, and any donor project funds should be used to deploy sustainable systems on the Secretariat’s core systems with all expenses covered by project cost recovery charges. • The use of open-source software that includes a variety of business systems as modules, which are already integrated and thus interoperable.
Information and Knowledge Management, Change Management: Part D, Section 2.7	<p><u>Recommendation 23:</u> That the SPREP Meeting require the Secretariat:</p> <ul style="list-style-type: none"> (i) engage external support as necessary to assist the Secretariat with its digital transformation process, that incorporates an accepted lifecycle methodology; and, (ii) establish a Change Management Unit for digital transformation and broader organisation change.
The People Strategy, Capability Framework: Part D, Section 3.1.1	<u>Recommendation 24:</u> That the SPREP Meeting require the Secretariat to put into place a Capability Development Framework that could be developed and implemented either as part of, or standalone from the People Strategy.
Staff Conduct and Redress: Part D, Section 3.2	<u>Recommendation 25:</u> That the SPREP Meeting consider requiring the Secretariat to establish an independent external dispute mechanism to provide a neutral forum for staff grievances to be addressed and adjudicated after other dispute settlement processes, such as in Staff Regulation 12, are exhausted.
Staff Advisory Committee: Part D, Section 3.3	<u>Recommendation 26:</u> That the SPREP Meeting require the Secretariat to support the Staff Advisory Committee to reform itself as a single entity staff labour organisation with a higher level of independence, that operates in accordance with ILO standards.

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Reference to Key Findings in the Report that inform this Recommendation	Recommendation
Protection and Disposal of Personal Data: Part D, Section 3.5	<u>Recommendation 27:</u> That the SPREP Meeting require the Secretariat to formulate a personal data protection policy. The policy should define a timeframe for retention of such data and procedures for how it is ultimately disposed.
Staff conditions and benefits, retirement and pensions: Part D, Section 3.6.1	<u>Recommendation 28:</u> That SPREP Members ensure that their respective national pension/superannuation schemes remain available to their nationals while they are working at SPREP.
Sustainable Finance and Funding, Assessed Member Contributions: Part D, Section 4.2	<u>Recommendation 29:</u> That the SPREP Meeting consider and decide to amend the Financial Regulations to: <ul style="list-style-type: none"> (i) give consideration to a regular adjustment strategy for assessing member contributions, (ii) clarify that assessed member contributions are mandatory, (iii) set a definitive date by which such fees must be paid, (iv) introduce graduated consequences for late payment of membership fees, and (v) stipulate that arrears greater than 12 months should result in suspension of service unless that government has concluded a payment plan that is approved by the Board.
Sustainable Finance and Funding, clarifying and segmenting project funding: Part D, Section 4.2.2	<u>Recommendation 30:</u> That the SPREP Members require the Secretariat to: <ul style="list-style-type: none"> (i) amend the Financial Regulations to remove project management fees from miscellaneous income, and budget/account for this income and the associated expenses in a separate budget segment; (ii) identify which managerial and support staff are dedicated to supporting Project Implementation, and fund these staff from project administration charges; (iii) institute internal charges for cost recoveries between budget segments; and (iv) ensure that any advice provided by staff to a specific project that is not funded by that project is internally charged on the basis of work days or hours rather than full time employees.
Sustainable Finance and Funding, rationalising expenditure under core budget: Part D, Section 4.2.3	<u>Recommendation 31:</u> That the SPREP Meeting require the Secretariat to rationalise core expenditure to cover: <ul style="list-style-type: none"> (i) essential policy advisory functions, and (ii) and viable corporate business support function.

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Reference to Key Findings in the Report that inform this Recommendation	Recommendation
<p>Sustainable Finance and Funding, Adjustments to the Core Budget – Special Assessments and Capital Assessments: Part D, Section 4.2.4</p>	<p><u>Recommendation 32:</u> That the SPREP Meeting consider and decide to amend its Financial Regulations to:</p> <ul style="list-style-type: none"> (i) establish a Special Assessment Fund that can be used as required to fund any change process to meet the revised strategic direction should the Meeting adopt the recommended changes in this Review; (ii) introduce into the Financial Regulations a Capital Reserve Fund for asset replacement and major system upgrades, which can be replenished on a periodic basis through a separate capital assessment on Members; and (iii) establish a General Reserve Fund to allow for a minimum of four months operating expenses in the event of totally unforeseen circumstances.
<p>Sustainable Finance and Funding, Accounting Standards and Financial Regulations: Part D, Section 4.2.5</p>	<p><u>Recommendation 33:</u> That the SPREP Meeting require the Secretariat to consider adopting the International Public Sector Accounting Standards over the next 2 or 3-year time frame.</p>
	<p><u>Recommendation 34:</u> That the SPREP Meeting amend the Financial Regulations to ensure that budgets are prepared on the same basis as Financial Statements.</p>
	<p><u>Recommendation 35:</u> That the SPREP Meeting require the Secretariat to consider adopting segment reporting to allow for greater budgetary control in matching the income and expenditure for the advisory services and project implementation work.</p>
<p>Report Section E: Conclusion and Recommendations for the Way Forward to 2026 and Beyond</p>	
<p>Accountability for Implementation of Recommendations: Part E, Section 2</p>	<p><u>Recommendation 36:</u> In recognition that many of the 2014 ICR recommendations have not been fully implemented, the SPREP Meeting require that the Secretariat report on progress with the implementation of the approved recommendations of this review annually at SPREP Executive Board and Member meetings until such a time as they are fully implemented.</p>

Part B: Introduction, Background and Method

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1. Introduction

1.1 Purpose and Scope of the Review

55. The Secretariat of the Pacific Regional Environment Programme (SPREP) is an intergovernmental organisation charged with promoting cooperation among Pacific islands countries and territories to protect and improve the environment and ensure sustainable development. SPREP serves 21 Island Members and five Metropolitan Members; it was established through the 1993 SPREP Agreement. The Agreement stipulates that SPREP shall achieve its purpose through an Action Plan adopted by the SPREP Meeting, which sets out the strategies and objectives of SPREP. The current Action Plan adopted by the SPREP Meeting which is guiding the work programme at SPREP is the 2017-2026 Strategic Plan. The plan is now at the mid-point of its implementation phase.
56. In March 2021 SPREP released a Request for Tender to conduct an '*Independent Corporate Review of SPREP and Mid-Term Review of the SPREP Strategic Plan 2017-2026*' (The Review). The contract was awarded to Natural Solutions Pacific in May 2021. The Review was carried out within a three-month period in order to complete the review ahead of the 30th SPREP Meeting scheduled for 7th September 2021.
57. The Independent Corporate Review (ICR) component of this work assesses the overall performance of the Secretariat since the last review of this nature in 2014, and in particular the progress toward, and outcomes of, the recommendations of the 2014 Independent Corporate Reviews (ICR) endorsed by the 25th SPREP Meeting. The Mid-term Review of the SPREP Strategic Plan 2017-2026 (SPR) component assesses SPREP's performance in delivering the current Strategic Plan. The Terms of Reference for this Review are in [Annex 1](#).
58. Whilst the initial tender specifications anticipated two separate reports for the ICR and the SPR, the Review Team found it counterproductive to deal with these two components in isolation, particularly as they form part of a single review process. The SPREP Strategic Plan, for instance, outlines five organisational development objectives which are highly relevant to the ICR; and the ICR, in turn, calls for an assessment of Secretariat performance of the 2017-2026 Strategic Plan. At an update meeting in July, the SPREP Executive agreed the Review Team would present one integrated review report that addresses the review requirements of both the ICR and SPR.
59. With this in mind, the Review Team proposed to the SPREP Executive as follows. That there be one integrated Review Report, with distinct components that look at both strategic issues and corporate issues together. This will assist SPREP to address its funding challenges for its core budget that are an important aspect of the 2021 Review, and help identify potential new organisational business models that can support its sustainable funding in the longer term. This was agreed by the SPREP Executive.

1.2 The Review Team

60. The Review Team assembled by Natural Solutions Pacific led by Dr. Russell Howorth as Project Director is shown in *Figure 1: The Review Team* below. The Team comprised lead representatives for the ICR and SPR, supported by a number of subregional and thematic leads.

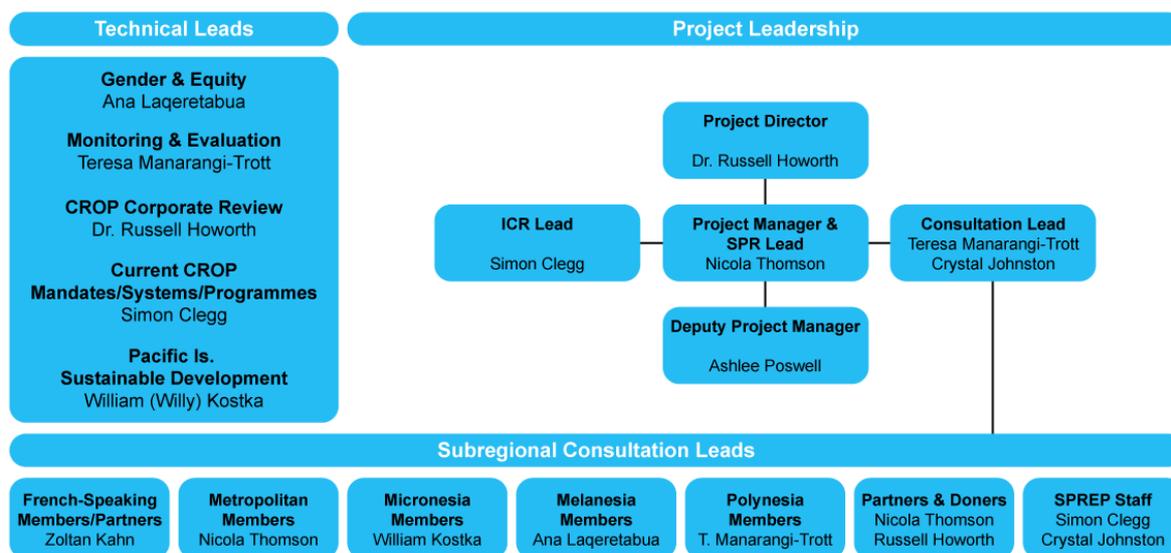


Figure 1: The Review Team

1.3 The Review Methodology

61. In addition to the direction provided in the Terms of Reference ([Annex 1](#)), this review draws on two frameworks: a concept of Value Framework and Galbraith’s ‘Star Model’ which are described in more detail below.

1.3.1 Guiding Principles and Frameworks used in The Review

The Concept of Value as it relates to The Review

62. In the 2016-2026 Strategic Plan SPREP clearly articulates its work is “guided by four simple Values”, namely:
- The Environment,
 - Our People,
 - High Quality and Targeted Service Delivery,
 - Integrity.
63. While there are significant limitations in using a ‘Value-for-money’ (VFM) framework in development co-operation assessment, including challenges around data and accountability from the recipient side, the concept is useful when applied in the context of project management. VFM is often simply defined as the relationship between the ‘three E’s’ (Economy, Efficiency and Effectiveness), recently Equity has been added by some. Achieving VFM requires a balance between all four: relatively low cost, high productivity, and positive and equitable outcomes. This Report takes the view that, for SPREP Members, a simple reference to “Value” is sufficient. At the same time recognising the need to deliver a balance that is efficient, effective and economical (at the right price).
64. In short, the purpose of using the concept of Value in this review is to guide the assessment of whether SPREP is demonstrating high quality and targeted service delivery for its Members that is efficient, effective and economical (*Figure 2: The Concept of Value as applied in this Report*).

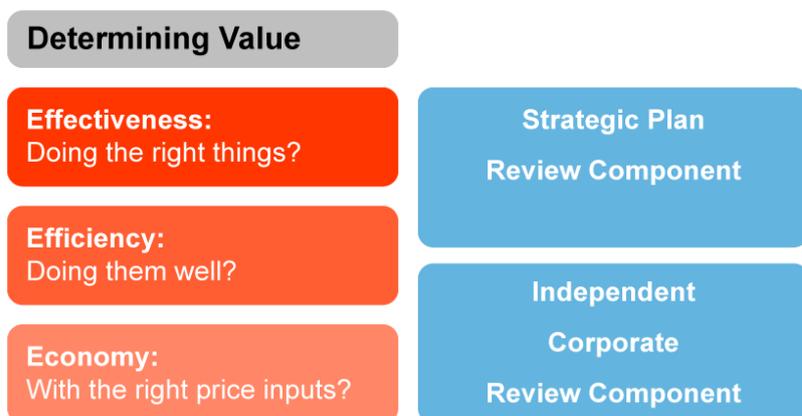
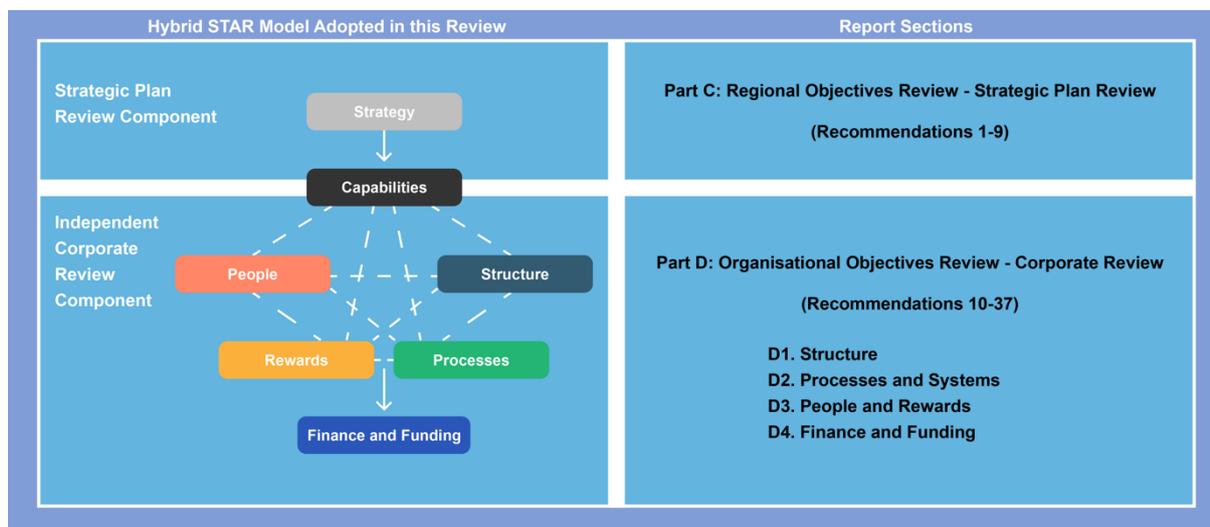


Figure 2: The Concept of Value as applied in this Report

The STAR Model for Organisational Development and Review

65. The Review Team has used the STAR Model for organisational development (Galbraith, 1993) to guide the assessment of SPREP’s performance. The model is based on organisational design principles that help assess an organisation’s alignment with its strategy. The model can be used as a tool to align organisational elements with each other to create the right capabilities to perform in a particular environment. There are five elements in this model:
1. Strategy, which determines direction and the required capabilities,
 2. Structure, which determines the location of decision-making power,
 3. Processes, which relate to the flow of information including information technologies,
 4. Rewards and reward systems, which influence the motivation of people to perform and address organisational goals,
 5. Policies relating to people (human resource policies), which influence and frequently define the employees’ mind-sets and skills.
66. The application of this STAR Model to The Review is shown in *Figure 3: Correlation of the STAR Model to The Review*. The first element addresses the strategic plan component of the SPREP Review, whilst the remaining four elements address the corporate component of the SPREP Review. The Review Team used this application of the Star Model to review the evolution of the organisation over recent years and to assess its current state of preparedness for the next five years. This approach required and an assessment of Strategy, Structure, Processes and Systems, People and Rewards (Human Resources). The review concludes with an assessment of Finance and Funding, while Finance is not an explicit component of the Star Model, the Finance and Funding assessment is informed by the preceding elements of assessment.



Note: Finance and Funding are not a component of the STAR Model

Figure 3: Correlation of the STAR Model to The Review Method

1.3.2 The Review Process

67. The Review was conducted in three main stages: an Inception Phase, a Consultation Phase, and an Analysis and Reporting Phase. The Review Process is presented *Figure 4: The Review Process* below.



Figure 4: The Review Process

68. The inception phase included a document survey and desktop review, including an assessment of the status of the recommendations from the previous Independent Corporate Review and Strategic Plan Review (2014).

69. The consultation phase for The Review was conducted over a six-week period from 14 June through to 30 July 2021. The SPREP Secretariat provided the Review Team with a comprehensive list of stakeholders which was used as the basis for the consultation list. In order to better focus and target the consultation process, the Review Team divided the full stakeholder list up into the following categories:

- SPREP Members, Island Members and Metropolitan Members,
- SPREP Staff, including staff who have recently left the organisation,

- Major Donors,
 - CROP intergovernmental member organisations,
 - Other regional and international intergovernmental organisations,
 - Other Partners including donors, national and regional Civil Society Organisations (CSOs), and national and international Nongovernmental Organisations (NGOs).
70. As noted in the list above, the consultation included two SPREP staff members who had recently left the organisation. This came about through the initiative of current SPREP staff members who notified colleagues who had worked for the Secretariat that the review was underway. Two ex-Staff members responded by reaching out to the independent review team to offer an interview. Based on the fact that they were employed by the Secretariat during the years that the review is examining, the review team made time to interview these individuals. These interviews were undertaken at the independent review team’s discretion in addition to the consultation work that the review team had already committed to in the project plan and contract.
71. The Review commenced with an advisory email to all SPREP stakeholders with an open invitation to participate in the Review process. The consultation process comprised of workshops, group briefings, an online survey, and interviews with key representatives of all stakeholder groups. The online survey was distributed to all SPREP stakeholders and was tailored slightly according to different stakeholder categories (Staff, Members and Donors/Partners), the survey questions are available in [Annex 4](#). The survey was designed to draw out perceptions of SPREP’s performance in relation to the regional and organisational goals in the Strategic Plan 2017-2026. The survey was sent out to Members and external stakeholders on 13 July and was closed on the 26 July.
72. A more comprehensive survey was issued to all SPREP Staff on 20 July and closed in early August. A total of 74 responses were received to the online survey. [Annex 5](#) shows the high-level findings from the surveys and [Annex 6](#) presents the numerical analysis as a compilation of charts.
73. A series of online workshops were held with different stakeholder groups, which offered the opportunity to gain an understanding of the extent of awareness of the current 2017-2026 Strategic Plan, in particular the four Regional Goals and five Organisational Goals, and to discuss perceptions of SPREP’s performance in these areas. The following table shows the timing and attendance levels of the workshops and briefing sessions.

Stakeholder Group	Timing	Attendance
Micronesian Members	7 th July 2021	4 Members 12 Representatives
Polynesian Members	20 th July 2021	4 Members 16 Representatives
French-speaking Members	22 nd July 2021	5 Representatives
Partners and Donors (3 briefing sessions)	15 th -16 th July 2021	10 Representatives
SPREP Staff (2 briefing sessions)	22 nd - 23 rd July 2021	All staff invited (Participation list not taken)
SPREP Regional Office Staff (1 group meeting)	23 rd August 2021	5 Regional Office Staff Members

Table 1: Stakeholder Workshops

74. The Review Team also conducted interviews with a total of 68 targeted stakeholders, with representatives from the following groups: Members; SPREP Executive; SPREP Programme and Department managers; SPREP Gender Equality and Inclusion Mainstreaming Working Group; SPREP subregional offices; partners; and donors. A meeting was also held with the SPREP Governance group. A comprehensive list of consultation questions (see [Annex 3](#)) designed to draw out stakeholder views and inputs around the questions outlined in the Terms of Reference for The Review. The Review Team used the list of consultation questions as a guide, tailoring the nature and depth of questioning to the interviewee's main area of knowledge about SPREP. The full list of all stakeholders consulted via all these means (survey, workshop, and interviews) is presented in [Annex 2](#).
75. At the completion of the consultation phase, a series of six consultation reports were produced summarising the inputs and feedback received from the following different stakeholder groups: Polynesian Members; Melanesian Members; Micronesian Members; French-speaking Members; Donors and Partners; and, SPREP Staff. The consultation reports included information gathered from the survey, workshop and interviews. These are included in [Annexes 7 – 12](#).
76. Following the Consultation Phase, The Review Team entered into a period of analysis to consider the breadth of findings from the document review and consultations. A draft report was produced and submitted to the Secretariat and Governance Group for review on 30 August 2021. The review team delivered a presentation at the 30th SPREP Meeting on 7 September 2021 to update Members on the progress of the review. A final set of consolidated comments on the draft were provided to the review team by the Secretariat on 13 September 2021.
77. Based on the Secretariat's comments on the draft report that were provided on 13 September, the Independent Review Team invested in the additional measure of contracting an independent technical review of the report with a focus on the corporate review findings and recommendations. This independent review was contracted at Natural Solution's Pacific's own discretion and expense and was not covered by the project plan or budget. This review was carried out from 14 to 16 September by Mr. Rod Mitchell. Along with his extensive qualifications and experience, Mr Mitchell is the current Chair of the Audit and Risk Sub-Committee for the Pacific Islands Forum Secretariat. Mr Mitchell undertook a review independently of his role as Chair of Audit and Risk Sub-Committee and reviewed both the report and the register of the Secretariat's comments on the draft report as well as the review team's responses to these comments. Mr Mitchell has confirmed that he broadly supports the findings and recommendations of the review team as presented in the final version of the report, along with the review team's responses to the Secretariat's comments on the draft report as presented in the comments register.
78. The Final version of the report was submitted to the Secretariat for distribution to SPREP Members on 20 September 2021. The report included edits and additional detail in response to the comments provided by the Secretariat. It was submitted together with a register of the Secretariat's comments that included a response from the Independent Review to each comment. The review team will attend a Special Meeting of SPREP Members on 15 October to present the findings of the review.

2. The Operating Environment - Changes, Challenges and Opportunities

2.1 Review Context and Challenges

79. The Review has been carried out in an evolving context, requiring the Review Team to take into consideration the following factors:
- Complexity - A large and diverse programme of work at different stages of implementation, much of which is being undertaken in collaboration with partner organisations.
 - Dynamic operating environment – The programmatic and operating environment in the Pacific Region has seen great change and some upheaval over the last seven years including shifting multilateral relationships, overlapping remits of regional organisations, natural disasters and, most recently, the COVID-19 pandemic.
 - Demonstrating impact – demonstrating the impacts of programming, particularly mid-cycle, can be challenging. The 2017-2026 Strategic Plan is only half-way through implementation, proving evidence of impact on the ground after a five-year period can be challenging.
80. The Review Team were cognisant of the fact that the context and conditions within which SPREP is operating are also dynamic. There has been a significant shift in focus, transition to management of large projects, and a dramatic increase in funding; which goes hand in hand with an increase in accountability requirements. The Review Team concluded that this assessment of SPREP needed to focus on future challenges, rather than a historical assessment of an organisational environment that has already evolved and changed. The following sections provide further commentary around the environment and context within which SPREP has been, is, and will be operating.

2.2 Evolution of SPREP's Role, Mandates and Directives

81. This Review examines the Secretariat's performance against the stated objectives of the 2017-2026 Strategic Plan, as well as other SPREP Member mandates and directives. The 1993 Agreement states SPREP's mandate as follows:
- 'The purposes of SPREP are to promote co-operation in the [South] Pacific region and to provide assistance in order to protect and improve its environment and to ensure sustainable development for present and future generations. SPREP shall achieve these purposes through the Action Plan adopted from time to time by the SPREP Meeting'.*
82. Article 2 of the SPREP Agreement goes on to outline seven action areas which are in fact broadly retained in the current Strategic Plan 2017-2026. Although it should be recognised that climate change was not one of the broad action areas in 1993¹, while SPREP's Climate Change Resilience Goal and Programme are now a major focus for the work programme and annual budget.

¹ In this context it is important to note that almost at the same time the SPREP Agreement was signed in 1993, the Earth Summit in Rio was held in 1992 from which emerged the global guidance documents and instruments: Agenda 21, the UN Framework Convention on Climate Change (UNFCCC), and subsequently the 1994 First International Conference on Small Island Developing States (SIDS) and its outcome, the Barbados Programme of Action for SIDS. Subsequent to Barbados, follow-up meetings have been convened a second in Mauritius and a third most recently in 2014 in Samoa the outcome of which was the SAMOA Pathway.

83. Other SPREP Member mandates and directives for the Regional Goals have come from a variety of regional and global agreements including:
- The Pacific Islands Framework for Action on Climate Change 2006-2015 (PIFACC and its accompanying Action Plan),
 - The Pacific Islands Meteorological Strategy 2017-2026 (PIMS),
 - The 1986 Noumea Convention (known as the SPREP Convention albeit the Pacific regional components of the UNEP Regional Seas Programme launched in 1972),
 - 2010 Framework for Pacific Oceanscape,
 - 2014-2020 and 2021-2025 Frameworks for Nature Conservation, and Protected Areas in the Pacific Islands Region.
 - Cleaner Pacific 2025: Pacific Regional Waste and Pollution Management Strategy 2016-2025.
 - The 1995 Waigani Convention on hazardous or radioactive waste.
 - A suite of multilateral environment agreements (MEAs) that Members are implementing at the national level including the Convention on Biological Diversity (CBD).
84. **Conclusion:** SPREP today has a broad mandate derived from a variety of contexts where groups of SPREP Members have determined their needs.

2.3 SPREP's Evolving Role in the Regional and International Community

2.3.1 SPREP as a Member of the Council of Regional Organisations of the Pacific (CROP)

85. Forum Leaders established CROP in 1988 to succeed the South Pacific Organisations Coordinating Committee (SPOCC). CROP is a coordination mechanism amongst the Heads of member organisations. Its mandate, as outlined in the latest CROP Charter 2018 is as follows:
- 'Member organisations act together to support Leaders increased commitment to regionalism as reflected in the 2014 Framework for Pacific Regionalism, including four key/principal objectives: sustainable development, economic growth, strengthened governance, and security'.*
86. Based on Forum Leaders' decisions, CROP makes recommendations to implementing organisations, seeking the endorsement of the respective governing body through the CEO of that member organisation. It is in this context that SPREP receives collective directives from Forum Leaders as well as the Smaller Island States (SIS) Leaders. For SPREP, examples of such have become more frequent in recent years as the Forum Leaders have issued strong statements on climate change, fisheries, and most recently oceans.
87. A key emerging new strategy from the Leaders is anticipated soon in the form of the 2050 Strategy for the Blue Pacific Continent. This will coincide with a review of the regional architecture to ensure CROP has the adequate governance and resourcing arrangements in place to deliver on the strategy. The call for this originated from the Forum Leaders Meeting Communiqués in 2017 and was reaffirmed similarly in 2019.
88. The CROP Annual Report to the Forum Leaders links regional work across the key areas to support the Framework for Pacific Regionalism, the Small Island Developing States

Accelerated Modalities of Action (SAMOA) Pathway and the fulfilment of the Sustainable Development Goals (SDGs). The strategic work agenda for CROP as set out in the 2020 Annual Report focused on the following priority areas:

1. 2050 Strategy for the Blue Pacific Continent and the regional architecture review.
 2. Climate change and disaster resilience.
 3. Regional security.
 4. Sea level rise, maritime boundaries, and baselines.
 5. Legacy issue of nuclear testing.
 6. Biological Diversity Beyond National Jurisdictions (BBNJ).
 7. Regional mechanism to address oil spills.
 8. Regional fisheries.
 9. Regional health issues.
89. Each of these priority areas has implications for SPREPs work programme.
90. **Conclusion:** There is a significant impact on SPREP's work programme as a result of Leaders directives passed down through the CROP process. This is not anticipated to diminish. Furthermore, implementing the outcomes of the review of regional architecture may well have significant implications for SPREP's organisational structure, systems and mandate. Whilst it is not the role of this Review to anticipate any change, it is useful to bear in mind that these changes are likely to eventuate before the end of the 2017-2026 Strategic Plan period.

2.3.2 SPREP's Role in the International Context

91. Throughout the past 28 years, SPREP has increasingly engaged in global environment and sustainable development fora to support Member participation. The Secretariat also supports Members with their reporting obligations, including on progress towards achieving the Sustainable Development Goals (SDGs). This global dimension to SPREP's work is likely to grow and will continue to include coordination, facilitation and reporting roles in support of Island Member delegations participating in international fora. Aside from the role SPREP will play until 2030 in supporting Members report on progress towards the SDGs² it is anticipated there will be similar requirements from 2021 to 2030 relating to the United Nations Decade on Oceans and the Decade on Ecosystem Restoration.
92. Close co-operation with the United Nations Environment Programme (UNEP) and the Convention on Biological Diversity (CBD) Secretariats continues. Most recently, SPREP has been working with the Office of the Pacific Ocean Commissioner (OPOC) to provide Members with technical support for the sessions of an Intergovernmental Conference to establish a legally binding instrument under the United Nations Convention on the Law of the Sea (UNCLOS) on Conservation and Sustainable use of Marine Biological Diversity Beyond National Jurisdiction (the BBNJ process). The intended final fourth session of the BBNJ process is currently deferred until 2022.
93. SPREP's international service includes support to Members at meetings of the United Nations Framework Convention on Climate Change (UNFCCC), including its scientific and advisory bodies and annual Conference of the Parties (COP) meetings. SPREP has

² The most recent reporting mechanism was through the 2020 Biennial Pacific Sustainable Development Report compiled by PIFS,

developed an intimate knowledge of the UNFCCC and its workings over the last 20 plus years and as such it remains the lead regional coordinating organisation for climate change negotiations. SPREP has established, manages and coordinates the One CROP Plus³ support team for its Island Members in preparation for the upcoming COP26. A subcommittee led by Pacific Islands Forum Secretariat (PIFS) has also been established to promote high level engagement and advocacy for the Pacific Voyage Plan and establish Political Climate Champions for COP26.

94. **Conclusion:** The global dimension to SPREP's work, which includes coordination, facilitation and reporting roles in support of Island Member delegations participating in international fora is likely to keep growing in coming years. This has implications for SPREP's work programme and budget.

2.4 Situation Analysis

2.4.1 Global COVID-19 Pandemic

95. Since January 2020, the COVID-19 pandemic has had far-reaching global impacts and the Pacific islands region has not been spared. Some nine months into the pandemic, SPREP Members with no reported cases numbered eleven: Cook Islands, Federated States of Micronesia, Kiribati, Marshall Islands, Nauru, Niue, Palau, Solomon Islands, Tonga, Tuvalu and Vanuatu, In July 2021, that number was reduced to five: Cook Islands, Nauru, Niue, Tonga and Tuvalu.
96. Members have reported the impacts of the COVID-19 pandemic on SPREP's work, citing delays, reduced face-to-face communication and reduced visibility on the ground. COVID-19 was first considered in the context of SPREP as a whole at the Executive Board Meeting in September 2020 (Agenda Item 5.2). The report to that meeting notes the dramatic social and economic impact in the region with the closure of borders and almost complete grounding of flights. The impacts of COVID-19 on SPREP reported during this review through the consultation phase are consistent with those reported by the Secretariat to the Members in 2020 and 2021 as detailed below:
- Inability for staff to travel and to carry out planned in-country activities.
 - Work at the offices of SPREP away from the Apia campus in Fiji, Marshall Islands, Solomon Islands and Vanuatu was negatively impacted. But the existence of these offices enabled a degree of continuity to be maintained with host Island Members.
 - At the Secretariat, significant numbers of staff working from home. Samoa relaxed restrictions in June 2020 to allow staff to return to the office, at the same time some staff repatriated.
 - Delays in signing of donor contracts for approved projects and subsequent delayed commencement of new projects.
 - Significant shift to developing remote and virtual means of working, in particular Zoom calls for meetings, workshops and regional meetings.
 - Postponement or cancellation of planned activities, but these were considered few across three of the Regional Programmes (less than 10% of work was postponed) with the Waste and Pollution Programme impacted most (60% of work postponed).
 - The budget was impacted accordingly.

³ One CROP Plus includes SPREP, as lead, with PIFS, SPC, FFA, USP, UNEP, and UNDP

97. Overall delivery by the end of 2021 was estimated at 52% of planned expenditure, with technical programme delivery ranging from 35% to 85%.
98. Most Members consulted by this Review felt that the response by SPREP to the pandemic was well managed. The Secretariat prepared an Emergency Response and Contingency Plan to the pandemic that was approved in March 2020 and updated in July 2021 ([Annex 23](#)). The Secretariat has also reported some innovative steps being made in conjunction with stakeholders to reduce disruption to work. These included:
- Securing no-cost extension of project timeframes.
 - Investment in technology to ensure the establishment of virtual communication platforms for now and into future to deliver work in balance with face-to-face in-country modalities.
99. The pandemic has highlighted the value of establishing and maintaining a subregional and in-country presence, especially where in-country work is involved. Furthermore, where this may not be possible, the Secretariat has been able to engage other partner organisations to support in-country delivery of activities. The travel limitations that the pandemic has introduced provide the Secretariat with an opportunity for prolonged savings in travel costs.
100. The SPREP Secretariat recognises the need to take into consideration the implications of the pandemic going forward. A recent report for the UN High Level Political Forum (March 2021) entitled “Responding to the COVID-19 Pandemic - Leaving No Countries Behind” provides some insights in terms of how the global community is responding to the opportunities and risks presented by the pandemic. The report was prepared by three of SPREP’s partners, United Nations Development Programme (UNDP), United Nations Economic Commission for Asia and the Pacific (UN/ESCAP) and the Asian Development Bank (ADB). Areas of response include:
- (i) accelerated digital transformation as an opportunity but not a panacea and;
 - (ii) enhanced regional cooperation, highlighting that in recent years the social and environmental dimensions of sustainable development have not been given sufficient priority.
101. **Conclusion:** The COVID-19 Pandemic has changed the development agenda in the region and focussed regional cooperation will be required to ensure that post-COVID recovery factors in sustainable development considerations. Nonetheless, despite the negative impacts of COVID-19 on SPREP and its Members, it is clear that successful innovations have been introduced to minimise the disruption to the work programme delivery. Positive outcomes for the future are emerging that have implications for “doing business differently” including the opportunity for travel cost reductions. These positive outcomes will require deliberate endorsement, support and policy guidance from Members.

2.4.2 SPREP’s Funding Environment

102. SPREP has enjoyed support from a number of longstanding donors from many sources. In particular, these have been from some of its Metropolitan Members, UN agencies, the European Union, The Global Environment Facility (GEF) and the German Government (GIZ).
103. SPREP in recent years has become increasingly engaged with the Adaptation Fund (AF) established in 2001 under the Kyoto Protocol, and the Green Climate Fund (GCF), established in 2010 under the Cancun Agreements. SPREP became accredited to the Adaptation Fund in 2013, and to the GCF in 2015. Reaccreditation to the Adaptation

Fund was attained in 2019 and to the GCF in July 2021. As such, both have been new and significant donor partners for SPREP throughout the first five years of 2017-2026 Strategic Plan implementation. At this stage, these accreditations have yielded a substantive pipeline of funding, but these have yet to convert to live projects. SPREP currently has one GCF funded project titled “Climate Information Services and Resilient Development Project for Vanuatu” (FPO35: US\$26.6m), SPREP is the Accredited Entity (AE). This was approved in 2016, and implementation commenced 2018 with expected completion in 2022.

104. These partnerships with GCF and AF, along with the Accredited Entity funding model, bring an opportunity for SPREP to engage in relatively large, long-term projects with significant budgets. This brings with it the challenge of a correspondingly large administrative commitment including compliance with donor policies and standards as well as financial and progress reporting. SPREP’s recent successful re-accreditation to GCF highlighted a number of issues, and the re-accreditation comes with some conditions. If not adequately addressed, these could hinder the commencement of the current pipeline of projects.
105. **Conclusion:** In addition to its longstanding funding support from a group of donors, SPREP has taken on new and significant funding relationships with partners in regard to climate change such as the Adaptation Fund and the GCF which present both a significant opportunity and correspondingly significant challenges in the form of administrative requirements and accountabilities.

Part C: Regional Goals and Objectives Review

Part C: Regional Objectives Review – Strategic Plan Review

1. Introduction

1.1 Overview of the Current SPREP Strategic Plan and Reporting Process

106. The SPREP Strategic Plan 2017–2026 is guided by the vision of:

‘A resilient Pacific environment sustaining our livelihoods and natural heritage in harmony with our cultures.’

107. The 2017-2026 Strategic Plan builds on the successes and lessons learned in the implementation of the previous 2011-2015 Strategic Plan and stems from an extensive consultation process with Members, partners, and the Secretariat. The current Plan is also guided by Member commitments to the strategic directions for the region set out in the Framework for Pacific Regionalism, the priorities defined by the SAMOA Pathway⁴, commitments to the UN Sustainable Development Goals, the UNFCCC Paris Agreement, and other relevant regional and global commitments.

108. Members agreed that the Plan should span 10 years to address critical environmental and sustainable development strategic priorities and demonstrate impact as reflected in the four (4) Regional Goals and eighteen (18) supporting Objectives of the Plan:

Goal 1: Climate Change Resilience	5 Objectives
Goal 2: Ecosystem and Biodiversity Protection	4 Objectives
Goal 3: Waste Management and Pollution Control	4 Objectives
Goal 4: Environmental Governance	5 Objectives

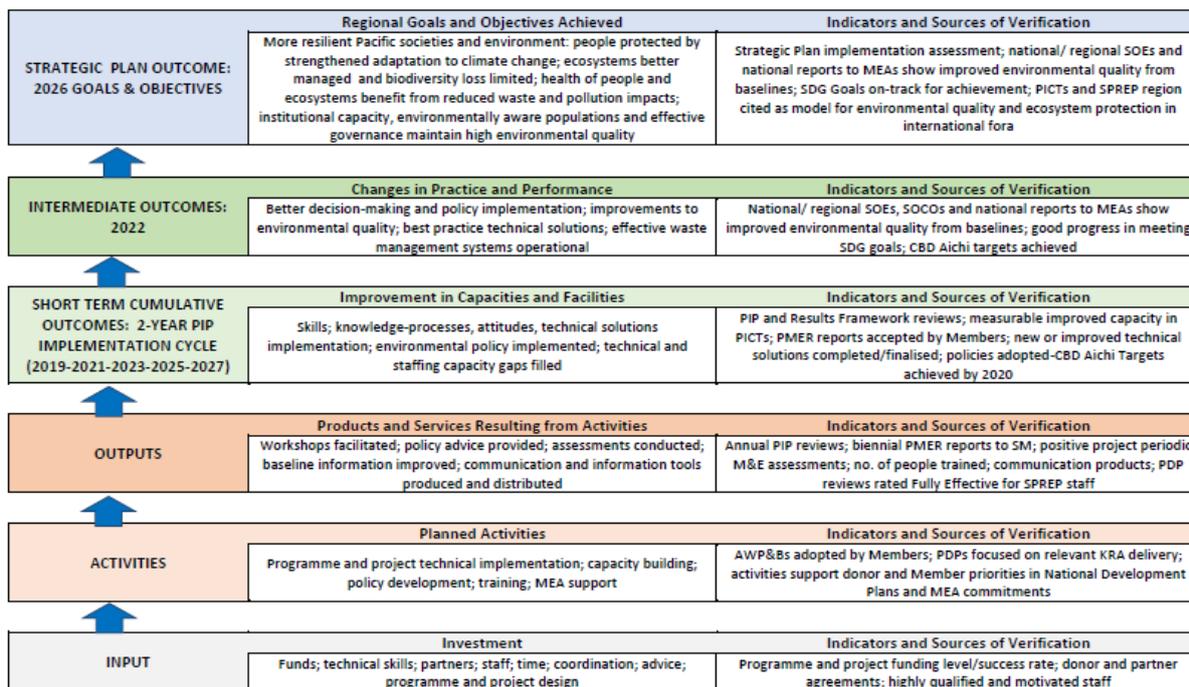
109. SPREP’s approach to planning, implementation, monitoring and reporting (Section 9 of the Strategic Plan) is delivered through two key documents:

- The 2-year Performance Implementation Plans (PIPs) and Reports which serve as the basis for more detailed annual work programmes and budgets, and
- The Results Planning, Performance Reporting, and Learning Framework (Results Framework).

110. Following the approval of the current Strategic Plan, the Secretariat has been reporting on the delivery of the Strategic Plan through its 2-year PIPs and Reports since 2018. The PIPs commit the Secretariat to specific measurable outcomes over the 2-year period against each of the 18 Regional Objectives. These outcomes have a 2-year timeframe and are reported on and updated or reset every 2 years at the SPREP Members Meeting. This Review covers the period in which the Strategic Plan has been under implementation: 2018 to mid-2021.

111. *Figure 5: Strategic Plan 2017-2026 Goals and Objectives: Outcome Results Logic and Focus for this Review* below demonstrates the results logic for delivery of the Strategic Plan through the Performance Implementation Planning (PIP) and reporting process.

⁴ Small Island Developing States Accelerated Modalities of Action



(Source: 2018-2019 SPREP Performance Implementation Plan and Results Framework)

Figure 5: Strategic Plan 2017-2026 Goals and Objectives: Outcome Results Logic and Focus for this Review

1.2 Assessment Methodology used in this Strategic Plan Review

112. Part C assesses SPREP’s performance in delivering the 2017-2026 Strategic Plan. As detailed in Section B1.3 (Review Methodology), this Strategic Plan Review relates to the Strategic Component of the STAR Model (Galbraith, 1993). It aligns with the concept of Value as applied in this report with a focus on effectiveness. As directed by the Terms of Reference ([Annex 1](#)), the review uses the following overarching concepts to guide the assessment: progress, effectiveness, relevance, partnerships, challenges and opportunities.
113. Part C is structured to present the Review Teams’ assessment against each of these areas, followed by some discussion and recommendations based on the findings of the Review:
114. Section C2, **Progress**, provides an analysis of the information presented in the PIPs. The PIPs provide information about progress with the implementation of the Strategic Plan 2017-2026 in terms of activities and outputs.
115. Section C3, **Effectiveness**, explores the findings based on the Results Frameworks. The Results Framework provides a framework to investigate the effectiveness and impact of SPREP’s work. The Results Frameworks are intended to support SPREP to understand the strategies and modalities that are most effective in supporting environmental sustainability. Section C3 also includes an assessment of the effectiveness of the Secretariat’s policies and practices to support gender equity and social inclusion.
116. Section C4, **Relevance**, explores whether SPREP’s focus and efforts over the last 5 years have addressed the priorities of SPREP Members, and if they are aligned with national and regional policies and priorities. This midterm review, which is prescribed in the Strategic Plan 2017-2026, is intended to enable flexibility for changes in key strategic priorities and decisions of Pacific Leaders to be reflected in the Plan.

117. Section C5, **Partnerships**, assesses the extent to which the Secretariat is working in synergy with SPREP partners to achieve the agreed priorities and targets of the plan and sustainable outcomes.
118. Section C6, **Challenges and Opportunities** discusses the main findings of The Review as presented in the above assessment and provides some **Recommendations** for the ongoing implementation of the Plan over the next five years.

2. Overall Progress and Achievements (2017-mid 2021)

2.1 Snapshot of Progress

119. The PIP Reporting (2018-2019 and 2020-2021) provides an overview of SPREP's performance against planned work. *Figure 6: Snapshot of Progress against each Regional Objective and Indicator (PIP Reporting)* provides a visual snapshot of this self-assessment against the 2-yearly outcomes SPREP have committed to delivering under each of the 4 Regional Goals and their Objectives.
120. The Outcomes indicators documented in *Figure 6: Snapshot of Progress against each Regional Objective and Indicator (PIP Reporting)* are set for the 2-year period of each PIP. If they are not achieved in that timeframe, the Outcomes and Indicators are revised and reset in the next PIP. Hence, the "in progress" category for PIP1 (2018-2020), which is shaded orange, should be understood as "some progress but not achieved as planned".
121. In their reporting to SPREP Meetings, the Secretariat summarised progress towards delivering the Regional Goals as follows:

PIP 1: 2018-2019:

- 68% of Regional Goals achieved or on track,
- 20% of Regional Goals exceeded their targets,
- 12% of Regional Goals not achieved.

PIP 2: 2020-2021:

- 25% of Regional Goals achieved,
- 69% of Regional Goals in-progress,
- 6% of Regional Goals had no progress.

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

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Regional Goal 1: Pacific people benefit from strengthened resilience to climate change

		2026 Regional Objective RO1.1 Strengthen the capacity of Pacific Island members to lead, prioritise, and manage national climate change adaptation (CCA), mitigation (NDCs) and disaster risk reduction (DRR) in fulfilment of their national environment and development goals and their voluntary and legal obligations under regional and international agreements.					
		Outcome RO1.1.0 Capacity of Pacific Island Members strengthened to manage national CCR programmes (CCA, LCD, NDCs, and DRR) in achieving national development goals under regional and international agreements					
Outcome Indicators	2018-19	a) UNFCCC national reporting of at least 3 PICTs showing mainstreamed CCA, DRR and LCD mainstreamed in operational national development plans.	b) Project pipelines to be signed by the end of 2017				
	2020-21	RO1.1.1 At least 10 PICTs institutionalised CCR flagship programmes supporting national development plans	RO1.1.2 Mainstreamed CCR programmes approaches into operational development plans at national level across PICTs	RO1.1.3 At least 45% half of whom were women of the trained PICT staff on effective management in CCR programmes provided feedback at the national level	RO1.1.4 PICTs allotted budget from the national budget for CCR programmes indicated in National development plans		
		2026 Regional Objective RO1.2 Minimise multiple pressures on vulnerable Pacific Island ecosystems by implementing ecosystem-based approaches to climate change adaptation, including responses to ocean acidification and sea level rise, to sustain biodiversity and the provision of ecosystem services that support livelihoods and sustainable development.					
		Outcome RO1.2.0 Minimised multiple pressures on vulnerable Pacific Island ecosystems by implementing ecosystem-based approaches to climate change adaptation, including responses to ocean acidification and sea level rise, to sustain biodiversity and the provision of ecosystem services that support livelihoods and sustainable development.					
Outcome Indicators	2018-19	a) At least 4 PICTs have incorporated Ecosystem based Adaptation (EbA) into national planning strategies and 5 additional PICTs are being supported to do so.	b) Capacity building and training in planning and adaptation responses to address Ocean Acidification (OA) and Sea Level Rise (SLR) implemented in at least 4 PICTs				
	2020-21	RO1.2.1 At least 7 PICTs incorporated EbA into national adaptation plans in Member countries at national level subtotal.	RO1.2.2 At least 2 PICTs implemented EbA in identified vulnerable Pacific Island ecosystem on responses to ocean acidification and sea level rise	RO1.2.3 At least 2 tangible projects implemented in PICTs by staff trained on adaptation responses on 'Ocean Acidification and Sea level rise'	RO1.2.4 At least 20% of the population adopted climate change adaptation and risk reduction activities in responding to severe climate variations		
		2026 Regional Objective RO1.3 Enhance National Meteorological and Hydrological Services (NMHS) capacity in weather forecasting, early warning systems, long-term projections, and improved climate services to support members' decision-making and coordination through the Pacific Meteorological Council					
		Outcome RO1.3.0 Enhanced National Meteorological and Hydrological Services (NMHS) capacity in weather forecasting, early warning systems, long-term projections, and improved climate services to support Members' decision-making and coordination through the Pacific Meteorological Council.					
Outcome Indicators	2018-19	a) At least 3 new countries accredited with ICAO certification	b) At least 2 NMHSs to establish and improve MHEWS and enhance integration across government agencies and communities.	c) At least 4 NMS have climate services frameworks and NCOFs	d) At least 5 NMS have integrated Traditional Knowledge in their climate knowledge products		
	2020-21	RO1.3.1 Policies-legislations-strategic plans identified together with key partners such as WMO, SPC and others in assisting at least 14 member countries towards strengthening the operations of their NMHS	RO1.3.2 At least 14 Member countries integrated climate information services as well as Traditional Knowledge in strengthening national Early Warning Systems (EWS).	RO1.3.3 At least 14 Member Countries enhanced communication of relevant information to sector and communities for decision making	RO1.3.4 Increased number of MET related projects implemented with a range of partner	RO1.3.5 At least 30% of the recommendations of the PIMS-PMC Expert Panel outcomes implemented	RO1.3.6 At least 6 PICTs ensured with the availability of credible climate science information for planning, negotiation and decision making
		2026 Regional Objective RO1.4 Support Pacific Island Members to access and manage climate change finances and their national accreditation processes					
		Outcome RO1.4.0 Pacific Island Member national institutions strengthened through access to climate change finances and national accreditation processes.					
Outcome Indicators	2018-19	a) At least 3 PICTs provided with information and technical support to access climate finance and strengthen national institutions.	b) SPREP has a portfolio of at least 4 approved projects/programmes as Regional Implementing Entity for climate finance				
	2020-21	RO1.4.1 National accreditation acquired for accessing climate change finances in at least 21 Pacific Island members	RO1.4.2 At least 15 Pacific Island Members accessed climate change finances adopting their own national governance mechanism	RO1.4.3 At least 4 PICTs established Climate Change fund support in responding to severe climate variations including risk reduction activities	RO1.4.4 Pacific Island Members supported with technical assistance towards improved national systems for accreditation and access to climate finance.	RO1.4.5 At least 10 projects approved by SPREP as Regional Implementing Entity for climate finance	
		2026 Regional Objective RO1.5 Support Pacific Island Members to develop policy responses to issues of loss and damage, and climate change and disaster induced population mobility					
		Outcome RO1.5.0 Pacific Island Members implemented policy measures regarding loss and damage to life and property and disaster induced population mobility.					
Outcome Indicators	2018-19	Repository for loss and damage established and showing at least 3 PICTs supported to approve loss and damage policies.					
	2020-21	RO1.5.1 At least 6 Pacific Island Members supported in developing policy responses to issues of loss and damage of lives and properties affected by severe climate variations	RO1.5.2 Repository for loss and damage sustained in 15 PICTs.	RO1.5.3 At least 20% of the displaced population along the disaster-prone areas provided with support that minimised the impact of induced population mobility	RO1.5.4 At least 20% of the disaster-affected households changed its behaviour in facing the adverse effects of climate change in Member countries.	RO1.5.5 At least 20% women including girls living in disaster-prone areas ensured with social insurance from the government while facing the recovery phase of disaster	

Legend

- Achieved (in some cases exceeded)
- In-progress
- Not achieved
- Information not provided

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

Volume 1 | Part C: Regional Goals and Objectives Review

Regional Goal 2: Pacific people benefit from healthy and resilient island and ocean ecosystems

		2026 Regional Objective RO2.1 Effectively manage and protect marine and coastal ecosystems; mitigation of the impacts of fisheries activities to ensure healthy populations of threatened species, and reduce the release of marine pollutants that increase human health risks in order to achieve healthy and productive oceans that support food security and sustainable development							
		Outcome RO2.1.0 Supported effective management and protection of marine and coastal ecosystems towards healthy oceans supporting sustainable development through food security							
Outcome Indicators	2018-19	2.1.1 Four new technical and policy briefs on ocean management, ABNJ/BSNJ, Oceans SDG, seabed mining and related issues are developed and coordinated by SPREP and its partners.	2.1.2 a) At least three training activities carried out for commercial fisheries in the region to improve by-catch mitigation	b) By-catch collaboration established with fisheries industries and relevant agencies evidenced through implementation of improved by-catch control methods in at least national jurisdictions	2.1.3 a) Regional coral reef database developed and the Pacific coral reefs status and trends update completed.	b) At least 3 country environmental profiles are improved with information from this database	2.1.4 a) Integrated ecosystem analysis and mapping, and rapid biodiversity assessments completed in at least 2 PICTs and lessons learnt shared and used by Members	2.1.5 a) Ballast water management strategy implemented in 7 PICTs	b) Pipeline project to be signed by end of 2017
	2020-21	RO2.1.1: Marine and coastal ecosystem management policy implemented in 8 PICTs.	RO2.1.2: At least 10 PICTs regularly accessed up-to-date information on the sustainable use and conservation of coastal and marine resources.	RO2.1.3 Impacted threats to the health of coastal and marine environments have been mitigated in 8 key PICTs.					
		2026 Regional Objective RO2.2: Support the conservation and sustainable use of marine, coastal, and terrestrial ecosystems and biodiversity, consistent with international commitments							
		Outcome RO2.2.0 Supported the conservation and sustainable use of marine, coastal, and terrestrial ecosystems and biodiversity consistent with international commitments							
Outcome Indicators	2018-19	2.2.1 a) Marine protected area (MP A) planning and management training undertaken in four PICTs	b) Guidelines for marine spatial planning (MSP), PA management, monitoring and surveillance produced and disseminated to Members and partners.	2.2.2 a) Three PICTs have developed draft ABS policy instruments and processes	2.2.3 At least 50% of PICTs have achieved Aichi Target 11 on establishment of protected areas	2.2.4 a) Number of PICTs and partners that have joined and used PIPAP as a repository to share information on P-As and biodiversity conservation			
	2020-21	RO2.2.1: Protected area (PA) management capacity improved in 5 PICTs through SPREP's regional support program with support tools such as use of PIPAP	RO2.2.2: At least 7 PICTs strengthened its capacity in implementing Objective 3 of the CBD on ABS enabling better Regional and National management of genetic resources	RO2.2.3: PIRT effectively coordinated including the implementation of the regional FW for nature conservation and protected areas.					
		2026 Regional Objective RO2.3 Prevent the extinction of threatened species and support measures to sustain their conservation status							
		Outcome RO2.3.0: Supported measures to prevent extinction and conservation of threatened species.							
Outcome Indicators	2018-19	2.3.1 a) Regional Marine Species Action Plan (MSAP) is reviewed and updated for the period 2018-2023.	b) At least 5 PICTs are implementing activities under the MSAP to protect and conserve threatened marine species with support from SPREP	2.3.2 a) Data management in the marine turtle research and monitoring database (TREDS) has improved and update report are sent annually to Members	2.3.3 a) Planning and management support provided to PICTs for the establishment of at least two marine species sanctuaries				
	2020-21	RO2.3.1: At least 8 PICTs implemented MSAP as the basis for the conservation of threatened marine species	RO2.3.2: Data and information on the conservation status of threatened species shared at regional and national level regularly	RO2.3.3: Members and partners regularly shared information on the conservation status of marine at regional level	RO2.3.4: Regional guidelines for best practice for species ecotourism implemented by 4 PICTs	RO2.3.5: By-catch of threatened species in commercial fisheries mitigated the impacts of fishery activities in one key PICT fishery through established collaboration with in one Member country			
		2026 Regional Objective RO2.4 Significantly reduce the socio-economic and ecological impact of invasive species on land and water ecosystems and controlling and eradicating priority species.							
		Outcome RO2.4.0 Significantly reduced the socio-economic and ecological impact of invasive species on land and water ecosystems by controlling and eradicating priority species.							
Outcome Indicators	2018-19	2.4.1 a) US\$4m secured for four PICTs to implement management and eradication measures	b) US\$2m secured for regional invasive species support from the Global Environment Facility (GEF)	c) Invasive species are removed from four islands	d) Invasive species managed at four sites	2.4.2 a) At least one regional PILN meeting convened	b) Number of new resources on the Battler Resource Database.		
	2020-21	RO2.4.1: Risk of new socio-economic-environmental impacts lowered due to active specific Early Detection-Rapid Response Plans in 12 PICTs	RO2.4.2: Island and coastal ecosystems more resilient due to invasive vertebrate species being eradicated in 70 islands.	RO2.4.3: Invasive species management integrated into NEMS development process in at least 20 PICTs	RO2.4.4 Active invasive plant biological control programmes evident in at least 7 PICTs in lowering the impact of widespread weeds.	RO2.4.5: At least 67 priority ecological sites restored ecosystem function through managing multiple invasive species taxa.			

Legend

- Achieved (in some cases exceeded)
- In-progress
- Not achieved
- Information not provided

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

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Regional Goal 3: Pacific people benefit from improved waste management and pollution control

2026 Regional Objective RO3.1 Minimise the adverse impacts of chemicals and all wastes on human health and the environment via environmentally sound life cycle management in accordance with agreed regional and international frameworks, including Cleaner Pacific 2025, and significantly reduce the release of pollutants to air, water, and soil								
Outcome RO3.1.0 Minimised the adverse impacts of waste through environmentally sound life cycle management in accordance with agreed regional and international frameworks including Cleaner Pacific 2025								
Outcome Indicators	2018-19	3.1.1 a) At least 20% of legacy wastes removed	b) At least three contaminated sites remediated	3.1.2 a) US\$6m secured for marine litter and microplastics from the Global Environment Facility (GEF)	b) Regional Marine Litter and Microplastics Action Plan adopted and at least 20% of activities implemented	3.1.3 a) At least three dumpsites improved.	b) At least three storage facilities for hazardous wastes established. Pipeline projects to be signed by December 2017	c) Pipeline projects to be signed by December 2017
	2020-21	RO3.1.1: At least 6% of legacy wastes removed from PICTs	RO3.1.2: At least 5 sites remediated from the contamination of legacy wastes across PICTs	RO3.1.3: Funding secured in implementing high priority actions for PICs under Regional Pacific Action Plan- Marine Litter	RO3.1.4: Waste management practices improved in 3 waste disposal sites and storage facilities	RO3.1.5: At least 10 PICTs implemented the agreed regional and international frameworks, including Cleaner Pacific 2025.		
2026 Regional Objective RO3.2 Strengthen national, regional, and international mechanisms for waste management including for chemicals, hazardous wastes, ships, and aircraft generated waste, marine plastic litter, and other marine debris. (Institutional)								
Outcome RO3.2.0 Strengthened institutional mechanisms at all levels for waste management and pollution control								
Outcome Indicators	2018-19	3.2.1 a) At least 3 PICTs completed and endorsed Cost-Benefit Analysis for implementation of polluter pays programme	b) At least 9 PICTs have updated and endorsed Waste Strategies	c) Four funding proposals to address priority areas identified by the strategic assessments and gap analyses submitted to donors	3.2.2 a) PACPLAN review completed and endorsed	b) Regional strategy to address derelict vessels and wrecks completed and endorsed by SPREP Members	c) Educational tool kits developed for all PICTs	d) Number of PICTs delivering WCP awareness and educational programmes
	2020-21	RO3.2.1: At least 30% of PICs operationalised specific waste and pollutant management policies, strategies, legislation and regulations	RO3.2.2: Regional strategy integrated P ACPOL in 10 PICTs for marine pollution into national plans and strategies for oil spill response, invasive marine species, and marine plastic pollution.	RO3.2.3: At least 5% of the community members adopted better waste management practices influenced by educational awareness and behaviour change projects delivered by schools-NGOs- CSOs, across PICTs	RO3.2.4: At least 60% of staff trained on waste management and pollution control enhanced human capacity through delivered capacity building modalities across PICTs	RO3.2.5: Member countries represented through technical advice at regional and international fora for all 21 PICTs		
2026 Regional Objective RO3.3 Recover resources from waste and pollutants through composting (nutrient recovery), recycling (material recovery), energy recovery, and other measures in order to minimise waste and contribute to economic and social development								
Outcome RO3.3.0 Waste minimisation contributed to social and economic development of communities adopting mechanisms for resource recovery								
Outcome Indicators	2018-19	a) Average of 10% diversion of wastes from the landfill for 9 PICTs	b) Improved CDL in Palau and FSM	c) Selected initiatives replicated in four more PICTs	d) At least 12 more community level pilot projects on organic waste recycling initiated			
	2020-21	RO3.3.1: Resource recovery from waste implemented in 21 PICTs	RO3.3.2: At least 2% per capita reduced generation of wastes for 21 PICTs	RO3.3.3: At least 3 PICTs strengthened public-private partnerships contributing to social and economic development of communities				
2026 Regional Objective RO3.4 Improve waste and pollution monitoring of receiving environments to enable informed decision-making on appropriate measures to protect human health and the environment and to reduce associated environmental damage								
Outcome RO3.4: PICTs made evidence-based decisions using reliable waste and pollution information								
Outcome Indicators	2018-19	a) Regional Waste Monitoring System established, disseminated and implemented in all PICTs	b) Clean Pacific Roundtable conducted in 2018	c) At least nine countries complete the survey and risk assessment of WCP stockpiles and facilities.				
	2020-21	RO3.4.1: Regional environmental waste monitoring system implemented with support from national governments in 21 PICTs	RO3.4.2: Dissemination of information on the findings of the regional environmental waste monitoring system influenced decision-making on waste management and pollution control across PICTs	RO3.4.3: Collaborative relationships with the private sectors-donors strengthened by using the information from the regional waste monitoring system in supporting activities in PICTs				

Legend

- Achieved (in some cases exceeded)
- In-progress
- Not achieved
- Information not provided

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Regional Goal 4: Pacific people and their environment benefit from commitment to and best practice of environmental governance

		2026 Regional Objective RO4.1 Strengthen national sustainable development planning and implementation systems including through use of Environmental Impact Assessments, Strategic Environmental Assessments and spatial planning			
		Outcome RO4.1.0 Strengthened national sustainable development planning and implementation systems through increased utilisation of the results of environmental development assessments such as EIA, SEA and Spatial Planning			
Outcome Indicators	2018-19	a) 3 PICTs have written their NEMS (or equivalent) document	b) 4 PICTs have received EIA or SEA training	c) 4 PICTs have received GIS and spatial data management training	d) 4 PICTs have approved environmental spatial data management guidelines and policies
	2020-21	RO4.1.1: At least 16 PICTs updated existing national EIA processes based on the regional EIA/SEA guidelines- tools developed by SPREP	RO4.1.2: At least two new sector-specific regional EIA Guidelines endorsed by SPREP Members	RO4.1.3: At least 5 PICTs utilised GeoSpatial data and tools supporting environmental assessment and planning	
		2026 Regional Objective RO4.2 Improve national capacity for good environmental governance supported by technical assistance for the development of policy and legislation, and in support of the implementation of Member international and regional commitments			
		Outcome RO4.2.0 Strengthened national capacity for good environmental governance through improved awareness and implementation of policy legislation or international and regional commitments			
Outcome Indicators	2018-19	4.2.1 a) 3 PICTs have policies and laws which allow them to implement their major international obligations which links all national databases			
	2020-21	RO 4.2.1: At least 2 PICTs integrated MEA obligations and commitments into National Environmental Management Strategies or Equivalent	RO 4.2.2: PICT delegations utilised SPREP negotiation capacity building tools, information briefs and positions papers for guidance and support engagement at MEA negotiations.	RO4.2.3 At least 3 PICTs adopted new policies after review of existing national environmental policies and legislation	
		2026 Regional Objective RO4.3 Strengthen environmental data collection, monitoring and analysis and reporting on results, nationally and regionally			
		Outcome RO4.3.0 Increased access to, and use of environmental data and information to support planning, monitoring, reporting and decision making			
Outcome Indicators	2018-19	4.3.1 a) 2 PICTs have functional data collection, data storage monitoring systems	b) PICTs have protocols in place for the protection of data collection, storage and usage of data		
	2020-21	RO4.3.1: At least 14 PICTs have developed and used the State of Environment Reports as basis for reporting to international and regional MEAs	RO4.3.2: At least 12 PICTs with functional and centralised environmental databases established and are used to support planning and decision making.	RO4.3.3: Functional environmental indicator reporting tool developed and used for SoE, MEA, and other strategic reporting requirements in at least 7 PICTs	RO4.3.4: At least 140 trained staff in 10 PICTs involved in managing environmental database monitoring for better reporting
		2026 Regional Objective RO4.4 Strengthen access to funding mechanisms and using funds effectively and efficiently to deliver required interventions			
		Outcome RO4.4.0 PICTs access to funding mechanisms strengthened including effective and efficient fund utilisation in the delivery required environment interventions			
Outcome Indicators	2018-19	4.4.1 a) A fully operational Project Coordination Unit (PCU) is established to institutionalise and implement project procedures, and process project proposals.	b) Climate finance assessments completed in 3 countries.		
	2020-21	RO4.4.1: At least 14 PICTs supported in establishing national mechanisms as an accrediting entity in accessing environment funds for national priority projects	RO4.4.2: PICTs increased access to funding opportunities in the implementation national environmental priorities encompassing international commitments.	RO4.4.3: At least 10 PICTs enabled in implementing responses to national environmental priorities in accordance with the regional commitments	
		2026 Regional Objective RO4.5 Strengthen synergies between science, policy, and traditional and local knowledge to guide decision making			
		Outcome RO4.5.0 Knowledge shared across Member countries through optimised management and access to reliable information systems			
Outcome Indicators	2018-19	4.5.1 a) Finalise and disseminate to Members a policy on science and TK	b) New policies, decisions, projects that integrate TK with modern science are developed in at least 3 PICTs		
	2020-21	RO4.5.1: At least 15 PICTs implemented new policies integrating of traditional knowledge with modern science with focus on the environment sector across Member countries	RO4.5.2: At least 21 PICTs promoted the cohesions of traditional knowledge with modern science in decision-making process for the environment sector across Members.		

Legend

- Achieved (in some cases exceeded)
- In-progress
- Not achieved
- Information not provided

(Source: SPREP Progress Towards Achieving PIP1 2018-2019 Strategic Outcomes and SPREP Progress Towards Achieving PIP2 2020-2021 Strategic Outcomes.)

Figure 6: Snapshot of Progress against each Regional Objective and Indicator (PIP Reporting)

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122. The reports that the Secretariat provides to the Executive Board and SPREP Meetings also provide a summary of key achievements against each Regional Goal. *Table 2: Examples of achievements for each regional Goal highlighted in Secretariat Reports on PIP Outcomes to the 29th (2019) and 30th (2021) SPREP Members Meetings* below provides selected examples of these achievements for each Regional Goal. Annex 13 provides a more comprehensive list of achievements for each regional Goal highlighted in Secretariat reports to Members over the review period.

Key Achievements against 2018-2019 PIP Outcomes	Key Achievements against 2020-2021 PIP Outcomes
Regional Goal 1 Pacific people benefit from strengthened resilience to climate change	
<p>Successful management by SPREP of the Pacific Pavilion at COP 24.</p> <p>Technical input to strengthen ecosystem-based adaptation approaches in National Adaptation Plans (NAPs), sustainable development plans and nation ocean policy in Fiji, Vanuatu and the Solomon Islands.</p>	<p>Approval of Tuvalu National Adaptation Plan (NAP) and Readiness 1 completed for Niue and Marshall Islands.</p> <p>E-Platform technical input and development for Tomai Pacifique (formerly RSTM) and virtual learning and communication</p> <p>One CROP Coordination well received and preferred platform for COP supported by 14 PSIDS.</p>
Regional Goal 2 Pacific people benefit from healthy and resilient island and ocean ecosystems	
<p>Protected areas data in the region has been strengthened through implementation of the SPREP component of the EU-ACP BIOPAMA project and New Caledonia has agreed to host the 10th Nature Conservation and Protected Areas Conference in 2020.</p> <p>Ballast water strategies developed for PNG, Fiji, Cook Islands, Tuvalu, RMI, Tonga, Samoa and implementation commenced.</p> <p>National marine spatial planning has commenced in the Solomon Islands and Fiji through the EDF-11 PEUMP programme BIEM key result area.</p>	<p>The 10th Pacific Islands Conference on Nature Conservation and Protected Areas successfully delivered on its outcomes:</p> <p>Development of a new Pacific Islands Framework for Nature Conservation and Protected Areas to be endorsed at SPREP meeting.</p> <p>Conference built Pacific nature conservation capacity and stimulated knowledge and learning.</p> <p>convened virtually with over 1,800 registered participants from 50+ countries including the Pacific.</p>
Regional Goal 3 Pacific people benefit from improved waste management and pollution control	
<p>Pacific countries continued to accelerate policies to ban either the importation or use of plastics with two thirds of the countries either having banned or have committed to policies banning single-use plastics, polystyrene and plastic packaging</p> <p>Greening of the Games achieved its green goals and significantly reduced the use of single-use plastics, setting a precedent for future games.</p>	<p>All PICs National Waste Audits in-progress in collaboration with the Pacific Regional Infrastructure Facility (PRIF), World Bank, UNEP and JPRISM2. The national waste audit data is being used to inform:</p> <ul style="list-style-type: none"> • development of national policy for Advanced Recovery Fee and Deposit systems in Cook Islands, Nauru, Samoa and Solomon Islands; • development of organic waste management projects in Federated States of Micronesia; • national strategy development in Kiribati and Niue; and • the management of end-of-life tires in Palau.
Regional Goal 4 Pacific people benefit and their environment benefits from commitment to and best practice of environmental governance	
<p>Regional EIA Guidelines for Coastal Tourism Development developed and launched by SPREP and South Pacific Tourism Organisation (SPTO).</p> <p>Completed Niue State of the Environment Report (SoE) and National Environment Management</p>	<p>Five countries endorsed National SOEs in 2020: PNG, Niue, Solomon Islands, Cook Islands, and Tonga.</p> <p>Developed and launched the first regional State of Environment and Conservation Report at the 10th Pacific Islands Conference on Nature Conservation and</p>

Key Achievements against 2018-2019 PIP Outcomes	Key Achievements against 2020-2021 PIP Outcomes
<p>Strategy (NEMS) for national government approval and use, and initiated SoE and NEMS formulation processes for Tonga.</p> <p>Established a Network of 14 Pacific Island Countries (PICs) on national environment data portals linked to regional repository (Improved environment data management to support planning, reporting and decision making)</p>	<p>Protected Areas. The report is being used to inform the post 2020 biodiversity conservation agenda.</p> <p>Provided technical advice and drafted texts on EIA and SEA processes on behalf of PSIDS Chair for the PIFS submission to the internationally legally binding instrument for the protection of marine biodiversity beyond national jurisdiction (BBNJ). The draft text input was used to further negotiations for alignment with other parties such as CARICOM.</p>

Table 2: Examples of achievements for each regional Goal highlighted in Secretariat Reports on PIP Outcomes to the 29th (2019) and 30th (2021) SPREP Members Meetings

123. Overall, the reporting presents a commendable volume and range of work towards each of the 18 Objectives over the last 5 years. Areas for improvement are explored in Section C2.3 below.
124. *Figure 7: Summary of stakeholder perception of how well the Secretariat has delivered on its mandate over the last 5 years* below summarises stakeholder perceptions on how well the Secretariat has delivered on its mandate over the last 5 years. It is a positive indication that SPREP’s Members, partners, donors and staff generally deem SPREP’s work to be of value and in line with its mandate. Close to half the respondents would like SPREP to redouble its current efforts and approach (do more of the same).

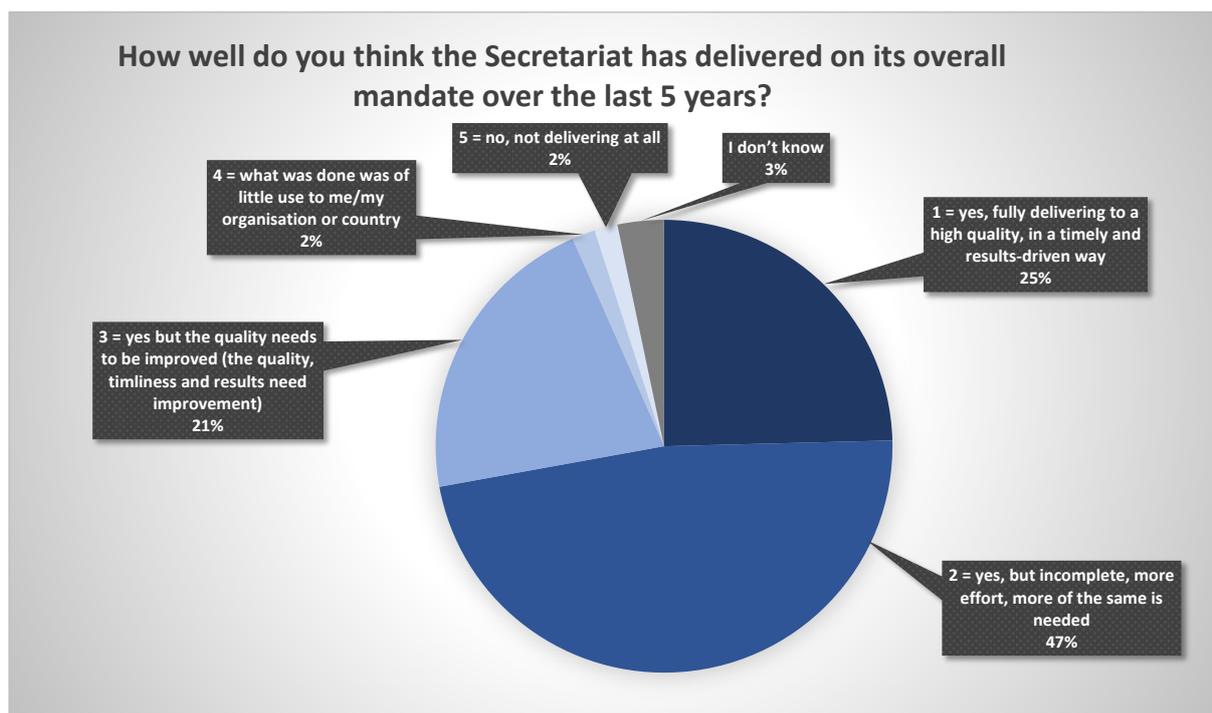


Figure 7: Summary of stakeholder perception of how well the Secretariat has delivered on its mandate over the last 5 years

125. *Figure 8: Stakeholder perceptions of SPREP’s progress with the four Regional Goals* below shows current stakeholder perceptions of SPREP’s progress with the four Regional Goals to date. By far the majority of respondents perceive SPREP to be making “some” to “good” progress with the Regional Goals. It was also evident from the workshops and interviews with SPREP Members, partners and donors that progress is being made towards the four Regional Goals. Goal 4 has the highest rating, which is particularly impressive given that the 2014 Review noted that as a new Regional

Programme there were a number of constraints and challenges to the implementation of this Goal ⁵. The development of State of Environment Reports has been a major achievement for this Regional Programme.

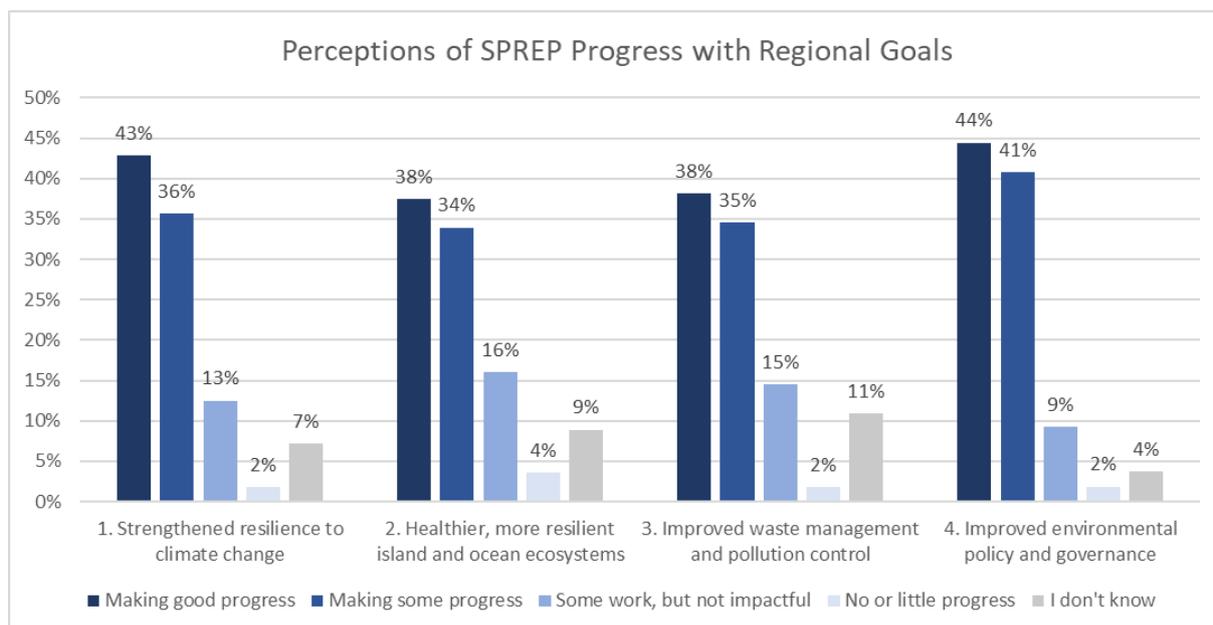


Figure 8: Stakeholder perceptions of SPREP’s progress with the four Regional Goals

2.2 Progress and Delivery of Planned Work

2.2.1 Resource Allocation

126. *Table 3: Budget Allocation by Regional Goal* illustrates the composition of resourcing annually by regional goal. A common stakeholder observation was that the **resourcing is uneven between the four Regional Programmes**. Several stakeholders commented on the importance of the work of the Environmental Governance Programme and observed that it required greater resourcing. The snapshot of progress presented in *Figure 6: Snapshot of Progress against each Regional Objective and Indicator (PIP Reporting)* suggests that the Climate Change Resilience Programme is closer to achieving its Strategic Plan Goal and Objectives, yet it continues to benefit from a far higher budget than the other Regional Programmes. The 2014 review raised the question of whether financial resources should be redistributed towards the Regional Programmes that are less advanced in implementation of their goals and objectives. This would be an option if the Secretariat had core funds or the ability to pool their funds and allocate them accordingly. Under the current project-based business model this is not an option.

⁵ Including mainstreaming issues, pulling together thematic areas from the national environmental management strategies (NEMS), and drawing linkages between the NEMS and the national sustainable development plan (NSDP)s.

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Regional Goal	2018		2019		2020		2021		2022		2023	
	Budgeted	Proportion of Total Budget	Budgeted	Proportion of Total Budget	Budgeted	Proportion of Total Budget	Supplementary Budget	Proportion of Total Budget	Budgeted	Proportion of Total Budget	Budgeted	Proportion of Total Budget
1	13,141,159	52.59%	14,357,460	51.45%	16,357,819	53.04%	10,980,863	44.39%	9,014,616	31.17%	3,119,234	17.93%
2	7,308,670	29.25%	7,769,433	27.84%	6,086,939	19.74%	5,269,577	21.30%	6,437,953	22.26%	4,119,917	23.68%
3	2,829,110	11.32%	4,045,234	14.50%	6,590,513	21.37%	6,570,086	26.56%	11,199,267	38.72%	8,967,723	51.54%
4	1,708,219	6.84%	1,732,558	6.21%	1,803,698	5.85%	1,918,817	7.76%	2,273,373	7.86%	1,194,163	6.86%

(Source: SPREP Financial Statements/Supplementary Information for the year ended 31 December 2019 - Expenditure by function and comparison to budget table, Page 32, SPREP Progress Towards Achieving PIP1 2018-2019 Strategic Outcomes, SPREP Progress Towards Achieving PIP2 2020-2021 Strategic Outcomes and SPREP PIP 3 (2022-2023) Outcome Indicators and Key Activities Work Programme and Biennial Budget 2022 & 2023.)

Table 3: Budget Allocation by Regional Goal

127. *Table 4: Regional Budget allocation versus Island Member allocations according to 2020-2021 and 2022-2023 PIP Report Budget* below summarises the distribution of financial resources across the four Regional Goals by country for the 2020-2021 period.

128. **Conclusion:** SPREP resources are unevenly distributed with a strong bias towards countries where donor-funded projects are being implemented, and with a significant bias towards Goal 1, Climate Change Resilience.

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Country	2020 / 2021 Budget Estimates Allocation by Regional Goals / Dates							
	Regional Goal 1 - CCR		Regional Goal 2 - IOE		Regional Goal 3 - WMPC		Regional Goal 4 - EMG	
	2020	2021	2020	2021	2020	2021	2020	2021
Regional	41.98% (US\$6,866,651)		68.58% (US\$4,174,291)	66.56% (US\$3,507,270)	95.53% (US\$6,295,687)	77.42% (US\$5,086,736)	92.50% (US\$1,668,498)	95.91% (US\$1,840,317)
American Samoa							0.11% (US\$2,000)	0.10% (US\$2,000)
Cook Islands						2.29% (US\$150,600)	0.44% (US\$8,000)	0.42% (US\$8,000)
Federated States of Micronesia	0.18% (US\$30,000)	0.15% (US\$16,744)				1.71% (US\$112,400)	0.55% (US\$10,000)	0.52% (US\$10,000)
Fiji	1.48% (US\$241,634)				0.08% (US\$5,550)	1.00% (US\$65,550)	0.67% (US\$12,000)	0.21% (US\$4,000)
French Polynesia								
Guam								
Kiribati	0.91% (US\$149,500)	0.58% (US\$63,500)		0.09% (US\$4,550)		1.67% (US\$110,000)	0.89% (US\$16,000)	0.36% (US\$7,000)
Marshall Islands	0.18% (US\$30,000)		2.34% (US\$142,356)	2.60% (US\$137,106)	0.08% (US\$5,550)	1.18% (US\$77,450)	0.55% (US\$10,000)	
Nauru	0.18% (US\$30,000)		0.08% (US\$4,750)			1.76% (US\$115,900)	0.55% (US\$10,000)	0.26% (US\$5,000)
New Caledonia			0.41% (US\$24,800)					
Niue			2.25% (US\$137,106)	2.60% (US\$137,106)		0.76% (US\$50,000)	0.50% (US\$9,000)	0.23% (US\$4,500)
Northern Marianas								
Palau	0.18% (US\$30,000)					1.39% (US\$91,400)	0.55% (US\$10,000)	0.52% (US\$10,000)
Papua New Guinea						1.08% (US\$71,000)	0.61% (US\$11,000)	0.36% (US\$7,000)
Samoa	0.53% (US\$86000)	10.09% (US\$11074437)	20.27% (US\$1,233,672)	21.13% (US\$1,113,581)	4.22% (US\$278,176)	3.04% (US\$200,000)	0.01% (US\$200)	
Solomon Islands	0.39% (US\$64048)					1.14% (US\$75,000)	0.28% (US\$5,000)	0.26% (US\$5,000)
Tokelau	0.39% (US\$63500)						*	*
Tonga			3.83% (US\$232,858)	4.42% (US\$232,858)		1.66% (USD109,100)	0.28% (US\$5,000)	0.26% (US\$5,000)
Tuvalu	53.58% (US\$8764786)	0.58% (US\$63,500)	2.25% (US\$137,106)	2.60% (US\$137,106)		2.44% (US\$160,400)	0.83% (US\$15,000)	0.26% (US\$5,000)
Vanuatu	0.01% (US\$1700)	42.38% (US\$4,654,126)			0.08% (US\$5,550)	1.44% (US\$94,550)	0.67% (US\$12,000)	0.31% (US\$6,000)
Wallis & Futuna Islands								
Grant Total	US\$16357819	US\$10980863	US\$6086939	US\$5269577	US\$6590513	US\$6570086	US\$1,803,698	US\$1,918,817

Notes:

(Source: SPREP Progress Towards Achieving PIP2 2020-2021 Strategic Outcomes - Budget Estimates Allocation by Member Country 2020 & 2021 tables, and SPREP PIP 3 (2022-2023) Outcome Indicators and Key Activities Work Programme and Biennial Budget 2022 & 2023 - Budget Estimates Allocation by Member Country 2022 & 2023 tables.)

1. Blank cell indicates 0% allocation.

* Under Regional Goal 4 in the period 2020-2021, The Environmental Monitoring and Governance Programme has been supporting Tokelau in the development of their draft EIA Policy and Implementation procedure guidance, this support to Tokelau has included advise on EIA matters. Budget figures for this work not included in the data source.

Table 4: Regional Budget allocation versus Island Member allocations according to 2020-2021 and 2022-2023 PIP Report Budget

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

Volume 1 | Part C: Regional Goals and Objectives Review

Country	2022 / 2023 Budget Estimates Allocation by Regional Goals / Dates							
	Regional Goal 1 - CCR		Regional Goal 2 - IOE		Regional Goal 3 - WMPC		Regional Goal 4 - EMG	
	2022	2023	2022	2023	2022	2023	2022	2023
Regional	57.49% (US\$5,182,264)	78.41% (US\$2,443,298)	54.82% (US\$3,528,984)	63.07% (US\$2,598,575)	68.75% (US\$7,699,284)	74.84% (US\$6,711,235)	86.01% (US\$1,955,361)	88.74% (US\$1,059,663)
American Samoa								
Cook Islands					2.30% (US\$258,000)	0.36% (US\$32,600)	0.66% (US\$15,000)	3.01% (US\$36,000)
Federated States of Micronesia	30.29% (US\$2,730,211)	4.47% (US\$139,328)			1.07% (US\$120,000)	1.12% (US\$100,000)		
Fiji			17.54% (US\$1,129,007)		0.54% (US\$60,910)	2.67% (US\$239,090)		1.93% (US\$23,000)
French Polynesia			11.04% (US\$710,689)	12.46% (US\$513,468)	0.85% (US\$95,000)	1.23% (US\$110,000)		
Guam								
Kiribati	0.70% (US\$63,500)	2.04% (US\$63,500)			2.63% (US\$295,000)		1.98% (US\$45,000)	
Marshall Islands			0.82% (US\$53,000)	1.04% (US\$43,000)	2.11% (US\$236,000)	0.61% (US\$54,600)	1.16% (US\$26,312)	
Nauru			0.07% (US\$4,500)		2.77% (US\$310,000)	0.45% (US\$40,300)	0.31% (US\$7,000)	
New Caledonia			6.10% (US\$392,427)	5.46% (US\$224,972)				
Niue			0.78% (US\$50,000)	1.21% (US\$50,000)	2.70% (US\$302,380)	0.62% (US\$56,000)	0.13% (US\$3,000)	
Northern Marianas								
Palau					0.31% (US\$35,000)	3.01% (US\$270,000)	0.23% (US\$5,200)	0.84% (US\$10,000)
Papua New Guinea					1.21% (US\$135,000)	4.07% (US\$365,000)	5.89% (US\$134,000)	1.67% (US\$20,000)
Samoa	1.39% (US\$125,091)		0.15% (US\$9,660)	0.23% (US\$9,660)	1.88% (US\$211,000)	3.52% (US\$315,700)	1.31% (US\$29,800)	1.38% (US\$16,500)
Solomon Islands	9.43% (US\$850,050)	13.04% (US\$406,408)			2.08% (US\$233,500)	2.83% (US\$254,000)	0.92% (US\$21,000)	
Tokelau								
Tonga			0.50% (US\$32,000)	10.49% (US\$432,000)	3.26% (US\$365,400)	1.89% (US\$169,600)	0.54% (US\$12,200)	0.33% (US\$4,000)
Tuvalu	0.70% (US\$63,500)	2.04% (US\$63,500)	0.95% (US\$61,400)	1.25% (US\$51,400)	1.63% (US\$182,000)	0.35% (US\$31,300)		
Vanuatu					3.08% (US\$345,298)	2.10% (US\$188,298)	0.86% (US\$19,500)	2.09% (US\$25,000)
Wallis & Futuna Islands			7.24% (US\$466,286)	4.78% (US\$196,841)	0.27% (US\$30,000)	0.33% (US\$30,000)		
Grant Total	US\$9,014,616	US\$3,119,234* See Note 2	US\$6,437,953	US\$4,119,917	US\$11,199,267* See Note 3	US\$8,967,723	US\$2,273,373	US\$1,194,163

Notes:

(Source: SPREP Progress Towards Achieving PIP2 2020-2021 Strategic Outcomes - Budget Estimates Allocation by Member Country 2020 & 2021 tables, and SPREP PIP 3 (2022-2023) Outcome Indicators and Key Activities Work Programme and Biennial Budget 2022 & 2023 - Budget Estimates Allocation by Member Country 2022 & 2023 tables.)

- Blank cell indicates 0% allocation
- Percentages are of total US\$3,116,034 (\$3200 difference)
- Timor Leste makes up 2.55% of total (US\$285,495)

Table 4: Regional Budget allocation versus Island Member allocations according to 2020-2021 and 2022-2023 PIP Report Budget

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

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2.2.2 Status of Implementation

129. Both *Figure 6: Snapshot of Progress against each Regional Objective and Indicator (PIP Reporting)* and *Table 5: Budgeted and Actual Expenditure by Regional Goal (Source PIP1 and PIP2 Reports)* demonstrate some **implementation gaps compared to what was planned**. There was a significant underspend in the planned budget in 2018 and 2019 for Goals 1, 2 and 3. This pre-COVID underspend points to a level of overambition in planning and budget when compared to the Secretariat’s capacity to implement. This gap between what was planned and what SPREP was able to implement became more significant with the onset of COVID-19. This led to a major underspend in budget in 2020.

Regional Goal	2018		2019		2020		2021	2022	2023
	Budgeted	Actual (difference)	Budgeted	Actual (difference)	Budgeted	Actual (difference)	Supplementary Budget	Budgeted	Budgeted
1	13,141,159	5,060,916 8,080,243	14,357,460	9,208,750 5,148,710	16,357,819	5,802,915 10,554,904	10,980,863	9,014,616	3,119,234
2	7,308,670	2,561,825 4,746,845	7,769,433	3,842,851 3,926,582	6,086,939	5,148,536 938,403	5,269,577	6,437,953	4,119,917
3	2,829,110	1,465,880 1,363,230	4,045,234	2,579,340 1,465,894	6,590,513	3,210,094 3,380,419	6,570,086	11,199,267	8,967,723
4	1,708,219	1,843,298 -135,079	1,732,558	1,866,406 -133,848	1,803,698	1,153,872 649,826	1,918,817	2,273,373	1,194,163
Proportion of total budget		43.75%		62.70%		49.66%			

(Source: SPREP Financial Statements/Supplementary Information for the year ended 31 December 2019 - *Expenditure by function and comparison to budget* table, Page 32, SPREP Financial Statements for the year ended 31 December 2020 - *Expenditure by function and comparison to budget* table, Page 30, and SPREP PIP 3 (2022-2023) Outcome Indicators and Key Activities Work Programme and Biennial Budget 2022 & 2023 – Table 2: *Core and Programme Budget by Regional and Organisational Goal*, Page 4.)

Table 5: Budgeted and Actual Expenditure by Regional Goal

130. The consultations with Island Members demonstrated a common perception across all the subregions that the Secretariat's **efforts to implement the Strategic Plan 2017-2026 are not evenly spread across the Island Members**. It was, however, noted that in locations where the Secretariat has active projects, the work makes a significant contribution to national priorities in that thematic/strategic area. Projects that were frequently highlighted by Island Members as making a valued contribution to national priorities included the INFORM and PacWaste Plus projects.
131. This feedback from stakeholders is also reflected in the PIP reports for 2018-19 and 2020-21. *Table 6: Country/Territory Footprint for Regional Objective 2. Ecosystem and Biodiversity Protection according to the 2020-2021 PIP Report* below illustrates the PIP report descriptions of where the work has been undertaken. With the exception of Regional Goal 4 which is being delivered fairly evenly across the region, work programmes and budgets paint a picture of Secretariat teams that are striving to deliver evenly across the region at the same as delivering targeted and well-resourced projects that are focussing on specific Island Members. This concern relating to the distribution of resourcing will be explored further in Section C6.3.3.

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

Volume 1 | Part C: Regional Goals and Objectives Review

PIP Report 2020/2021 Regional Goal 2: Pacific people benefit from healthy and resilient island and ocean ecosystems

2026 Regional Objective / Outcome Indicators	PIP2 (2020-2021) STRATEGIC OUTCOMES Countries																						
	American Samoa	Cook Islands	Federated States of Micronesia	Fiji	French Polynesia	Guam	Kiribati	Marshall Islands	Nauru	New Caledonia	Niue	Northern Marianas	Palau	Papua New Guinea	Samoa	Solomon Islands	Tokelau	Tonga	Tuvalu	Vanuatu	Wallis & Futuna Islands	Regional	
RO2.1 Effectively manage and protect marine and coastal ecosystems; mitigation of the impacts of fisheries activities to ensure healthy populations of threatened species, and reduce the release of marine pollutants that increase human health risks in order to achieve healthy and productive oceans that support food security and sustainable development																							
RO2.1.1: Marine and coastal ecosystem management policy implemented in 8 PICTs.																							
RO2.1.2: At least 10 PICTs regularly accessed up-to-date information on the sustainable use and conservation of coastal and marine resources.																							
RO2.1.3: Impacted threats to the health of coastal and marine environments have been mitigated in 8 key PICTs.																							
See Note 2 Below																							
RO2.2 Support the conservation and sustainable use of marine, coastal, and terrestrial ecosystems and biodiversity, consistent with international commitments																							
RO2.2.1: Protected area (PA) management capacity improved in 5 PICTs through SPREP's regional support program with support tools such as use of PIP-AP																							
RO2.2.2: At least 7 PICTs strengthened its capacity in implementing Objective 3 of the CBD on ABS enabling better Regional and National management of genetic resources																							
See Note 3 Below																							
RO2.2.3: PIRT effectively coordinated including the implementation of the regional FW for nature conservation and protected areas.																							
RO2.3 Prevent the extinction of threatened species and support measures to sustain their conservation status																							
RO2.3.1: At least 8 PICTs implemented MSAP as the basis for the conservation of threatened marine species																							
RO2.3.2: Data and information on the conservation status of threatened species shared at regional and national level regularly																							
RO2.3.3: Members and partners regularly shared information on the conservation status of marine at regional level																							
RO2.3.4: Regional guidelines for best practice for species ecotourism implemented by 4 PICTs																							
RO2.3.5: By-catch of threatened species in commercial fisheries mitigated the impacts of fishery activities in one key PICT fishery through established collaboration with in one Member country																							
See Note 4 Below																							
RO2.4 Significantly reduce the socio-economic and ecological impact of invasive species on land and water ecosystems and control or eradicate priority species																							
RO2.4.1: Risk of new socio-economic-environmental impacts lowered due to active specific Early Detection-Rapid Response Plans in 12 PICTs																							
RO2.4.2: Island and coastal ecosystems more resilient due to invasive vertebrate species being eradicated in 70 islands.																							
RO2.4.3: Invasive species management integrated into NEMS development process in at least 20 PICTs																							
RO2.4.4: Active invasive plant biological control programmes evident in at least 7 PICTs in lowering the impact of widespread weeds.																							
RO2.4.5: At least 67 priority ecological sites restored ecosystem function through managing multiple invasive species taxa.																							

Note 2: Progress was made in RO2.1.3, however the names of 10 PICTs not specified
 Note 3: Progress was made in outcome 2.2.2, however the names of 14 PICTs not specified
 Note 4: Progress was made in outcome 2.3.5, however the PICTs involved in WCFC and RMM meetings not specified

Legend

- Work towards this strategic outcome was reported as being carried in this Country/Territory.
- Blank cell indicates that no work towards this strategic outcome was reported as being carried in this Country/Territory.
- Not enough information was specified in the PIP report to confirm the location of this work.

Source: SPREP Progress Towards Achieving PIP2 2020-2021 Strategic Outcomes. See Annex 14 for SPREP Member Footprints for each Regional Objective according to the 2019-2019 and 2020-2021 PIP Reports.

Table 6: Country/Territory Footprint for Regional Objective 2. Ecosystem and Biodiversity Protection according to the 2020-2021 PIP Report

132. Many stakeholders commented on the fact that the work of all four Regional Programmes is far more overlapping than the current organisational systems and processes allow for. By increasing the integration of the work of the four Regional Programmes, financial resourcing could potentially be more evenly disbursed across the Goals and Objectives of the Strategic Plan 2017-2026. The challenge of integrating and resourcing all four Regional Goals is explored further in Section C6.3.1.
133. **Conclusion:** Overall, the reporting presents a commendable volume and range of work towards each of the 18 Objectives over the last 5 years with a number of significant achievements. Analysis of the PIPs and budget expenditure, however, does highlight some implementation gaps in Goals 1, 2 & 3. The impact of COVID-19 is likely to further exasperate this trend in underspends.

2.2.3 Impact of COVID-19 Pandemic on Progress

134. As outlined in Part B of this report, a major obstacle to progress since mid-2020 has been introduced by the COVID-19 pandemic. The majority of stakeholders (71%) feel that SPREP has delivered an excellent response to the pandemic to maintain support to Island Members and project implementation, with 14% indicating that more could have been done to avoid the disruption to the delivery services. Only 5% of stakeholders felt that the response was inadequate (*See Figure 9: Stakeholder feedback on the effectiveness of SPREP's response to the COVID-19 Pandemic in terms of maintaining service delivery*).
135. Throughout the consultation phase of this review, stakeholders have praised the Secretariat's adaptive management in response to the COVID-19 pandemic. Many, including Secretariat Staff, stressed that this operational challenge has led to some innovations in the Secretariat's delivery model that should continue post COVID-19. The opportunity presented by these innovations in effectively and efficiently implementing planned work, particularly in-country, is explored further in Section C6.1.
136. **Conclusion:** The Secretariat's response to COVID-19 has yielded some innovations and changes in approach to project implementation that should be sustained into the future.

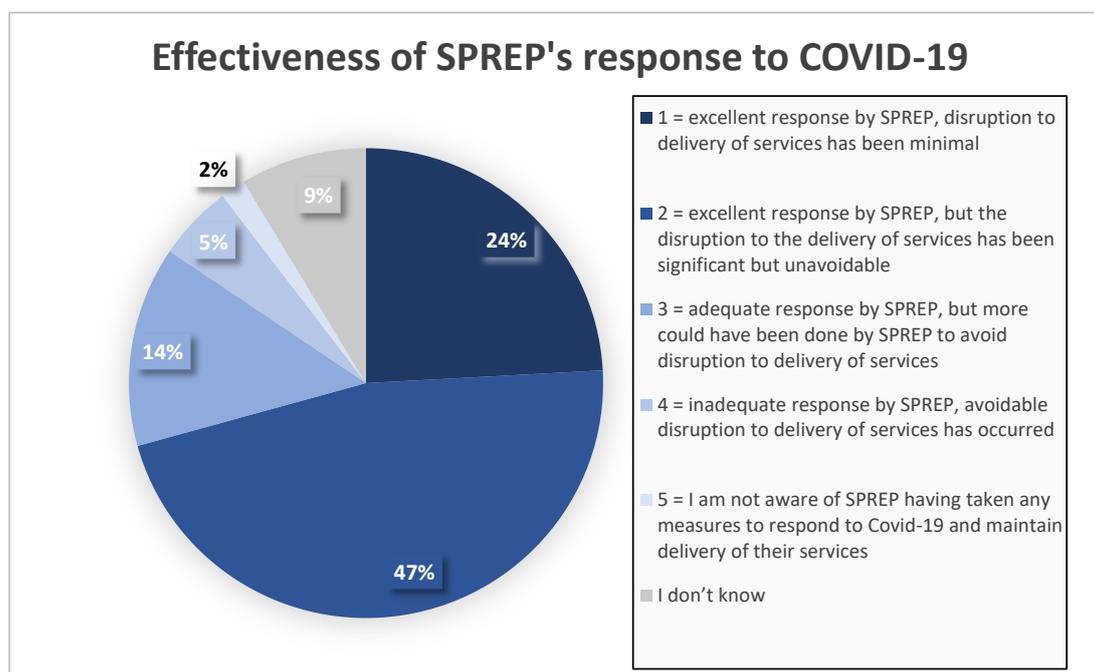


Figure 9: Stakeholder feedback on the effectiveness of SPREP's response to the COVID-19 Pandemic in terms of maintaining service delivery

2.2.4 Concerns and Risks Raised in Relation to Programme Implementation

137. Several Island Member **Focal Points from all three subregions commented that they are not able to perform their roles effectively** due to being **overwhelmed with the sheer number of projects** that the Secretariat and other regional agencies (including CROPs) are seeking to implement in their jurisdictions. There is little coordination and consolidation of requests and communications coming from different project and programme areas from SPREP, and this is further compounded by the additional layer of other regional agencies also making similar requests. It is evident that many Focal Points are often not engaging with the Secretariat or in-country with line Ministries as their role requires. This was evidenced in the consultation phase of this review whereby Kiribati, the Marshall Islands and Papua New Guinea were unresponsive to repeated attempts to contact them (both by the Secretariat and the Review Team). Some Focal Points were not able to provide basic information about SPREP's work in their country/territory, and others were not able to garner engagement or information from other relevant Ministries in their government. In their feedback on the Secretariat's performance, Focal Points in Micronesia and the French Territories specifically requested that a database of all SPREP funded or supported activities underway in each country/territory is made accessible to all relevant stakeholders.
138. Secretariat staff in particular highlighted the issue of **lack of integration both of Programmes and in the design and delivery of projects themselves**. It is telling that very few projects are being implemented by more than one Secretariat Programme. Staff highlighted that this silo effect is partly a side-effect of high workloads and a focus on project implementation. Ensuring integration of the work with other Programmes and projects is "encouraged not required".

'More intentional and SLT-lead integration between programmes is required to ensure we maximise our impact through increased collaboration, knowledge sharing and resource management.' (SPREP Staff Member)

139. **In addition to complying with the Secretariat's overarching administration systems, each project effectively establishes its own separate delivery and administration systems for the duration of the one to five-year lifetime of the project.** This practice creates some inefficiencies across the Secretariat resulting in concerning duplications in systems, processes and resources that are operating independent of, or alongside overarching SPREP frameworks. There is not much evidence of collaborative efforts across projects, even when they fall within the same Regional Goal. This issue is further explored in Part D where streamlining of project management and implementation is recommended.
140. A specific example of this duplication of effort includes the current approach to communications. Many projects include a stakeholder education or awareness-raising campaign in relation to a particular issue. This work is either carried out by the Secretariat's small Communications and Outreach Unit (three full-time staff) or, if necessary, external contractors. The result is an impressive array of communications products and messaging in the region, much of it effective in achieving its specific aim. However, despite the establishment of a cross-Secretariat Communications and Advocacy Working Group, these efforts are rarely coordinated with each other or tied back to the Strategic Plan 2017-2026. Furthermore, they often prioritise compliance with donor and partners branding guidelines over SPREP's own communications policies and guidelines. This results in a cacophony of project-level messaging and confusion amongst the stakeholders about what SPREP is and what its mission and role is in the region. Section C6.4 presents the implications of this lack of coordination in communications for SPREP's reputation and ability to perform its role as a regional leader.
141. Opportunities for integration across the four regional goal areas are also not being realised. In terms of Strategic Plan implementation, the four Regional Goals are being implemented through SPREP's corresponding Strategic Programmes, but **the Strategic Plan 2017-2026 commitment to integrate climate change resilience and ocean considerations into all programmes and to promote integrated programme approaches across the board (Organisational Objective 2.2) is less evident.** Through the consultation process for this review, Members and partners frequently observed that SPREP's programmatic planning and delivery lacks integration.
142. The Secretariat is aware of this challenge and has been establishing strategic linking mechanisms to promote programme integration since 2018. These include: The Ocean Coordination Group (also known as the Blue Team), Climate Change Coordination Committee, Communications and Advocacy Group, Country and Territory Strategic Partnership Frameworks Taskforce, Environment Monitoring and Reporting Coordination Group (EMCRG), Green Committee, Partnerships Resourcing Reference Group (PRRG), Project Review Monitoring Group (PRMG), Gender Equality and Inclusive Mainstreaming (GEIM), PCCC Working Group, EBA Coordination Group, and ACP MEA-3 Coordination Group. All of these working groups have an approved Terms of Reference and work programme. Membership is across the Secretariat.
143. The consultation confirmed that most staff are of the opinion that the current mechanisms for multi-themed, multi-disciplinary programming are not functioning adequately. One Metropolitan Member representative shared the observation that at high-level Secretariat meetings, each Programme Director attends long enough to deliver a progress report on their Programme's activities and then leaves the meeting without staying to listen to the other Director's presentations or take part in the broader discussions about the wider work of the organisation and regional strategy. Another Member representative observed that the way that teams are currently located within the compound reinforces the silo effect as the Programmes and Departments sit in separate rooms and buildings from

each other. Section C6.3 discusses the challenges presented by the current lack of integration and opportunities to address it.

144. SPREP's recent reaccreditation with the GCF is a credit to the Secretariat's Project Coordination Unit which has been described by several partners and donors as delivering exceptional performance over the review period. However, the GCF has placed conditions on SPREP's recent re-accreditation that must be met within 12 months, these conditions include:
- recruitment of managers and technical specialists for project development to address capacity gaps identified,
 - The submission of a response on delays in project implementation, and the
 - submission of audited financial statements.
145. GCF also recommended the following:
- that SPREP carry out a resource gap analysis to address reporting delays from SPREP of up to 12 months, this gap analysis would include actively pursuing closer engagement with the executing entities (Island Members) to build their capacities.
 - That the SPREP address slow progress and lack of response to queries raised by GCF in relation to the six project proposals in the pipeline with a total value of US\$69.2.6
146. **Conclusion:** Objective 1.4 of Regional Goal 1 (Climate Change Resilience) in the Strategic Plan 2017-2026 is to: "Support Pacific island Members to access and manage climate change finances and their national accreditation processes". In order to deliver on this objective over the next five years, SPREP will need to make significant investments to secure its ongoing accreditation with the Green Climate Fund (GCF).
147. Interviews with staff, partners and donors highlighted the difficulty of implementing planned work remotely from Apia. Conversely, many flagged that it is challenging to find and recruit people in Island Members to implement work, particularly as much of this work is project-based hence not a long-term employment opportunity. A key delivery mechanism has been short-term consultancies which are a major component of the Secretariat's budgeted work. This allows highly qualified individuals to deliver discrete pieces of the Secretariat's planned work, it also ensures that the work is completed and budget is expended within the annual timeframes. But the issue remains that the delivery of work through consultants is unlikely to be contributing to local capacity-building. Much of the work was implemented (pre-COVID) by travelling to workshops, meetings and trainings, including compensating participants for these travel costs. However, in recent years, there has been some push-back on this approach from Island Members who are opting or being instructed by their government to prioritise being present in their jurisdiction over attendance at regional workshops and meetings.
148. The four Island Members where the Secretariat have staff located (Fiji, Vanuatu, Solomon Islands and Marshall Islands), Members commented that this local presence made a significant difference to their ability to coordinate and collaborate with the Secretariat. The general and common feedback from all the subregions was a request that the Secretariat commit to a more focussed engagement with Island Members including greater staff presence on the ground. This was particularly emphasised by the French Territories, who raised the issue that the Secretariat has only one French-speaking staff member. Despite, his role as a Project Manager, this staff members'

⁶ SPREP Re-accreditation assessments presented to the GCF Board in July 2021, GCF/B.29/07/Add.02, <https://www.greenclimate.fund/sites/default/files/document/gcf-b29-07-add02.pdf>

unofficial/de-facto efforts as an interlocutor for SPREP were commended and appreciated by the French Territories and the French Embassy, but this is not seen as a sustainable resourcing level to support work with the French speaking Territories.

149. **Conclusion**, a number of concerns relating to programme implementation have been raised. These include: Member Focal Points being overwhelmed; a lack of integration between regional programmes; and, Projects are operating as separate entities resulting in duplications in systems, resources and information - and lost opportunities for synergies and programme integration.

2.3 SPREP's PIP Planning and Reporting System

150. Over the last two years, the Secretariat has introduced a more results-focused monitoring and evaluation system aligned to the Strategic Plan 2017-2026. In 2018, SPREP invested in a full-time Monitoring and Evaluation (M&E) Advisor. The Advisor's role includes reviewing and optimising the current M&E and reporting system. This review/optimisation process is underway, including the development of a Monitoring and Evaluation Policy. The Monitoring and Evaluation Advisor leads the PIP and Results Framework (RF) planning and reporting process under the supervision of a Deputy Director General and in collaboration with the Directors of Programmes/Departments and key staff.
151. Positive feedback from Members on this new system has included the fact that the 2-yearly reporting and SPREP Member meeting cycle, which replaced an annual cycle, is working well. It has reduced the reporting/meeting burden on the Secretariat and allows time for results to be achieved and impact(s) determined before they have to be reported and reviewed. The consultation phase of this review also gathered strong positive feedback from Members and Partners on the commendable reporting effort that is being undertaken for projects and through the PIPs
152. Through this review of progress, some areas for improvement became apparent in relation to the PIP planning and reporting systems that SPREP has in place. These are:
- **Accuracy:** Overall the PIP reports are thorough and detailed, they are clearly the result of a commendable coordinated reporting effort across the Programmes and Departments of the Secretariat. However, in some cases, the progress reporting against an objective is not a direct match with the outcome and outcome indicator. Furthermore, in a few rare cases, progress is categorised as "achieved" when the progress narrative does not indicate that this is the case. *Table 7: Example of an inaccuracy in PIP reporting* below provides an example of this.

Regional Objective 1.5: Support Pacific Island Members to develop policy responses to issues of loss and damage, and climate change and disaster induced population mobility		
Outcome Indicators 2020-2021	Progress Towards Achieving PIP2 (2020-2021) Strategic Outcomes	Independent Review Comment
RO1.5.3 At least 20% of the displaced population along the disaster-prone areas provided with support that minimised the impact of induced population mobility	RO1.5.3-1.5.5 Achieved • More than 20% of those living in the selected disaster-prone areas in Samoa and RMI benefitted from CREWS project implementation of community-based climate risk management programmes to put in place village response plans, like search and rescue, First-aid, shelter management, identified and resource of evacuation centers, and undertook simulation drills, among others in Samoa and RMI	The indicators 1.5.3 and 1.5.5 relate to the establishment of national support systems, including social insurance, for populations in disaster-prone areas so that they have the resources to recover from disaster that, among other things, minimises the impacts of population mobility.
RO1.5.4 At least 20% of the disaster-affected households changed its behaviour in facing the adverse effects of climate change in Member countries.		The progress report relates to the work of a specific SPREP project – Early Warning System Pacific Small Islands Developing States (CREWS Pacific SIDS) project. It describes work with vulnerable villages in two PICs, Samoa and RMI, to put in place community-based climate risk management programmes.
RO1.5.5 At least 20% women including girls living in disaster prone areas ensured with social insurance from the government while facing the recovery phase of disaster	• The programme worked with the vulnerable population specifically women in those communities (Samoa and RMI)	There is a lack of correlation between the indicators and reported progress. The categorisation of these indicators as achieved is not accurate.

(Source: SPREP Progress Towards Achieving PIP2 2020-2021 Strategic Outcomes.)

Table 7: Example of an inaccuracy in PIP reporting

- **PIP System is not yet fully operational – Island Member Action Plans:** The Strategic Plan 2017-2026 described the purpose and necessary content of the PIPs and their progress reports. A key component of the PIP system is to: “establish simple and flexible Island Member Action Plans, which describe the agreed priorities for each Island Member that will be delivered during the two-year period”.⁷ This component of the PIP System is not yet in place. At the 29th SPREP Meeting (September 2019), the Secretariat advised that: “*The scope, format and sustained process for developing and implementing country and territory action plans is under active consideration by SMT*”⁸. At the 2020 Executive Board Meeting, the Secretariat proposed a “*more strategic and practical*” concept and process referred to as “Country and Territory Strategic Partnership Frameworks”.

153. The Country and Territory Strategic Partnership Framework that was endorsed at the 2020 Executive Board Meeting is guided by the following principles:

- Be high-level guides to all interactions between the Secretariat and individual SPREP Island Members.
- Confirm mutual commitments to existing and planned strategic priorities and actions;
- Take account of other development partner engagements in each Island Member development Plan.
- Align with the Partnership Principles of the SPREP Partnership, Engagement and Resource Mobilisation Strategy.

⁷ This links with a recommendation from the 2014 Review which called for strategic bilateral engagements between the Secretariat and Members.

⁸ 29th SPREP Meeting document reference number: 29SM/Officials/WP 11.1/Att1

154. A process for the development of each Partnership Framework was also endorsed that includes 4 phases: Initial Development; Consultation; Finalisation and Implementation; and Monitoring and Evaluation (the Concept and Process are included in [Annex 15](#)).
155. In order to stage the development of Strategic Partnership Frameworks for all 21 Island Members, the Secretariat proposed to begin in first quarter 2021 with host country Samoa and those countries visited by the Secretariat's Senior Management Team in late 2019 (Solomon Islands, Vanuatu, Palau and Marshall Islands). A timetable for working with remaining Island Members was to be developed and shared but has not been implemented.
156. A progress report included in the agenda for the 30th SPREP Meeting notes that the Secretariat has initiated consultations with the Solomon Islands and Marshall Islands. It also notes that, despite agreeing to consult within their constituencies and report back to the Secretariat by the end of 2020 (presumably with proposed dates for the development of their Frameworks with the Secretariat), no feedback had been received from any of these Members.
157. The challenge of greater engagement with Island Members is explored further in Section C6.3.3. The challenge of fully implementing the Results Planning, Performance Reporting and Learning Framework as described in the Strategic Plan 2017-2026 is explored further in Section C6.6.
158. **Conclusion:** Through this review, some areas for improvement became apparent in relation to the planning, monitoring, evaluation and reporting systems that SPREP has in place. This includes the fact that the Island Member Action Plans (now Country/Territory Strategic Partnership Frameworks) component of the planning and reporting process as detailed in the Strategic Plan 2017-2026 are not yet in place. SPREP's Monitoring and Evaluation Advisor has a review of the current system underway, including the development of a Monitoring and Evaluation Policy. A renewed commitment to begin the development of Country/Territory Strategic Partnership Frameworks in 2021 has been made by Island Members and the Secretariat.

3. Effectiveness

159. For the purposes of this Review, the same conventional definition of effectiveness has been adopted as the last review in 2014: Effectiveness - whether, and to what extent, the intended outputs, outcomes and impacts have been achieved (Hay et. al, 2014).

3.1 Snapshot of Effectiveness

160. Referring to the definition of effectiveness, Section C2.1 demonstrates that the "intended outputs" are well-documented and adequately achieved. This is a credit to the Secretariat which has clearly undertaken a significant amount of work, including finding ways to resource the work through donor-funded projects.
 - In terms of the "intended outcomes and impacts", SPREP's Results Planning, Performance Reporting, and Learning Framework (Results Framework) described in Section C1, details the outcomes and impacts that SPREP has committed to monitoring against a baseline to gauge the impact of SPREP's work. The latest version of SPREP's Results Framework can be found in [Annex 16](#).
161. The Results Framework provides a high-level indication of results and, indeed indicates that progress is being made against many of the indicators. However, the value of this information in terms of monitoring SPREP's impact to "inform continuous learning and

understand what strategies are proving most effective in advancing environmental sustainability in the region” (Strategic Plan 2017-2026, Section 9.2) is questionable. Most of the defined outcome indicators for the Strategic Plan are focussed on the delivery of activities and outputs rather than outcomes:

- Goal 1: Climate Change Resilience impact is mostly being measured in terms of the number of countries benefiting from a particular form of technical, fundraising or capacity strengthening support.
 - Goal 2: Ecosystem and Biodiversity Protection is being measured in terms of the same metrics as Climate Change Resilience as well the number of countries implementing planning and management processes and sharing data. However, it also includes some outcome/impact indicators for the status of the conservation status of species, reducing environmental impacts and threats.
 - Goal 3: Waste Management and Pollution Control is being measured in terms of the same metrics as above as well as the number of Island Members demonstrating improved waste management governance, arrangements and practices.
 - Goal 4: Environmental Monitoring and Governance is being measured in terms of the same metrics as Climate Change Resilience as well the number of Island Members implementing relevant policy, planning and management processes; and collecting and using data to inform reporting and decision-making.
162. One result of this activity-focussed approach is a high number of targets categorised as achieved, or almost achieved, midway through the life of the Strategic Plan. If the Secretariat reports on outcomes and impacts, achievement rates are likely to be much lower. The current approach has a tendency to exaggerate effectiveness.
163. The Results Framework’s focus on activities and outputs (over outcomes and impacts) can be traced back to the general nature of the Regional Goals and Objectives themselves which use terms such as “strengthen”, “support”, “enhance” and “improve”. It is difficult to define SMART⁹ outcome indicators for such broad concepts. In other words, this work is never fully “achieved”. In fairness, SPREP’s role and focus is to deliver in these ways. Evaluating the effectiveness of such services is notoriously difficult. As such, often the best gauge of effectiveness is feedback from technical experts in a project area (including from SPREP’s Partners) and SPREP’s beneficiaries (Pacific Island people, represented by SPREP Member Focal Points).
164. The Secretariat has undertaken and commissioned some more rigorous assessment of impact through midterm reviews of donor-funded projects and as required through SPREP’s GCF re-accreditation process in 2020. While these external evaluations of particular donor-funded projects occasionally shine a light on evidence of specific areas of impact, they also often identified areas for improvement in SPREP’s approach to impact monitoring and evaluation. For example, the 2020 mid-term review of the UNEP-funded “Cleaner Pacific 2025 (CP2025): Pacific Regional Waste and Pollution Management Strategy 2016-2025”, demonstrated measurable impact at the national level across a range of waste management indicators. However, it included the following assessment of SPREP’s monitoring and reporting over the period of 2016 to 2019:

⁹ SMART criteria for selecting indicators: Specific to the objective; Measurable either quantitatively or qualitatively; Attainable (in terms of realistic, practical and simple); Relevant to the information needs of decisionmakers; Time-bound so that users know when to expect the objective or target to be achieved (GEF, 2012)

'SPREP indicated that the development of a monitoring and reporting system, as prescribed under the CP2025 monitoring and evaluation framework, was put on hold due to limited availability of human and financial resources. SPREP staff were juggling country assistance requests and project-related activities and found it difficult to prioritise CP2025 monitoring and reporting. Without regional guidance from SPREP, there was no routine CP2025 monitoring and reporting at a national level...In the absence of a formal monitoring and reporting mechanism for CP2025, neither SPREP nor the countries and territories were really held accountable for implementation between 2016 and 2019. In turn, this meant that there was no evidence-based means for identifying corrective actions that needed to be taken, or additional support mechanisms required, to improve CP2025 implementation'. (SPREP, 2020)

165. Another example is provided through SPREP's GCF re-accreditation process in 2020. SPREP detailed its performance against mitigation and adaptation indicators, comparing the baseline of initial accreditation with the status of the indicators in 2016. This exercise highlighted a lack of documentation at project level and revealed a gap between staff understanding of what had been achieved versus evidence of impact on the ground. For example, it was difficult to get solid metrics on the number of beneficiaries and how many hectares of ecosystems/natural assets had become protected areas. One conclusion of this exercise was that evidence of SPREP's policy related work was demonstrable but ground-level results in terms of human beneficiaries and protected ecosystems could not be demonstrated.
166. Aside from the necessarily broad nature of SPREP's work, the current Results Framework indicates a lack of organisational investment in, or attention to, a results-focused monitoring and evaluation system that is in turn informing SPREP's work through adaptive management and learning. The challenge of better measuring and delivering effectiveness is explored further in Section C6.6.

'SPREP is doing a lot but it is not clear what it adds up to on the ground' (SPREP Member in interview)

167. **Conclusion:** The nature of SPREP's work is necessarily broad, but this brings with it challenges of measuring impact. Most of the defined outcome indicators for the Strategic Plan 2017-2026 are focussed on the delivery of activities and outputs rather than outcomes and impacts. The current Results Framework indicates a lack of organisational investment in, or attention to, a results-focused monitoring and evaluation system that is in turn informing SPREP's work through adaptive management and learning.
168. The challenge of ensuring sustainable outcomes as a result of SPREP's work is explored further in Section C6.3.

3.2 Sustainability of Results

169. A key measure of the effectiveness is whether the outcomes and impacts will be sustainable in the longer term, particularly after SPREP's support (financial, human or other) comes to an end. In other words, when the Secretariat withdraws its support, the Island Member governments, partners organisations and local stakeholders ensure the outcome is sustained and built upon.
170. The 2014 Review concluded that: "There is a need for the next Strategic Plan to be more outcomes, rather than outputs, focussed, with the added challenge of being able to demonstrate if the outcomes will be sustained once SPREP assistance ceases. Preparation of the next SPREP Strategic Plan would be a useful point at which to develop a more detailed results framework." (Hay et. al., 2014).

171. This Review found little evidence that sustainability of outcomes (once SPREP investments have ceased) is a key consideration in the current planning and reporting process (PIPs and Results Framework). The internal and external stakeholder consultations were also inconclusive, stakeholders were reluctant to comment on whether they were observing sustainability of results in SPREP's work. There is varying performance at the project level in relation to a commitment to designing work to ensure sustainability of results. This performance seems to be donor-driven (if a donor requires it, sustainability becomes a consideration).
172. **Conclusion:** The Secretariat is currently not well-placed to demonstrate that the work it is undertaking, in conjunction with Members and partners, is being designed and delivered to maximise sustainable outcomes. This is not something the Secretariat can be expected to deliver alone without genuine partnership with Island Members and partners in the region.
173. The challenge of ensuring sustainable outcomes as a result of SPREP's work is explored further in Section C6.6.

3.3 Regional Indicators of the State of the Environment and Sustainable Development

174. As acknowledged in Section C3.1, it is notoriously difficult to evaluate the effectiveness of the work of regional agencies charged with capacity-building, coordination, collaboration brokering, technical advice and information sharing.
175. SPREP's vision is: *A resilient Pacific environment sustaining our livelihoods and natural heritage in harmony with our cultures (Strategic Plan, 2017-2026). SPREP's mandate is: to promote co-operation in the Pacific region and provide assistance in order to protect and improve its environment and to ensure sustainable development for present and future generations (SPREP Agreement, 1993).*
176. While it not reasonable to hold SPREP alone accountable for the status of the environment and sustainable development in the region, this status is the ultimate reference for whether SPREP's work, combined with that of its partners, is proving effective. Four reporting frameworks provide a comprehensive summary of the status of the region's environment and sustainability, these are:
- The Regional State of the Environment and Conservation Report (SPREP, 2020),
 - The 2020 Biennial Pacific Sustainable Development Report (PIFS, 2020),
 - The 2021 Report on the Status of the Sustainable Development Goals in the Asia Pacific Region (UNESCAP, 2021),
 - Global Biodiversity Outlook 5 Report that provides a final assessment of progress towards the Aichi Biodiversity Targets (Secretariat of the Convention on Biological Diversity, 2020).
177. While the indicators in these reports do not directly correlate with SPREP's Strategic Plan 2017-2026 indicators, there is some degree of correlation which has recently been mapped by SPREP's Environmental Monitoring and Governance Programme through the INFORM Project (SPREP, 2021). Specific indicator correlation aside, these reports provide a picture of whether the Strategic Plan's intermediate and final outcomes at the Goal and Objective Level are being achieved.
178. A snapshot of the status of the Region's environment is provided by the Regional State of the Environment and Conservation Report (SoE) (SPREP, 2020). The 2020 Pacific Regional Environment Indicator Status ([Annex 17](#)) provides a worrying overview. The 31

indicators span the themes of: environmental governance, conservation and protection, land, coastal and marine, biodiversity, atmosphere and climate, and the built environment. The current state of most of these indicators fall into the “poor to fair” category, 2 of the 31 indicators are in a “good” state, these indicators are commercial and pelagic fisheries and ozone depleting substances. Notably, the status of the indicator for governance and equity of protected areas is unknown due to lack of information. More positively, 11 of the 31 indicators are stable or improving, 6 are deteriorating, 14 are showing mixed trends (improving in some areas, deteriorating in other areas) and the trend in relation to 5 of the indicators is unknown due to lack of information.

179. Indicators that are showing the equivalent of a “red flag” in the Regional State of the Environment and Conservation Report include: Hazardous Waste, Priority sites with invasive species managed, Protected Area Management Effectiveness (Poor state and deteriorating or unknown trend); Live coral cover, Status of migratory species of concern (Poor to fair state with deteriorating trend); and Access to Quality of Sewage Treatment, Terrestrial Protected Areas, Key Biodiversity Areas Under Protection (poor state with stable or improving trend).
180. A further overview of impact of the collective efforts of the regional and global community to protect and improve the environment is offered by the Global Biodiversity Outlook 5 (GBO-5) Report (Secretariat of the Convention on Biological Diversity, 2020) that provides an assessment of progress towards the Aichi Biodiversity Targets. On a global level, none of the Aichi Biodiversity Targets for 2020 have been fully met, and biodiversity continues to decline. Only six of the Aichi Biodiversity Targets have shown “some progress”, with particular reference to SPREP and the Global Environmental Facility’s work on invasive species in the Pacific. National reports on biodiversity also demonstrate *some* progress, but not at a rate that will achieve the 2050 Vision for Biodiversity.
181. According to the GBO-5 Report, *“Each of the conditions necessary to achieve the 2050 Vision for Biodiversity requires a significant shift away from ‘business as usual’ across a broad range of human activities.”* The report calls for greater efforts to address the direct and indirect drivers of biodiversity loss, including through much stronger, and more integrated/holistic approaches to planning and implementation of national biodiversity strategies and action plans. It also alludes to concerns with poor alignment between some national biodiversity plans and the Aichi Biodiversity Targets (globally only 23% of national targets are well aligned to the Aichi Targets).
182. The GBO-5 Report also highlights that the conservation of biodiversity is crucial to the attainment of the Sustainable Development Goals and efforts to address climate change. Biodiversity is explicit in attaining SDG 14 (Life Below Water) and SDG 15 (Life on Land), it is also critical for food security and improved nutrition (SDG 2) and access to clean water (SDG 6).
183. A snapshot of the current impact of the Region’s efforts to advance sustainable development is provided by UNESCAP’s 2021 Report on the Status of the Sustainable Development Goals in the Asia Pacific Region. The Pacific subregion is not on track to achieve any of the 17 Goals by 2030, and none of the environmental-related goals are on track. Some progress, however, has been made in the Pacific Region on sustainable cities and communities (Goal 11) and climate action (Goal 13). On its current trajectory, the wider Asia-Pacific region may achieve less than 10 per cent of the SDG targets. UNESCAP laments the lost opportunity with COVID-19 recovery plans, where 85% of countries had little or no environmental considerations embedded within their respective plans.
184. The 2020 Biennial Pacific Sustainable Development Report (PIFS, 2020) provides further context around the lagging progress on SDGs in the Pacific. Only the target on

Conservation of Coastal and Marine areas (SDG target 14.5) is reportedly on track. Access to adequate data to track SDGs, however, is a recurrent issue in the Pacific. In particular, the Biennial Pacific Sustainable Development report highlights the lack of relevant data on the relevant Sustainable Development Goals (SDG11, 12 and 14) which specifically address waste, chemicals and pollution. While the Cleaner Pacific 2025 Implementation Plan is set to promote more sustainable approaches to solid waste and pollution management, the PIFS Report stresses that most Members need to significantly step up their waste management efforts.

185. **Conclusion:** While global and regional reports on the state of the environment and sustainable development describe commendable progress and achievements, the bigger picture is clear: the current approach being taken by SPREP in collaboration with its partners to implement the Vision and Regional Goals of the Strategic Plan 2017-2026 is not making adequate progress. This environmental crisis requires a drastic change in approach by all, including SPREP (Secretariat and Members).

186. This imperative is explored further in Section C6.4.

‘While SPREP is considered the “primary intergovernmental organisation charged with supporting the work of Members to address the regions environmental management challenges” it is now time to heed this mandate and adopt a more proactive and leadership role in delivering on its vision “A resilient Pacific Environment sustaining our livelihoods and natural heritage in harmony with our culture” (2014 Independent Corporate Review).

‘SPREP needs to do more to communicate the consequences of inaction on biodiversity and border protection [from invasive species incursion]’ (SPREP Member, Survey result)

3.4 Gender Equity and Social Inclusion

187. SPREP’s overarching commitments to Gender and Human Rights are reflected in the Strategic Plan 2017-2026, which recognises these as key enabler’s to ensuring the effective delivery of the four regional goals (Strategic Plan 2017-2026, Section 3). The Strategic Plan makes no reference as to how gender and human rights will enable the effective delivery of the four goals, though it highlights the people of the Pacific as one of the four values that guide the work (Strategic Plan 2017-2026, Section 2). SPREP’s value for the people of the Pacific takes into consideration the diverse social and cultural priorities of the 21 countries in the region with a commitment to strive to embrace diversity in all its work.

188. SPREP has a Gender Mainstreaming Policy (2016) that establishes a framework and outlines priority areas of action for the Secretariat. In 2020, a few years after the development of the Gender Policy, SPREP established a Gender Equality & Inclusion Mainstreaming Working Group (GEIM) to provide strategic guidance and cohesiveness to SPREP’s commitment to gender equality and social inclusion both internally and externally. The Terms of Reference for the GEIM was approved by the Senior Management Team in 2020. SPREP recognises that the mainstreaming of gender and social inclusion is the responsibility of all SPREP staff, however members of the GEIM are expected to act as champions in their respective work units, programmes and departments.

189. The Secretariat has made some progress in its commitments to Gender Equity and Social Inclusion (GESI). Reports to the upcoming SPREP Members meeting highlight specific programmes that support gender inclusion with activities considering women, men, youth and people with disabilities in plans and programme implementation. SPREP

has implemented Gender and Social Inclusion reviews of projects, which resulted in the development of new GESI strategies and action plans for two programmes, and ongoing collection of sex-disaggregated data. According to reports, Gender courses have also been developed to implement and support Gender mainstreaming policies and practices for beneficiaries.

190. This review noted the use of different terminology in different documents, which reflects growing awareness within the Secretariat of how the work in this area continues to evolve to capture the intersectionality of women and girls lived experiences and the experiences of other marginalized groups including the LGBTQI communities and people living with a disability. However, this is not specified in SPREP's Gender Policy. An example of this difference in terminology is the reference to Gender and Human Rights in the Strategic Plan 2017-2026, the reference to Gender Equity and Women's Empowerment in Communities and Environments in the Gender Policy (2016) and the establishment of the GEIM in 2020.

3.4.1 Feedback from Stakeholders on SPREP's Performance on Gender and Human Rights

191. This review incorporated specific questions into the consultation process to gauge how well the Secretariat has tracked in these areas with responses from Members, stakeholders and staff reflecting a varied level of understanding and awareness on how well gender and human rights were being integrated across all SPREP's projects and programmes.
192. Staff who responded to questions on the implementation of commitments to gender in the online survey conducted as part of this review, indicated that implementation of gender commitments in SPREP projects is intermittent and inconsistent. Some projects demonstrate more success than others. More than 34% of staff who completed the survey commented that SPREP is performing well in delivering gender commitments through work in-country, but more work is needed. Around 23% of staff believe that SPREP is doing excellent work in this regard with 19% of the view that SPREP's work on gender mainstreaming is poor.
193. Over 52% of partners (including donors) who responded to this question, are of the view that SPREP has been doing mostly well in ensuring that gender perspectives are considered as part of their programming, work and support to Members. A little over 17% are of the view that SPREP is doing this very well with a little over 23% of the view that this is only done sometimes.
194. Members reflected mixed views on how well SPREP is doing in this area. 33% who responded to this question recognise SPREP's support towards ensuring gender perspectives as excellent, 33% commented that it was good but incomplete while over 19% were of the view that SPREP's performance is inadequate in this regard.
195. **Conclusion:** There have been some positive developments made in relation to the Gender Mainstreaming Policy, notably the introduction of a Gender Equality and Inclusion Mainstreaming Working Group, but this work remains patchy and inconsistent across the programme areas. Given the dramatic challenges faced by the Region on gender equality, it is likely that SPREP would need to dedicate further technical training and resourcing to this important cross-cutting issue.

3.5 SPREP's Results and Learning Framework

196. As noted in Section C2.3, over the last two years, the Secretariat has introduced a more results-focused monitoring and evaluation system aligned to the Strategic Plan 2017-2026. Through this review of effectiveness, some areas for improvement became

apparent in relation to the Results Framework that SPREP has in place. The Strategic Plan describes the Results Framework as follows:

197. The Results Planning, Performance Reporting, and Learning Framework (the Results Framework) describes how results will be monitored and reported, and how lessons learned will be identified and applied...in particular, “it will support SPREP to understand the strategies and modalities that are most effective in supporting environmental sustainability” (Section 9.2, SPREP Strategic Plan 2017-2026).
198. The Results Planning, Performance Reporting, and Learning Framework will:
 - define the planning cycle of SPREP providing clarity of roles, responsibilities, and linkages between planning and reporting processes;
 - define key monitoring, evaluation, and reporting activities; that is, how SPREP will monitor, evaluate, and report on progress towards goals and objectives;
 - describe SPREP’s approach to learning and continuous improvement; and
 - align to existing relevant international measures including the SDGs (Strategic Plan 2017-2026, Page 25).
199. The current results framework demonstrates a commendable effort to deliver on “monitoring and reporting on results” and “linkages between planning and reporting processes”. However, it is not yet delivering on “how lessons learned will be identified and applied”, or on “understand[ing] the strategies and modalities that are most effective in supporting environmental sustainability”.
200. The Review Team was not able to locate a description of “SPREP’s approach to learning and continuous improvement” in the Results Framework. More importantly it does not seem that systematic efforts are being made to bring learning and continuous improvement to SPREPs work. However, the Secretariat has been reporting on lesson learned and how they are being applied to the Executive Board Meeting and SPREP Meetings. Furthermore, a “Monitoring and Evaluation Guide/Policy” has been reported as under development since 2020.
201. The Results Framework does not currently “align to existing relevant international measures including the SDGs” (Section 9.2, SPREP Strategic Plan 2017-2026). More importantly, it is currently not making the link with the alarming findings of the regional impact assessments described in Section C3.3. However, the Environmental Monitoring and Governance Programme has work underway to map the correlation between the Strategic Plan Goals and Objectives and the SDGs and other relevant frameworks. Section C3.3 highlights the importance of bringing a greater emphasis on regional impact indicators as a guide for work prioritisation.
202. Feedback from stakeholders on the current monitoring and evaluation system confirmed concern from Metropolitan Members and some donors that the Secretariat’s current approach to monitoring and evaluation through the Regional Framework does not seem to measure whether the Programmes of work are having a sustainable impact in the field as articulated in the Strategic Plan 2017-2026. One Metropolitan Member representative commented that there is no theory of change or hypothesis to illustrate how the objectives and activities are expected to ultimately contribute to achievement of the Regional Goals. More than one Member representative commented that the quality of monitoring and evaluation at the project level is very high if the donor requires it, which confirms that the Secretariat has the capacity to undertake results-focused monitoring and evaluation, but this resourcing investment is not currently being made at the Programmatic level.

'The SPREP Meeting could be restructured to focus more on substantive consideration of strategic and work plans, rather than information updates.' (SPREP Member interview)

203. **Conclusion:** The Results Framework demonstrates good progress in response to the 2014 Review recommendations. However, it is not delivering on the 2017-2026 Strategic Plan's commitment to establish a system for results-based monitoring and evaluation of the Regional Goals and Objectives that is aligned to relevant international measures (including the SDGs that cover the period 2015-2030) and describes SPREP's approach to learning and continuous improvement. Urgent completion and implementation of the Monitoring and Evaluation Policy that has been under development since 2020 is necessary.
204. Section C6.6 further explores the challenge of monitoring and governance arrangements.

4. Relevance

205. For the purposes of this Review, the same conventional definition of relevance has been adopted as the last review in 2014 (Hay et. al, 2014): Relevance - whether and to what extent the activities have addressed the needs and priorities of the target groups and are aligned with national and regional policies and priorities. In this context, "activities" are the work that is being planned, implemented and reported on through the PIPs and Results Framework.
206. The Strategic Plan 2017-2026 identifies four enabling principles for prioritisation in the delivery of its work, one of these principles is "relevance to regional and national contexts and priorities".
- 'SPREP will prioritise work that supports delivery of national priorities or strategies, regional strategies and frameworks, and international obligations.'* (Strategic Plan 2017-2026; p.23)
207. This Review explores the relevance of the Strategy and its implementation over the review period in three ways:
- Whether the work activities being planned and undertaken to implement the Strategic Plan 2017-2026 are relevant to its Regional Goals and Objectives.
 - Whether, and to what extent, the activities have addressed the needs and priorities of SPREP Members – including national policies and priorities.
 - Whether, and to what extent, the activities are aligned with regional policies and priorities.

4.1 Alignment of SPREP's Work with the Strategic Plan

208. The consultation phase of this Review found that the majority of Island Members, partners and donors surveyed (33 respondents) feel that SPREP work is well aligned to the Regional Goals (*Figure 10: Member, partner and donor assessment of alignment of SPREP's work to the Regional Goals*) and Secretariat Staff (41 respondents) also feel there is good alignment between their work and the regional goals (*Figure 11: Secretariat staff assessment of alignment of SPREP's work to the Regional Goals*).

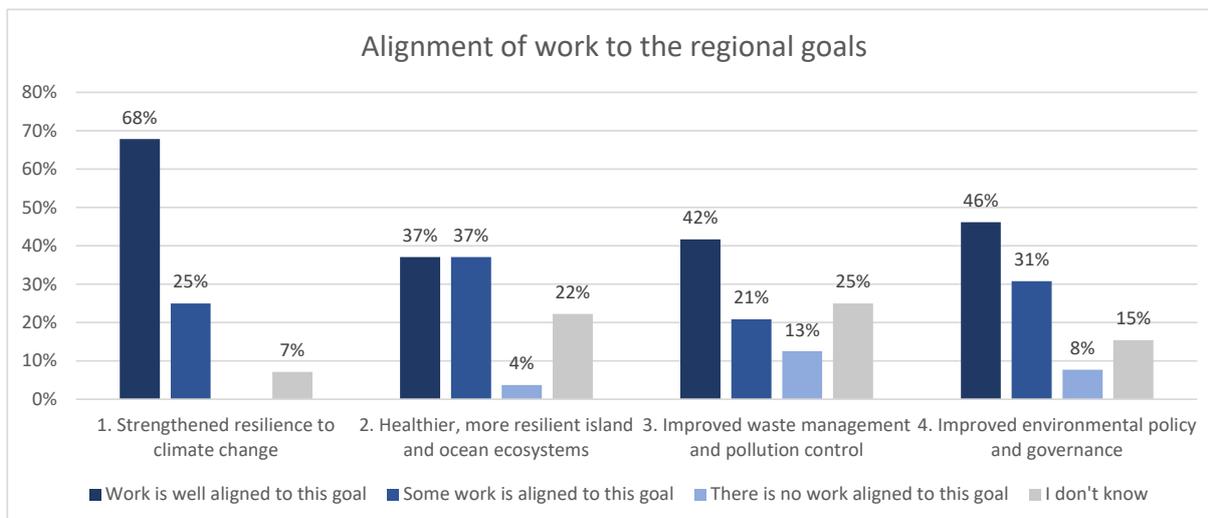


Figure 10: Member, partner and donor assessment of alignment of SPREP’s work to the Regional Goals

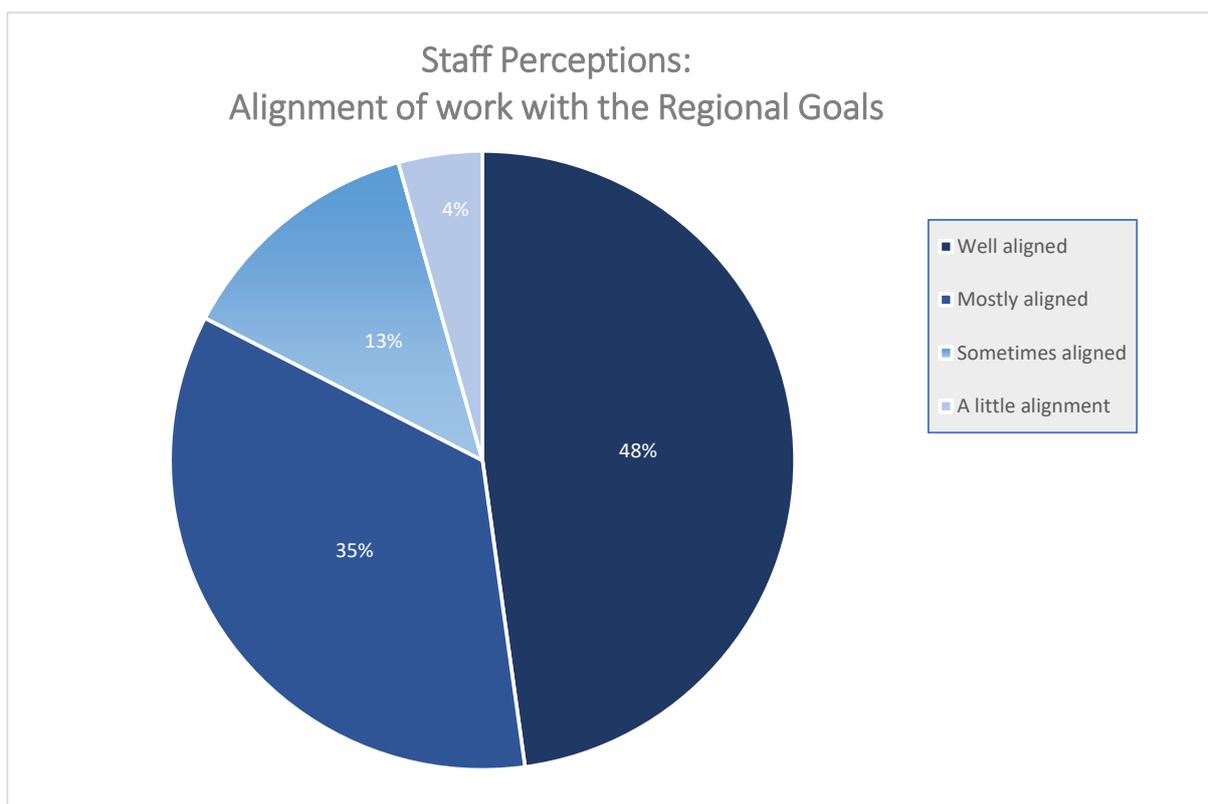


Figure 11: Secretariat staff assessment of alignment of SPREP’s work to the Regional Goals

209. Figures 6 and 7 also indicate a sentiment that there is clear room for improvement. When questioned on the selection of “some work is aligned” and “mostly aligned” category, many stakeholders alluded to the fact that SPREP work is predominantly through donor-funded projects and there is an underlying risk that the work portfolio is aligned to donor priorities with alignment to the Strategic Plan taking a secondary consideration.
210. There is a wide range of different interventions that SPREP could be making in national and regional systems to advance the Regional Goals and Objectives. It is unclear whether the current interventions are the most effective, relevant and sustainable ways

for SPREP to contribute to this shared body of work. Section C3 has highlighted the challenges presented by reporting that is focused on the delivery of activities and outputs over the delivery of outcome and impact. Another result of this activity-focussed approach is difficulty in assessing whether the activities are the most effective way to achieve the service delivery described in the Strategic Plan. If the Goals and Objectives were more specific, which many of the stakeholders deem as necessary, it would be feasible to assess more accurately whether the objectives and workplans are aligned with SPREP’s Goals and Mandate. In their current broad state “anything is relevant”.

211. **Conclusion:** SPREP’s work is well aligned to the Regional Goals. Due to broad nature of the Regional Goals however, it is not too hard to find alignment, and there is a sense that SPREP is trying to cover too many bases and serve too many stakeholders. It is unclear whether the current interventions are the most effective, relevant and sustainable ways for SPREP to contribute to this shared body of work. Tighter, more clearly defined strategic direction would render more focused results for the Region.

4.2 Relevance to the Needs and Priorities of Members

212. Island Member representatives do not have a high level of familiarity with SPREP’s Strategic Plan 2017-2026. This included many of the SPREP Focal Points who were more comfortable commenting on the performance of specific projects that were being implemented in their jurisdiction.
213. The survey of Members (15 respondents) shows that, when presented with the content of the Strategic Plan, Member representatives mostly feel that the SPREP Regional Goals 1,2 and 4 are highly relevant to their national priorities and Regional Goal 3 ranges between being considered highly to somewhat relevant. See *Figure 12: Member assessment of relevance of the Regional Goals to their national priorities*. There is, however, a perception from some Members that the broad nature of the Strategic Plan “allows everything to be relevant”, SPREP is “trying to do everything for everyone” and a “tighter and more clearly defined strategic direction is needed”.
214. SPREP Members, and SPREP Staff, also highlighted the tension between providing technical advisory services and project implementation. Staff are often not available for *ad hoc* as well as some short to medium term requests for technical and advisory support from SPREP Members because they lack the human resources and core funding to deliver this service.

‘If requested services are not directly funded by a project – SPREP staff are not resourced to deliver this service’ (Member interview).

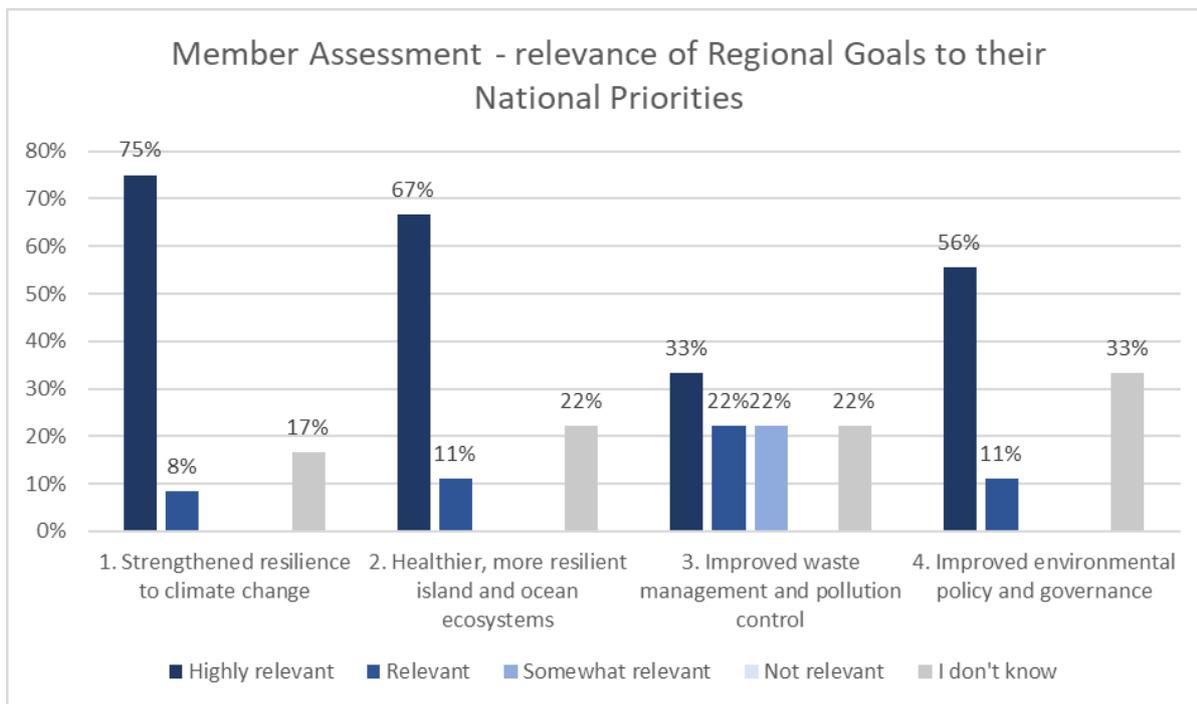


Figure 12: Member assessment of relevance of the Regional Goals to their national priorities

215. Approximately half of Member respondents (15 respondents) feel that SPREP is working effectively with national governments in implementing work within the four Regional Goals. Some Member representatives feel that there are still some gaps in the partnering effort (ranging from 27 to 42% across the four Regional Goals). Around 7% feel that SPREP is not partnering effectively; see *Figure 13: Member feedback on the Secretariat’s approach to working with national governments in implementing the four regional goals*.

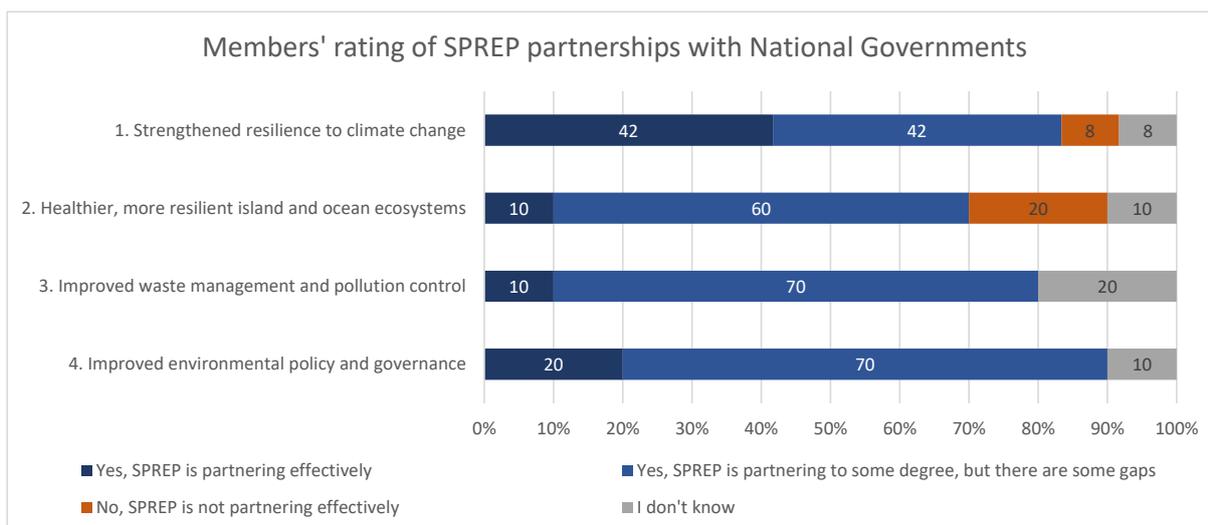


Figure 13: Member feedback on the Secretariat’s approach to working with national governments in implementing the four regional goals

216. An area of work that most island Members highlighted as a priority relates to Regional Objective 1.4: “Supporting Island Members to access and manage climate change finances and their national accreditation processes”. This support is being provided by SPREP in its capacity as an Accredited Entity with both the Adaptation Fund (AF) (accredited in 2013 and renewed in 2019) and the Global Climate Fund (GCF)

(accredited in 2016, reaccredited in mid-2021). SPREP currently has one GCF-funded project in its AE role: *Climate Information Services and Resilient Development Project in Vanuatu (Van KIRAP)*, with a lifespan of 2016-2022; and one AF-funded project: *Enhancing the Climate Change Resilience of Vulnerable island communities in Federated States of Micronesia* with a lifespan of October 2017 to January 2022. Consultation with SPREP's Island Member representatives generated the following common feedback:

- SPREP's technical expertise is recognised and valued by Island Members but the feedback emphasised that it could be strengthened and more available when requested.
- There is a perception that SPREP has moved into focussing on implementing specific projects, sometimes even competing with Island Members for donor funding for these projects; this is also impacting on the availability of staff to provide technical advice and capacity-building support requested by Members.
- There is an impression that the Secretariat is focussed on donor expectations over direction being given by Members. A concerning example is provided in SPREP's recent GCF reaccreditation assessment whereby SPREP withdrew a project proposal for work in the Marshall Islands due to lack of alignment with that Member's priorities as articulated in their Country Programme. Country Programmes are published on the GCF website¹⁰.
- Linked to the above point is the perceived need for SPREP to contextualise issues to the region and to specific Island Members contexts. Recognition that this is done well for climate change resilience, but greater effort is required for other issues for example, marine litter.
- An adaptation in approach is needed for the French Territories as their specific needs and requests differ from those of other Island Members. A number of SPREP staff noted in the survey that there is a gap in SPREP's service to Francophone Members.
- Island Members would like to see more engagement from technical experts within the organisation rather than external consultants. Some commented that foreign consultants do not stay long enough in country to effectively deliver their work.
- Island Members expressed concern that there is a lack of clarity about what SPREP delivers that is different from other regional agencies, particularly SPC. This leads to confusion about which, SPREP or SPC, is leading a response to emerging international and regional priorities.
- The confusion between the role and work of CROP organisations, particularly SPREP and SPC is also manifest at the local level, many Island Members consulted were not sure which organisation was delivering specific projects that they were benefitting from.
- Focal Points also commented that they are overwhelmed with contact from different CROP organisations, along with different SPREP programmes and projects, and struggle to respond to all the requests. It was suggested that SPREP, other CROPs and other regional agencies could do more to coordinate and differentiate their services and coordinate their respective communications with Island Members.

¹⁰ GCF/B.29/07/Add.02: Consideration of accreditation proposals – Addendum II: Re-accreditation assessments, 14 June 2021, <https://www.greenclimate.fund/document/gcf-b29-07-add02>

217. Section C2.2 includes detailed feedback from Members Focal Points from all three subregions commenting that they are not able to perform their roles effectively due to being overwhelmed with the sheer number of projects that the Secretariat and other regional agencies (including CROPs) are seeking to implement in their jurisdictions. In addition to the issue of Member Focal Points being overwhelmed by the number of projects SPREP and other regional agencies are seeking to implement in their jurisdictions, Island Members also described being overwhelmed by reporting obligations to international conventions and donors. The combined effect of contact from different donors, partners, CROPs and different SPREP Secretariat programmes to partner with them on work and projects is proving unsustainable and resulting in some level of disengagement when Focal Points get too overloaded or overwhelmed. Some requested that SPREP provide support in helping Island Members to coordinate these different lines of enquiry.
218. A commonly made request for the remaining five years of the current Strategic Plan implementation from SPREP's Island Members is that:
- the Secretariat decentralises its team from Apia and locates SPREP representatives in each of the Island Members who can integrate SPREP's work and facilitate two-way communication between Island Members and the Secretariat.
 - the Secretariat develop Island Members Action Plans, as prescribed in the Strategic Plan, to guide the work that the Secretariat will do in partnership with Island Members.
219. The 2014 Review also recommended the development of action plans for SPREP's activities in each Island Member jurisdiction. It also emphasised that these plans and their reporting would need to reflect mutual commitment from the Member government as well as the Secretariat:
- 'Members should be more committed to monitoring and providing annual reports on their progress in implementing their components of SPREP's Work Programmes, including assessing the extent to which SPREP programming is supporting Member priorities as outlined in relevant policy and planning documents. In turn, the Secretariat should be more proactive in encouraging and supporting Island Members to report in this way.'* (Hay et. al., 2014)
220. Section C6.3.3 further explores this common request from SPREP Island Members that the Secretariat's staffing and planning processes are reorganised to emphasise greater engagement and partnership between Members and the Secretariat.
221. **Conclusion:** SPREP's technical expertise is recognised and valued by Island Members, but this could be strengthened and more available when requested. There is a sense that the over-projectisation of SPREP's work is resulting in lack of focus on Island Member needs and requests, and it is also resulting in competition and lack of coordination with regional and national agencies. Members feel the need for more in-country presence from SPREP.

4.3 Relevance to Regional Policies and Priorities

222. The survey of partners and donors (18 respondents) shows that external stakeholders see SPREP Regional Goals as being highly relevant to regional priorities, see *Figure 14: Partner and donor assessment of relevance of SPREP's Regional Goals to regional priorities.*

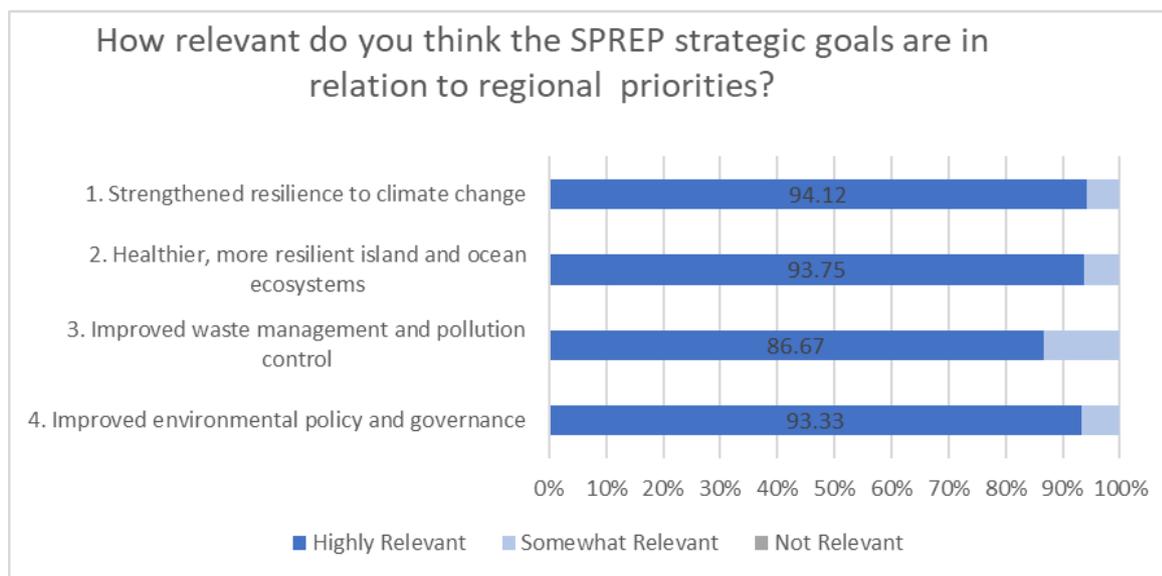


Figure 14: Partner and donor assessment of relevance of SPREPs Regional Goals to regional priorities

223. However, feedback from all the stakeholders that engaged in the consultation phase of this Review, including Members and SPREP staff, conveyed concern that SPREP was not playing enough of a proactive leadership role in response to emerging regional priorities and initiatives. Particular concern has been emphasised by many that the Strategic Plan’s commitment to the integration of oceans and climate change into all of its work along with proactive regional leadership in this area is not yet evident.

‘Improvements needed in the areas of climate change and oceans – SPREP could show more leadership and greater coordination with CROP organisations on all levels’. (Partner Survey response)

224. The other dominant concern expressed in this context by many stakeholders is the sheer scope of issues currently being tackled by the Secretariat. In order to play a more effective and impactful leadership role in the region, there was a common acknowledgement among stakeholders that the Secretariat will need to streamline its focus and “lighten its load”. This includes a stricter framework for internal approval of project concepts and the ability to advise Island Members that they cannot accommodate every request made of them for technical and capacity support.

225. **Conclusion:** there is a sense that SPREP needs to step up its response to emerging regional priorities and initiatives and play a more proactive leadership role in this respect. A more streamlined and prioritised approach to planning is required to ensure a more focused and impactful approach in the Region.

226. Section C6.4 explores opportunities to improve stakeholder experience of SPREP’s regional leadership role.

5. Partnerships

227. This Review has been tasked with exploring the “extent to which the Secretariat is working in synergy with SPREP Members and partners to achieve the agreed priorities and targets of the plan and sustainable outcomes” (See the Terms of Reference in [Annex 1](#)). Section C4.2 explores the Secretariat’s partnership with Island Members. This Section will explore the SPREP’s relationship with the organisations that are considered partners, including donors.

228. The Strategic Plan 2017-2026 details SPREP's commitment to brokering partnerships and collaborations under the Secretariats Role and Focus as follows:

'SPREP Members individually and through the Secretariat will strengthen established partnerships and forge new ones in order to best serve the environmental needs of Pacific communities. In doing this, SPREP will continue to collaborate with other CROP [organisations] to make best use of the financial, human, and capital resources applied to Pacific island environmental priorities. This will deliver agreed environmental outcomes to underpin sustainable development, and the well-being of our communities.'

'The Secretariat will take the lead in coordinating partnerships in core areas of its mandate (climate change, sustainable development, oceans, and environmental management) and support collaboration where there are environmental components within other agencies' core areas of responsibility.' (Strategic Plan 2017-2026, p.19)

229. Furthermore, Organisation Goal 4 (reviewed in Part D) is articulated as follows:

'SPREP is committed to effective coordination of regional efforts in the spirit of the Framework for Pacific Regionalism and within SPREP's mandated areas of focus and to collaborating with other regional organisations and partners who provide additional expertise and capacity. We often act as a gateway for partners at the national level, and we will continue to build genuine and productive partnerships that support the advancement of Members' national and regional priorities. We will improve the way we manage partnerships, seeking to make them meaningful, mutually beneficial, and focussed on achieving positive environmental outcomes.' (Strategic Plan 2017-2026, p.21)

230. A Partnership Engagement and Resource Mobilisation Strategy (PERMS – See [Annex 18](#)) was approved at the 2020 Executive Board Meeting to provide guidance on establishing, maintaining, and targeting productive partnerships. Under the guidance of the SPREP Partnership and Resourcing Reference Group (PRRG), the PERMS provides:

- Guidance on new partnerships,
- Guidance on monitoring and evaluation for existing partnerships, and
- Targeting new partnerships via opportunities and gaps in partnership portfolio compared to PIP Strategic outcomes.

231. This strategy will be overseen by the SPREP Partnership and Resourcing Reference Group (PRRG), to

- (i) guide the development of new partnerships and the monitoring of active partnerships; and
- (ii) target the development of new strategic partnerships by identifying opportunities and gaps from analysis of SPREP's strategic priorities and partnership portfolio.

232. Based on the findings of this Review which are detailed below, the PERM and PRRG are an appropriate and timely management initiative. Time is needed to determine if this new initiative will fulfil its objective.

233. SPREP provided the Review Team with a list of 58 currently active agreements dating back to 2017 ([Annex 19](#)). These agreements are in various forms, Memoranda of Understanding (MOUs), Letter of Agreement (LOAs), Partnership Agreement (PAs), Grant Agreement (GAs). These may or may not be legally binding. This list also highlights the diversity of types of partnership and the diversity of organisations that SPREP partners with including: governments, international and local non-governmental

organisations, universities and research institutes, bilateral and multilateral donors and CROP organisations. For the partnerships with major donors, legally binding financing agreements are in place. [Annex 2](#) includes a list of the 105 organisations that SPREP Secretariat tasked this Review with consulting as SPREP’s partners.

5.1 Partner Feedback

234. Through the consultation phase described in Part B of this Report, the following feedback was provided from SPREP partners: 30% of partners and donors surveyed (18 respondents) feel that SPREP is partnering well with external stakeholders to achieve the Strategic Plan, with **70% indicating that more efforts are required or that the quality of efforts needs to be improved** (see *Figure 15: Partner and donor feedback on SPREP’s approach to working in partnership with other organisations to achieve its strategic aims* below).

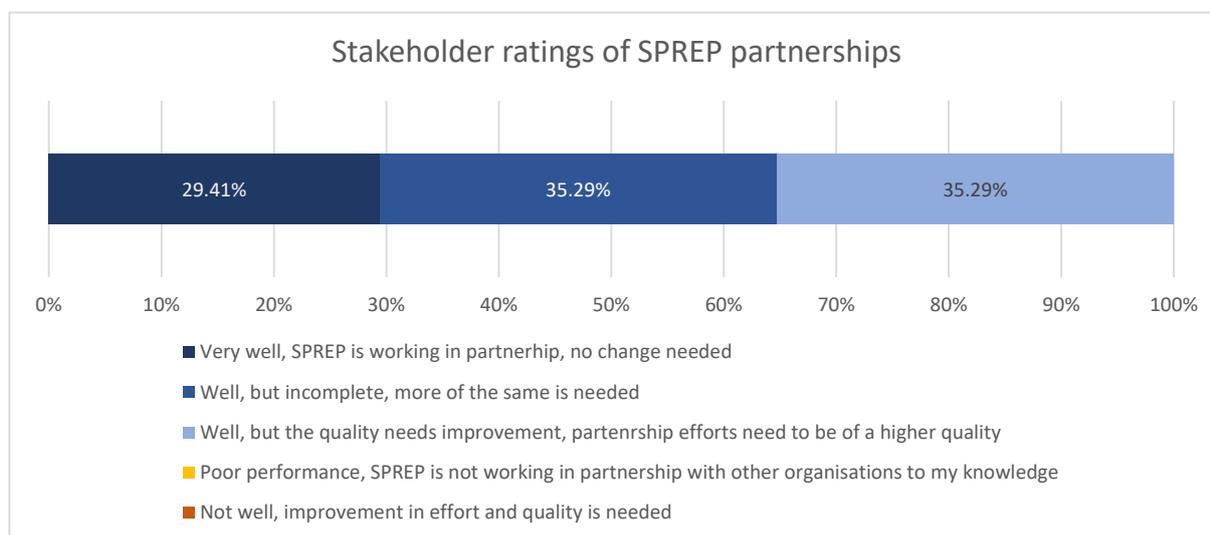


Figure 15: Partner and donor feedback on SPREP’s approach to working in partnership with other organisations to achieve its strategic aims

235. Feedback from the partners consulted on whether SPREP is achieving these Strategic Plan commitments can be summarised as follows:

- Repeated positive feedback on SPREP’s competence and delivery as a partner. Partner comments on SPREP’s performance as a partner included: “responsible and helpful”, “first class”, “SPREP is committed and delivers well”.
- Donors and international secretariats praised the role that SPREP plays as a bridge for collaboration between Island Members and the international community.
- Projects as the mechanism for productive, structured partnership.
- There is some overlap in work with other CROP organisations, many pointed out that this overlap is a necessary and healthy consequence of the CROP system’s efforts to embed capacity, knowledge and skills: “It’s impossible not to overlap”, “overlapping in a good way”, “overlap sometimes helps”.

236. A recent partnership innovation that was particularly highlighted by a number of partners, donors and SPREP staff is the outsourcing of the delivery of programme activities to partners with an established in-country presence. Under the operating constraints introduced by the COVID-19 Pandemic, and in recognition of the fact that it is not always possible for the Secretariat and its projects/programmes to establish an in-country presence, the Secretariat has been effectively engaging with partners that have an

established formal relationship with SPREP to assist with implementation. For example, the Pacific BioScapes Programme Proposal (SIDS Support Programme) that is currently in development will be implemented by the Secretariat directly and also by working with partner organisations in the Pacific Islands Roundtable for Nature Conservation that have established presence across the region.

237. During the consultation sessions with SPREP staff, they highlighted SPREP's strengths in terms of partnerships with donors and with other implementing organisations. On average across the 4 Regional Goal areas, **58% staff think that SPREP is partnering effectively**; 27% say that are partnering to some degree, and 10% do not see any effective partnering.

'SPREP has done a lot in the last 5 years in terms of fostering new partnerships and delivery service to the Island Members.' (SPREP Staff Survey response)

'SPREP has strong partnerships with donors and other international agencies based on the number of active and pipeline projects.' (SPREP Staff Survey response)

5.2 Areas for Improvement – Partnerships

238. Partners and Secretariat Staff consistently highlighted three main areas for improvement in SPREP's approach to partnerships and collaboration. These were: CROP Collaboration, the Role of the Pacific Climate Change Centre, and Integration of Regional Effort. Each of these areas are considered below.

5.2.1 CROP Collaboration

239. The 2014 Review noted that:

"Partners see the need for SPREP to consolidate its work, as it cannot do everything related to the environment. SPREP must engage still further, and share with partners, moving forward in an integrated manner...SPREP needs to work out how to engage with partners on a long-term basis. As highlighted in the report on the second ICR, SPREP needs an engagement plan so that partnerships are deliberately forged, and not opportunistic or ad hoc. It also needs to identify ways in which CROP agencies can establish full and ongoing collaboration, guided by the...Framework for Pacific Regionalism" (Hay et. al., 2014).

240. The Secretariat is engaged in key CROP working groups and taskforces relevant to the mandate and work of SPREP. These groups include: CROP Heads, CROP Deputies, One CROP Plus for the UNFCCC climate negotiations, Pacific Sustainable Development Working Group (PSDWG), Gender Coordination Mechanism, ICT Working Group (ICTWG), Corporate Directors Working Group, Marine Sector Working Group, Communications Working Group, CROP Taskforce on Nuclear Legacy Issues in the Pacific, CROP Taskforce for the 2050 Strategy for the Blue Pacific Continent, CROP Taskforce on International Engagement and Advocacy for Ocean Events in 2020 – 2021, and Framework for Resilient Development in the Pacific Taskforce and Core Support Unit. SPREP also has Memoranda of Understanding with The Pacific Community (SPC), The University of the South Pacific (USP), The South Pacific Tourism Organisation (SPTO) and Pacific Islands Forum Secretariat (PIFS).
241. Despite this broad and varied engagement with other CROP organisations, both partners and staff flagged that there are still some long-standing issues in relation to CROP partnership and collaboration which continue to impact on strategy and programme delivery. These include:
- Inter-CROP competition remains an issue in the SPREP corporate culture.

- Partners highlighted significant competition between the CROP organisations for multilateral funding for projects.
- Aside from the “productive overlap” described above, in the survey, 70% of Staff acknowledged that there is some unproductive duplication of work with other CROP organisations, particularly for work streams around climate change.
- More proactive engagement and work is needed to forge active strategic working partnerships at the regional level, particularly with SPC.
- Two immediate areas that would benefit from CROP collaboration include:
 - Partnering with other CROP organisations to collaborate on their strategy for delivering on climate and ocean issues and bringing a sustainable development perspective to the COVID-19 pandemic related economic recovery, and
 - Partnering to streamline communications with Island Members.

‘More engagement is needed to ensure alignment and prevent duplication [with other CROP organisations]’. (Partner Survey response)

‘There is little proactive engagement with other CROP organisations...a lot more could be achieved if time was dedicated to forging active strategic working partnerships.’ (SPREP Staff Member Survey response)

‘SPREP is often competing with other CROP organisations for resources rather than cooperating in partnership’ (Partner Survey response)

‘Our co-operation both within SPREP and with partners/countries still needs a lot of work. There are no standards for what a successful cooperation should look like, or guidelines for working with other CROP agencies.’ (SPREP Staff Member survey response)

242. **Conclusion:** SPREP has a substantive list of partners and there is great diversity in the types of organisations that SPREP works with. Partners of all types have typically described working with SPREP as a positive experience. However, coordination and collaboration with CROP organisations was repeatedly cited by stakeholders, including SPREP staff, as needing improvement.

5.2.2 The Role of the Pacific Climate Change Centre and Integration of Regional Effort

243. Opened in September 2019, the PCCC is a regional centre of excellence for climate change information, research and innovation, hosted at SPREP. The PCCC is a partnership between the Governments of Japan and Samoa. It is funded under grant aid through the Japan International Cooperation Agency (JICA) with Samoa as the host country of SPREP.¹¹ Certain roles within the Centre are funded by different donors, for example the Climate Change Centre Manager role and the Climate Readiness role are funded by the New Zealand Government.

244. According to its webpage, the purpose of the Centre is to create a space and a resource for:

- Fostering research,
- Driving innovation,
- Improving the flow of practical information between scientists, policy makers and project managers,

¹¹ <https://www.sprep.org/pacific-climate-change-centre>

- Improving the connection between visiting experts and Island Members, and
 - Bring[ing] together partners to find innovative solutions to the challenges that climate change presents¹².
245. Implicit in this mandate is that this service is not currently being effectively provided by other regional agencies, including SPREP and other CROP Organisations. The SPREP Strategic Plan 2017-2026 highlights the role of the Centre as “a regional hub for inclusive collaboration and coordination”.
246. Over the last two years much has been achieved, including:
- Recruitment of the PCCC team: Manager, Finance Readiness Advisor, two Technical Advisors and Finance and Administration Officer.
 - PCCC Workplan 2020-2023 developed and approved by the Advisory Board
 - Advisory Board convened and meeting (December 2020 and April 2021)
 - PCCC E-learning platform launched in March 2021 and hosting 12 Executive courses, 3 Children’s courses and a few open learning courses.
247. The 2014 Review noted concerns raised by Members and partners at the time that included the imperative that the Centre’s management structure be designed to ensure that is run as a Regional Centre for collaboration and integration of regional efforts. At the time the Centre was still in the conceptual phase, fast-forwarding to the present day, a number of Members and partners explicitly raised concerns about whether the role and function of the two-year old Pacific Climate Change Centre (PCCC) as a mechanism for regional partnership and collaboration is being fully achieved.
- ‘What is the role of the Pacific Climate Change Centre? Is it performing as a regional facility? Is it pulling together the regional leadership?’ (SPREP Member in interview)*
- ‘Is the Pacific Climate Change Centre delivering?’ (SPREP Member in interview)*
- ‘Is SPREP giving the Pacific Climate Change Centre staff the freedom to operate?’ (SPREP Member in interview)*
248. A few Members and partners were particularly concerned about the Centre’s governance. Particular points raised by Members included:
- The Centre Manager Role seems to be reporting to the Director of the Climate Change Resilience Programme whereas the PCCC Strategy and Business Plan states that: “The post will report to the PCCC Advisory Board and we envisage will be a member of the SPREP Senior Management Team” (Annex 2 of the PCCC Plan) and that “The PCCC Secretariat will be led by the PCCC Manager and would include representatives from the SPREP Executive (and Senior Management Team), SPREP CCR Director, the Finance Director; and other SPREP Programmatic staff as required.” (p. 21 of the Plan).¹³
 - Comments were also made by the stakeholders that, during the Centre’s conceptual phase, the concept of the Centre reporting to a Chair and Governing Board of representative Pacific leaders was discussed. The final governance structure that was endorsed by SPREP Members is that of an Advisory Board. Stakeholders suggested that it may be more appropriate for the Advisory Board to function as a Governing Board with an appointed Chair.

¹² <https://www.sprep.org/pacific-climate-change-centre>

¹³ Pacific Climate Change Centre Strategy and Business Plan, September 2018.

249. **Conclusion:** There is a concern that the role and function of the two-year old Pacific Climate Change Centre (PCCC) as a mechanism for regional partnership and collaboration is not being governed and implemented as it was originally conceived.
250. Section C6.3 further explores these partnership challenges raised by the Secretariat's Staff and Partners and how they might be addressed in the ongoing implementation of the Strategic Plan 2017-2026.

6. Challenges and Opportunities

251. Further to the findings of this Review presented in Sections C2 through to C5 above, this section presents some discussion around the main findings and corresponding recommendations.

6.1 Operational Challenges Relating to COVID-19

252. Section C2 of this Report demonstrates that the Secretariat's operational model has generated a significant volume of work that is largely funded and implemented through projects. SPREP's work over the last four years has generated a wide range of results and highlights, including strong progress against the outcomes detailed in the Project Implementation Plan (PIP) reports. The PIP reports do, however, indicate some gaps between what was planned versus what the Secretariat was able to implement, as illustrated by underspends on budgeted work.
253. The advent of the COVID-19 pandemic has caused a major disruption to the implementation of work plans, further amplifying these underspends and implementation gaps. The COVID-19 Pandemic had had a radical impact on SPREP's ability to conduct business as usual. In many ways, it has catalysed innovations that are enabling the Secretariat to do business better by disbursing effort and resources into the field and finding ways to communicate and collaborate remotely without time and resource-consumptive travel that takes in-country local managers away from their desks/day jobs. SPREP has responded well to these challenges by transitioning to delivering work through a combination of remote/virtual delivery, as well as by contracting partners and local consultants to deliver at the national level. Furthermore, most major donor funded programmes have received or are seeking timeline extensions.
254. The impacts of the Pandemic have highlighted the need for *continued* innovation and flexibility in the way that SPREP delivers its work programme. The Secretariat has documented a number of ways in which they are adapting their approach to the delivery of their work in the region. These new modalities include: virtual meetings and events over travel and associated in-house digital capacity improvements; establishing a SPREP staff presence in-country wherever possible to coordinate delivery of SPREP programmes and projects; and/or outsourcing the ground-level work to partners that have an established presence in-country.
255. Interviews with SPREP leadership have confirmed that the Secretariat is embracing these innovations and working on the basis that the operational limitations imposed by COVID-19 will continue into 2022. However, the draft PIP for 2022-23 does not demonstrate a significant change in business as usual. This radical change in situation requires a corresponding radical change in SPREP's way of doing business. Members and partners have commented that the current documented management response does not comprehensively demonstrate how the Strategic Plan 2017-2026 will be implemented if the pandemic-related disruptions continue and/or worsen over the next five years. It may well be the case that SPREP Leadership have planned accordingly but this plan has yet to be documented and shared with SPREP Members and partners.

Recommendation 1: The SPREP Meeting consider that the Secretariat develop a comprehensive response plan to the COVID-19 Pandemic based on an assessment of likely scenarios for the remaining five years of implementation of the Strategic Plan. The response plan should include a review of the viability of new modalities that are proving effective and confirm their integration into the current and future Performance Implementation Plans (PIPs) and underlying workplans.

6.2 SPREP's Project-based Delivery Model

256. A common theme throughout this Review is the implications of SPREP's current project-based funding model. Members have expressed concern about SPREP's reliance on project funding for a range of reasons, including:
- The project delivery commitment detracts from the Secretariat's ability to be available and responsive in their role as an advisor to Island Members,
 - Projects come with an administration and reporting burden that is often not adequately factored into the project budget,
 - Focus on project-based monitoring, evaluation and reporting with less attention and investment in the Results Planning, Performance Reporting and Learning Framework as described in the Strategic Plan 2017-2026,
 - Programme delivery through projects results in time-bound inefficient and duplicative management systems whereby each project sets up its own administration,
 - The projects are set up as entities within themselves which is resulting in siloed approaches to project delivery; this results in lost opportunities for multidisciplinary approaches and programme integration at the regional goal level,
 - The project delivery commitment detracts from the Secretariat's ability to play a leadership role in the region and internationally on current and emerging priority issues,
 - Reliance on project funding results in fundraising competitiveness issues with both Island Members and Partners,
 - Reliance on project funding makes SPREP vulnerable, as the impact of the COVID-19 Pandemic has demonstrated.
257. For SPREP, as a whole, the ability to demonstrate delivery and impact of its Strategic Plan runs the risk of being overshadowed by the need to demonstrate delivery and impact of individual projects. It is widely acknowledged by the Stakeholders consulted in this Review that a great deal of good work is being done but the question remains: "is the whole indeed greater than the sum of the parts?". The resources available to SPREP has grown, nearly 10-fold over the past decade. In turn this has led to the increasing level of concern being expressed, the root cause of which is the project dependent business model. The advent of significant new multiyear sources of funding each with their own modalities only amplifies this challenge.
258. This project-dependent modality or business model was identified as an issue in the 2014 Independent Corporate Review. This Review confirms that these concerns and related risks remain real, interwoven and complex. The significant dominance of project funding in the budget provides further compounds the issues.
259. In addition to the standard donor-funded project model, SPREP has become an Accredited Entity with both the Adaptation Fund (AF) since 2013 and the Global Climate Fund (GCF) since 2016. The Accredited Entity role with these climate finance funds

brings significant funding along with equally significant organisational compliance and administrative requirements. It has diversified SPREP's role from that of providing technical support to Members and delivering donor-funded projects aligned with the Strategic Plan to include a new function of administering and project managing regional climate development finance which brings with it new staff and organisational capacity requirements.

260. It is apparent that there needs to be some changes to address the above-listed issues relating to the projectization of SPREP's work, as well as to take into consideration the additional capacity requirements as SPREP takes on its role as Accredited Entity. This change which will require a rebalancing of effort, resources and attention away from project cycle management, including project proposals and fundraising. Part D of this report further examines these issues and their implications for SPREP's business model and financial sustainability.

6.3 The Silo Effect

261. As outlined in Section C6.2 above, the Secretariat is mostly resourcing and delivering the Strategic Plan 2017-2026 through the implementation of projects¹⁴. The implications of this approach include that the Strategic Plan is being implemented unevenly, with more resources going to the Regional Goals and Programmes that are more popular with donors, particularly Climate Change Resilience. This disparity in resourcing is visible in the PIP progress reports (*Figure 6: Snapshot of Progress against each Regional Objective and Indicator (PIP Reporting)*) and was frequently flagged as a challenge by Members and partners in the consultation. Simply redistributing resources and effort between Goals and Programmes is not an option due to the project-based nature of the resources, nor would it be a comprehensive solution. Considering how interrelated all the Goals and Objectives in the Strategic Plan are, a more feasible and robust solution would be to introduce greater integration across the SPREP Programmes and projects, thereby addressing the current "silo effect".

262. The "silo effect" is evident on several levels of SPREP's work:

- Across SPREPs four Regional Programmes,
- Between projects,
- Between SPREP and its partners.

263. It is particularly evident at the two "coal faces" of regional fora and national level programme delivery. The sections below describe these challenges and make recommendations in the following areas:

- Regional Programme Integration,
- Partner Engagement,
- Member Engagement.

6.3.1 Regional Programme Integration

264. The benefits of delivering an integrated programme across the four Regional Goals are highlighted in the Strategic Plan 2017-2026:

'When we combine our disciplines, perspectives and strengths, we deliver the best services to Members and the most transformative environmental leadership in the region'

¹⁴ Noting the small contribution to the Core Budget resulting from the current formula for determining member contributions.

.... *'integrated programme approaches deliver strategic and aligned results in Member countries and focus the resources available to SPREP on the strategic areas of change'* (page 21).

265. Section C2.2.4 details concerns shared across all the stakeholder groups that SPREP's four Regional Programmes are operating in silos and that the current mechanisms for multi-themed, multi-disciplinary programming are not functioning adequately. The 2014 Review also highlighted operating in silos and lack of integration as a key issue, it appears that this challenge has become more entrenched over the intervening seven years. The current structure allows projects to operate independently of the organisation-wide integrated approach, that is described in the Strategic Plan. This is also resulting in duplication of information, systems and effort, which is particularly evident at the project level.
266. The lack of integration across the Regional Programmes is evident from the regional leadership level, to Island Members and within the projects themselves. As such an intervention on the current status from both the top down and bottom up is advisable. Top-down integration measures could include:
- (i) a commitment from the Secretariat's Senior Leadership Team to prioritise development and implementation of an "integrated programme approach" as described in the Strategic Plan, including action plans and delivery timetables,
 - (ii) monthly meetings of the Directors chaired by a Deputy Director General to explore and act on integration opportunities,
 - (iii) fostering "communities of practice" within the Secretariat that bring together cross-disciplinary expertise and interests,
 - (iv) a reorganisation of how the teams are located and seated within the Secretariat compound so that teams are separated and co-located with counterparts from other teams to foster cross-team collaboration and more day-to-day integration by Managers and executives walking the floor.
267. Bottom-up integration measures could include:
- (i) requiring that all future projects are co-designed and co-implemented by the four SPREP Programmes wherever this would bring value (the Secretariat's current project proposal approval process does not include this requirement as a project design principle)¹⁵,
 - (ii) bringing greater integration of service to Island Members at the national level. The latter point is explored further under Section C6.3.3 (Member Engagement).
268. Another useful integration measure could include an internal "stocktake" of the current management systems that have been set up by the projects the Secretariat has under implementation and the external services and products that the projects are delivering. The objective of this stocktake would be to identify any duplication of effort both internally and externally, identify and act on opportunities to introduce greater efficiency and integration within the constraints of the project contracts.
269. SPREP Performance Implementation Plan 3 (PIP3) for 2022-2023 acknowledges that there is work to be done in this area. Under Outcome Indicator 2.1.3, it plans a range of activities including strengthening strategic linkages amongst programmes and departments including the development of new thematic policies as well as the review of

¹⁵ Project Proposal Form ("Projects Entering SPREP Pipeline") that is reviewed by the Project Review and Monitoring Group.

existing policies, guidance, or priorities that would strengthen integrated programming across the organisation.

Recommendation 2: The SPREP Meeting consider requiring that the Secretariat Leadership Team undertake a programme integration initiative in consultation with the Regional Programme Directors and other Secretariat staff as necessary. The initiative could be captured under the planned activities for Outcome Indicator 2.1.3 in PIP3 (2022-2023). It would begin with an inclusive internal consultation process to identify opportunities to bring greater integration in planning, delivering and reporting on SPREP's work at all levels. The result of the consultation process would be a detailed Programme Integration Plan that includes time-bound actions and resourcing commitments.

6.3.2 Partner Engagement

270. Organisational Goal 4 in the Strategic Plan 2017-2026 commits SPREP to effective coordination of regional efforts in the spirit of the Framework for Pacific Regionalism, acting as a gateway for partners at the national level and continually improving partnership management to ensure that they are mutually beneficial, and focussed on outcomes. There is clear evidence that SPREP is cognisant of the importance of a consistent approach to partnerships, as evidenced by the current Partnership Engagement and Resource Mobilisation Strategy, as well as the Partnership and Resourcing Reference Group that oversees the implementation of the strategy.
271. Section C5 confirms SPREP's reputation amongst stakeholders consulted as a trusted partner for project collaboration, implementation and as a bridge for collaboration between Island Members and international partners. Stakeholders particularly commended the Secretariat's deployment of its formal partnerships with organisations located in-country in order to maintain programme delivery under the operating constraints introduced by the COVID-19 pandemic. Partners, donors and SPREP staff have commented on the general effectiveness of this approach and suggested that it continue beyond the current pandemic-related operating constraints.
272. SPREP's partnership and collaboration with other CROP organisations, however, is demonstrating the same lack of integration and "siloes" approach that is evident between SPREP's Regional Programmes. This issue can be tied back, in part, to the project-based business model that affects all regional agencies, including other CROP organisations. Particular issues relating to CROP collaboration that stakeholder highlighted can be summarised as:
- duplication of effort by different CROP organisations, particularly in the climate change space,
 - lack of coordinated regional leadership on strategic issues,
 - lack of coordinated communication with Member Focal Points,
 - a culture of competitiveness, including for fundraising.
273. A range of practical suggestions were offered by the stakeholder community including:
- Identifying and acting on immediate priority areas for improved strategic and programme collaboration between CROP agencies, including climate change, oceans governance and the integration of resilient and sustainable development into post COVID economic recovery planning.
 - CROP organisations working with each other, and other regional partners, to better coordinate, prioritise and streamline regional communications to the Focal Points.

- Identifying and acting on opportunities to co-locate CROP staff wherever possible to foster collaboration.
- Acknowledging and exploring perceived funding competitiveness issues. Identifying and acting on opportunities to reduce funding competitiveness including a more transparent and collaborative approach to project pipeline development with CROP agencies, other regional agencies, and Member Countries.
- CROP agencies committing to project collaboration as an applied integration mechanism (from project concept to implementation), this includes resolving any project proposals that have stalled in the development phase.

Recommendation 3: The SPREP Meeting consider requiring that the Secretariat, using the Partnership Engagement and Resource Mobilisation Strategy (PERMS) and current Partnership Agreements as a foundation, further develop and strengthen its partnerships with CROP organisations including through established CROP mechanisms at the Deputy Director Level.

274. Several Members and partners flagged concern about whether the role, function and governance of the two-year old Pacific Climate Change Centre (PCCC) as a mechanism for regional partnership and collaboration is being fully realised.

275. A few stakeholders were particularly concerned about the Centre's Governance and whether the PCCC Staff are reporting to and taking strategic direction from the Advisory Board as intended, or from the SPREP Secretariat. In particular, some stakeholders suggested that the Advisory Board be transitioned into a Governance Board with a Chair which is a concept that was discussed during the conceptual phase of the Centre's development.

Recommendation 4: In the light of comments received during this Review, the SPREP Meeting may wish to revisit the proposal that the PCCC function independently of the SPREP work programme through a Chair and Governance Board.

6.3.3 Member Engagement

276. Section C2.2 highlights that the project-based approach is resulting in an uneven spread of SPREP programme activity across Island Members. This is not a simple matter as these activities are also a reflection of Island Members commitment and partnership with the Secretariat to implement projects in their jurisdictions. However, Section C2.3 highlights a request from SPREP Members and Partners for the Secretariat to better involve Members in their annual work planning and to take a more responsive and flexible approach to the emerging needs and priorities of Island Members. SPREP's French-speaking Members particularly highlighted this request as this issue is compounded by a language barrier in the French Territories. SPREP currently has only one bilingual SPREP staff member. The Country and Territory Strategic Partnership Framework process endorsed by the 2nd SPREP Executive Board in 2020 provides a vehicle to address this issue (Section 2.3). Despite this mutual commitment, both Island Members and the Secretariat have been slow to deliver on this agreement to begin advancing the framework through the co-development of Partnership Frameworks for each Island Member.

Recommendation 5: The SPREP Meeting reconfirms their commitment to the development of Country and Territory Strategic Partnership Frameworks in collaboration with the SPREP Secretariat following the process that was endorsed at the 2020 Executive Board meeting. That the frameworks include a mutual bi-annual progress reporting requirement. That the

Frameworks are developed and under implementation with all Island Members by the next SPREP Meeting.

277. Section C2.2.4 indicates that the current Member Focal Point system is showing strain. Several Island Member Focal Points from all three subregions commented that they are not able to perform their roles effectively due to being overwhelmed with the sheer volume of communications they are handling from the Secretariat and other regional agencies, including CROP organisations.
278. There was a relatively low response to the consultation phase of this project, despite broad and repeated outreach to all stakeholders from both the Review Team and SPREP Secretariat that included a range of opportunities and options to provide feedback. Of particular concern was the lack of engagement by Kiribati and low engagement by the Marshall Islands and Papua New Guinea. This low response rate is perhaps itself an indicator that the Member Focal Points are not able to engage effectively with requests from the Secretariat. The 53 Member representatives that did engage with the consultation commented that Focal Points are often dealing with multiple contacts from different CROP organisations, different SPREP Programmes and specific project staff within SPREP. It was suggested that SPREP, other CROP agencies and other regional agencies could do more to coordinate and differentiate their services, projects and communications with Island Members.
279. The delivery of programme activities during the COVID-19 pandemic has highlighted the importance of facilitating direct in-country project and programme interventions. Technical programme support to Island Members under the pandemic restrictions was most successful where SPREP had staff on the ground and/or was able to engage local consultants to advance activities with national stakeholders on a daily basis. This level of implementation occurred in Fiji, Vanuatu, Solomon Islands and Marshall Islands where SPREP has established and maintained an in-country presence.
280. As Section C4.2 concludes, a commonly made request from SPREP's Island Members is that the Secretariat decentralises some of its team from Apia to locate SPREP representatives in each of the Island Members. It was suggested that, where possible, SPREP staff could be hosted by line ministries or co-share with other CROP offices to foster collaboration and integration. A link with the SIS (Small Island State) Advisers initiative currently being implemented at PIFS could well be explored. SPREP's French-speaking Members particularly highlighted this request as this issue is compounded by a language barrier in the French Territories. SPREP currently has only one bilingual SPREP staff member who acts as a de facto interlocutor for the Secretariat. Whilst acknowledging the potential cost implications, a range of suggestions were made for services that these in-country representatives or team would deliver including:
- coordinating an integrated Secretariat service at the national level,
 - facilitating better two-way communication between the Secretariat and stakeholders in-country (working in partnership with the Focal Points),
 - identifying and managing a local community of consultants and contractors to team up with international technical experts for programme delivery at the national level,
 - coordinating country level planning and implementation (see Recommendation 5), including managing agreements with partners to deliver aspects of the Secretariat's work,
 - supporting Island Members to manage and respond to requests from other non-national agencies (partners, donors, regional and international entities) for collaboration in relation to environment and sustainable development initiatives.

Recommendation 6: The SPREP Meeting support the Secretariat to continue to explore and advance cost-effective opportunities to expand its subregional presence in the form of in-country SPREP representatives in all Island Member locations.

6.4 Regional Leadership on Strategic Priorities

281. Most of the stakeholders consulted for this Review stated that SPREP’s work since 2018 has been relevant to the Regional Goals. However, given the general nature of the Goals, it is unclear whether the current interventions are the most effective, relevant and sustainable ways for SPREP to contribute to their advancement.
282. Many of the stakeholders commented that the Secretariat’s project delivery workload seems to be detracting from its ability to take a more dynamic and proactive leadership role in the region. Part B of this report highlights established and emerging regional strategic and reporting priorities that are and will continue to steer both Members’ and SPREP’s strategic focus. A range of suggestions were made by Members and partners in relation to specific areas of strategic focus that require greater attention from the Secretariat in the context of its role in leading and supporting coordination and advocacy in regional and international fora (Section 6.2 of the Strategic Plan 2017-2026). Stakeholders, particularly Members, also expressed concern that there is a lack of clarity about the role of SPREP in the region in comparison to some other CROPs and how all SPREP’s different projects fit into that broader role and purpose.
283. Regional reporting frameworks for the Regional State of the Environment, UN Sustainable Development Goals and Aichi Biodiversity Targets paint an alarming picture of the Pacific Region’s environment, biodiversity and sustainable development status. Some stakeholders have commented that SPREP’s strategic focus for the next five years needs to include more effectively sounding this alarm locally, regionally and internationally.
284. Stakeholders frequently questioned whether SPREP is delivering on its commitment in the Strategic Plan to play a leadership role in advancing the sustainable management of the Pacific marine environment (Section 1.2 of the Strategic Plan 2017-2026). Section C2.1 demonstrates that the Secretariat is undertaking a broad range of work to advance the sustainable management of the Pacific marine environment at the national, regional and international level. However, this feedback from stakeholders indicates that these efforts are not being observed or experienced as an integrated programme. There seems to be a disconnect between what the Secretariat is doing and Member/partner awareness of these efforts.
285. Organisational Goal 1 in the Strategic Plan commits that: SPREP “has information, knowledge and communications systems that get the right information to the right people at the right time ...”, in particular, Objective 1.2 aims to: “influence positive behaviour change within SPREP and its stakeholders through persuasive, purposeful and integrated communications”. The 2014 Review recommended that the Secretariat increase and expand the visibility of SPREP across the region through better resourcing their communications capacity. This Review has found that this recommendation has not been adequately addressed.
286. SPREP does not have a Communication Plan and the Secretariat’s Communications and Outreach Unit are under-resourced. Hence projects are contracting their own communications advisors and delivering separate and uncoordinated communications campaigns. Section C2.2.4 describes how these independent communications efforts and products are often not in line with SPREP’s communications policies, guidelines and brand. Particularly as they are often required to comply with donor and partners branding guidelines.

287. In order to address stakeholder feedback on the Secretariat's performance as a regional leader in the context of the Vision and Goals of the Strategic Plan 2017-2026, and to deliver on Organisational Goal 1 and Objective 1.2, this Review has identified the need for a Communications Plan to focus and coordinate the Secretariat's communications and advocacy outreach at all levels. The plan would coordinate and streamline the Secretariat's currently dispersed and uncoordinated programme and project-based communications and outreach.
288. This Communications Plan would be a companion document to the Strategic Plan and referenced in the Performance Implementation Plans (PIPs) under Organisation Goal 1. The Plan would be monitored and evaluated through the Results Planning, Performance Reporting and Learning Framework (Results Framework). The Plan would serve to:
- Guide and coordinate SPREP's communications and advocacy work at all levels.
 - Equip SPREP staff to communicate consistently about SPREP's strategy and role as they perform their different functions with different stakeholders.
 - Articulate how SPREP will tie together its current communications and advocacy efforts into a consistent set of priorities and messages for all target stakeholders.
 - Articulate how SPREP will deliver content for Francophone members (refer Section C2.2.4),
 - Serve as an inclusive marketing tool that would replace the need for independent communication strategies and efforts by individual projects, donors and partners.
 - Position SPREP as the lead regional agency for delivering on SPREP's mandate.
289. The Communications and Outreach Unit would need to be appropriately resourced and empowered to implement the plan with the involvement and engagement of staff across the Programmes and Departments of the Secretariat.

Recommendation 7: The SPREP Meeting consider requiring the Secretariat to develop a Communications Plan to focus, standardise and coordinate the Secretariat's communications and advocacy outreach at all levels. This would include appropriately resourcing the Communications and Outreach Unit to develop and deliver this Plan with the support and engagement of staff across the Programmes and Departments of the Secretariat.

6.5 Gender Equity and Social Inclusion

290. There have been some positive developments in relation to the implementation of the Gender Policy, particularly through the work of the Gender Equality & Inclusion Mainstreaming Working Group (GEIM). It is also evident, however, that there is some room for improvement in the implementation of SPREP's commitments in the Gender Policy. While GEIM is doing the best they can to fulfil the commitments in their terms of reference, they are performing this role in addition to existing full-time roles.
291. Across the Pacific Region there exist some very entrenched notions of gender roles and these require careful navigation and sensitivity if SPREP is to deliver programmes in a way that promotes and supports gender equity and human rights. This input requires specific knowledge and expertise to manage the nuances of gender inequality without creating tensions in project implementation. The task ahead of GEIM to support this work is substantive and if it is to be effective, may require more dedicated resourcing. A technical level of gender training and awareness to better equip SPREP staff to manage these issues at a country level is required.
292. There is recognition that gender mainstreaming is the responsibility of all staff but there is a lack of visible support from the Senior Leadership Team. Without high level

commitment, SPREP's GESI work will remain more of a tick box exercise to respond to donor requirements at the project level, with few indicators of measurement institutionalised within SPREP.

293. This review finds that Secretariat Senior Leadership need to commit to strengthening and maintaining the institutional environment to enable the realisation of commitments to gender and social inclusion. This includes the need for a more robust system of measurement to determine how this focus on gender equality and social inclusion considerations and activities is improving the effectiveness and sustainability of SPREP's projects, programmes and activities.

Recommendation 8: The SPREP Meeting consider requiring that:

- (i) the SPREP Senior Leadership reinforce their commitment to the implementation of the SPREP Gender Policy, with one member of the Executive team identified as a Gender Champion to lead on its implementation;
- (ii) the work of the Gender Equity and Inclusion Mainstreaming Working Group be elevated to ensure it translates into the Secretariat's management and decision-making systems and processes; and
- (iii) the Secretariat update the SPREP Gender Policy (2016) to reflect developments in GESI theory and practice in the Pacific Region. These updates would include:
 - The recognition of the intersectionality of women and girls lives and other marginalised diverse groups including LGBTQI and people living with disabilities.
 - Specific policies in relation to responding to sexual harassment and family violence.
 - A commitment to train SPREP staff to enable them to effectively deliver all relevant aspects of the Gender Policy through their work with Island Members.
 - A systematic approach to planning, monitoring, evaluation and reporting on SPREP's GESI work through programmes and projects.

6.6 Monitoring, Evaluation and Continuous Improvement

294. As outlined in Section 6.2 above, The Secretariat is mostly resourcing and delivering the Strategic Plan 2017-2026 through the implementation of projects¹⁶. In effect, there is an invisible tier of planning in between the Strategic Plan and the Secretariat's work, this tier is the goals, objectives and reporting requirements of projects and their donors. The Secretariat are carrying the load of converting the progress reporting for projects to the progress reports for the Strategic Plan. This "conversion" exercise is sometimes apparent in the PIP reporting as described in Section C2.3.
295. The Strategic Plan commits to developing a "Results Planning, Performance Reporting and Learning Framework" (Results Framework) that "describes how results will be monitored and reported, and how lessons learned will be identified and applied...in particular, it will support SPREP to understand the strategies and modalities that are most effective in supporting environmental sustainability" (Section 9.2, SPREP Strategic Plan 2017-2026).
296. The current Results Framework demonstrates good progress in response to the 2014 Review recommendations. However, it is still not delivering on the Strategic Plan's commitment to:
- Describe how lessons learned are being identified and applied,

¹⁶ Noting the small contribution to the Core Budget resulting from the current formula for determining member contributions.

- Apply the findings of monitoring and evaluation of results to understand the strategies and modalities that are most effective in supporting environmental sustainability, and
 - Align to existing relevant international measures including the SDGs.
297. The information presented in the Results Framework (Annex 16) provides an inconclusive picture of SPREP's ongoing impact on environmental sustainability as the indicators are still mostly focussed on reporting outputs rather than measuring outcomes. Furthermore, it is not clear if the findings of recent regional reports on the status of the SDGs are informing the Secretariat's programmatic planning and design.
298. Project-level reporting on impact demonstrates that the Secretariat has high capacity to assess impact and apply lessons learned using a continuous improvement/adaptive management approach. While this capacity is being deployed at the project level, it does not seem to have been matched at the organisational level through the development and implementing of the Results Framework.
299. As the 2014 Review advised: *"Results-based management is a system, and for it to be implemented effectively, all elements of the system must work. If one aspect of the system is weak, it lessens the overall effectiveness of results-based management. The relevant resources, workable management and accountability systems, and knowledge management must be in place to support results-based management. The introduction of results-based management or major changes to existing results-based management approaches is not cost-free or cost neutral. Resources must be committed to support implementation"* (Hay et. al., 2014).
300. In conclusion, the Secretariat have yet to fully develop, implement and resource the Results Planning, Performance Reporting and Learning Framework as described in the Strategic Plan 2017-2026. As a result, SPREP is not currently achieving results-focussed monitoring and evaluation that can inform a continuous learning and improvement approach to achieving the Goals of the Strategic Plan. A Monitoring and Evaluation Policy is under development that may address these outstanding aspects of the Strategic Plan's monitoring, evaluation and learning commitments.

Recommendation 9: The SPREP Meeting consider advising the Secretariat to prioritise fully establishing and implementing the Results Planning, Performance Reporting and Learning Framework as described in the Strategic Plan 2017-2026, particularly the "learning and continuous improvement" component, with a focus on the identification of "strategies and modalities that are most effective in supporting environmental sustainability."

Part D: Organisational Objectives Review – Corporate Review

Part D: Organisational Objectives Review – Corporate Review

Introduction

301. Part D examines the SPREP Secretariat, its corporate systems and processes and their effectiveness, together with the level of financial and technical resources that the Secretariat needs to deliver its strategic priorities and support its core functions.
302. The strategic priorities of SPREP's work programme are determined in the current 2017-2026 Strategic Plan and have been the subject of review in Part C of this Report.
303. Part B of this Report outlines how SPREP's strategic priorities have evolved over the 28 years since the SPREP Agreement was signed in 1993 and how these priority areas have increasingly been supported through implementing projects funded by donors. This change is demonstrated by the size of the SPREP budget (in particular its Core Budget resources compared with its Programme Support budgetary resources) and the number of Secretariat staff. For example; In 2011 SPREP had only 71 staff and a budget of \$10.4 million, in 2021 SPREP has 128 staff, a current budget of \$30.5 million with an additional \$90 million identified in its project funding pipeline¹⁷.
304. Part B of the Report also describes and outlines the Review Team's overarching methodology which combines a Concept of Value framework with Galbraith's STAR Model for assessing and optimising organisations. These approaches compare the strategic direction of an organisation with its associated organisational capacity needs and performance.
305. There are five elements in the STAR Model (Galbraith 1993), the first element **Strategy** has been addressed in Part C, the strategic plan component of this Review, whilst the remaining four elements will be addressed through the corporate review in this Part of the report:
 - **Section D1, Structure:** location of decision-making power within the organisation.
 - **Section D2, Processes and systems:** which determine the flow of information and technologies to support the structure
 - **Section D3, People and Rewards:** this Report has combined these categories together, as they address the motivation of staff to deliver SPREP's Regional and Organisational Goals together with the policies that influence staff mindsets and determine skills needed.
 - **Section D4, Finance and Funding:** The report concludes with an assessment of the organisation's underlying financial and funding models and provides guidance for improved financial sustainability.
306. Part D includes the Organisational Goals and Objectives that are set out in Section Seven of the SPREP Strategic Plan 2017-2026. Using the PIP Reporting (2018-2019 and 2020-2021), the Review Team has evaluated and assessed the progress and achievements made for each of these goals and discusses each within the relevant element of the Star Model. Each section of Part D is introduced with the relevant Organisational Goal and Objective. The Organisational Goals are:

¹⁷ SPREP Budgets 2011 & 2020 & Implementing Entity Project Listing document supplied by the SPREP Project Coordination Unit (PCU).

Goal 1: SPREP has information, knowledge, and communications systems that get the right information to the right people at the right time and influence positive organisational, behavioural and environmental change – **Processes and Systems (Section D2)**.

Goal 2: SPREP has multi-disciplinary processes in programme delivery and in supporting Members to develop national and regional policies and strategies – **Processes and Systems (Section D2)**.

Goal 3: SPREP has a reliable and sustainable funding base to achieve environmental outcomes for the benefit of the Pacific islands region and manages its programmes and operations to stay within its agreed budget – **Finance and Funding (Section D4)**.

Goal 4: SPREP is leading and engaged in productive partnerships and collaboration – **Structure (Section D1)**.

Goal 5: SPREP has access to a pool of people with the attitudes, knowledge, and skills to enable it to deliver on its shared regional vision – **People and Rewards (Section D3)**.

Consultation Findings

307. Before examining the current Secretariat organisational arrangements and the related components, it is important to consider the findings from the consultations which focused on corporate issues and performance and has in part supported the analysis and proposed recommendations.
308. The Review Team engaged with a large number of stakeholders in order to gain feedback on corporate issues and performance. These summary reports are included in [Annexes 7-12](#). The feedback was generally consistent across all stakeholders. As the feedback was lengthy what follows is the outcome of the Review Team's engagement with SPREP staff, as this was the most comprehensive. This was provided in several sessions designed to give them a chance to share their views especially as they relate to the delivery of SPREP services. Many donors and funders expressed similar perspectives, albeit from the perspective of their own priorities.
309. General feedback included the following:
- Corporate systems in need of modernisation, particularly the paper-based processes for human resources, contract management, records management, document approvals.
 - Staff commented that they lack a unified Project Management System, each project creates their own.
 - Fragmentation of work, many commented on the need for greater coordination and integration across programme areas.
 - Need for more effective collaboration with CROP agencies, ingrained competitive behaviours are still part of the organisation culture.
 - The need for more in-country representation and activities by the Secretariat.
 - Good advances in the use of digital platforms, but more investment in IT is needed (both for corporate and program implementation).
 - Some issues in liaising at the country level, many staff seem to feel that Members do not value their contributions.
 - The need for dedicated resourcing to ensure SPREP's Gender Policy is implemented.
 - Concerns around Recruitment and Procurement practices raised.

- Concern about discrepancies between conditions for “Employee in a Position Advertised Internationally” (EPAI) and “Employee in a Position Advertised Locally” EPAL staff also raised.
- Many staff commented on a perceived resistance to change from SPREP Leadership,
- Rigidity to change – need for more adaptative, consultative and supportive management style to assist in breaking down silos.

310. Section 6 of the Strategic Plan 2017-2026 outlines the Secretariat’s role in five key areas. The majority of the consultation survey respondents felt that SPREP was delivering on this role. In terms of delivering on its five areas of service delivery, most (80%) of the consultation stakeholders felt SPREP was delivering; with 25% indicating that quality of service delivery could improve (see Figure 16: Stakeholder feedback on the delivery of SPREP’s role below. Source: staff, partner and member surveys, 74 respondents).

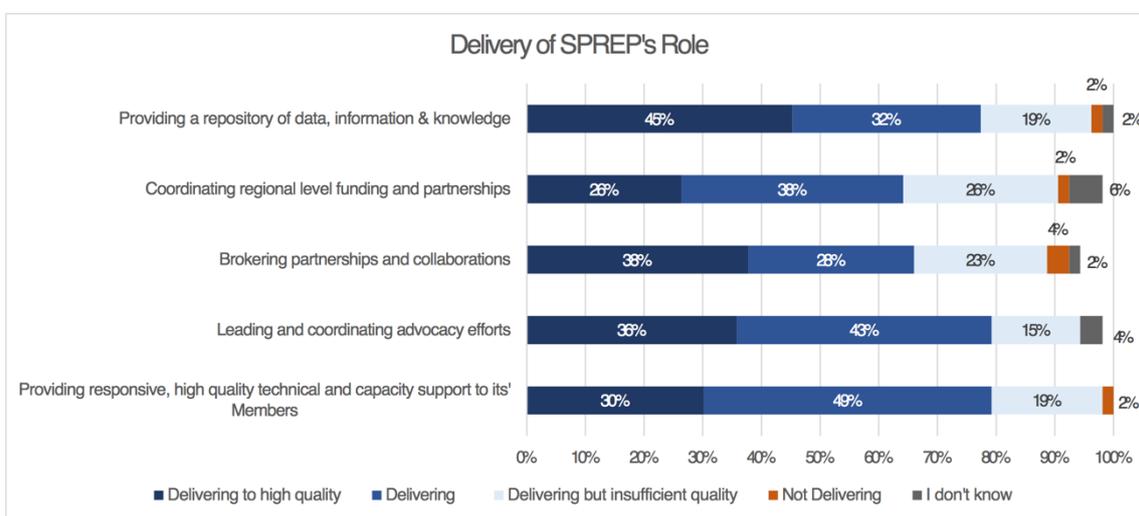


Figure 16: Stakeholder feedback on the delivery of SPREP's role

311. Most (93%) staff feel that SPREP is delivering on its overall mandate – but with some room for improvement (69%). Staff predominantly agree that SPREP is making good progress towards the five Organisational Goals, tabulated below in Figure 17: Staff assessment of SPREP progress against the Organisational Goals. The majority of staff feel the organisation is making good or some progress.

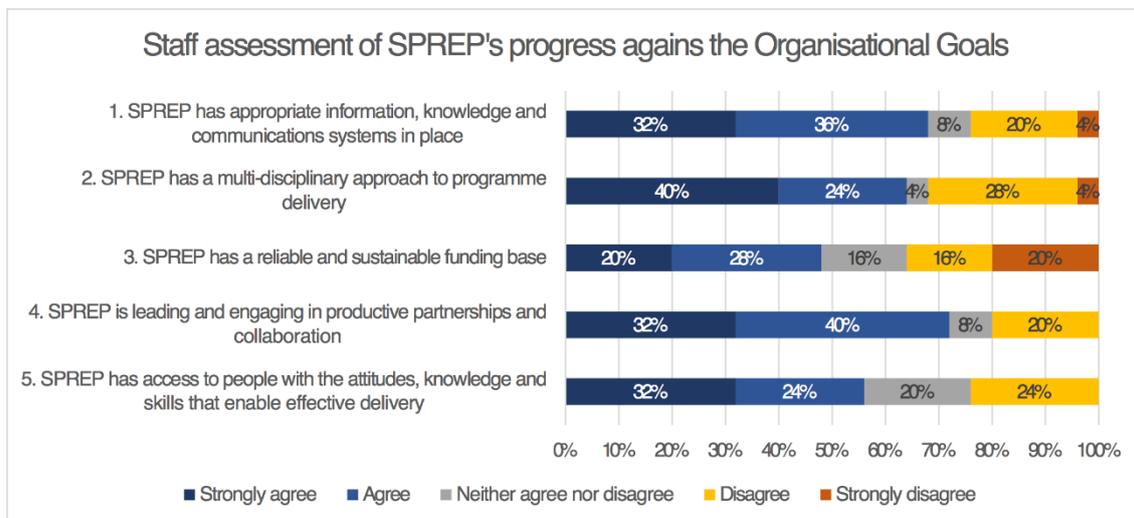


Figure 17: Staff assessment of SPREP progress against the Organisational Goals

'SPREP has done a lot in the last 5 years in terms of fostering new partnerships and delivery service to the Island Members.' (SPREP Staff Member)

'The strategic direction or framework needs to be tighter and more clearly defined.' (SPREP Staff Member)

'Our co-operation both within SPREP and with partners/countries still needs a lot of work. There are no standards for what a successful cooperation should look like or guidelines for working with other CROP agencies.' (SPREP Staff Member)

'More intentional and SLT lead integration between programmes is required to ensure we maximise our impact through increased collaboration, knowledge sharing and resource management.' (SPREP Staff Member)

312. Around 26% of staff felt that SPREP has adequate access to resources (finance, human, technical and technology), while 74% felt there are some gaps or that resourcing levels are inadequate. Figure 18 provides more detail of this staff assessment of current resourcing adequacy (Source: Staff survey, 41 respondents).

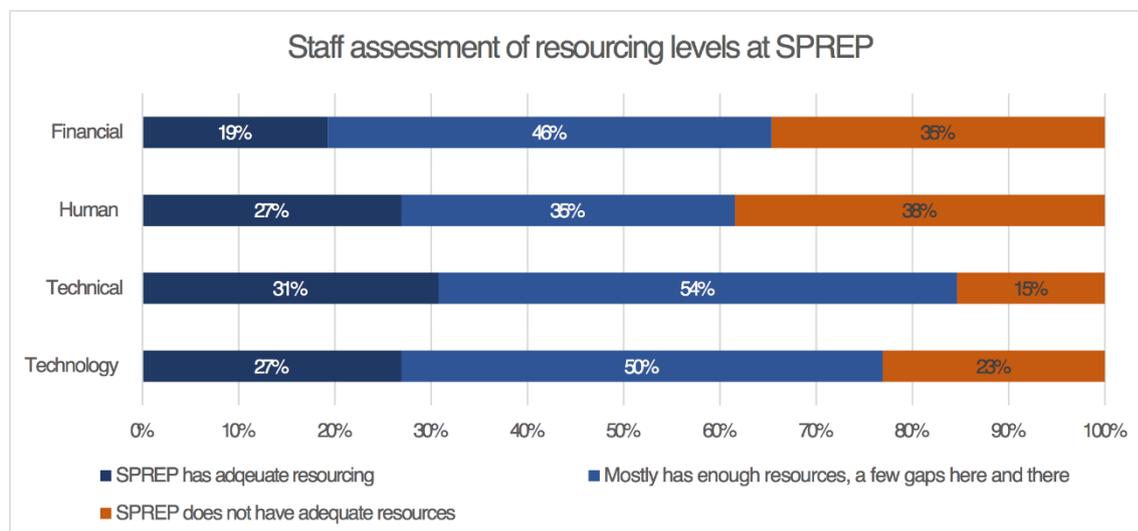


Figure 18: Staff assessment of resourcing levels at SPREP

1. Structure

1.1 Context and observations relating to the current structure

313. The PIP Reporting (2018-2019 and 2020-2021) does not address the Secretariat structure *per se* in the same way as the Star Model but the Organisational Goals and Objectives define areas that support and improve the location of decision-making power within the Secretariat that will improve delivery of services to Members.

314. This section will discuss Organisational Goal 4 and its underlying objectives. Organisational Goal 4 is:

SPREP is leading and engaged in productive partnerships and collaboration.

315. The underlying objectives of Organisational Goal 4 are:

- Objective 4.1: Improve SPREP partnerships, including development of mutually beneficial agreements, with clearly defined roles for both partners and measurable results that are regularly maintained.
- Objective 4.2: Strengthen SPREP's reputation and capacity to lead productive regional partnerships that achieve positive environmental outcomes.

316. The Review Team recognises that the Secretariat's current structure is not fully fit for purpose. It has a number of issues in relation to governance, effective management and whole of organisation service delivery.

317. In order to give clarity to its programming and delivery, the Secretariat has aligned its institutional structure with the strategic priorities agreed by Members. Its current management structure is based upon themes and topics that are aligned to the Goals and Objectives of SPREP's Strategic Plan 2017-2026.

318. This was a rational decision, but this thematic divisional approach comes at a significant cost. While there are several examples of coordination and cooperation between two or more Programmes or Departments, there are many more examples of the "silo effect" associated with the current institutional arrangements which extend beyond just the technical Programmes and include the Corporate Services Departments.

319. Most of these examples of a "silo effect" are unintended. But the dominance of project-based funding tends to decrease the permeability of the "walls" between the Programmes and Departments. The Secretariat needs to consider ways to break down the "walls" and decrease the "silo effect" that currently reduces the effectiveness of the Secretariat.

320. The Review's analysis has highlighted that SPREP is administering two distinct but related business models. These are, on the one hand, providing **environmental advisory services** to Members and, on the other hand, **delivering in-country projects** for Members. *Table 8: Comparison of the key elements of SPREP's two existing business models* illustrates that there are different beneficiaries of these services, different means of delivering these services, different value propositions, different resources required, and different underlying financial models. The two business models can be described as follows:

Business Model 1: Core Advisory Work: relates to the main functions SPREP has had, responding to the mandate/purpose of SPREP set out in the 1993 SPREP Agreement.

Business Model 2: In-Country Project Implementation: relates to the work that SPREP does for Island Members on demand, or in accordance with discrete donor funding projects that its Island Members take up. In many cases SPREP is functioning as a multi-country delivery agency for a number of donors.

321. The purpose of describing these two business models is to illustrate that they are distinct. What is needed to deliver the services for each of them is different, even if there are some overlapping needs (See [Annex 20](#)).
322. Understanding these two models, and the fact that they are both operating in parallel in SPREP today, helps understand the implications for:
- the structure of the Secretariat;
 - the people and rewards required to support each model; and
 - the required business systems and associated structure to best deliver on each.

It also clarifies the underlying cost and income structure behind each model to map out a financially sustainable path for each component.

323. The Review Team assessment is that the current structure is focused upon the original Advisory Services function (**Business Model 1**). The relative effort devoted to supporting SPREP's work under the Project Implementation model (**Business Model 2**) is slated to increase, which means SPREP needs to be properly set up to function under this model and mode of work.
324. A large proportion of SPREP's issues with its service delivery to its Island Members and its challenges with achieving sustainable funding can be attributed to the fact that its rapid growth has resulted in an intermingling of these two business models.
325. This has manifested in the fact that staff are often trying to deliver both general advisory services and projects, and that funding for core advisory services has been stretched for many years. The planning and implementation processes for these two business models have been difficult to manage and coordinate which in most cases requires duplicate services and modalities, further reinforcing the "silo effect".
326. It is also evident to the Review Team that there is a **Business Model 3** that underpins the climate finance facilitation function that SPREP has taken on as part of its role as the Accredited Entity (AE) for agencies like the Adaptation Fund (AF) and the Global Climate Fund (GCF). While the Review Team has not had sufficient time to delve into this specialist function, it is apparent that the nature of this work is different again as it involves the facilitation of finance to third parties, and involves a set of risks that the Secretariat has not historically managed, nor fully identified. This third business model should be kept autonomous and not co-mingled with existing SPREP business.
327. The specific features for each of the two existing business models are illustrated in *Table 8: Comparison of the key elements of SPREP's two existing business models* below.

SPREP Independent Corporate Review & Mid-Term Review of the Strategic Plan

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	Core Advisory Services	Project Implementation
Nature of the service	<p>Non-rival - output is generally able to be used by multiple parties - eg policy advice on a topic, negotiation briefs, regulatory guidance, protocols for service provision etc</p> <p>Often regularly provided as part of a business as usual service with existing resources</p> <p>These services are generally funded as part of a bundle of services</p>	<p>Rival - Service provided to each member is generally unique & can't be utilised by another member</p> <p>Generally provided once per country</p> <p>New Resources generally need to be found</p> <p>Funding is usually matched to the service specified</p>
Beneficiary/Client segments	<ul style="list-style-type: none"> • SPREP members collectively • Individual SPREP members • Pacific environmental beneficiaries (citizens & businesses) 	<ul style="list-style-type: none"> • Subsets of SPREP members • Individual SPREP members • Local communities • Local NGOs
Key relationships with beneficiaries/clients	<ul style="list-style-type: none"> • Member Governments <ul style="list-style-type: none"> - Ministers - Agency Officials 	<ul style="list-style-type: none"> • Pacific Islands government agencies • Community Leaders • Environmental Site Managers
Channels to beneficiaries/clients	<ul style="list-style-type: none"> • Meetings & Workshops • Missions • Official Correspondence • Virtual Library/Website • Media & Social Media 	<ul style="list-style-type: none"> • Missions • Workshops • In-country teams • On-line platforms/portals
Value Propositions	<ul style="list-style-type: none"> • Access to Impartial Advice • Repository of Expert Knowledge • Critical Mass/Economy of Scale • Coordination of Pacific input to global forums • Conduit from Global Institutions to Pacific Island Countries 	<ul style="list-style-type: none"> • Access to donor finance • Discrete outcomes & accountability • Repository of Expert Knowledge • Critical Mass/Economy of Scale
Key Activities	<ul style="list-style-type: none"> • Research • Environmental Policy Development • Diplomatic Coordination • Capacity Building/backstopping • Workshops/Meetings • Logistics & Events 	<ul style="list-style-type: none"> • Project Administration & Management • Procurement and Hiring • Logistics for service delivery • Monitoring & Evaluation
Key Resources	<ul style="list-style-type: none"> • Expertise • Technical Information • Business/Administration system 	<ul style="list-style-type: none"> • Expertise • Technical Information • Business/Administration system

	Core Advisory Services	Project Implementation
		<ul style="list-style-type: none"> • Project Management system
Key partnerships (for delivery)	<ul style="list-style-type: none"> • CROP agencies • Development Partners • United Nations system • International NGO's • Suppliers 	<ul style="list-style-type: none"> • CROP agencies • Development Partners • Climate Change Financial Institutions • International NGO's • Suppliers
Financial model components		
Income (by category)	<ul style="list-style-type: none"> • Member assessments • Member voluntary contributions to core • Specific Capability funding • Miscellaneous income 	<ul style="list-style-type: none"> • Project fees (from Donors) • Management Admin fees
Expenses (by category)	<ul style="list-style-type: none"> • Experts - international staff EPAI • Experts - consultants • Administration staff - EPAL • Logistics - Meetings & Travel • Facilities & Infrastructure 	<ul style="list-style-type: none"> • Experts - international staff EPAI • Experts - consultants • Administration staff - EPAL • Logistics - Travel • Facilities & Infrastructure

Table 8: Comparison of the key elements of SPREP's two existing business models

1.2 Managing Multiple Business Models

328. Many consider that it is very difficult for an organisation to run two business models, as one business model may challenge or even compete with the other. The increasing importance of larger projects in SPREP's work programme is an example of this.
329. While some consider separate business entities should be housed in separate entities, the Review Team consider that there are sufficient synergies between the two already existing models in SPREP to justify them being provided by the same organisation through a restructuring process. While the Review Team has determined there is an inherent friction between these types of services, there is sufficient strategic alignment and resource synergies to support a common provision. Additionally, due to its legal mandate, SPREP will need to continue to run both services.
330. That said, there are **very different risks** from each business model, which indicates that the two should be made autonomous and run separately (Osterwalder et. al, 2010, p. 232-33). This Review details the areas where there are significant consequences for SPREP from running two business models and how these issues can be addressed through ensuring that the models are run separately within the organisation.

331. Drawing on the information in *Table 8: Comparison of the key elements of SPREP's two existing business models* above, these risks manifest themselves in the following categories of the STAR Model (Galbraith, 1993):

- **Structure:** The risks and demands of project work require dedicated management focus and time, particularly due to the demands from donor funding conditions. At the same time, business as usual advisory work needs to have sufficient effort devoted to it to ensure SPREP Island Members continue to receive advisory services
- **Processes and Systems:** The business systems required for effective project management are quite specific. This encompasses: detailed planning for projects, undertaking implementation of the work, managing project risks, reporting on results and closing-down the project. In contrast, the systems required for advisory services are more straightforward and tend to focus on knowledge management and meeting governance processes.
- **Staff and Rewards:** The staff required for advisory services will be fairly stable. These staff will also tend to be more generalist to enable them to respond to evolving policy agendas. In contrast, projects usually require specific skills for the stages of the project and are characterised by the need for surge staffing. The rewards and incentives required to attract resources to deliver projects are different in that these tend to be short term assignments. In contrast, generalists for advisory functions will be hired for longer periods, which ensures that they can contribute to and maintain the core technical knowledge of the organisation

The Functions of SPREP by Business Model	
<p><i>The purposes of SPREP are:</i></p> <ul style="list-style-type: none"> • to promote co-operation in the South Pacific region and • to provide assistance in order to protect and improve its environment and • to ensure sustainable development for present and future generations. <p><i>SPREP shall achieve these purposes through the Action Plan adopted from time to time by the SPREP Meeting, setting the strategies and objectives of SPREP.</i></p>	
Action Plan under Article 2.2 by business model	
Advisory Services	Project Implementation
<p>2.2(a) co-ordinating regional activities addressing the environment;</p> <p>2.2(b) monitoring and assessing the state of the environment in the region including the impacts of human activities on the ecosystems of the region and encouraging development undertaken to be directed towards maintaining or enhancing environmental qualities;</p> <p>2.2(c) promoting and developing programmes, including research programmes, to protect the atmosphere and terrestrial, freshwater, coastal and marine ecosystems and species, while ensuring ecologically sustainable utilisation of resources;</p> <p>2.2(g) promoting integrated legal, planning and management mechanisms.</p>	<p>2.2(e) strengthening national and regional capabilities and institutional arrangements</p>

The Functions of SPREP by Business Model
Dual model functions
2.2(d) <i>reducing, through prevention and management, atmospheric, land based, freshwater and marine pollution;</i>
2.2(f) <i>increasing and improving training, educational and public awareness activities;</i>

Table 9: Mapping of SPREP functions to business model

332. **Implications:** The above discussion and analysis is supported by stakeholder feedback, which clearly demonstrates SPREP needs to adjust to current circumstances and respond to its future strategic drivers. The Review Team is of the view that SPREP needs to step back and reflect on the need for major change resulting in a different way of doing business, given the reality of having to cope with the increasing difficulties of dealing with two substantial underlying business models with a likely third emerging (if not already emerged) in the very near future. SPREP’s performance and sustainability is at risk without action to address these issues.
333. The Review Team has identified the following structural changes that need to be addressed as part of a realignment of the Secretariat to meet current and future challenges:
- More effective governance that provides adequate oversight and protects the interests of SPREP Members.
 - A revised Organisation Structure that provides distinct arrangements and accountability to support the key activities of each business model.
 - Management responsibilities that fully utilise senior management capacity.
 - Increased Member Country engagement.

1.3 Governance

334. SPREP's current governance arrangements consist of the following bodies:
- The SPREP Meeting under Article 3 of the 1993 SPREP Establishment Agreement,
 - The Executive Board, a committee established in 2017 by the SPREP Meeting under Article 3 of the SPREP Agreement,
 - A Troika group comprising the past, present and future Chairs of the SPREP Meeting.
335. There are also several consultative groups, such as the Governance Group of Members that have been set up to support the work of this Review, as well as an informal Friends of the Chair Group for other issues.

1.3.1 SPREP Meeting

336. The SPREP Meeting is the key organ of SPREP along with the Secretariat. While there is no meeting frequency specified in the SPREP Agreement, the practice has evolved to hold this meeting every two years.
337. The SPREP Biennial Meeting is an important overarching governance mechanism. However, it is too infrequent to provide effective oversight on matters which may justify Member agreement and which require quick consideration, such as responding to a decision by Forum Leaders to implement a new priority regional initiative, or taking on a large new project.

338. Issues were raised in the 2014 Review (Hay et. al, 2014) regarding the SPREP meeting. These remain relevant for this Review and are discussed below.
339. A number of important decisions on SPREP’s governance are taken by Members attending the Biennial Meeting. The concentration of issues, each usually accompanied by lengthy background documents, is problematic. Often these issues are not given sufficient time, or the consideration necessary for good decision making. Due to time differences between the Pacific and some capitals, during the SPREP Meeting some delegations cannot receive timely advice from their capitals on these issues.
340. The Review Team noted that Member representation at SPREP Meetings is less than desirable, with a significant portion of the representatives attending for the first time and having little or no background and preparation with regard to issues and technical discussions. As a result, decisions made by Members are not always well-informed. Senior government representatives at the SPREP Meeting need to ensure that, prior to the Meeting, their staff brief them on the relevant issues. The current number of SPREP focal points for each country makes having only one representative problematic, as it is likely that they will either have a foreign affairs or environment specialisation with limited knowledge of other areas.
341. The Review Team acknowledges that, for some Island Members, there are limited systems in place for advisors to prepare briefing papers for those attending the Meeting, reflecting the realities of staffing and other capacity constraints. This reality is an important consideration that the Review Team addresses in its recommendations.
342. The SPREP Meeting itself could also be restructured to focus more on substantive consideration of strategic and work plan issues, rather than ‘for information’ updates. All Island Members and Metropolitan Members need to own the Work Programme and Budget process. This document is often approved without any in-depth discussion at the SPREP Meeting, with limited or no engagement by Members. During a SPREP Meeting, Members rarely make substantive changes to the Work Programme before it is approved and do not insist on determining whether activities or projects will include their country.
343. Australia and New Zealand have initiated an annual trilateral meeting with the SPREP Secretariat. This is in part because, as noted above, the SPREP Meeting does not provide adequate opportunity to fully consider the Work Programme and Budget for the following two years. These side meetings dilute the effectiveness of decisions at SPREP Meetings and provide further evidence of the need to review the agenda and format of these meetings.
344. The SPREP Meetings could be better focused to engage discussion and decisions on environmental issues rather than bureaucratic governance matters and allow more input by Members on Work Programme priorities and global/regional/subregional/national issues. The Secretariat should also allow more time for Members to discuss solutions to shared regional environmental concerns. The current Pacific Environment Forum does not really provide this platform, though this is in part its intention.
345. By consulting with Members on governance issues in a timely manner throughout the year, the bottleneck of decision making at the SPREP Meeting can be avoided, and decision making improved overall. Consultations can take place electronically. This would allow Members to consult with the right people in their respective governments, and to contribute more considered opinions.
346. In light of these difficulties, some efforts have been made to develop governance and oversight mechanisms that are more agile and able to respond to issues that emerge and need attention outside of the SPREP Meeting cycle.

347. The Review Team considers that the SPREP Meeting should remain a general plenary meeting that provides all Members with an opportunity to be involved in appropriately significant decisions, such as approving the Strategic Plan and its associated work, approving the Budget and associated funding, and electing the Director General.

1.3.2 The Troika

348. The 22nd SPREP Meeting approved the establishment of a Troika (immediate past Chair, current Chair and next Chair). The purpose of the SPREP Troika is to ensure Island Members involvement in high level decision-making and to ensure accountability of the Secretariat to its Members between SPREP Meetings.

349. The role of the Troika includes assessment of the Director's performance, to be carried out on an annual basis chaired by the Chair in line with the Secretariat's Performance Development System. The Troika is expected to report on this assessment to the Members at the next Annual Meeting.

350. The 2014 Review acknowledged that a Troika had been established and identified three concerns (Hay et. al, 2014):

(i) *the current functions of the Troika provide only a limited response to achieving the intent of the recommendation, namely "strengthening the engagement between the Secretariat and Members";*

(ii) *the representativeness of the Troika; and*

(iii) *the Troika is not functioning in an effective manner. Membership of the Troika relates neither to need nor to effectiveness - it is determined solely by the alphabetical ordering of the Members, with equally unrelated substitutions if a Member is unable to host the SPREP Meeting.*

351. This Review concurs with the above findings and consultation with Members and partners indicates that the same concerns persist. It notes that while ensuring equity, the practice of alphabetical rotation can result in the Troika consisting of a number of smaller administrations, with limited resources and competing priorities to discharge the responsibilities. The Team noted that the Troika did not seem to have met in the past year even though the Terms of Reference provide for three meetings per year. The review findings indicate that the Troika is an inadequate response to the directive to ensure that Members are fully involved in high level decision making and that it is failing to ensure accountability of the Secretariat to its Members.

352. The Review Team considers that the Troika is not accomplishing its purpose and that its functions should be incorporated into another governance body.

1.3.3 Executive Board

353. SPREP has undertaken some reforms during the review period to improve Secretariat efficiencies and governance. In 2015, the 26th SPREP Meeting agreed that the SPREP Meeting as the governing body would only convene every two years with the meeting hosted by the Secretariat in Samoa, commencing from 2017. In 2016, the 27th SPREP Meeting agreed to the establishment of an Executive Board to be the SPREP decision-making body in the alternate years of biennial SPREP Meetings.

354. The functions of this Board are:¹⁸

¹⁸ Clause 1 of the Terms of Reference for the SPREP Executive Board

- a) To be a body to take key governance decisions in years alternate to the SPREP Meeting,
 - b) Have membership based on Member representation and equity, including bilingualism,
 - c) Be a mechanism that is cost effective and sustainable,
 - d) Be a mechanism that is flexible to include other membership as necessary,
 - e) Be a mechanism that ensures that the Secretariat remains accountable to Members,
 - f) Work alongside existing governance mechanisms such as the Troika of the past, current and incoming Chairs of the SPREP Meeting and the Audit Committee.
355. The Executive Board is comprised of the Troika and one representative from the regional subgroupings of Polynesia, Micronesia, Melanesia and Metropolitan. Membership rotates on an alphabetical order every two years and it must also include at least one French speaking Member should one not be in the current rotation group.
356. The practice of this body to date has been to hold “mini SPREP Meetings” with a similar extended agenda to the full SPREP Meeting, rather than to use it as more traditional Board that has more frequent, shorter meetings.
357. The Executive Board was agile enough to be able to meet virtually in September 2020 during the initial stages of COVID-19 Pandemic.
358. The Review Team considers that the Executive Board has been a valuable step to improve the governance of SPREP in a way that balances its effectiveness (due to it being an optimal size for such bodies) whilst still ensuring that all members can participate in this governance mechanism. As such, it is an appropriate platform which can be further refined to assume the responsibilities of the Troika grouping. By including a slightly larger grouping of representative members, this would both simplify and strengthen the role of member states in the work of the Secretariat between SPREP Meetings.
359. Members may wish further to consider upgrading the Executive Board to “a Board of Governors” as an active decision-making body with a well-defined mandate. Such a body could build on the experience already built up through the use of various *ad hoc* working groups. The Board would be mandated to consider, act and report on key issues that require out of session concurrence of Members. This would have the added benefit of allowing the SPREP Meeting to be more focused on substantive consideration of the Strategic Plan 2017-2026 and the 2-year Work Programme and Budget (PIP process), and on delivery of outcomes and demonstration of impacts by country.
360. Operating in this mode, the Executive Board would need to meet 2 or 3 times a year, as was envisaged in the Terms of Reference for the Troika. An advantage of this would be that Executive Board members would participate in a series of meetings rather than just one as is the case under the current arrangements. This would improve Members understanding of SPREP’s activities and assist in increasing the ability of Members to engage in strategic discussions at the SPREP Meeting. For maximum effect, the SPREP Members who serve on the Executive Board would nominate one representative and an alternate, so as to build up governance expertise over the course of its term. Executive Board representatives should have either solid oversight board experience or have received training in this field. This would also assist the Secretariat to develop better relationships with the administrations of those Members.

1.3.4 Independent Chair

361. The current arrangements of determining the Chair of meetings follows the well-established tradition of alphabetic rotation. This is equitable and appropriate for infrequent large meetings. However, most officials in national administrations find it difficult to devote sufficient time to attend to the out of session responsibilities of a SPREP Chair. Furthermore, while the future SPREP Chair has some incentive to learn about the role, the practice of holding the meetings at the SPREP headquarters in Apia means the incentives are somewhat different than the days when Members would host the meeting in their own capitals. Likewise, the former SPREP Chair has discharged the function and is likely to have other priorities.
362. A Board that meets frequently would benefit from an individual who is fully devoted to the role of Chair. This would ensure that there is someone whose responsibility is to represent the interests of SPREP Members and keep the Secretariat on track toward fulfilling its objectives.
363. An **Independent Chair** would have the function of ensuring information provided to the Executive Board is relevant, accurate, timely and sufficient to keep the Executive Board appropriately informed of the performance of the organisation and of any developments that may have a material impact on the organisation or its performance. That person would provide leadership to the Executive Board and play an active role in discharging day to day oversight of the Director General and the Secretariat.
364. To provide continuity, whilst balancing the need for rotation so that many individuals can have the opportunity to take on that role, that person should be appointed for a single term of four years, hence two cycles of the Executive Board. That length of appointment would ensure the person became effective in the role and be able to play a role in spanning SPREP Meetings, while avoiding that individual becoming entrenched in the role.
365. Improvements in SPREP governance are also needed in order to better reconcile Members' expectations that SPREP provides technical staff supplementation to compensate for their lack of national capacity. The new structure would allow for a more streamlined approach to Members needs as they are identified by countries and targeted support through the advisory services Division which will become more evident.
366. The Review Team concludes that the current member State governance arrangements are ineffective. This has resulted in the Director General and the Secretariat having to take on responsibilities that properly belong to the Organisation's owners. This needs to be remedied.

Recommendation 10: The SPREP Meeting consider:

- (i) reconfiguring the Executive Board as a permanent Board to oversee SPREP between SPREP meetings with virtual meetings (convened for up to a half-day) three times a year;
- (ii) establishing a remunerated part-time position of Independent Board Chair who must have ample experience in senior roles and be of a different nationality than the DG or DDG and appointed on merit for one term of 4 years after which it must rotate to another SPREP Member; and,
- (iii) discontinuing the Troika and folding its functions into the Executive Board.

1.3.5 Audit Committee and Internal Auditor

367. The Secretariat has an independent Audit Committee, which is a committee of the SPREP meeting, and comprises 5 members including an independent chair. Members

attend in their personal capacity and include government nominees from Australia, and New Zealand, Samoa and Tokelau, all of whom are based in Apia. The Chair of the Committee is an experienced Apia-based private chartered accountant, who receives an honorarium allowance as compensation for his time.

368. The Audit Committee provides a structured, systematic oversight of SPREP's governance, risk management, and internal control practices and reports to the SPREP governance bodies. The Review Team was satisfied with the committee's approach to its functions as outlined by the independent chair, particularly on financial management.

Areas for improvement

369. **Reporting:** The reports that the Audit Committee provides to SPREP governance bodies are sparse and provide little information on the inquiries the Committee undertakes during the year to discharge its responsibilities. Since the Committee is required to meet four times a year its report should be more extensive than five pages.
370. **Internal auditor:** The Secretariat has a staff internal auditor who reports to the Director General and who functions as the Secretary of the Audit Committee. This member of staff carries out the internal audit work. The Review Team received a number of staff inputs that the internal auditor was also functioning as an internal controller by providing internal clearances of items like tender recommendations. This role is not consistent with systems-based auditing and, if this is the case, should cease. The internal auditor should focus on assurance of systems based on review of processes. There is a case for some of the internal audit work to be undertaken by external accountants and this should be considered as it would free up time for the internal auditor to focus on strategic risk issues rather than low level compliance checks, costed and managed at all stages of the project cycle.
371. **Risk Management:** While the Committee's responsibilities include reviewing the assessment of risk and the Secretariat Risk Register, very little work appears to be done in this area. This needs to be remedied.
372. The Audit Committee is a valuable source of independent oversight for Members, and its Chair could be called upon to provide advice and support to the proposed independent Chair of the Executive Board. The Audit Committee could expand its role to include and strengthen the risk assessment of all projects as well as ensuring all risks are costed and approved. The Audit Chair could assist the Chair of the Executive Board to review all senior management performance assessments. To ensure that governance roles are distributed across all SPREP Members, the Audit Committee charter should be amended to ensure that the Chair is a different nationality to the Director General and the Chair of the Executive Board.

Recommendation 11: That the SPREP Meeting consider requiring the Secretariat to: (i) strengthen the Internal Auditor function by:

- (i) changing the reporting lines of the Internal Auditor to the Chair of the Board through the Chair of the Audit Committee;
- (ii) adding additional external resources to assist the Internal Auditor and Risk Manager to perform the assurance function; and,
- (iii) ensuring that the internal auditor's current role as an internal controller with internal sign off responsibilities should cease and revert to an assurance process based on review of processes.

1.4 Proposed New Organisation Structure

373. The ability of SPREP to be adaptable and responsive to the changing needs of Members, partner and donors comes from not only having the appropriate structures, systems and

processes in place, but also having clarity about how the Organisation will deliver its services by way of plans, modalities and procedures that are adaptable to the changing needs and capacities of the Island Members and donors.

374. The current organisational structure is based on thematic lines with each unit combining a variety of work that spans both advisory services and project implementation. This intermingling of work types makes the manager's role more difficult. The Review Team heard that each SPREP team appears to have its own approach to common tasks, with project management being delivered inconsistently across the organisation.
375. This results in the reinvention of systems that are required across the organisation and should be more consistently provided. It reduces quality assurance as this becomes dependent on management oversight rather than systems with external checks. It also makes the work of managers more difficult as they have to both deliver advisory work and support meeting processes on one timeline, while also juggling project delivery with a different timeline and set of imperatives.
376. The Review Team considers that there needs to be clear accountability for the two types of work and the associated systems. It proposes an integrated approach designed to strengthen strategic and operational planning and implementation. These processes must be informed by and contribute to the Framework for Pacific Regionalism. The proposal includes Integrated Country Programmes across the organisation.
377. The Review Team's suggested structure is a functional structure that provides both advisory and project implementation services with key senior personnel being appointed to guide each function. In certain cases, this may be existing staff. Under this approach the role of the current Directors would be clarified as having responsibility for advisory services or project implementation. To ensure accountability for the increasing number of major projects, the Review Team considers that one of the existing Senior Managers should be made responsible for the actual delivery of Technical Cooperation and Major Projects. While these projects may have considerable inputs from the other technical programmes, this will ensure that there is a central point of accountability that is managing the service delivery to Island Members. This would reinforce the adoption of a practice of internal purchasing of any inputs required from existing staff for a project. The Director Technical Cooperation and Major Projects would be the main Director who purchases discrete services, which he or she would obtain through procurements or tenders, for example for individual consultants or service delivery firms, and through recruitment of new staff. When existing staff can meet a project need, then this Director and the advisory services Director would enter into an arrangement for that individual to undertake work on that particular project. This will help identify the actual resource utilised for this work and help fund advisory services work.
378. This proposal will principally affect larger scale projects which have defined objectives and defined teams. Some of the "projects" that supply an expert to sit in the Secretariat to assist with its advisory work should remain in the advisory service programmes. The key concept to distinguish between the two is the nature of the beneficiary. Where the project delivers results to only one or a group of Island Members, then it should be managed accordingly. Where donor funding supports general advisory assistance to all SPREP Island Members, it should be considered to be programmatic support and remain under the programmes with advisory service functions.

Recommendation 12: That the SPREP Meeting consider requiring that the Secretariat transfers the primary responsibility for overseeing its major projects to a new and separate Technical Cooperation and Projects Programme with its own Director. This Programme would have its own income and cost centres that are separate from those associated with advisory services work. The Programme would manage and coordinate major projects through an

“internal contract” basis with other SPREP Programmes and Departments wherein they negotiate and agree the time provided by their experts to each project (also see associated Recommendations 31 and 32). This Programme would also have responsibility for negotiating and securing new project funding.

1.4.1 Corporate Services

379. The corporate services/business support units are currently reporting to the DG or the DDG, and thus do not have a common manager. Two of the corporate services units have a seat on the Senior Management Team (SMT), though neither position has a comparable number of staff or responsibilities as other Directors.

380. The current corporate services units’ reporting lines are unusual and result in fractured accountability for their services to the other parts of the organisation. The Review Team considers that one senior manager is required to manage these functions. It proposes that the majority of the units: HR, Finance, Knowledge Management, Procurement and Legal, should be combined under a single member of the SMT, who would oversee the provision of all of these services. Since these are support services rather than frontline delivery functions, the Review Team proposes that this position be titled Chief Operating Officer or a General Manager. This position would have an important role in ensuring that overall organisational controls are followed. This function should be seen as distinct from the other Directors, rather than as an equal. Additionally, to emphasise the fact that these services are ancillary to other SPREP functions and are inputs to the services that SPREP provides, the Review Team proposes that this group be called Business Support.

Recommendation 13: That the SPREP Meeting consider requiring the Secretariat restructure the corporate services departments into a single business unit called Business Support Unit reporting to a Chief Operating Officer or General Manager Business Support. This Unit would focus on internal administrative and business support functions.

1.4.2 Executive Roles

Director General

381. The Director General currently has an immersive role which dilutes attention and time that can be paid to the key responsibilities of this role. The Review Team sees that the DG must have responsibility to Members, to the Chair and the Executive Board. The role needs to focus on building partnerships at all levels, forging new alliances with NGO’s and the private sector as well as formalising CROP engagement, Forum Leaders and SIS engagement. In addition to this outward focus on regional areas of concern and relationship building, the DG would supervise a smaller Senior Management Team of five key staff within the Secretariat. To clarify the expectations on the incoming Director General for SPREP members, the Review Team considers that the Chair, through the Executive Board or SPREP Meeting, should issue a Letter of Engagement. This would set out the priorities for the incoming Director General through some standing guidance imperatives. This approach has been taken by PIFS and is common in many appointments for government roles such as new Ministers or Heads of autonomous government agencies.

Recommendation 14: That the SPREP Meeting consider providing the incoming Director General with a Letter of Expectations setting out the organisational outcomes that Members seek in his or her first term. This should include specific expectations on the corporate culture and management style that the Director General is expected to foster.

Deputy Director General

382. The Deputy Director General currently has responsibility for a subset of the corporate services functions, including Knowledge Management and ICT. It is the Review Team's view that this position must have responsibility for a whole-of-Secretariat relationship with Island Members. In turn, each Island Member would have an identified SPREP coordinator/manager, to facilitate implementation of the Integrated Country Programme, ensuring a whole-of-country approach to the delivery and uptake of SPREP's assistance. The Review Team sees the DDG having a pivotal role in connecting member service delivery with the SPREP teams that undertake the work.
383. This will help overcome the challenge of ensuring that 'environment' is mainstreamed as an issue across governance sectors with relevance to both social and economic planning at the regional and national government levels, and not side-lined as a 'niche' issue.
384. With the rationalisation of Corporate Services under a Chief Operating Officer or a General Manager, the Review Team cannot see a case for more than one Deputy Director General.

1.4.3 Proposed New Organogram

385. Island Members are especially vulnerable to a range of new and emerging environmental issues that pose further threats to their sustainable development. The Review Team proposes a new organisational structure for the Secretariat as illustrated in
386. *Figure 19: Proposed new organisation structure for SPREP.* The structure would be designed to strengthen strategic and operational planning and implementation to deliver services to Members. This proposed new, integrated organisational structure would better enable the Secretariat to provide technical and other assistance to Island Members.

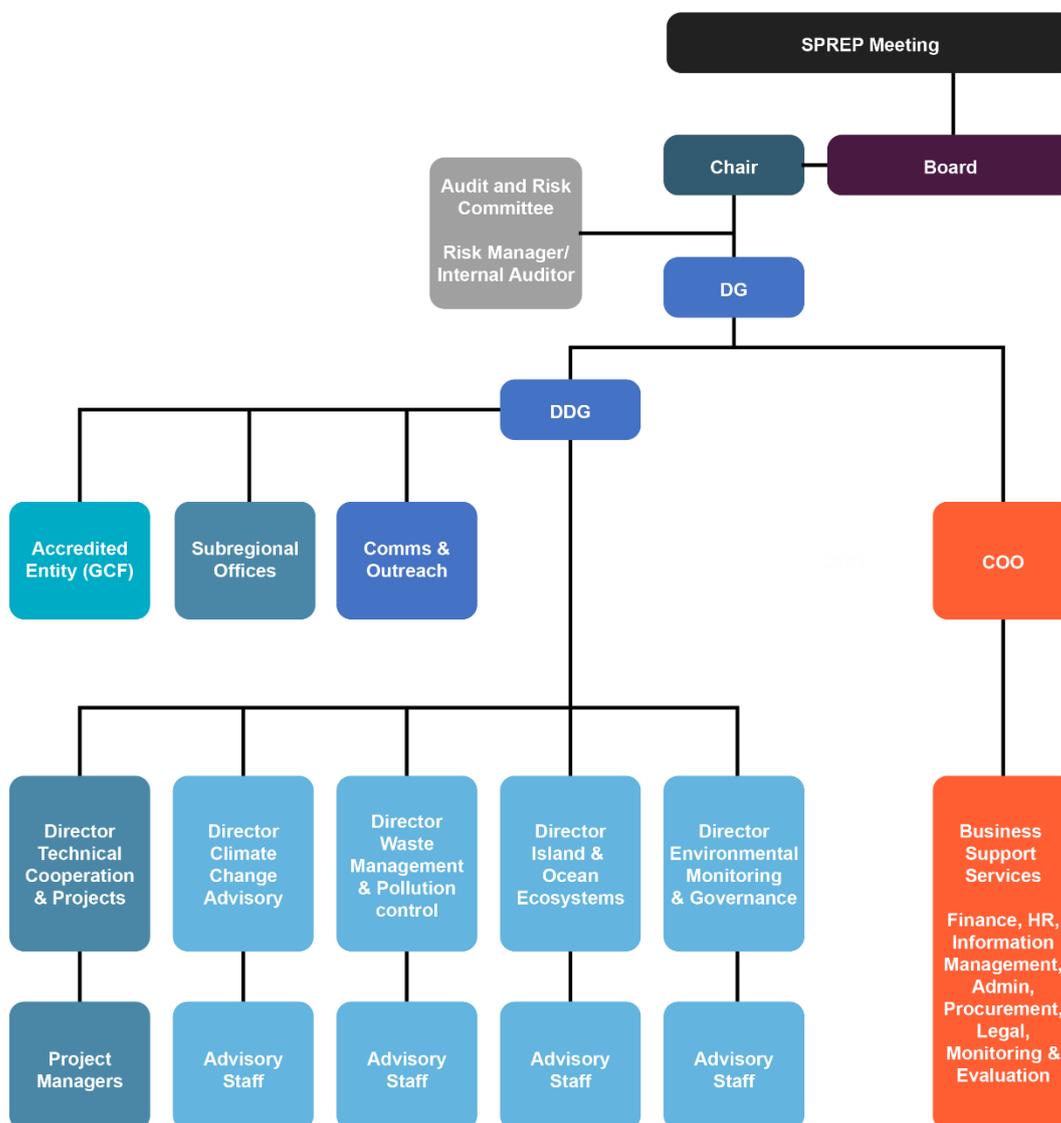


Figure 19: Proposed new organisation structure for SPREP

387. The Secretariat should be guided by Members as to how this proposed new structure might be best achieved in ways that meet their needs. The Secretariat also needs to consider the institutional implications of doing business differently.

1.4.4 Management Team Responsibilities

388. Currently Managers have very different numbers of people reporting to them and associated financial reports. Some have large teams and budgets (for example the Director Climate Change), while others have comparatively few (for example the Director Human Resources). This is an inequitable way of managing an organisation that needs to be flexible, effective and efficient.

389. Large spans of control (high numbers of direct reports) limit the time that managers have to oversee and support their staff. It is advisable for managers to have no more than 4-6 direct reports so that they can devote enough time to the responsibilities of each report. Some Managers at the Secretariat are currently stretched too far. The Senior Management Team that this review proposes be established would require a

redistribution of current roles to be more consistent with a small focused team. There is little financial implication anticipated for this proposed change to the Senior Management Team.

390. The recommendation to introduce a Chair of the Board (Recommendation 10) would enable this individual to play the role played by most Board Chairs. This individual would be able to liaise with the Secretariat to undertake a number of operational oversight functions. These would include the review of all senior management performance assessments in conjunction with the Chair of the Audit Committee. The Board would review all major funding agreements over \$[2] million with the Chair of the Board authorised to sign these after obtaining authority of the full Board in out of session process.

Recommendation 15: That the SPREP Meeting consider requiring the Secretariat to amend its delegations framework to ensure that:

- (i) the Board makes decisions on all future re-sizing of senior positions (over Band 13);
- (ii) the Chair of the Board reviews all senior management performance assessments in conjunction with the Chair of the Audit Committee; and
- (iii) the Board reviews all major funding agreements over US\$[2] million. The Chair of the Board would be authorised to sign these after obtaining authority from the full Board in and out-of-session process.

Recommendation 16: That the SPREP Meeting consider requiring the Secretariat to carry out a comprehensive review of its management structures and job sizes. The review should encompass an assessment of the span of control of staff with management and supervisory functions across the organisation (band 11 and above). The review should provide recommendations for a restructure so that there are generally 4-6 direct reports per manager. The review should require that all management positions should be reassessed to meet the new recommended structure.

Recommendation 17: That the SPREP Meeting realigns the responsibilities of the Executive so that the Director General is focused on managing external relations, and the Deputy Director General is focused service delivery to its' Members.

Recommendation 18: That the SPREP Meeting require the Secretariat to adjust the current reporting lines so that the Executive directly manage:

- (i) Communications and outreach,
- (ii) the subregional offices (and in-country Project funded offices and
- (iii) the Accredited Entity function.

1.4.5 Member Country Engagement

391. The 28th SPREP Meeting agreed to the development of Country and Territory Action Plans as a response to a request from Members for strategic bilateral engagements between the Secretariat and Members in the Mid-term Review of the SPREP 2011– 2015 Strategic Plan and:

- Noted the responsibility of Island Members to drive country and territory plans;
- Agreed to greater involvement of Members in reporting to the SPREP Meeting; and
- Agreed that the scope and content of the action plans will be further developed in the 2020-2021 PIP.

392. Discussion during the 28th SPREP Meeting considered the concept and agreed that Action Plans should be documented and appended to PIPs but left unresolved specific parameters of the Plans. Further definition was recommended for the 2020/2021 PIP. Relevant text from the SPREP Strategic Plan 2017-2026 and recommendations of the 28th SPREP Meeting provide the mandate for Country and Territory Action Plans.
393. The senior management commenced bilateral visits in 2019 and they focused their attention on the Country and Territory Action Plans. It was also noted the action plans required significant transaction cost on both Island Members and the Secretariat. Hence, at the 2020 Executive Board Meeting, the Secretariat proposed a “*more strategic and practical*” concept and process referred to as “Country and Territory Strategic Partnership Frameworks”.
394. The Country and Territory Strategic Partnership Framework that was endorsed at the 2020 Executive Board Meeting is guided by the following principles:
- Be high-level guides to all interactions between the Secretariat and individual SPREP Island Members.
 - Confirm mutual commitments to existing and planned strategic priorities and actions;
 - Take account of other development partner engagements in each Island Member development Plan.
 - Align with the Partnership Principles of the SPREP Partnership, Engagement and Resource Mobilisation Strategy.
395. Since the first visits in 2019, no Country and Territory Strategic Partnership Frameworks have been sighted by the Review Team. Given the current status of the above and the cost implications of what might be called a “tour” of the Pacific, the Review Team requests Members to consider other options.
396. The Focal Point network has not worked effectively since its inception either and needs revamping. Improvements in SPREP governance are also needed in order to better reconcile Island Members’ expectations that SPREP provides technical staff supplementation to compensate for their lack of national capacity.
397. It sometimes appears that decisions at the SPREP Meeting are not effectively followed-through or taken up beyond the Island Members environment agencies. Greater efforts to engage central agencies and other sectoral line ministries would assist.
398. As recommended in the 2014 Review (Hay et. al, 2014) core funding priorities should be more proactively managed by Members. This also requires greater commitment to SPREP governance processes, and an approach by the Secretariat that better fosters this commitment.
399. A SPREP national manager per Island Member would be an effective measure to overcome these challenges of ensuring wider representation of SPREP to all Island Members and would facilitate a whole of country approach. The Forum Secretariat’s SIS Advisors provide an example of this approach delivering well. Establishing a presence in each Island Member country would be a significant financial investment for SPREP.
400. Decentralisation, or developing a presence beyond Apia, has occurred in the Marshall Islands, in Fiji, in the Federated States of Micronesia, in Vanuatu and in Solomon Islands. However, some of these postings are project-funded positions, with associated potential sustainability issues. A Working Paper for the 2nd Executive Board Meeting outlined a strategy of how the presences in Vanuatu, Solomon Islands and the Northern Subregional Office in Marshall Islands are funded and maintained. Seeking funding to keep the offices operational does not meet the mandate of the Strategic Plan 2017-2026

to forge and engage more with Island Members. Thus, increasing the geographical spread of SPREP is seen as more a project management response, and not necessarily a strategic response. The issue of project funding will not ensure sustainability after the project has finished therefore SPREP core funding will be required and essential.

401. Direct reporting to and oversight by the Deputy Director General would give confidence and authority to the positions and further add oversight across the economic, social and cultural sectors, including understanding how the environment underpins livelihoods and well-being. It will also introduce greater accountability for Island Members, including annual reporting to SPREP and engaging with SPREP in a more transparent way.

2. Processes and Systems

402. The PIP Reporting (2018-2019 and 2020-2021) provides an overview of SPREP's performance against the 2-yearly outcomes the Secretariat has committed to delivering under each of the Organisational Goals and their Objectives.

403. This Section assesses SPREP and the Secretariat's performance and future needs in terms of the "Processes and Systems" component of the Star Model and according to the concept of Value developed for this Review (whether SPREP is demonstrating high quality and targeted service delivery for its Island Members that is efficient, effective and economical) (refer Section B1.3 Review Methodology).

404. Processes and systems relate to the flow of information, including information technologies, which is addressed by Organisational Goal 1 in the Strategic Plan 2017-2026. Organisational Goal 1 is:

That SPREP has information, knowledge, and communications systems that get the right information to the right people at the right time and influence positive organisational, behavioural and environmental change.

405. The underlying objectives of Organisation Goal 1 are:

- Objective 1.1: Share and use knowledge through the development and maintenance of reliable systems and processes for the effective collection, storage, and access to critical information.
- Objective 1.2: Influence positive behaviour change within SPREP and its stakeholders through persuasive, purposeful, and integrated communications.
- Objective 1.3: Improve quality and inter-operability of information and communications technology infrastructure in the region for SPREP HQ and Regional Offices.

406. In addition to reviewing progress and performance in relation to this Goal, this Section examines:

- What are the key processes that deliver value for the Island Members?
- Which of these processes work well?
- Which need to be improved?

2.1 Snapshot of Performance

407. Organisations need to consider the balance between performance and conformance activities. **Performance** responsibilities focus on strategy, value creation and resource use. On the other hand, **conformance** responsibilities focus on providing assurance to stakeholders that the organisation is working effectively and efficiently to achieve its strategic and operational goals. The former is more forward-looking and the later backward-looking.

408. This distinction between performance and conformance activities is particularly important when managing processes and systems. Both elements need to be actively considered in a balanced fashion. An overemphasis on performance can lead to governance and accountability failures. This may be associated with loss of reputation or reputation risk. An excessive focus on conformance (compliance) alone can be wasteful and an inefficient use of resources, particularly if this is just a “tick box” exercise, it is not sufficient alone to ensure long-term success of the organisation.
409. This Review has not been able to undertake a full review of the Secretariat’s internal processes and procedures due to both the remote nature of communications and the limited time available. The feedback received is that many of the Secretariat’s processes are still paper based, which makes them hard to assess without inspection. Findings and suggestions for improvements to the Secretariat corporate systems and processes from the staff consultations and survey include the following:
- The systems and processes require a major overhaul and upgrade and are a major hindrance to doing business effectively.
 - Corporate systems and processes could be modernised and updated.
 - Prioritise establishing systems in place for example HR, Recruitment, Leave, Performance Management, IT, Contracts Management, Records Management, and Registry.
 - Standardisation of project management across the organisation.
410. Due to the COVID Pandemic, the way the Secretariat works has changed dramatically to communicate digitally at all times. There is a need for a holistic digital transformation of the whole organisation.
411. The Secretariat has undergone extensive reviews of the current systems to obtain accreditation from several major donors. These include the European Union Pillar Assessment to receive funding under the EDF11 funding (PWC, 2021), and SPREP’s 2021 Reaccreditation Assessment to maintain its status as an Accredited Entity with the Green Climate Fund¹⁹. Both of these accreditation and audit processes have involved an assessment of the Secretariat’s policy and procedures against donor quality standards by external Audit teams. These teams have carried out both a review of the Secretariat’s written policies and undertaken performance testing of actual transitions to determine the Secretariat’s compliance with its own written policies.
412. In this regard an example to note are the two conditionalities imposed by the Green Climate Fund (GCF) as part of the recent reaccreditation of SPREP for a further 5 years.
- Condition: To be met within one year from the date of the re-accreditation decision: Provision of the management response and the risk mitigation report on the risks indicated as “highly likely” in the Risk Committee report and risk management register of September 2020, as well as in the audit reports of the applicants’ projects, such as delays in the implementation of projects and the recruitment process of the managers and specialists for projects development.
 - Condition: To be met at the date of submission of the mid-term report for the second accreditation term:
 - (i) Evidence of the increased internal audit unit human resources capacity and of recruitment of additional managers and specialists for the projects as per the

¹⁹ SPREP Re-accreditation Assessment presented to the GCF Board in July 2021, GCF/B.29/07/Add.02, <https://www.greenclimate.fund/sites/default/files/document/gcf-b29-07-add02.pdf>

recommendation of the internal audit report of 2019 and Risk Committee report of September 2020;

- (ii) The report on the quality review of the internal audit function that is scheduled to be conducted in 2021–2022; and
- (iii) Provision of audited financial statements for 2020–2021.

413. As insightful as these independent assessments are, it is important to note that they are configured around a set of standards that focus heavily on donor perspectives. Donor standards are based upon a *total quality management approach*, which is useful although this is almost exclusively through the lens of managing donor risks. This approach does result in all parts of an organisation having to operate with systems designed for a particular mode of development assistance - namely project funding. Furthermore, as many of the projects funded by such donors are for high-cost infrastructure, the administrative standards are highly specified and often involve over-engineered processes and procedures.
414. Thus, while these procedures and processes may be seen as the “gold standard” they add cost to administration and can result in other lower risk activities - such as the provision of policy advice - becoming more cumbersome or simply not delivered due to time and expert availability.
415. As well as noting the above, the Goal 1 Performance Implementation Plan (PIP) Reports from 2018 to 2021 have identified the following proposed activities and policy documents:
- Electronic Document and Records Management System (EDRMS) to “improve the management and accessibility of internal information” (no funding available).
 - Knowledge Management Strategy and Framework by 2019 also listed as an activity for 2022-2023).
 - Updating the IT Business Continuity Plan.
 - Policies, Guidelines, Standards and Marketing resources for the Information Resource Centre and Archives (IRCA).
 - Inter-operability standards adopted and mainstreamed into project development activities.
416. The PIPs confirm that the activities above are each a new system, plan, policy or guideline to be developed.
417. The Performance Implementation Plans (PIP1 and PIP2) commit to extensive improvements to the Secretariat’s Library, Knowledge Management, IT and systems and processes generally, but little appears to have been completed over the last five years.
418. Noting the above and drawing on the feedback from staff and other stakeholders, the Secretariat now seems to be process focused. The Review received consistent advice that all approvals need to be cleared by a number of staff and that almost every decision is approved by the Director General. This would appear to be because there is a heightened concern about compliance with a greater weight being given to conformance with donor driven standards.
419. This would be due to the practices of donors, like the EU and GCF, to determine certain payments are ineligible and refundable when auditors find they do not conform to the internal processes that have been accredited to their standards. The Review Team is aware this issue of “ineligible payments” has resulted in major financial issues for several CROP organisations in recent years. It is understandable that the Secretariat has added additional checks and balances to manage this risk. However, this also highlights the

lack of accountability afforded to staff responsible for and required to meet the standards set.

420. Nevertheless, this well-intentioned change may have resulted in processes that are “one size fits all,” they are not risk based and they can be inefficient. In effect a “sledgehammer” is being used to crack a nut,” when another tool is more appropriate.
421. As discussed below, there is considerable scope to increase the digitisation of the Secretariat’s processes, which would improve its information flows, and allow the organisation to better operate in a virtual environment. Many of the donors this Review consulted, including the GCF and EU, confirmed that they would accept an organisational standardised system, on the condition that it could be demonstrated to achieve all the requirements of their reporting and monitoring prerequisites.
422. Digitisation of all past and current records and processes would not only improve the effectiveness and efficiency of delivering services from and by the Secretariat across the organisation, but also allow it to operate more efficiently across all Island Members and help it to devolve work to in-country teams who are coordinated electronically. This type of change to the Secretariat’s processes and systems would enable it to pivot away from the “fly-in mission” model of expert support, to one based on in-country teams whose capacity is developed and monitored from Apia. It reduces the need for international visits once COVID-19 travel restrictions are lifted, resulting in subsequent savings/increasing allocations for Island Member programmes. Furthermore, this approach would permit more remote auditing and monitoring by Island Members. Moving away from a reliance on paper helps to address audit trails and document storage issues that face many Pacific-based organisations.
423. The following sections detail opportunities and recommendations for the Secretariat to improve its processes and systems in the following areas:
 - Process Mapping,
 - Project Planning,
 - Memoranda of Understanding,
 - Quality Management System,
 - Procurement,
 - Information and Knowledge Management.

2.2 Process Mapping

424. This Review considers that the Secretariat needs to undertake a root and branch review of its processes to align the Secretariat’s processes and procedures with its mandate and strategy, unlike previous exercises, which have focused on meeting donor-imposed controls. This would be a whole of organisation review approach.
425. This different approach should also take into account the risks involved for the type of work involved. While project implementation work will continue to require a high degree of assurance, much of the work for the Secretariat’s advisory services could be simplified, whilst still preserving key checks and balances for accountability. This would speed-up decision making and service delivery in these areas.
426. A full process mapping of the Secretariat’s business processes would help identify bottlenecks and unnecessary stages that could be simplified and consolidated. The process mapping would list every work step that is involved from each category of staff and would show how many people need to touch a transaction before it is completed.

While all processes should be examined, the major processes that should be mapped and optimised include:

- The purchasing of common goods and services through quotes or purchase orders.
- Procurement process such as:
 - Securing expert consultants,
 - Formal tendering process both simple and for major and complex purchases,
 - Formal grant giving processes,
 - Recruitment and hiring of new staff,
 - The payments process,
 - Meeting paper production process,
 - The workshop training material process,
 - The advisory publications process,
 - Communications and outreach programmes.

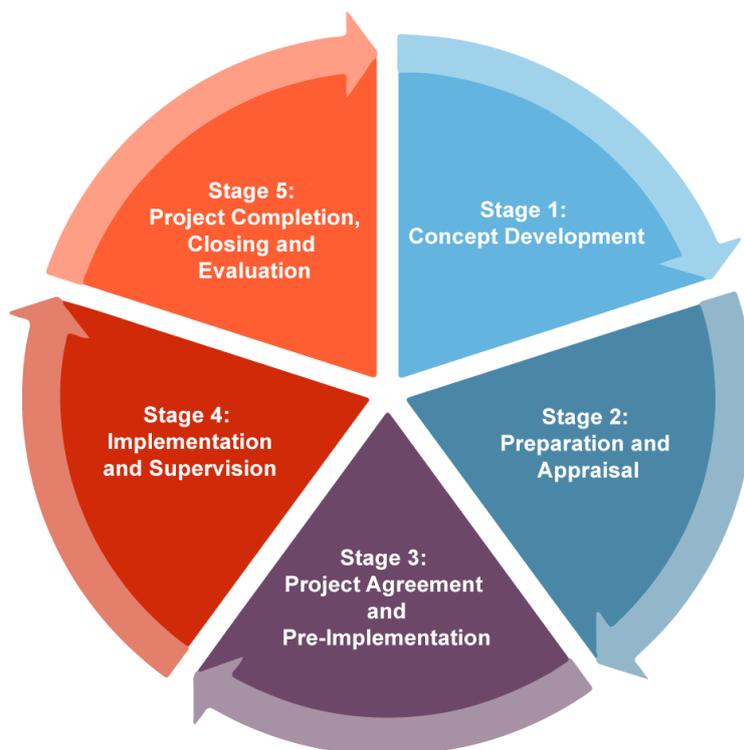
427. This work would need to be undertaken with close consideration to the delegations of authority as this type of analysis quickly highlights where decisions are not being taken at the optimal level within the organisation. It would also need to pay attention to risks to ensure that there remains clear accountability to safeguard internal controls.

428. An additional benefit is that once all business process flows have been fully documented, it is far easier to automate them with current IT capabilities. Indeed, such a process is a necessary prerequisite to any digitalisation process. It is also a prerequisite to adopting a quality management system.

Recommendation 19: That the SPREP Meeting require the Secretariat to process-map and document the workflows of all its internal business processes and the associated data flows across the organisation. Building on this process mapping exercise recommendation, the Secretariat would implement a quality management system, while seeking to attain accreditation under ISO 9000 and/or other relevant international standards for operations (IT services and project management).

2.3 Project Planning

429. The Review invested time in examining the processes and procedures surrounding projects, including project funding. A positive development since the last review in 2014 is that the Secretariat has introduced a project cycle with five main phases (see *Figure 20: SPREP's Project Cycle*):



(Source: SPREP Annex 75 – SPREP Project Cycle, August 2017, Version 2.0)

Figure 20: SPREP's Project Cycle

430. A further positive Secretariat initiative is the “project pipeline” that tracks the prospective projects that donors may fund and manages an internal approval process before a project proposal can be approved by the Secretariat. Major projects can be the source of considerable risk, not only in their delivery, but also through their potential to generate demands for repayment of funds, should there be issues with compliance with internal policies and procedures.
431. The Review also received considerable feedback that there are a number of different project management methodologies used across the organisation, no doubt reflecting the approach and knowledge of individual project managers. In light of the increasing importance of the project implementation work of the Secretariat, the Review considers that there is a need to adopt a more standardised approach to project management.
432. In 2018, SPREP established the Project Coordination Unit (PCU) as the central focal point for managing the organisation’s regional implementing entity functions, including the design, development and implementation of climate financing projects. The Accredited Entity explained that checks on projects by the PCU are undertaken through site visits, project reporting, and regular communications with the executing entity’s project management unit. While these project monitoring systems are good practice, they are currently only being applied for climate financing projects. These project management systems need to be applied across the organisation.
433. There are a number of well-known project management methodologies, for example PMI (Project Management Institute), *Prince2 (Projects in Controlled Environments)*, AIPM (Australian Institute of Project Management RegPM), and GPM (Green Project Management). These management methodologies offer organisations a standardised quality accreditation which is internationally understood and trusted. This Review

concludes that the Secretariat would benefit from selecting one of these accreditation systems upon which to build its project management process and system.

Recommendation 20: That the SPREP Meeting require the Secretariat adopt a single and standardised project methodology and apply this for all projects including a detailed fully costed risk assessment for all projects.

2.4 Memoranda of Understanding

434. As identified in the 2014 Review, Memoranda of Understanding (MoUs) are an important management tool and remain available to the Secretariat to support delivery of services to Island Members. Section C5 reports that the Secretariat provided the Review Team with a list of 58 currently active agreements dating back to 2017 ([Annex 19](#)). These agreements were in various forms including MOUs.
435. MoUs allow for more formal mechanisms of cooperation, with specific goals and activities, and support requests for resources as they are formally articulated. MoUs identify areas of mutual interest and cooperation that are derived from the Strategic Plan and Performance Implementation Plans. MoUs can relate to a funded project executed by SPREP. They are also a useful way of identifying support.
436. Importantly, MoUs cannot be enforced through legal means as they usually have no binding obligation in law, relying rather on the goodwill of either party. Given their increasing and ongoing use by the Secretariat, MoUs should be regularly assessed for their effectiveness, and to inform the development of new and revised versions.
437. The 2014 Review found that MoUs: work if they are linked to specific work plan outputs, need to identify a focal point, formalise a process of regular dialogue, and tend to work better with NGO partners than with CROP organisations.
438. Overall, the 2014 Review found that a number of improvements needed to be made in the use of MoUs, so they could contribute to and further increase the effectiveness and efficiency of SPREP. The current system of MoUs was not as effective as it might and should be. The system should be reviewed to ensure that all MoUs dealing with technical and related cooperation have clearly stated links with SPREP's Strategic Goals and Performance Implementation Plan activities. MoUs should be viewed by partners as more formal statements on mutual obligations between SPREP and the partner. The performance of an MoU should be reviewed annually, and revisions made on the basis of the learning.

2.5 Quality Management System

439. As noted above, many of the donor standards, against which the Secretariat has been evaluated in recent years, are underpinned by the accredited organisation model of the total quality management concept. The Secretariat has no influence over these donor funding conditions and is required to submit to the institutional assessment. These assessments are quite specific to each donor that the Secretariat partners with on behalf of Island Members.
440. In order to coordinate and direct the organisation's activities to meet beneficiary/client and regulatory requirements and improve its effectiveness and efficiency on a continuous basis, this Review recommends that the Secretariat adopts an international quality management system standard such as ISO 9000. A quality management system standard is defined as: *"a formalised system that documents processes, procedures, and responsibilities for achieving quality policies and objectives."*

441. Implementing a quality management system affects every aspect of the performance of an organisation. Benefits of a documented quality management system for SPREP would include the following benefits:
- Meeting the needs of the Island Member state agencies and communities, which will help to instil confidence in SPREP, in turn leading to more business.
 - Meeting SPREP’s own regulations and any donor funding conditions which in turn will ensure compliance with regulations and provision of products and services in the most cost- and resource-efficient manner, creating the opportunity for expansion, growth, and efficiency.
442. Some additional advantages arising from these benefits include:
- Defining, improving, and controlling processes,
 - Preventing mistakes,
 - Reducing waste,
 - Lowering costs,
 - Facilitating and identifying training opportunities,
 - Engaging staff,
 - Setting organisation-wide direction, and
 - Communicating a readiness to produce consistent results.
443. The adoption of a general quality management system standard would both provide an independent “quality mark” to the donor specific assessments, which would assist SPREP to secure funding. Importantly, as the adoption of such a standard would be Secretariat-initiated, the accreditation processes would be driven by the needs of its work, namely advisory services and project implementation, rather than the perspective and needs of donors.
444. Furthermore, since the principles of quality management standards like ISO 9000 are internationally accepted, this accreditation would provide a formidable basis to meet any specific donor requirements for administrative systems and would be a useful foundation for any future assessment process.

Refer **Recommendation 19.**

2.6 Procurement

445. Procurement practices are one of the key tools for ensuring that the Secretariat purchases its inputs in a cost-effective manner. The practice of obtaining mutual quotes and running open tendering ensures that there is competition for supply of goods and services, which is an important factor in reducing the price paid for these. All donors seek evidence of sound procurement practices, not only to maximise the value of their funding, but also as part of a broader agenda to ensure full transparency and accountability. The same reasoning applies to the expenditure of the Secretariat’s own funds.
446. Procurement processes need to disclose the outcomes of each process and provide an opportunity for unsuccessful bidders to review the reasons for decisions, and if necessary, challenge these in an independent process. The very existence of this option promotes better decision-making by all those undertaking procurement activities.
447. The EU Pillar Assessment of the Secretariat (PWC, 2021) involved comparing factual information and data relating to systems, controls, rules and procedures against the

Commission's criteria. The conclusions of this assessment do not relate to specific actions, projects, contracts or agreements, neither present nor future. Because of its inherent limitations, internal control and other systems, rules and procedures may not necessarily prevent or detect errors. Some of the findings of the Assessment include:

- Lack of documentation on proportionality considered when deciding on exclusion to access from funding in the Secretariat's Procurement Manual and that the current Procurement Manual be reviewed and updated to incorporate the assessment of proportionality before applicants are excluded from access to funding.
 - Publications and information of recipients - that the waiver conditions of confidentiality and security be incorporated in the Procurement Manual.
 - Protection of personal data - the Secretariat perform a mapping exercise on their current processing activities with the principles as per Article 5 of the EU Financial Regulation and documenting the process accordingly. This can be performed by working through a version of a checklist and recording whether the requirements are applicable and where they are, how they are met (including through cross referencing policies, controls and training measures). It can then use that in its formulation of a personal data protection policy (also see Part D3.5 and Recommendation 27).
448. These findings suggest that there needs to be continued diligence and transparency in the procurement process. This was reinforced by stakeholder feedback during this review that there did not appear to be an effective process to investigate complaints about procurement practices, especially complaints that alleged bias.
449. Due to the privileges and immunities of the Secretariat, there is no ability to challenge complaints around procurement and tendering in a National Court or seek recourse for contractual disputes. This means that the Secretariat can avoid accountability to suppliers without any accountability to an external party. This acts against good administration and good governance.
450. Many jurisdictions have an Ombudsman (or Inspector General) empowered to investigate complaints and attempt to resolve them. They are given full powers and access to staff and documents to conduct an independent investigation, then either make recommendations to another body or make their own determinations to resolve an issue.
451. This Review considers that such an individual could play an important role in ensuring proper accountability in decision making. The principal challenge would be the cost of maintaining the position for limited amount of work. To address this, the Review suggests that one of the members of the Audit Committee be designated as the Ombudsman and receive a special allowance when carrying out an investigation following a complaint. For maximum independence from the Secretariat the Review considers that this person should be a different member than the Chair of the Audit Committee and should be based outside of Samoa. This person should be empowered to access any information and interview any person to address a complaint. While their focus should be on finding a mutually acceptable outcome to any complaint, they should have the power to recommend waiver of immunity or restitution to the Board. Any such report should be transmitted to the Board at the same time as the Audit Committee's report. A fully developed policy outlining the procedures that includes Procurement Policy update, Procurement (purchasing) Policy, Procurement (tendering) Policy and Procurement Complaints mechanism including a review of existing arrangements must be completed and confirmed by the Audit and Risk Committee.

Recommendation 21: That the SPREP Meeting consider requiring the Secretariat to appoint an Ombudsman for procurement, who would be responsible for investigating complaints about procurement. The Ombudsman would report to the SPREP Board through the Audit Committee.

2.7 Information and Knowledge Management

452. For SPREP, as a technical organisation, the management and dissemination of its information, data and knowledge is vital. The changing strategic focus of the organisation, as well as the disruption to business as usual caused by COVID-19, are strong drivers to accelerate the adoption of information and communication technologies (ICT) that are fit for purpose.
453. The Secretariat has a small ICT team of five staff who oversee a range of business systems, information systems and communication technologies. The ICT Team supports a current ICT stack that is common to many organisations consisting of the following main systems:
- An integrated office software suite (Office365) that provides:
 - electronic mail between members of staff,
 - document creation,
 - numerical analysis (spreadsheets),
 - A main website (www.sprep.org);
 - Various project-specific and programme-specific websites, portals and databases;
 - A virtual library system that supports document (Confluence);
 - A project management information system (PMIS) (built in-house with Drupal CMS);
 - A financial management system (TechnologyOne);
 - Elements of an HR information system (built in-house with Drupal CMS):
 - A contract management system,
 - Staff appraisal system,
 - Payroll system (PayGlobal),
 - An Electronic Document & Records Management System (EDRMS) (Alfresco);
 - A Voice over the Internet Protocol (VOIP) telephone system; and
 - Video conferencing tools (Zoom and MS Teams).
454. These systems are run on both SPREP's own networked servers and increasingly on a range of virtual cloud servers. The ICT team develops some business-specific applications (using the Drupal Web Content Management and cloud-hosted Maria Databases) and also has some capacity to support developments in Java & Python programming languages.
455. The Secretariat's knowledge management and Library programmes have continued to be supportive to Members. Its services include:
- Provide research and document delivery services to SPREP staff, Members, and stakeholders;
 - Develop relevant collection of library resource materials to reflect the diversity of programmes/projects in SPREP;
 - Acquire new materials to ensure staff have access to the latest knowledge on the environment in the Pacific;

- Curate a series of regular staff seminars and knowledge sharing on various topics of interest;
 - Catalogue knowledge management products produced by programmes with links established to SPREP portals;
 - Digitise multimedia resources and integrate to the Pacific Climate Change Centre (PCCC) E-learning platform; and
 - More recently, provide enhanced library and information services for the “decentralised SPREP.
456. During stakeholder consultations, this Review received positive feedback on the new library system which, in addition to the traditional catalogue and search function for publications, was also able to function as a public-facing document server for many of the Secretariat’s knowledge products.
457. This new functionality assists the Secretariat to reach its users and supports its role in disseminating knowledge and information on the environment in the Pacific. It is a good example of using new platforms to improve the way that the Secretariat conducts its business, especially when other traditional means of communication have been curtailed by the COVID-19 Pandemic.
458. To support the increasing volume of projects, the ICT team has also developed the genesis of a project management information system (PMIS). While this Review was not able to evaluate it in detail, this also demonstrates that, within their limited resources, the ICT team are focused on developing innovative business solutions.
459. One challenge illustrated by the PMIS work is that this system is not connected to the Financial Management System, and indeed one feature of all the current ICT systems is that they are disparate and not integrated with each other. This results in a lot of manual transfers of data between systems, which is inefficient and also a risk in terms of data integrity.
460. The Secretariat has identified that there are now a number of comprehensive cloud-based offerings which would allow it to replace its disparate systems with an integrated Enterprise Resource Planning (ERP) system. Adoption of such a system would improve its work processes across all functions, particularly in the key areas of financial management, project management, and human resources information. It would also support the Secretariat’s goal of enterprise level reporting.
461. The Review is aware of a number of open source “Software as a Service” (SAAS) ERP offerings that are commonly used by large organisations. These would offer a wide range of modules to support the needs of the Secretariat, are configurable without dedicated software development, and are paid for on an all-inclusive per-user basis. Examples would include ERP offerings such as *Odoo*, *OpenERP* and *Zoho*. The Review strongly recommends the Secretariat consider this type of offering as a way to address its needs in a cost-effective manner.
462. These types of cloud-based ERPs also offer the opportunity to integrate electronic document management systems which, when combined with the embedded electronic workflow, would dramatically speed-up approval processes, whilst tracking underlying records.
463. The principal constraint to greater adoption of supporting business information systems is the fact that the resources devoted to ICT development and improvement are limited, with only approximately \$100,000 available for non-staff expenses. This level of

resourcing is insufficient for the type of ICT systems the organisation requires. The Review has identified areas for improvement with the current ICT set up. These include:

1. The introduction of a full human resource information system incorporating:
 - a. An employee self service module,
 - b. An e-recruitment portal to access a wider pool of talent and assist with onboarding.
 2. Upgrade of the Finance Management Information System including an integration with Project Management.
 3. Automation and online accessibility of business processes including e-signatures for online approvals.
 4. Development of a virtual training platform to deliver IT-specific technical training to Island Members and stakeholders in the Pacific.
 5. Introduction of an event management platform to deliver conferences online.
 6. Upskilling IT staff on new emerging technologies and threats, for example cybersecurity
 7. Improved support for Data Science applications, for example climatology and meteorology applications
464. To respond to this, the Secretariat has come up with a digital transformation concept. This is a wide-ranging proposal that recognises that the Secretariat needs to adopt new technology and digital platforms to deliver its services, while at the same time recognising that this will require increased digital resilience to respond to the increased risk from running in an “always on” state. The concept has the following objectives:
1. Resilient digital platforms, infrastructure, and systems to support business continuity including effective and efficient engagement with members and partners,
 2. Workforce enabling ICT environment,
 3. Operations efficiency delivering quality and timely services to Island Members,
 4. Highly skilled staff with improved technical skills and capacity, and
 5. Strong multilateral partnerships with key ICT service providers.
465. This concept is still in its early stages and needs considerable development before it reaches a form that could be funded. The estimated cost of US\$7M over six years needs to be fully itemised and independently costed. Nevertheless, this Review finds that this proposed strategy responds to the changed business environment and proposes a better business information system that is aligned with the Secretariat’s future strategic direction. This Review considers this concept needs to be supported, fully examined and, once its scope is clear and properly resourced, will be a major strategic change initiative that will enable the Secretariat to become more effective in a changing world. The following recommendations should be funded from the Capital Reserve Fund that includes expenditure for major system upgrades as outlined in Part D4.2.4 and its recommendation.

Recommendation 22: That the SPREP Meeting:

- (i) support the digital transformation of SPREP and commit to fund the prerequisite upgrade;
- (ii) require the Secretariat to develop a proposal with a full description of the desired end-state and a stepped roadmap to achieve that state. This proposal should be underpinned by the following principles:
 - The current disparate systems should be rationalised and consolidated to one set of business systems on a common platform.
 - Project-specific websites or ICT tools should be discontinued, and any donor project funds should be used to deploy sustainable systems on the Secretariat's core systems with all expenses covered by project cost recovery charges.
 - The use of open-source software that includes a variety of business systems as modules, which are already integrated and thus interoperable.

466. While ICT transformations are important, they are significant endeavours that need to be managed carefully. The Secretariat has identified the need for a digital transformation consultant to work with their team to guide the process. The Review Team strongly endorses this approach. In addition, the Review considers that as part of this process the Secretariat needs to adopt a lifecycle methodology for ICT and digitalisation initiatives²⁰.

467. The process should be driven by a lean and agile approach wherein small changes are made regularly and then rapidly iterated to remove any issues, in short small wins and fast iteration.

468. Finally, any sizeable change process cannot be successfully achieved without a change management process. This Review considers that a change management team is required to support the digital transformation process along with monitoring and tracking other changes that are likely to flow from this process. This change process should include a training programme to develop change agents across the organisation.

Recommendation 23: That the SPREP Meeting require the Secretariat:

- (i) engage external support as necessary to assist the Secretariat with its digital transformation process, that incorporates an accepted lifecycle methodology; and,
- (ii) establish a Change Management Unit for digital transformation and broader organisation change.

3. People and Rewards

469. The PIP Reporting (2018-2019 and 2020-2021) provides an overview of SPREP's performance against the 2-yearly outcomes SPREP have committed to delivering under each of the Organisational Goals and their Objectives.

470. This Section assesses SPREP and the Secretariat's performance and future needs in terms of the "People" and "Rewards" components of the Star Model (refer Section B1.3 Review Methodology). The People and Rewards categories in the Model are presented separately. However, in this Review, People and Rewards are combined in recognition of the two categories being inextricably linked and to save repetition. In this context, the People are the Secretariat Staff, and the Rewards are staff remuneration.

471. The People category of the STAR Model governs the human resource policies of recruiting, selection, rotation, training, and development. For SPREP, these policies in

²⁰ Examples of lifecycle methodologies for ICT & digitalisation initiatives include: *Scaled Agile Framework*, *Obashi* or possibly the *Prince 2* project management methodology.

the appropriate combinations should produce the body of staff required for the organisation. The organisation's structure should ensure that the necessary skills, talents and mind-sets are available to implement the Strategic Plan.

472. The Rewards category of the STAR Model aligns the goals of a staff member with the goals of the organisation in order to determine remuneration. The Secretariat should provide motivation and incentives for staff to achieve the outcomes of the Strategic Plan, as well as ensuring that it attracts and retains the staff required to do this.
473. People and Rewards considerations are addressed by Organisational Goal 5 in the Strategic Plan 2017-2026. Organisational Goal 5 is:
SPREP has access to a pool of people with the attitudes, knowledge, and skills to enable it to deliver on its shared regional vision.
474. The underlying objectives of Organisation Goal 5 are:
- Objective 5.1: Recruit and retain people who contribute their skills and knowledge in a collaborative manner to execute SPREP's Strategic Plan in an effective and efficient manner, including the channelling of technical assistance.
 - Objective 5.2: Influence positive behaviour change within SPREP and its stakeholders through persuasive, purposeful, and integrated communications.
 - Objective 5.3: Build a constructive, empowering, and results-oriented culture where working as a collaborative team that respects and values each other is the norm.

3.1 People Category

475. This Review considers that the Secretariat's people (staff) are the most important resource that SPREP has to deliver its mandate. It follows that if the staff have the necessary skills and talents, are well led, fully engaged, and adequately remunerated, then the staff body should have the mind-set and motivation to ensure successful, efficient and cost-effective delivery of the Strategic Plan.
476. The 2014 Review noted in regard to attracting, strengthening and retaining high calibre staff, that staff perceptions of SPREP had improved significantly since 2009 which was largely attributable to an increased focus on the basic elements of good employee relations (Hay et. al, 2014).
477. The 2014 Review found that Staff Retention Rates had increased markedly since 2009. SPREP had moved to a performance-based system for all staff, with remuneration reflecting performance against agreed targets in staff Performance Development Plans, as well as against the new SPREP "Code of Conduct" and "Organisational Values" developed by staff. For the first time in its history, SPREP was undertaking staff training and related capacity building initiatives.
478. The 2014 Review also identified some concerning structural issues and underlying currents. In particular, the 2014 Review observed that project-based, fixed term contracts, while being the standard, were associated with a number of staff retention and morale issues. These issues included: continuity of service issues, organisational memory loss, the inability to sustain momentum around organisational change, family relocation concerns, and attrition of talented people seeking long-term job security. Differences between contract types also raised questions related to consistency in terms and conditions, sometimes lead to locally recruited staff feeling less valued.

3.1.1 The People Strategy

479. From 2018 to 2019, the Senior Management Team had an internal process underway that has resulted in the development of a **People Strategy** which is planned for implementation over the period 2021-2025. The Strategy's intended outcomes are as follows:
- A culture that is inclusive and resilient.
 - Health, safety and well-being embedded across all locations.
 - Robust workforce plan is delivered.
 - Increased mastery in leadership capability.
 - Enhanced people policies, practices standards and ways of working.
480. The development of the People Strategy fell under *Organisational Goal 5* of the 2017-2026 Strategic Plan and was developed by way of internal consultations and the assistance of an external consultant before a draft was considered at the 2020 Executive Board meeting.
481. The PIP reporting against *Organisational Goal 5* from 2018-2019 does not report significant progress against the Goal's objectives other than the development of the People Strategy. The planned activities for Goal 5 in 2022 to 2023 (PIP 3) are extensive and reflect the content of the People Strategy. They include:
- Further review and finalise People Strategy by peers and teams to include research, consultation, development, endorsement and implementation,
 - Develop transformation programmes that build an organisational culture aligned to Values and Code of Conduct,
 - Conduct Annual Staff Engagement Survey (deferred in 2020) which will be referred to in developing the implementation plan with agreed actions,
 - Carry out Performance Development System (PDS) and report on the Staff Performance,
 - Review PDS and identify areas for improvement.
482. Whilst this Review can only note the recent adoption of the People Strategy, the Review also notes that a component of the People Strategy is the proposed development of a capability framework. Capability frameworks are a valuable tool for understanding the unique skills required at each staff level in order to deliver an organisation's mandate and strategy. Capability frameworks enable greater consistency across an organisation in the way the work force capability is developed and capability gaps are identified and addressed. It is the Review Team's assessment that this is a critical area of work for the Secretariat that should be prioritised and fast-tracked.
483. The Review was made aware of a remuneration review underway but were not provided with any information from the review during the assessment phase of the project (7 June to 20 August). As such, the Review is of the view that it will be essential to complete a review of all staff remuneration and contractual arrangements along with the staff rationalisation and capability. This will include a review of termination arrangements together with a review of the "contingent liability" associated with staff leave and accruals for termination that sit within the Balance Sheet. A review of the Human Resource policies and procedures is also essential to determine if they are relevant or require updating.

Recommendation 24: That the SPREP Meeting require the Secretariat to put into place a Capability Development Framework that could be developed and implemented either as part of, or standalone from the People Strategy.

3.2 Staff Conduct

484. SPREP has a **Code of Conduct** which includes the following goals:

- Develop environmental leadership,
- Focus on service delivery,
- Value our people,
- Demonstrate integrity.

485. The Review suggests that an additional goal of zero corruption tolerance be added to the Code of Conduct.

486. The Code of Conduct sets out the behavioural expectations of SPREP staff and guides their conduct in situations where there may not be explicit laws.

487. To be effective, any such code of conduct must have a supporting process whereby complaints about potential breaches of the level of conduct expected can be investigated fairly. Where this behaviour is found wanting, it should then support a range of consequences that allow an appropriate sanction to be imposed. This may range for a formal reprimand through to loss of employment.

488. With this potential for significant consequences, it is vital that processes are fair, transparent and equitable. The current SPREP Staff Regulations provide for discipline in *Regulation 12*. The procedure outlined within it is confined to internal measures and does not provide any scrutiny of those measures to ensure they are conducted in fair and ethical manner. It does not provide for the establishment of an independent external dispute mechanism where staff can seek independent review. The mere existence of an avenue of appeal can lift the quality of internal processes. Such an independent procedure is now increasingly practiced by similar organisations to SPREP, for example The Pacific Community (SPC).

489. During discussions with staff as part of the consultation phase, the Review Team heard accounts of concerning behaviour by Secretariat staff in positions of authority that could be deemed as a breach of the Policy and warrants investigation by an independent external adjudicator. Of particular concern was the fact that most staff relayed that they felt they could not challenge or object to some actions due to fear of retribution.

490. As an international organisation, SPREP is immune from national laws and tribunals, which means that staff do not have the same redress rights as regular employees who can access domestic employment tribunals and labour courts. The United Nations and SPC have their own staff dispute resolution tribunals, which replicate the process available to employees under domestic law, namely the right to have a hearing in front of an independent adjudicator, who hears and assesses the positions of both the employee and the employer.

491. This Review is of the view that both Secretariat staff and the organisation itself would benefit from such a procedure being in place. It would improve staff morale and provide confidence to SPREP Members that no favouritism, nepotism or victimisation is occurring. SPREP could seek sharing such a process with SPC or approach the International Labour Organisation (ILO) for assistance as they offer such services.

Recommendation 25: That the SPREP Meeting consider requiring the Secretariat to establish an independent external dispute mechanism to provide a neutral forum for staff grievances to be addressed and adjudicated after other dispute settlement processes, such as in Staff Regulation 12, are exhausted.

3.3 Staff Advisory Committee

492. SPREP has a Staff Advisory Committee that is open to all members of staff although, in practice, senior management is not involved in its activities. The Staff Advisory Committee represents staff in relation to a number of issues and has been active in soliciting general input from staff to feed into SPREP’s human resource consultations.
493. Employee organisations, such as trade unions, are an important means of staff raising issues with management collectively, ranging from health and safety concerns, poor management practices and harassment through to the more traditional remuneration issues. They can also help broker solutions to interpersonal issues.
494. Drawing on input from several sources, the Review Team identified that the Staff Advisory Committee in SPREP may not be functioning at arm’s length from SPREP management. As a result, it has not been able to carry out its important function of addressing issues staff are having with management. International Labour Organisation (ILO) standards²¹ emphasise that employee associations need to be independent, they specifically disapprove of unions that are effectively controlled by an employer. While the responsibility for ensuring independence of the Staff Advisory Committee lies with staff, the Secretariat should support the Staff Advisory Committee to obtain any advice from the ILO to ensure the Staff Advisory Committee is fully independent, with free elections, and allow it to establish links with other CROP agency staff associations.

Recommendation 26: That the SPREP Meeting require the Secretariat to support the Staff Advisory Committee to reform itself as a single entity staff labour organisation with a higher level of independence, that operates in accordance with ILO standards.

3.4 Gender Equity and Social Inclusion

495. The **SPREP Gender Policy (2016)** establishes a framework for the Secretariat’s commitments to advancing Gender Equity and Social Inclusion (GESI) in SPREP’s work including within the Secretariat. These commitments include fostering an institutional environment that supports and encourages gender mainstreaming. Priority actions in the Policy that relate to the Secretariat’s corporate operations include:
- Strengthening and maintaining an institutional environment to support Gender mainstreaming,
 - A commitment to gender diversity and balance in the organisation and to recruitment of Pacific Island women including 50% female representation at the Secretariat’s management/advisor tier and above,
 - The appointment of two Gender focal points in house.
496. In 2020, the Secretariat established a Gender Equity Inclusion and Mainstreaming Working Group (GEIM) to oversee the implementation of the Gender Policy. GEIM conducted a survey that revealed low to minimal staff understanding and awareness of the Policy and its implementation status. Most project staff described their engagement with GESI considerations as a project-specific donor reporting requirement. The

²¹ ILO Right to Organise and Collective Bargaining Convention, 1949.

stocktake also revealed that SPREP has not invested in capacity development or cultivating an organisational culture to mainstream its GESI commitments. The findings from the stocktake will inform a planned review of the Gender Policy.

497. This current Review gave the staff the opportunity to comment on gender issues during the staff consultations ([Annex 21](#)). An example of the responses received follows:

'I don't think gender equity is an issue at SPREP. Overall, there is parity. In the Senior Leadership Team there are more women. In IT [the Secretariat IT Department] we would like more women, but they are not motivated to apply for positions.' (SPREP Staff Member Survey Response)

498. Part C of this Report examines SPREP's approach to implementing the Gender Policy through SPREP's four Regional Programmes and associated projects. It concludes with the recommendation that: *"the planned review of the Gender Policy reflects developments in gender equity and social inclusion theory and practice since 2016, that the Secretariat's Senior Leadership team reinforce their commitment to the implementation of the GEIM, and that the Secretariat introduce a systematic approach to planning monitoring and evaluating the implementation of the Gender Policy"* (refer Section C6.5, Recommendation 8). As the Gender Policy includes commitments to the Secretariat's corporate operations this recommendation also has relevance and implications for this Corporate Review.

3.5 Protection and Disposal of Personal Data

499. The issue of Protection and Disposal of Personal Data has recently been considered in the Pillar Assessment of SPREP conducted for the European Commission (PWC, 2021). The Assessment found that: "SPREP currently does not have a specific policy on protection of personal data, however they have a range of other policies which govern protection of data in general, which includes personal data. SPREP needs to design and implement a specific policy on protection of personal data as per Article 5 of the EU Financial Regulation." The Assessment further found a lack of documentation in SPREP policies on retention and disposal procedures of personal data and recommended SPREP's policies be updated to specifically address the time frame for which personal data regarding employees are kept by SPREP and procedures on how it is disposed when no longer required.
500. Noting this finding in the Pillar Assessment relates to a specific donor requirement, the Review team concurs with the assessment that the Secretariat needs to provide adequate personal data protection for staff as part of a general obligation to protect the privacy of personal information.

Recommendation 27: That the SPREP Meeting require the Secretariat to formulate a personal data protection policy. The policy should define a timeframe for retention of such data and procedures for how it is ultimately disposed.

3.6 Rewards

501. The concept of Rewards relates to staff remuneration along with any incentives which may be grouped together as total remuneration. The Performance Implementation Plan Reports (2018 to 2021) highlight the following efforts:
- The absence of any dedicated budget for Human Resources activities, "HR progresses these work and expectations where they can".

- Efforts made, where possible, to work with staff and for the Senior Management Team to address issues that could contribute to positive performance and work culture, including a healthy and safe environment for all.
- Culture transformation programme reported on in the People Strategy as a work in progress:
 - “People Strategy implementation commenced with high staff engagement through linking mechanisms with a culture of empowerment and collaborative teamwork.
 - Remuneration review progressed in early 2021 to support the People Strategy as well as an empowering culture.
 - Performance Bonuses awarded to staff despite no dedicated budget from the previous year in support of performance as well as a constructive, empowering and results-orientated culture.”

502. Historically, SPREP has associated itself with the CROP Harmonisation on Remuneration process inclusive of FFA, PIFS and SPC. However, in 2019 the SPREP Meeting expressed its concern regarding this historical arrangement, as did a number of other CROP agencies.

AGENDA ITEM 9.3: CROP Harmonisation on Remuneration

The Meeting:

1. **Noted** that there has been no progress at all for the work of the Council of Regional Organisations of the Pacific (CROP) Harmonisation on Remuneration;
2. **Noted** that in the absence of a clear position from the participating CROP agencies and the CROP Chief Executive Officers, the Secretariat will continue to employ the CROP remunerations systems and methodology until such time that it is clear that harmonisation of remuneration is no longer possible to pursue and maintain;
3. **Approved** the engagement by the Secretariat of an independent qualified consultant to review its remuneration system to ensure it remains competitive in the local and international employment markets;
4. **Endorsed** the establishment of a Friends of the Chair to meet intersessionally to consider the proposal from the Secretariat on the adoption of a salary movement of up to USD 300,000 in total for all staff, subject to clear identification of specific funding available. The Friends of the Chair will provide a report to the 2020 Executive Board for a decision. The Executive Board can make a decision on this matter.

Figure 21: Agenda Item 9.3: CROP Harmonisation on Remuneration

503. Item 3 of the 2019 SPREP Meeting decision approved the engagement by the Secretariat of an independent qualified consultant to review its remuneration system to ensure it remains competitive in the local and international employment markets (*Figure 21: Agenda Item 9.3: CROP Harmonisation on Remuneration*). At the time of this Review, the Secretariat was in the process of finalising this review. Unfortunately, the review report was not shared with Review Team during the assessment phase of the project (7 June to 20 August). Therefore, the discussion that follows is made without this information.
504. From the information made available to this Review Team and based upon the established CROP Harmonisation of Remuneration arrangements, the Review Team makes the following general observations:

- There is a large number of staff who are only on 90% of their respective salary band, which is where SPREP staff are placed after they complete probation. This implies there has been little or no staff assessment or progression as most staff should be at or near 100% (fully effective) after a few years. This progression towards 100% and beyond should occur regardless of market salary adjustments, which are dependent on external market forces and adjust the amount payable at the midpoints (i.e. 100%). This may well be contributing to the cause of low morale amongst staff.
 - There are a lot of staff with only 1-3 years in their roles, which implies they are in their first contracts. Noting that SPREP staff numbers have grown in recent years, we are unsure whether this is due to rapid growth or whether this highlights an issue caused by high staff turnover, or a combination of both.
 - At the Director level and above, there appear to be inconsistencies of job sizing and banding compared with other CROP organisations (see Section D1.4.4 and Recommendation 15).
 - Concern about discrepancies between conditions for “Employee in a Position Advertised Internationally” (EPAI) and “Employee in a Position Advertised Locally” EPAL staff were raised through the staff consultation process.
 - SPREP’s current portfolio of work means that the scope and demand for recruitment of professional staff has increased. There are now more young professional scientists and technicians from the Island Members of SPREP. This should be manifesting itself in the staffing of the Secretariat. The challenge is to attract new talent when competition globally for these skills is still likely to see some of these Pacific Island graduates migrating.
505. For SPREP, a distinctly positive development is that of initiating a presence in other locations in the region. A SPREP presence now exists in Melanesia (Fiji, Solomon Islands and Vanuatu), and in Micronesia (Marshall Islands). This initiative brings with it an additional set of challenges whether the presence be in the form of an in-country Project office such as in Fiji, Vanuatu and Solomon Islands, or a dedicated Subregional Office responsible for seven countries as in the Marshall Islands.
506. The observations listed above will need to be weighed by the SPREP Meeting. As staff costs are the main cost driver for the organisation, decisions on these issues can result in paying too much for human resources, or alternatively not being able to attract and retain needed staff and expertise. This requires consideration of two competing priorities: firstly equity, wherein all staff should be paid the same for equivalent work; and secondly the reality of international labour markets wherein higher salaries may need to be paid to secure the required skills and expertise.

3.6.1 Retirement and Pensions

507. For many international staff, the ability to continue to contribute towards retirement benefits is an important consideration. SPREP pays an employer contribution of 10% of salary based upon the benchmark of the Samoan National Provident fund. While this fund suits the needs of Samoan residents, it is not a suitable fund for international staff who have arrangements in their own countries. Many countries have a general rule that does not allow their citizens to contribute to national pension funds while living overseas and benefiting from an income tax free status. This is why bodies such as the United Nations and SPREP administer their own pension funds for their staff, although other CROP agencies do not have such an offering.

508. Most countries do allow certain people, for example government employees on overseas postings, to continue to contribute to their own national pension schemes service whilst working overseas. Members should investigate adding SPREP staff, and indeed any CROP agency staff, to the list of individuals who can continue to contribute to their own pension fund even if outside of the country. The review encourages SPREP to look at the various options available to staff to pay into pension schemes in their home countries.

Recommendation 28: That SPREP Members ensure that their respective national pension/superannuation schemes remain available to their nationals while they are working at SPREP.

3.6.2 Learning and Development

509. Under the Learning and Development Policy (2011), the Secretariat recognises the need for ongoing learning and professional development of staff and is committed to providing appropriate and relevant opportunities, within budgetary constraints, to ensure there is continuing capacity building within the organisation. Staff and their Line Managers are responsible for completing the Individual Learning and Development Plan (LDP) for each staff member during their performance development planning sessions. A Training and Development Plan for the Secretariat is scheduled in July each year. However, the consultation phase of this review revealed that staff do not feel they are being provided with adequate opportunities for professional development and training.

4. Sustainable Finance and Funding

510. The PIP Reporting (2018-2019 and 2020-2021) provides an overview of SPREP's performance against the 2-yearly outcomes SPREP have committed to delivering under each of the Organisational Goals and their Objectives.

511. This section will discuss Organisational Goal 3 and its underlying objectives. Organisational Goal 3 is:

SPREP has a reliable and sustainable funding base to achieve environmental outcomes for the benefit of the Island Members and manages its programmes and operations to stay within its agreed budget.

512. The underlying objectives of Organisational Goal 3 are:

- Objective 3.1: Achieve a balanced and sustainable budget.
- Objective 3.2: Manage funds efficiently and transparently through effective financial, risk management, and audit systems, integrated with programme management, monitoring, evaluation, and reporting systems.
- Objective 3.3: Build effective, strategic, long-term relationships with new and existing donors through regular communications, including high-level discussions and meetings.
- Objective 3.4: Build the capacity of SPREP as a regional Implementing Entity for climate change and as a conduit for other environmental funding mechanisms.
- Objective 3.5: Seek additional sources and forms of sustainable financial support.

513. This section is focused on examining the latent financial issues that the Secretariat is facing. It focuses on root causes and considers the **funding principles** and an **underlying financial model** to achieve sustainable funding. It does not contain budget analysis or purport to be a full costed funding review, which is beyond the scope of this Review. The underlying financial model incorporates changes in the following areas

already addressed in Part D of this Report that includes: Governance and Organisational changes, Audit Committee and Risk Management, Corporate Systems and Processes and People Strategy and Rewards. All these areas have implications for available funds. A major component of available funds are Member contributions that should be the primary contribution to the Core Budget.

514. The most important and key element underpinning this financial strategy is a strengthened, robust and rigorous project management cycle and risk management functions. The revised roles of the Independent Audit and Risk Committee and Risk Manager in this process would further enhance the financial sustainability of the organisation. The Pacific Islands Forum Secretariat has undertaken a similar change process over the last six years, it now has 10 months of operational expenses in the General Reserve Fund on the Balance Sheet.

4.1 Secretariat Work on Sustainable Funding to Date

515. The Review has considered the Working Papers presented by the Secretariat since 2017 at the SPREP and Executive Board Meetings to address core budget pressures that effect long-term sustainable financing for SPREP. Significant issues outlined in these papers include:

- For the past 3 years SPREP's budget has shown good recovery, realising surpluses since 2017 resulting in the removal of negative balance in reserves. However, audited financials for 2019 noted a net deficit of USD\$81,977 compared to a net surplus in the previous year of USD\$154,273. While reserves remain at a positive balance, the impact of the deficit is a reduction in overall reserves from USD\$139,740 in 2018 to USD\$57,763 by the end of 2019.
- The Secretariat in the past 2 years saw its portfolio doubling in size from US\$15 million in 2017 to over US\$33 million in the 2018/2019 biennial budget. This growth is attributed an increase in project funding from the European Union, the Green Climate Fund and the Adaptation Fund.
- Despite great improvement in the past 3 years, the challenge still remains for the Secretariat to maintain this positive performance and thus sustainability of funding with a view to rebuilding reserve funds to ensure a strong financial position for the Secretariat moving forward.
- Core funding through membership fees underpins service delivery to Members and leverages significant tangible benefits for Members. As emphasised at the 28th SPREP Meeting, annual membership contributions play a significant role in the overall budget.
- Outstanding payments on membership contributions are one of the contributing factors to the accumulated deficit and negative reserves over past years. If outstanding contributions are fully recovered, it will eventually eliminate the negative balance and allow for rebuilding of reserve funds which is essential for covering any unforeseen circumstances in the future (e.g. liquidity shortfalls).
- Funding for SPREP operations and staff salaries is dependent on direct expenditure derived from implementation of project activities and programme fees. This income equates to 84% of the overall budget of SPREP. Reduced project implementation translates into reduced income from project management fees with flow-on to the overall financial position for the Secretariat²².

²² SPREP/EB02/WP 10.2

- The financials for the first 6 months of 2020, including the updated forecasts of project implementation for the remaining six months, indicate that the Secretariat will be realising about USD\$23 million, or 62% of the overall budget of USD\$36.8 million. On this trajectory, the Secretariat envisages an overall deficit of USD\$340,496 by year end assuming no improvement in the COVID-19 situation²³.
516. The approach taken to date by the Secretariat seems to have focused on balancing the budget rather than emphasising the value received for membership. Additionally, little attention seems to have been paid to prioritising which areas of its work provide the most value and/or quantifying the essential resources to deliver the core services.
517. Significant trends in SPREP’s finances over the past 6 years have included the following:
- 1. No Regular Adjustment to Assessed Member Contributions**
518. The assessed member contributions amount currently to \$1.18M per annum which is 19.5% of the Core Budget of \$6.0 million, and 3.2% of the Total Budget of \$36.9M (based on the 2020 Budget figures).
519. Membership fees have declined as a percentage of the total income of SPREP over the past 7 years (in 2014 they were 29.6% of the Core Budget of \$3.5 million, and 4.7% of the Total Budget of \$22.1M).
520. The assessed member contributions have remained unchanged since 2004, other than the additional membership from the United Kingdom when it joined the organisation in 2013. There was an attempt in 2017 to increase these by 10%, this was not formally approved and in practice has become a suggested voluntary increase, as some Members appear to have paid while others have not.
521. Therefore, there must be certainty for Members and the Secretariat with regard to Core Funding. This means that a 3-year funding strategy is needed that establishes funding agreements between Members and the Secretariat and is reviewed every 3 years. Such a 3-year funding strategy with Members would be matched by a proposed 3-year budget prepared by the Secretariat. This approach has proved effective for both Pacific Islands Forum Secretariat (PIFS) and The Pacific Community (SPC).

2. Members Contribution Payments in Arrears

522. SPREP has had some long-standing arrears. Unlike either PIFS or SPC, or indeed any major multilateral organisation, there have been no consequences for late or non-payment of membership fees. Other organisations set out a range of sanctions that apply to states ranging from loss of opportunities for its nationals, though to withdrawal of services (even if funded from other sources) and loss of governance rights (for example the right to participate in the SPREP governance meetings). To do this effectively, the Financial Regulations need to be amended to provide for a set of graduated and escalating consequences. A proposed change to financial regulations might include a policy similar to the PIFS policy quoted below:

“5.5A Where a Member is in arrears for more than 12 months (that is by 31 January of the following year), subject to any extenuating circumstances, that Member’s privileges, including but not limited to, receipt of travel subsidies, the right to host formal meetings or conferences, or holding honorary positions as chair of the Forum or its committees, or the ability of its citizens to qualify for employment opportunities at the Secretariat will be revoked, withheld or limited until such time as the Assessed Contribution is fully paid.”

3. Voluntary Contributions to shore up the Core Budget

²³ SPREP/EB02/WP 10.2

523. To cover this shortfall, there has been an increase in voluntary contributions from two metropolitan Members, Australia and New Zealand, who provided 37.8% of the Core Budget in 2020 through multi-year untied grants to fund the Core Budget.

4. Reliance on Management and Administration fees

524. The balance of the Core Budget is heavily reliant on management and administration fees as miscellaneous revenue. SPREP's current proportion of its Core Budget funded by Project Management fees is 36.6% (which is lower than the figure of 41.6% in 2014).

4.2 Issues and Solutions

525. The current definition of Core Fund Budget and Programme Budget in the Financial Regulations reflect an underlying funding model that focuses on maintaining an enduring administration capacity, rather than a functional capability to discharge its core responsibilities. Under this approach, all frontline work is funded by donors with the back-office costs of senior management and corporate services funded by member contributions and miscellaneous income.

526. When this model was adopted, it assumed that member contributions will provide for stability of the funding, supplemented by additional income such as project management fees. This model underpinned all CROP organisations approximately 20 years ago and has proved problematic for most other CROP organisations. Both PIFS and SPC have moved to adopt other models to fund their core or primary expenditure. In part to assure its political independence and in part to avoid the impact of fluctuating donor funding, PIFS' Primary Budget (equivalent to SPREP's Core Budget) funds its core capability, which can function without additional donor project funding. SPC has focused on an internal charging system that can identify direct costs to projects to ensure its corporate functions are properly funded.

527. In 2017, the SPREP Secretariat instituted a comprehensive Eligible Direct Cost Recovery Policy. This was aimed at recovering higher levels of corporate business support costs by means of identification of expenses that could be directly attributed to projects (as opposed to indirect expenses that are covered in donor management fee percentages). Whilst originally thought to be promising, this has proved to yield less additional contribution toward overhead costs than hoped. The Finance Department reported to the Review Team that the total amount charged under this policy have been low. In 2020 the figure was 1.7% (\$320,811 collected in cost recovery out of total programme expenses of \$14,339,234) and in 2021 2% (\$282,909 out of total programme expenses of \$16,305,542).

Recommendation 29: That the SPREP Meeting consider and decide to amend the Financial Regulations to:

- (i) Give consideration to a regular adjustment strategy for assessing member contributions
- (ii) clarify that assessed member contributions are mandatory.
- (iii) set a definitive date by which such fees must be paid,
- (iv) introduce graduated consequences for late payment of membership fees, and
- (v) stipulate that arrears greater than 12 months should result in suspension of service unless that government has concluded a payment plan that is approved by the Board.

4.2.1 Matching of Management and Administration Fees

528. The enduring challenge with the use of management fees as regular budget is that these are variable and highly dependent on the provision and condition of donor funding. There are three factors that result in these fees comprising an unstable income source:

1. **Donor provision and preference:** Donor preferences change, as does their available funding and the timing of that funding. As a result, the funding upon which these fees rely may cycle through peaks and troughs.
2. **Donor conditions:** Donors have different parameters around management fees/administration charges. Some will allow the fee to be negotiated, others have non-negotiable rates, and some will not pay them at all. This means the fee may not cover the Secretariat's calculated average cost of project administration.
3. **Donor conditions and payment basis:** some donors will allow the fee to be apportioned over the period of the funding, some allow it to be recognised immediately and some will only allow it to be charged after the expenditure on the project has been incurred. As a consequence, the cash flow from project management fees may vary considerably depending on the mix of donors funding projects.

529. Due to the reduced level of project expenditure arising from the interruption to traditional service delivery from the COVID-19 Pandemic, this last factor has caused issues with the Secretariat's Core Budget in the past 18 months, as the majority of its larger projects are booking significantly lower project administration fees than originally forecast. The Secretariat has reported a negative variance of \$1.2 million for 2020 as a result of the reduced rate of project funding expenditure.

4.2.2 Clarifying and Segmenting Project Funding

530. As Section D1.1 and D1.2 highlight, the Secretariat is currently engaged in two related but distinct business models: advisory services and project implementation. Each of these has a different financial and funding model. In addition to intermingling the work, the current system also intermingles the funding and the matching of the associated costs against income. As suggested in these earlier Sections, the policy advisory function should be separate from the project implementation function.

531. Since projects are funded to meet their estimated costs, this line of the Secretariat's work is financially sustainable as donor funds are either used to purchase the authorised inputs agreed within funding agreement or returned to the donor. While the Secretariat already does this through its Programme Fund Budget in respect of its front-line expert staff, the management fees component is not quarantined. This fee is actually paid to cover the indirect administrative costs of running a project. In practice, the fees are used to defray the general cost of operations. As a result, when there is a fluctuation in donor project funding for any of the reasons set out below, there is no flexibility within the Core Budget to adjust expenditure to match the changed level of project activity. As highlighted in Section D4.2.1, the reduced project implementation in 2021 has translated into reduced income from project management fees with flow-on to the overall financial position for the Secretariat.

532. In line with the business and financial models outlined above, a more effective way to structure the budget would be to match all the costs of project implementation, both frontline and back office.

533. This could be achieved through better identification of the associated administration demands from the total demand from all projects in a planning period. In other words,

rather than costing the administration from each project, the total cost of project administration would be determined on a regular basis as projects commenced and concluded. These would then be fully costed and funded from the project implementation segment of the budget using the project administrative fees. In practice, this would mean senior staff who manage donor funded projects would be funded from the collective project management fees, as would any additional resources in business support teams.

534. Therefore, to ensure the varying requirements and provisions of donors are met, all projects should go through a rigorous analysis before approval to proceed. This analysis would need to ensure that all costs are adequately covered by the proposed project management fees (including the considerations listed in Recommendation 30). The analysis would also include a full risk assessment, costed and signed off by the Audit and Risk Committee.

Recommendation 30: That the SPREP Members require the Secretariat to:

- (i) amend the Financial Regulations to remove project management fees from miscellaneous income, and budget/account for this income and the associated expenses in a separate budget segment;
- (ii) identify which managerial and support staff are dedicated to supporting Project Implementation, and fund these staff from project administration charges;
- (iii) institute internal charges for cost recoveries between budget segments; and
- (iv) ensure that any advice provided by staff to a specific project that is not funded by that project is internally charged on the basis of work days or hours rather than full time employees.

4.2.3 Rationalising Expenditure under Core Budget

535. The Core Budget has grown considerably over the past few years (from \$3.5M in 2014 to \$6.0M in 2020). The cause of this appears to be a significant increase in the number of staff in management and corporate support roles. While SPREP's project funding has increased over this time, it is not clear that this increase has required a consequential increase in staff.
536. With the move to a better matching of the variable income and associated administrative expenses, as per the previous set of recommendations, the resultant core staff required to carry out the advisory services function should be confirmed. This would require rationalisation and cost-cutting, which would release some funds to invest in change processes and new priorities.
537. Potential areas that the Review has identified for cost reductions include:
- Reducing the number of staff over Band 13 through a comprehensive review of staff job sizing and the number of management staff across the organisation (see recommendations under Staffing and Rewards).
 - Review the number of staff in the Corporate Departments, with a view to either:
 - a) Transferring staff devoted to managing or supporting project implementation to the project implementation segment of the budget; and/or
 - b) Funding excess demand on business support from project funding through term staff contracts linked to length of projects requiring the increased administrative support, additional procurement, or heavy recruitment, or alternatively through short term consultancies.
 - c) Greater use of technology to remove manual interface. Through greater technology, automated reconciliation and finance report generation can be achieved within 3-4 days of month end.

Recommendation 31: That the SPREP Meeting require the Secretariat to rationalise core expenditure to cover:

- (i) essential policy advisory functions, and
- (ii) and viable corporate business support function.

4.2.4 Adjustments to the Core Budget – Special Assessments and Capital Assessments

538. The current level of funding under the Core Budget is principally focused on funding business as usual expenditure, generally staff costs. To undertake the level of change that the Review believes the organisation will require over the coming years to respond to its changed strategic imperative, it will need funds for change processes and capital investment.
539. The Review recommends that the costs of this change should be shared between the Secretariat and the Members. Thus, in addition to funds that can be redirected from savings, there is a case for a Special Assessment Fund that can be used as required to fund any change process to meet the revised strategic direction should the Meeting adopt the recommended changes in this Review
540. While not a capital-intensive organisation, the Secretariat has underinvested in its digital and information technologies. To remedy this, the Review considers that there needs to be a capital component of the budget that would allow the Secretariat to make multi-year investments on a periodic basis to renew or upgrade its systems as recommended in Section D2 therefore a Capital Reserve Fund would be required.
541. A further initiative could be to set a General Reserve Fund requirement that, over the next three years, ensures that SPREP builds up a reserve of a minimum of 4 months operating expenses and a strengthened balance sheet. This should be considered along with a 3-year sustainable funding strategy for Member contributions.

Recommendation 32: That the SPREP Meeting consider and decide to amend its Financial Regulations to:

- (i) establish a Special Assessment Fund that can be used as required to fund any change process to meet the revised strategic direction should the Meeting adopt the recommended changes in this Review;
- (ii) introduce into the Financial Regulations a Capital Reserve Fund for asset replacement and major system upgrades, which can be replenished on a periodic basis through a separate capital assessment on Members; and
- (iii) establish a General Reserve Fund to allow for a minimum of four months operating expenses in the event of totally unforeseen circumstances.

4.2.5 Accounting Standards and the Financial Regulations

542. The Secretariat prepares its financial reports based upon generally accepted accounting principles (GAAP). The relevant standards that it applies are the International Financial Reporting Standards (IFRS), which are an accrual-based accounting standard used by many commercial entities worldwide. These are well understood in the region.
543. Many government entities use the public sector equivalent of these, the International Public Sector Accounting Standards (IPSAS). These include a number of standards that are more relevant for an intergovernmental body like SPREP, such as: reporting the budget against the actual expenditure in the financial statements, and greater support for segment reporting.
544. Other CROP organisations have or are adopting IPSAS, including SPC, FFA and PIFS.

545. The Secretariat is a public sector organisation, hence the IPSAS standards are more suitable to the Secretariat. If this decision is deferred, in future years as standards develop, it is this Review's assessment that the Secretariat will struggle to adapt to the commercial requirements of IFRS.
546. While not formally required by IFRS, the Secretariat already shows the relevant budgets for its annual financial statements and should continue this good practice as it supports transparency and a line of sight between budget, planning and the actual results.
547. Segments support sub-components of the reporting entity as if they were a separate entity, whilst still aggregating these to report on the total performance of the entity. Whilst often used to report on results in different geographic areas, they can be used for functional areas as well. The introduction of this accounting technique would support increased transparency and assist in the identification of underlying financial issues from different income and expenditure drivers.
548. This Review suggests that a private accounting firm is contracted to demonstrate the difference in the delivery of financial reporting under IPSAS and IFRS using financial year 2021 as an example, and that this is presented to the Members and Secretariat.

Recommendation 33: That the SPREP Meeting require the Secretariat to consider adopting the International Public Sector Accounting Standards over the next 2 or 3-year time frame.

Recommendation 34: That the SPREP Meeting amend the Financial Regulations to ensure that budgets are prepared on the same basis as Financial Statements.

Recommendation 35: That the SPREP Meeting require the Secretariat to consider adopting segment reporting to allow for greater budgetary control in matching the income and expenditure for the advisory services and project implementation work.

Part E: Conclusion and Recommendations for the Way Forward to 2026 and Beyond

Part E: Conclusion and Recommendations for the Way Forward to 2026 and Beyond

1. High-level Conclusions of the Review Team

549. There is no denying that the Pacific Region is facing an environmental crisis that has the potential to significantly impact on the lives and well-being of all Pacific Islanders. As the premier environment-focused organisation in the region, this places a significant burden of responsibility on SPREP as a custodian of the region's environmental health, and as a regional coordinator of a multitude of environmentally focused projects, programmes, initiatives, campaigns and international advocacy efforts. The demands on the organisation are diverse and often complex, but the messages from Members are clear. The Secretariat's work is highly valued, but at this vital juncture of an impending global climate crisis, more is required. The relevance and the value of SPREP's work to date under the 2017-2026 Strategic Plan is not in question, but the opportunity exists now to reassess *how* some of this work is being delivered to ensure it better aligns to Member needs, and ultimately addresses the substantive environmental issues faced by the Region.
550. This Review has found that a lot of SPREP's work is being delivered as a discrete set of donor-funded projects. Opportunities for programme integration, multidisciplinary approaches, productive partnerships and efficiencies are not being realised. More strategic oversight is required to prioritise and consolidate the work of the organisation so it is delivered as 'a whole'. An important component of this strategic oversight is the coordination of the full spectrum of work that the Secretariat (and partner agencies) deliver at a national level to effectively streamline and improve communications with Members. Based on lessons learned during the COVID-19 pandemic, Members would also like to see more in-country resourcing to increase local capacity and to ensure the continuity and sustainability of programmes.
551. SPREP has without question evolved along with its work programme and corporate organisational goals. These two most basic and fundamental aspects of SPREP the organisation have become increasingly inter-woven. Demands on SPREP from its key stakeholder recipients, the Island Members, have grown, and yet core budget support from Island Members to cover these increased costs has not. To balance the budget SPREP has become dependent on donor-funded projects as a delivery modality. This introduces a significant project administration and reporting burden for the organisation. The Review Team questions the financial sustainability of this approach to funding and is concerned that fundraising and donor liaison efforts are distracting the Secretariat from its original purpose to provide advisory services to Members.
552. The Review Team has observed that the Secretariat's organisational responses to the funding scenario has resulted in two "business models" operating within the Secretariat. One reflecting the original and ongoing advisory role, a second coping with the increasing project modality. There may be a third model emerging to serve as an accredited entity to large funds such as GCF and the Adaptation Fund. These parallel models bring with them a range of inefficiencies and create a lot of internal tensions between the advisory and project delivery functions of the Secretariat.
553. The Review Team concludes that the Secretariat's current structure is not fully fit for purpose, and it presents a number of weaknesses in relation to governance, effective management and whole of organisation service delivery. The corporate systems and processes at the Secretariat are due for a major overhaul and upgrading to the digital

era. Furthermore, elements of SPREP's current governance arrangements are not optimal and some adjustments are proposed to ensure that the Secretariat has adequate liaison, oversight and accountability mechanisms in place.

554. This Review suggests that SPREP focus on taking a more dynamic and proactive leadership role in, and for, the region. Regional reporting frameworks on the State of the Environment, UN Sustainable Development Goals and Aichi Biodiversity Targets paint an alarming picture of the Pacific Region's environment, biodiversity and sustainable development status. SPREP's strategic focus for the next five years needs to more effectively sound this alarm locally, regionally and internationally.
555. This Review has highlighted a range of challenges and opportunities for SPREP not only as it launches into the final 5-year implementation period of the 2017-2026 Strategic Plan, but into the years beyond. Furthermore, developments such as the soon to be released 2050 Strategy for the Blue Pacific Continent by the Forum Leaders will have implications for SPREP's strategic focus and priorities that this Review cannot anticipate.

2. Continued Relevance of the 2014 Independent Review Recommendations

556. One of the tasks of this Review was to reflect on the recommendations of the 2014 Independent Corporate Review. At that time, it was noted that SPREP needed to change its way of operating to cope with the imminent future challenges. The Review Team found that overall, most of the issues identified in 2014 Review remain highly relevant. The Secretariat's status report to this Review Team on the implementation of the 2014 recommendations inform that most of the recommendations have only been partially completed or addressed.
557. Broadly speaking, this Review finds that the following challenges identified in the 2014 Review remain highly relevant and mostly unresolved:
- The need for business planning that moves from project to programme funding,
 - Strategic organisation-wide planning that ensures coordination and integration across all programmes, departments and units including communications,
 - The need for a governance structure that promotes the sharing of responsibilities between Members and the Secretariat,
 - Monitoring and evaluation that provides for results-based planning and management that delivers environmental outcomes and improved livelihoods.
558. This Review incorporates those 2014 findings and recommendations that have not been fully implemented and remain relevant and these are reflected in the recommendations in Part C and Part D of this Report. Further analysis of the status of the recommendations from the 2014 Review is presented in [Annex 22](#). This analysis shows the linkages, where relevant, between recommendations from the 2014 and 2021 Reviews. The limited progress with implementing the 2014 recommendations is concerning. Greater accountability for the timely implementation of the 2021 recommendations is necessary.

Recommendation 36: In recognition that many of the 2014 ICR recommendations have not been fully implemented, the SPREP Meeting require that the Secretariat report on progress with the implementation of the approved recommendations of this review annually at SPREP Executive Board and Member meetings until such a time as they are fully implemented.

3. Review Findings

559. This Section provides an overview of the Review’s findings aligned to the methodologies applied by the Review Team. The Strategic Plan Review assessed the delivery of the Strategic Plan between 2018 and 2021 in terms of progress, effectiveness, relevance, and partnerships. The Corporate Review assessed SPREP’s performance using the Star Model (Galbraith, 1993) which focuses on the relationship between strategy, structure, processes, people and rewards in addition to considering sustainable funding. These assessments have been made using the concept of “value” defined in terms of whether SPREP is providing “high quality and targeted service delivery for its Members that is efficient, effective and economical.”

3.1 Findings from the Strategic Plan Review (Part C)

Context

Evolution of SPREP’s roles, mandates and directives

560. SPREP today has a broad mandate derived from a variety of contexts in which groups of SPREP Members have determined their needs.

561. There is a significant impact on SPREP’s work programme as a result of Leaders directives passed down through the CROP process. This is not anticipated to diminish. Furthermore, the outcomes of the upcoming review of regional architecture may well have implications for SPREP’s organisational structure, systems and mandate. Whilst it is not the role of this Review to anticipate any change, it is useful to bear in mind that these changes are likely to eventuate before the end of the 2017-2026 Strategic Plan period.

SPREP’s role in the international context

562. The global dimension to SPREP’s work, which includes coordination, facilitation and reporting roles in support of Island Member delegations participating in international fora is likely to keep growing in coming years. This has implications for SPREP’s work programme and budget

Situation Analysis

563. The COVID-19 Pandemic has changed the development agenda in the region and focussed regional cooperation will be required to ensure that post-COVID recovery factors in sustainable development considerations. Nonetheless, despite the negative impacts of COVID-19 on SPREP and its Members, it is clear that successful innovations have been introduced to minimise the disruption to the work programme delivery. Positive outcomes for the future are emerging that have implications for “doing business differently” including the opportunity for travel cost reductions. These positive outcomes will require deliberate endorsement, support and policy guidance from Members.

Funding environment

564. In addition to its longstanding funding support from a group of donors, SPREP has taken on new and significant funding relationships with partners in regard to climate change, such as the Adaptation Fund and the Green Climate Fund (GCF), which present both a significant opportunity and correspondingly significant challenges in the form of administrative requirements and accountabilities.

Progress

Resource allocation

565. SPREP resources are unevenly distributed with a strong bias towards countries where donor-funded projects are being implemented, and with a significant bias towards Goal 1, Climate Change Resilience.

Status of implementation

566. Overall, the reporting presents a commendable volume and range of work towards each of the 18 Objectives over the last 5 years with a number of significant achievements. Analysis of the Performance Implementation Plan Reports and budget expenditure, however, does highlight some implementation gaps in Regional Goals 1, 2 and 3. The impact of COVID-19 is likely to further exasperate this trend in underspends.

Impact of Covid-19

567. The Secretariat's response to COVID-19 has yielded some innovations and changes in approach to project implementation that should be sustained into the future.

Concerns and risks related to programme implementation

568. A number of concerns relating to programme implementation have been raised. These include: Member Focal Points being overwhelmed; a lack of integration between the Regional Programmes; and, Projects are operating as separate entities (silos) resulting in duplications in systems, resources and information - and lost opportunities for synergies and programme integration.
569. Objective 1.4 of Regional Goal 1 (Climate Change Resilience) in the Strategic Plan 2017-2026 is to: "Support Pacific island Members to access and manage climate change finances and their national accreditation processes". In order to deliver on this objective over the next five years, SPREP will need to make significant investments to secure its ongoing accreditation with the GCF.

SPREP's Performance Implementation Planning (PIP) and Reporting System

570. Through this review, some areas for improvement became apparent in relation to the planning, monitoring, evaluation and reporting systems that SPREP has in place. This includes the fact that the Island Member Action Plans (now Country/Territory Strategic Partnership Frameworks) component of the planning and reporting process as detailed in the Strategic Plan 2017-2026 are not yet in place. SPREP's Monitoring and Evaluation Advisor has a review of the current system underway, including the development of a Monitoring and Evaluation Policy. A renewed commitment to begin the development of Country/Territory Strategic Partnership Frameworks in 2021 has been made by Island Members and the Secretariat.

Effectiveness

The Results Framework

571. The nature of SPREP's work is necessarily broad, which brings with it challenges of measuring impact. Most of the defined outcome indicators for the Strategic Plan 2017-2026 detailed in the Results Framework are focussed on the delivery of activities and outputs rather than outcomes and impacts. The current Results Framework indicates a lack of organisational investment in a results-focused monitoring and evaluation system that is in turn informing SPREP's work through adaptive management and learning.

Sustainability of Results

572. The Secretariat is currently not well-placed to demonstrate that the work it is undertaking, in conjunction with Members and partners, is being designed and delivered to maximise sustainable outcomes. This is not something the Secretariat can be expected to deliver alone without genuine partnership with Island Members and partners in the region.

Regional and Global Indicators

573. While global and regional reports on the state of the environment and sustainable development describe commendable progress and achievements, the bigger picture is clear: the current approach being taken by SPREP in collaboration with its partners to implement the Vision and Regional Goals of the Strategic Plan 2017-2026 is not making adequate progress. This environmental crisis requires a drastic change in approach by all, including SPREP (Secretariat and Members).

Gender Equity and Social Inclusion

574. There have been some positive developments made in relation to the Gender Mainstreaming Policy, notably the introduction of a Gender Equality and Inclusion Mainstreaming Working Group, but this work remains patchy and inconsistent across the programme areas. Given the dramatic challenges faced by the region on gender equality, it is likely that SPREP would need to dedicate further technical training and resourcing to this important cross-cutting issue.

SPREP's Results and Learning Framework

575. The Results Framework demonstrates good progress in response to the 2014 Review recommendations. However, it is not delivering on the 2017-2026 Strategic Plan's commitment to establish a system for results-based monitoring and evaluation of the Regional Goals and Objectives that is aligned to relevant international measures (including the SDGs that cover the period 2015-2030) and describes SPREP's approach to learning and continuous improvement. The completion and implementation of the Monitoring and Evaluation Policy that has been under development since 2020 is necessary.

Relevance

Alignment of work with the Strategic Plan

576. SPREP's work is well aligned to the Regional Goals. Due to broad nature of the Regional Goals however, it is not too hard to find alignment, and there is a sense that SPREP is trying to cover too many bases and serve too many stakeholders. It is unclear whether the current interventions are the most effective, relevant and sustainable ways for SPREP to contribute to this shared body of work. Tighter, more clearly defined strategic direction would render more focused results for the Region.

Relevance to the Needs and Priorities of Members

577. SPREP's technical expertise is recognised and valued by Island Members, but this could be strengthened and more available when requested. There is a sense that the over-projectisation of SPREP's work is resulting in lack of focus on Island Member needs and requests, and it is also resulting in competition and lack of coordination with regional and national agencies. Members feel the need for more in-country presence from SPREP.

Relevance to Regional Priorities

578. There is a sense that SPREP needs to step up its response to emerging regional priorities and initiatives and play a more proactive leadership role in this respect. A more streamlined and prioritised approach to planning is required to ensure a more focused and impactful approach in the Region.

Partnerships

579. SPREP has a substantive list of partners and there is great diversity in the types of organisations that SPREP works with. Partners of all types have typically described working with SPREP as a positive experience. However, coordination and collaboration

with CROP organisations was repeatedly cited by stakeholders, including SPREP staff, as needing improvement.

580. There is a concern that the role and function of the two-year old Pacific Climate Change Centre (PCCC) as a mechanism for regional partnership and collaboration is not being governed and implemented as it was originally conceived.

3.2 Findings from the Corporate Review (Part D)

Structure

581. The Review Team recognises that the Secretariat's current structure is not fully fit for purpose, it has a number of weaknesses in relation to governance, effective management and whole-of-organisation service delivery.
582. The current structure, which is aligned to the strategic priorities agreed by Members, is rendering a "silo effect" in programme implementation. Opportunities for programme integration and multidisciplinary approaches are not being leveraged.
583. In effect, SPREP is administering two distinct, but related types of service delivery models: (i) providing environmental advisory services to Members, and (ii) delivering/implementing in-country projects for members. This is creating some resource tensions and inefficiencies that need to be addressed in order to improve SPREP's ability to effectively serve Members in both types of service delivery capacities.
584. Management responsibilities are uneven across the organisation, with differences in the number of staff reporting directly to each manager and significant differences in spans of control.

Governance

585. Adjustments to the SPREP governance arrangements would allow for greater liaison, oversight and accountability mechanisms to be in place.
586. The Review Team considers that the establishment of the Executive Board has been a valuable step to improve the governance of SPREP in a way that balances its effectiveness (due to it being an optimal size of such bodies) whilst still ensuring that all members can participate in this governance mechanism. As such it is an excellent platform, which can be further refined to assume the responsibilities of the Troika grouping. By including a slightly larger grouping of representative members this would both simplify and strengthen the role of member states in the work of the Secretariat between SPREP Meetings.

Processes and Systems

587. The corporate systems and processes at the Secretariat would benefit from an upgrade to more modern systems, particularly a digital upgrade.
588. A lack of standardised approach to project management is reinforcing the 'silo effect' within the organisation, leading to duplication of effort, and resulting in inefficiencies.
589. There is currently no external mechanism in place to ensure accountability around procurement practices.
590. The Audit Committee provides a structured, systematic oversight of SPREP's governance, risk management, and internal control practices and reports to the SPREP governance bodies. The Audit Committee is performing its functions well, particularly around financial management. More attention could be directed to the Committee's function around risk management. The Internal Auditor, who is Secretary to the Audit

Committee, is reportedly also providing an internal control function at SPREP, which is inconsistent with systems-based auditing.

People and Rewards

591. The 2021-2025 People Strategy is a welcome development that is intended to promote a healthy work environment and culture for SPREP staff. The Review Team, however, noted an absence of any dedicated budget for Human Resources activities that might contribute to achieving the strategy objectives.
592. The SPREP Code of Conduct is a sound document, but there is no associated external dispute mechanism where staff can seek independent review.
593. The Review Team identified that the Staff Advisory Committee may not be operating at arms-length from SPREP management hence may not be able to fully perform the important function of representing staff concerns to management.
594. The Review Team notes and supports the EU Pillar Assessment requirement for a personal data protection policy.
595. There appears to have been little of no staff assessment or progression within the remuneration frameworks, with a large number of staff remaining on 90% of their salary band.
596. Some countries do not allow their citizens to contribute to their national pension funds when working overseas, this is an issue for some international staff.
597. There is a Learning and Development Policy in place, which is to be realised through annual Training and Development Plans. Staff, however, do not feel they have adequate opportunities for professional development and training.

Sustainable Finance and Funding

598. Member contributions have remained mostly unchanged since 2004. Voluntary contributions are made by two of the metropolitan Members which assist with ensuring there is some level of untied funding to cover core costs. The focus to date has been on balancing the budget, as opposed to emphasising the value received for membership.
599. There is an over-reliance on project management fees to supplement the core budget, which is unstable and unsustainable. These project management fees do not capture the full cost to the organisation of project implementation.
600. The core budget has grown considerably over the past few years, accompanied by a significant increase in management and corporate support roles. While project funding has also seen a marked increase recently, it is not clear if this increase required the consequential increases in staffing.
601. While some positive developments in knowledge management systems are noted, further investment in digital and information technologies is warranted.

4. List of Recommendations

4.1 Recommendations from the Strategic Plan Review

Operational challenges related to COVID-19

Recommendation 1: The SPREP Meeting consider that the Secretariat develop a comprehensive response plan to the COVID-19 Pandemic based on an assessment of likely scenarios for the remaining five years of implementation of the Strategic Plan. The response plan should include a review of the viability of new modalities that are proving effective and

confirm their integration into the current and future Performance Implementation Plans (PIPs) and underlying workplans.

Regional Programme Implementation

Recommendation 2: The SPREP Meeting consider requiring that the Secretariat Leadership Team undertake a programme integration initiative in consultation with the Regional Programme Directors and other Secretariat staff as necessary. The initiative could be captured under the planned activities for Outcome Indicator 2.1.3 in PIP3 (2022-2023). It would begin with an inclusive internal consultation process to identify opportunities to bring greater integration in planning, delivering and reporting on SPREP's work at all levels. The result of the consultation process would be a detailed Programme Integration Plan that includes time-bound actions and resourcing commitments.

Partner Engagement

Recommendation 3: The SPREP Meeting consider requiring that the Secretariat, using the Partnership Engagement and Resource Mobilisation Strategy (PERMS) and current Partnership Agreements as a foundation, further develop and strengthen its partnerships with CROP organisations including through established CROP mechanisms at the Deputy Director Level.

Recommendation 4: In the light of comments received during this Review, the SPREP Meeting may wish to revisit the proposal that the PCCC function independently of the SPREP work programme through a Chair and Governance Board.

Member Engagement

Recommendation 5: The SPREP Meeting reconfirms their commitment to the development of Country and Territory Strategic Partnership Frameworks in collaboration with the SPREP Secretariat following the process that was endorsed at the 2020 Executive Board meeting. That the frameworks include a mutual bi-annual progress reporting requirement. That the Frameworks are developed and under implementation with all Island Members by the next SPREP Meeting.

Recommendation 6: The SPREP Meeting support the Secretariat to continue to explore and advance cost-effective opportunities to expand its subregional presence in the form of in-country SPREP representatives in all Island Member locations.

Regional leadership on Strategic Priorities

Recommendation 7: The SPREP Meeting consider requiring the Secretariat to develop a Communications Plan to focus, standardise and coordinate the Secretariat's communications and advocacy outreach at all levels. This would include appropriately resourcing the Communications and Outreach Unit to develop and deliver this Plan with the support and engagement of staff across the Programmes and Departments of the Secretariat.

Gender Equity and Social inclusion (GESI)

Recommendation 8: The SPREP Meeting consider requiring that:

- (i) the SPREP Senior Leadership reinforce their commitment to the implementation of the SPREP Gender Policy, with one member of the Executive team identified as a Gender Champion to lead on its implementation;

- (ii) the work of the Gender Equity and Inclusion Mainstreaming Working Group be elevated to ensure it translates into the Secretariat's management and decision-making systems and processes; and
- (iii) the Secretariat update the SPREP Gender Policy (2016) to reflect developments in GESI theory and practice in the Pacific Region. These updates would include:
 - The recognition of the intersectionality of women and girls lives and other marginalised diverse groups including LGBTQI and people living with disabilities.
 - Specific policies in relation to responding to sexual harassment and family violence.
 - A commitment to train SPREP staff to enable them to effectively deliver all relevant aspects of the Gender Policy through their work with Island Members.
 - A systematic approach to planning, monitoring, evaluation and reporting on SPREP's GESI work through programmes and projects.

Monitoring Evaluation and Continuous Improvement

Recommendation 9: The SPREP Meeting consider advising the Secretariat to prioritise fully establishing and implementing the Results Planning, Performance Reporting and Learning Framework as described in the Strategic Plan 2017-2026, particularly the “learning and continuous improvement” component, with a focus on the identification of “strategies and modalities that are most effective in supporting environmental sustainability.”

4.2 Recommendations from the Corporate Review

Governance

Recommendation 10: The SPREP Meeting consider:

- (i) reconfiguring the Executive Board as a permanent Board to oversee SPREP between SPREP meetings with virtual meetings (convened for up to a half-day) three times a year;
- (ii) establishing a remunerated part-time position of Independent Board Chair who must have ample experience in senior roles and be of a different nationality than the DG or DDG and appointed on merit for one term of 4 years after which it must rotate to another SPREP Member; and,
- (iii) discontinuing the Troika and folding its functions into the Executive Board.

Recommendation 11: That the SPREP Meeting consider requiring the Secretariat to: (i) strengthen the Internal Auditor function by:

- (i) changing the reporting lines of the Internal Auditor to the Chair of the Board through the Chair of the Audit Committee;
- (ii) adding additional external resources to assist the Internal Auditor and Risk Manager to perform the assurance function; and,
- (iii) ensuring that the internal auditor's current role as an internal controller with internal sign off responsibilities should cease and revert to an assurance process based on review of processes.

Organisation Structure and Management

Recommendation 12: That the SPREP Meeting consider requiring that the Secretariat transfers the primary responsibility for overseeing its major projects to a new and separate Technical Cooperation and Projects Programme with its own Director. This Programme would have its own income and cost centres that are separate from those associated with advisory services work. The Programme would manage and coordinate major projects through an “internal contract” basis with other SPREP Programmes and Departments wherein they negotiate and agree the time provided by their experts to each project (also see associated Recommendations 31 and 32). This Programme would also have responsibility for negotiating and securing new project funding

Recommendation 13: That the SPREP Meeting consider requiring the Secretariat restructure the corporate services departments into a single business unit called Business Support Unit reporting to a Chief Operating Officer or General Manager Business Support. This Unit would focus on internal administrative and business support functions.

Recommendation 14: That the SPREP Meeting consider providing the incoming Director General with a Letter of Expectations setting out the organisational outcomes that Members seek in his or her first term. This should include specific expectations on the corporate culture and management style that the Director General is expected to foster.

Recommendation 15: That the SPREP Meeting consider requiring the Secretariat to amend its delegations framework to ensure that:

- (i) the Board makes decisions on all future re-sizing of senior positions (over Band 13);
- (ii) the Chair of the Board reviews all senior management performance assessments in conjunction with the Chair of the Audit Committee; and
- (iii) the Board reviews all major funding agreements over US\$[2] million. The Chair of the Board would be authorised to sign these after obtaining authority from the full Board in and out-of-session process.

Recommendation 16: That the SPREP Meeting consider requiring the Secretariat to carry out a comprehensive review of its management structures and job sizes. The review should encompass an assessment of the span of control of staff with management and supervisory functions across the organisation (band 11 and above). The review should provide recommendations for a restructure so that there are generally 4-6 direct reports per manager. The review should require that all management positions should be reassessed to meet the new recommended structure.

Recommendation 17: That the SPREP Meeting realigns the responsibilities of the Executive so that the Director General is focused on managing external relations, and the Deputy Director General is focused service delivery to its’ Members.

Recommendation 18: That the SPREP Meeting require the Secretariat to adjust the current reporting lines so that the Executive directly manage:

- (i) Communications and outreach,
- (ii) the subregional offices (and in-country Project funded offices and
- (iii) the Accredited Entity function.

Processes and Systems: Process Mapping and Quality Management

Recommendation 19: That the SPREP Meeting require the Secretariat to process-map and document the workflows of all its internal business processes and the associated data flows across the organisation. Building on this process mapping exercise recommendation, the Secretariat would implement a quality management system, while seeking to attain

accreditation under ISO 9000 and/or other relevant international standards for operations (IT services and project management).

Project Management

Recommendation 20: That the SPREP Meeting require the Secretariat adopt a single and standardised project methodology and apply this for all projects including a detailed fully costed risk assessment for all projects.

Procurement

Recommendation 21: That the SPREP Meeting consider requiring the Secretariat to appoint an Ombudsman for procurement, who would be responsible for investigating complaints about procurement. The Ombudsman would report to the SPREP Board through the Audit Committee.

Digital Transformation

Recommendation 22: That the SPREP Meeting:

- (i) support the digital transformation of SPREP and commit to fund the prerequisite upgrade;
- (ii) require the Secretariat to develop a proposal with a full description of the desired end-state and a stepped roadmap to achieve that state. This proposal should be underpinned by the following principles:
 - The current disparate systems should be rationalised and consolidated to one set of business systems on a common platform.
 - Project-specific websites or ICT tools should be discontinued, and any donor project funds should be used to deploy sustainable systems on the Secretariat's core systems with all expenses covered by project cost recovery charges.
 - The use of open-source software that includes a variety of business systems as modules, which are already integrated and thus interoperable.

Change Management

Recommendation 23: That the SPREP Meeting require the Secretariat:

- (i) engage external support as necessary to assist the Secretariat with its digital transformation process, that incorporates an accepted lifecycle methodology; and,
- (ii) establish a Change Management Unit for digital transformation and broader organisation change.

Staffing: Capability Framework

Recommendation 24: That the SPREP Meeting require the Secretariat to put into place a Capability Development Framework that could be developed and implemented either as part of, or standalone from the People Strategy.

Staff Redress

Recommendation 25: That the SPREP Meeting consider requiring the Secretariat to establish an independent external dispute mechanism to provide a neutral forum for staff grievances to be addressed and adjudicated after other dispute settlement processes, such as in Staff Regulation 12, are exhausted.

Staff Advisory Committee

Recommendation 26: That the SPREP Meeting require the Secretariat to support the Staff Advisory Committee to reform itself as a single entity staff labour organisation with a higher level of independence, that operates in accordance with ILO standards.

Protection and Disposal of Personal Data

Recommendation 27: That the SPREP Meeting require the Secretariat to formulate a personal data protection policy. The policy should define a timeframe for retention of such data and procedures for how it is ultimately disposed.

Staff conditions and benefits

Recommendation 28: That SPREP Members ensure that their respective national pension/superannuation schemes remain available to their nationals while they are working at SPREP.

Sustainable Finance

Recommendation 29: That the SPREP Meeting consider and decide to amend the Financial Regulations to:

- (i) Give consideration to a regular adjustment strategy for assessing member contributions,
- (ii) clarify that assessed member contributions are mandatory,
- (iii) set a definitive date by which such fees must be paid,
- (iv) introduce graduated consequences for late payment of membership fees, and
- (v) stipulate that arrears greater than 12 months should result in suspension of service unless that government has concluded a payment plan that is approved by the Board.

Recommendation 30: That the SPREP Members require the Secretariat to:

- (i) amend the Financial Regulations to remove project management fees from miscellaneous income, and budget/account for this income and the associated expenses in a separate budget segment;
- (ii) identify which managerial and support staff are dedicated to supporting Project Implementation, and fund these staff from project administration charges;
- (iii) institute internal charges for cost recoveries between budget segments; and
- (iv) ensure that any advice provided by staff to a specific project that is not funded by that project is internally charged on the basis of work days or hours rather than full time employees.

Recommendation 31: That the SPREP Meeting require the Secretariat to rationalise core expenditure to cover:

- (i) essential policy advisory functions, and
- (ii) and viable corporate business support function.

Recommendation 32: That the SPREP Meeting consider and decide to amend its Financial Regulations to:

- (i) establish a Special Assessment Fund that can be used as required to fund any change process to meet the revised strategic direction should the Meeting adopt the recommended changes in this Review;

- (ii) introduce into the Financial Regulations a Capital Reserve Fund for asset replacement and major system upgrades, which can be replenished on a periodic basis through a separate capital assessment on Members; and
- (iii) establish a General Reserve Fund to allow for a minimum of four months operating expenses in the event of totally unforeseen circumstances.

Recommendation 33: That the SPREP Meeting require the Secretariat to consider adopting the International Public Sector Accounting Standards over the next 2 or 3-year time frame.

Recommendation 34: That the SPREP Meeting amend the Financial Regulations to ensure that budgets are prepared on the same basis as Financial Statements.

Recommendation 35: That the SPREP Meeting require the Secretariat to consider adopting segment reporting to allow for greater budgetary control in matching the income and expenditure for the advisory services and project implementation work.

Accountability for Implementation of Recommendations

Recommendation 36: In recognition that many of the 2014 ICR recommendations have not been fully implemented, the SPREP Meeting require that the Secretariat report on progress with the implementation of the approved recommendations of this review annually at SPREP Executive Board and Member meetings until such a time as they are fully implemented.

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