PACIFIC IMMIGRATION DEVELOPMENT COMMUNITY

ORGANISATIONAL STOCKTAKE:

Part 1: Review Report

Submitted by

May 2024

Acronyms

APAN	All Partners Access Network (this is the secure system used by the Pacific Transnational Crime Coordination Centre (PTCCC) and the US Joint Inter-Agency Task Force West (JIATFW)
BMIS	Border Management Information System
IOM	International Migration Organization
IORIS	Indo-Pacific Regional Information Sharing platform
M&E	Monitoring and evaluation
MIDAS	Migration Information and Data System
NCP	National Contact Points
PIDC	Pacific Immigration Development Community
UNCTAD	United Nations Conference on Trade and Development

1 Introduction

This report provides findings and recommendations from the Pacific Immigration Development Community (PIDC) Organisational Stocktake Review (the review). A workforce plan report has been submitted separately.

Objective and purpose of the review

The overarching objective of the review is to undertake a forward focused stocktake of PIDC to ensure the organisation is aligned with member's current and future priorities, and is fit for purpose in a post pandemic operating environment.

The purpose of the review includes:

- undertaking an Appreciative Inquiry on what PIDC does well and what they can do more of to utilise their strengths;
- identifying bottlenecks or overloads and ways of mitigating these;
- identifying members post pandemic priorities;
- developing a monitoring and evaluation (M&E) framework; and,
- developing a workforce plan and recommendations on future fit staffing needs.

The review was undertaken by ST Consultancy, with assistance from Maxumise for the workforce plan. The workforce plan has been submitted separately to this review report.

Approach

The review was undertaken over January – May 2024. In late January 2024, an online survey to garner feedback from PIDC members and stakeholders was distributed via a PIDC Secretariat Circular. A paper version of the online survey was also provided to PIDC members in attendance at the National Contact Points, Profiling Group and Maritime Group Information Sharing Regional Workshop held in March 2024 in Samoa. Twenty-nine survey responses (of which 27 were partially or fully complete) were received from PIDC members (Appendix A). The review conducted interviews with eight individuals from member countries, including current and former Board members, and PIDC Secretariat staff.

2 Findings

This section summarises the feedback and reflections from the survey responses and interviews.

Strengths

Interviewees and survey respondents were in agreement that a **core strength of the PIDC Secretariat was its engagement and connectedness with members**. There are high levels of respect and trust between members and the PIDC Secretariat, and a perception that the Secretariat's engagement with members has been increasing in recent years. In particular, the PIDC Secretariat's engagement with members, agility and responsive during COVID-19 were deeply appreciated.

> *PIDC's core strengths are stakeholder engagement with members, operational information sharing, and looking out for opportunities for members for training and support.*
>
> Survey respondent

The PIDC Secretariat staff were noted as having a good grasp of the operating context across the Pacific, in particular a strong understanding of the legislative and border management landscape, and this is highly valued by members.

The strength of the PIDC Secretariat's **information sharing, research capacity and ability to share good practice and experiences** between members was commonly remarked upon. It is evident members have high regard for, and trust of, the Secretariat's information sharing capabilities. Members commented on the PIDC

Secretariat's capabilities in facilitating information exchange as being critical to their ability to deliver immigration services.

Survey respondents noted the following services / benefits delivered by the Secretariat as being particularly valuable:

- Supporting increased information sharing and best practices across the region. Setting out strategic Immigration priorities for the region and supporting implementation.
- Facilitating information sharing and promoting proactive information exchange to identify and disrupt threats pre-border. PIDC secretariat being the central point receiving information on immigration trends and analysing this to then assist with developing responses across the Pacific.
- Services to assist members with their national priorities and workplan, including the modernisation of immigration legislation, staff training and capacity building, regional data and trend that assist the members with their decision making and intelligence information sharing to name a few.
- Intelligence bulletins; sharing information; supporting members on trainings and regional border security platforms; delivering work programmes successfully such as legislative/ policy support; supporting information sharing groups; COVID support programme
- Board and RAM meetings, where countries have an opportunity to engage and collaborate, by sharing their achievements, challenges and solutions.
- Coordination, developing and assistance that have enriching and enhances the knowledge and strengthen in all areas that as an Immigration Officer should know in order to protect its country.
- The trainings in passport authentication, capacity building in reporting and data analysis, workshops in policy planning and SOP's, in depth discussions on trafficking in persons and identifying victims and/or perpetrators and networking and building rapport with regional partners are valuable.
- Scholarships in border management and security, training on information sharing, resources and regional partnership.

Challenges and bottlenecks

Common challenges noted by survey respondents and interviewees included:

- PIDC **trying to balance and deliver on specific requirements of each of the members**. Noting the unique operating contexts across members and the issues they are dealing with, the pressure to deliver workplans for all members is not feasible. One of the difficulties acknowledged is the balancing act between what members want, and what they are able to be involved with (due to their capacity, availability of key staff, competing priorities, etc). While areas of commonality were noted (for example, reviews on immigration legislation, policy and capacity training of border staff), the difficulties in keeping track of the priorities and needs of 21 members were also acknowledged.
- The **Strategic Plan being too ambitious** with the priorities it sets out for PIDC. Interviewees noted there are too many actions included in the Strategic Plan and **low staffing levels** at PIDC was noted as a key reason behind the Secretariat not being able to deliver against the Strategic Plan priorities.
- Interviewees described instances of **changeable work programming** whereby members identify needs and priorities for PIDC assistance, only to later not be in a position to consistently engage with PIDC on the workplan due to a range of reasons, for example, competing priorities, other agencies/ development partners providing assistance, or domestic pressure to deliver on initiatives of the government of the day.
- The difficulties in **collecting and reporting information on the impact of the support** the PIDC Secretariat delivers to members. The challenges of receiving monitoring information from members, and the implications on timely and relevant reporting, were acknowledged. It was also noted that the Regular Annual Meeting and Board meetings were often full of other agenda items with little opportunity for members to share success stories.
- Stakeholders and partner agencies (outside of the PIDC membership) wanting to engage with immigration matters in the region and keen to consult with PIDC to find out what is happening in the

region. This can bring opportunities (for example, joint training or making use of PIDC's connections to the wider membership), but can also be a drain on the Secretariat's resources and pull their attention in different directions.

Future focus and priorities

Survey respondents were asked to rate the importance of the current range of services included in the PIDC Strategic Plan. All respondents agreed on the importance of PIDC being a central information hub of Pacific immigration research, best practice, manuals and operational guides. There was also agreement on the importance of PIDC strengthening border enforcement and information sharing, as well as strengthening national and regional data collection, research, analysis and trend forecasting.

The management of labour mobility policies and processes appear to be of lesser importance to members, with many noting the responsibility for labour mobility policy and processes sits within other Ministries in their countries, not their immigration services.

The coordination and provision of training was another area on which members had differing views. During interview, several members noted that PIDC has a role to play in coordinating training, but the training itself does not necessarily need to be delivered by Secretariat staff. By way of example, the work the Secretariat has undertaken in liaising with the University of the South Pacific (USP) to establish a formal undergraduate qualification was positively commented on several times.

There was a mix of feedback regarding the type of training, with some members emphasising the importance of formal qualifications for their staff, and others valuing shorter, more targeted practical training on specific subject areas to extend the skills and capabilities of immigration staff in the region.

Figure 1   Views on importance of services delivered by the PIDC Secretariat
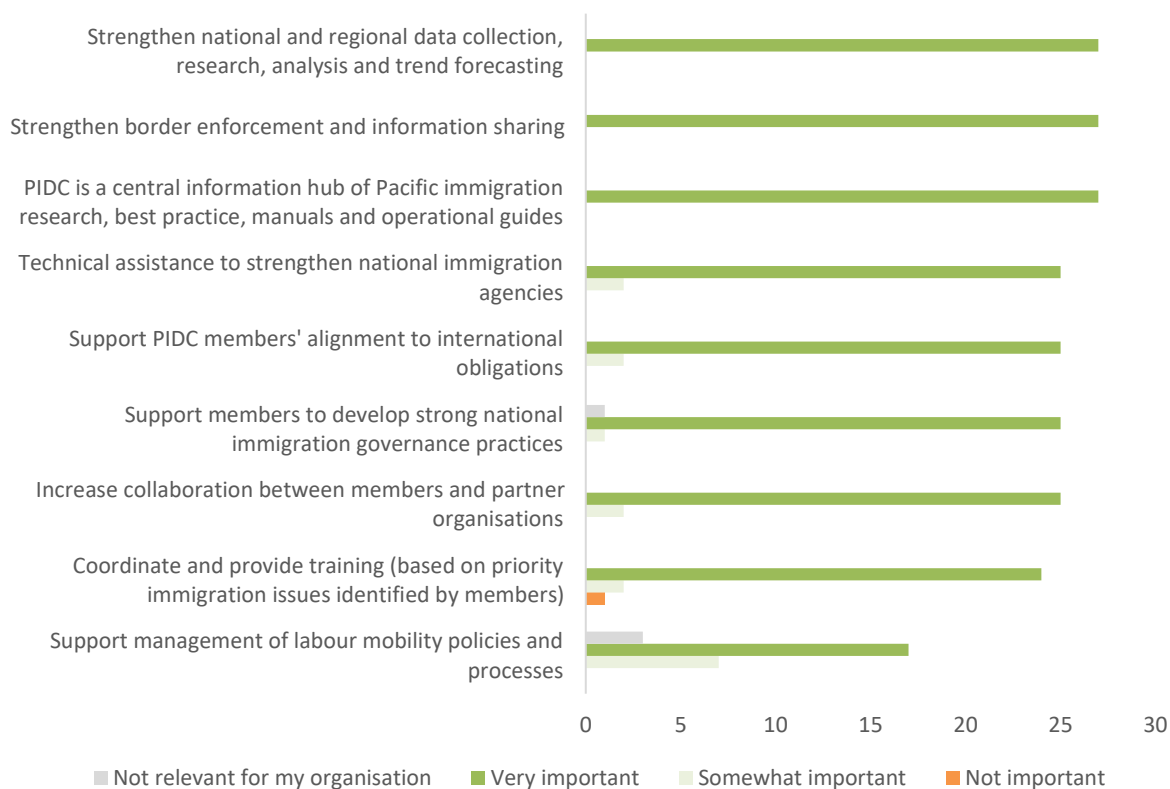
Survey respondents were asked for their views on the priorities for PIDC in the coming 3-5 years. Their responses are summarised under categories below.

Table 1   Views on the priorities for PIDC in the coming 3-5 years

Priorities	Times mentioned by respondents
Training and capacity development	16
Border management/security	14
Information sharing	14
Other	11
Collaboration, relationships, partnerships	11
Legislation, policies and procedures	7
Technical assistance	4

When talking about their views on future priorities for PIDC, much of the survey feedback was brief in nature. Below is a list of the more expansive comments from members in the survey:

- Support regional data collection and exchange, including with regional law enforcement agencies.
- PIDC secretariat being the central point receiving information on immigration trends and analysing this to then assist with developing responses across the Pacific/producing and disseminating integrity alerts/information reports etc - where a risk/trend relates to multiple members and would benefit from a regional approach. Share information on regional best practices
- Promote PIDC as the regional immigration authority. Coordination of a united and strong Pacific front on border management and regional security. Effective awareness programmes for PIDC across the Pacific and beyond. Ensure they understand the regional architecture and how they fit into this. networking with regional partners
- Co-ordinate responses and provide support to members in emergency situations e.g. COVID
- Training in passport verification, profiling, border training, anti-human trafficking, computer literacy training and encourage more Immigration officers to take on USP online courses in order to understand more on how to perform duties and make decisions. Strategic targeted training for immigration senior executives and future prospects
- The e-passport journey for members who wish to do e-passport.
- PIDC has outlined a strong work programme that is in line with partner's priorities; however, PIDC need to ensure the work programme is sustainable and manageable. It seems most partners are interested in website development / online processing which would help members if the support is coordinated well with other donor partners for example - making sure partners have the budgets to support website maintenance costs / experts within their departments or ministries who can update the websites and supporting programmes to get the websites and valid information online.
- Support for legislative reviews and amendments.
- BMIS development policy. Capacity development. Establish NCP and platforms APAN and IORIS

Interviewees suggested work attachments, both across members and seconded rotations within the Secretariat would be beneficial additions to the Secretariat's support to members. The benefits for work attachments between members were described as being able to focus on a specific issue of interest and gain in-depth knowledge on how that issue has been successfully addressed in another country, for example e-passports. It was suggested a model of seconded rotations would have benefits for the member national staff (who would gain experience, learning and a chance to work at the regional level) as well as the Secretariat (which would gain an additional resource to work on a designated set of tasks under a focussed position description).

Survey respondents and interviewees spoke of the need for the PIDC Board to be active in assisting the Secretariat to concentrate on a handful of priorities of commonality across the region, rather than trying to deliver across the full range of members' needs.

It was noted there is an opportunity for PIDC to advocate for its members within the regional architecture and continue raise the profile of immigration within the region, which had come into prominence during members' respective COVID-19 responses.

> *The Secretariat needs to focus on a few things and do them well. The strategic plan needs to be revisited and simplified. The workplan always has too much on it. The Secretariat support during COVID was an excellent example of being agile and responsive.*
>
> Survey respondent

Secretariat staffing

Most survey respondents agreed that the Secretariat's staffing levels need adjusting to be able to deliver on members' needs and priorities in future, and that the Secretariat should seek additional funding to increase its staffing levels. There were mixed views around whether the Secretariat's staffing levels are sufficient to meet members' current priorities. Common reflections among those interviewed were that the calibre, skills and professionalism of Secretariat staff is very high, but that they are limited in how much they can achieve due to their small numbers and the large ambitions in the Strategic Plan.

Figure 2   Views on Secretariat staffing
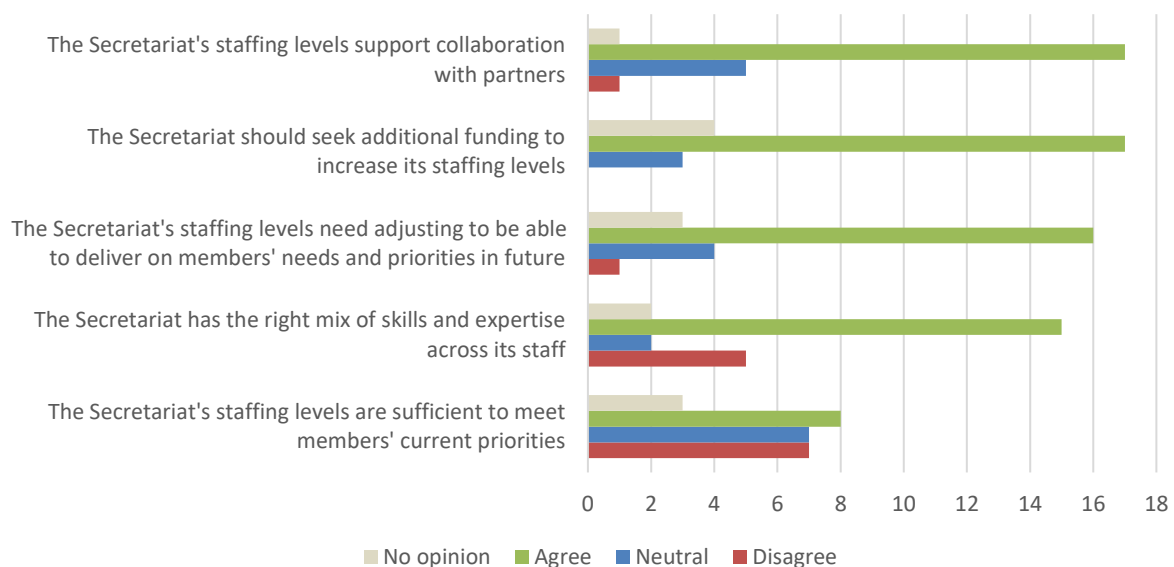
There was a clear preference from survey respondents that intelligence roles be undertaken by professional staff of the PIDC Secretariat, rather than consultants. Similarly information technology. Research coordination appears to be an area where members would be comfortable with the use of consultants, as does project management.

Figure 3   Would it be more beneficial for the Secretariat to employ professional staff or use consultants for the following roles:
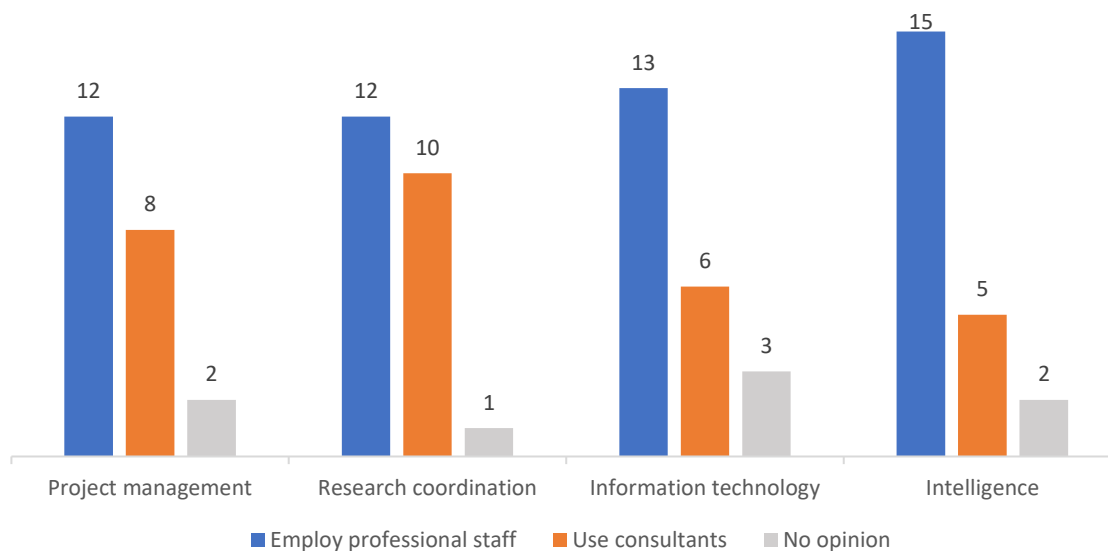
Members' suggestions for new or expanded expertise or functions within the Secretariat included:

- website and social media development
- communications and public relations
- M&E expertise to analyse and report data
- intelligence expertise, for example maritime intelligence, organised crime
- technological capability/understanding, for example, e-passport technologies, MIDAS and UNCTAD border management systems, maritime domain awareness tools and online platforms, artificial intelligence
- expertise on human rights, and the movement of refugees / asylum seekers in the Pacific region.

A workforce plan report, which reviews the current PIDC organisational structure and provides a recommended structure that PIDC could consider to enhance delivery of its strategic priorities, has been submitted separately.

Monitoring, evaluation and reporting

The PIDC Secretariat has a range of monitoring and reporting practices in place to monitor workplan implementation and support regular reporting to the PIDC Board and members.

PIDC's processes for monitoring its work with members include, among others:
- Monitoring workplan implementation and providing quarterly updates to the Board.
- Monitoring implementation of donor funded activities and reporting to donors.
- Administering a training needs assessment, monitoring progress and maintaining records of training completion and qualification attainment.
- Receiving reports form members on intelligence, as well as border security and what they're doing in the region.
- Feedback from members who have participated in training, workshops and other activities, primarily through surveys, with that information collated and conveyed to the PIDC Board.

Comments from Secretariat staff and feedback from members suggests that the monitoring and reporting on workplan implementation is functioning well. A strength of the current system is having the monitoring work shared across staff and coordinated by the Deputy Head and Head of Secretariat. Secretariat staff noted that there is good data collection and information sharing among members in relation to the intelligence work supported by the Secretariat. There is however a gap in the Secretariat's capacity to analyse the monitoring information related to all its services and report it in a way that demonstrates the value of what PIDC does. While the Secretariat has practices in place for monitoring workshops and meetings, it acknowledges challenges with monitoring consultancies and the need for getting first-hand reports from members on the quality of work undertaken through consultancies.

The PIDC Board has overall responsibility, and is the primary mechanism for monitoring progress against the Strategic Plan. The 2022-2025 PIDC Strategic Plan does not include key performance indicators, nor does it include targets. Under a stranding agenda item at its quarterly meetings, the Board considers and discusses progress against the Strategic Plan focus areas (as outlined in the Secretariat's progress reports).

The Regular Annual Meeting (RAM) provides an opportunity for members to talk about achievements, and raise the visibility of what PIDC has done to support them. Members feedback to the review noted however the RAM agenda is often full and there is little time to discuss progress in a meaningful way and for countries to hear directly from each other their challenges and achievements.

Future focus

The PIDC Board and Secretariat are looking to build on existing M&E and reporting practices in order to better measure and assess the impact of the Secretariat's work. In particular being able to track what the benefits and impacts have been for members, and how satisfied members are with the services provided by the Secretariat.

Feedback from members and Secretariat staff point to three key areas for the Secretariat to track the value of its work:
1. Workplan monitoring, including completion rate of activities.
2. Hearing directly from members how they have benefitted from PIDC services and what the impacts have been, in particular how PIDC services have helped members undertake their work.
3. Understanding the issues and challenges faced by members is using PIDC services and products to make changes in their organisation, and where PIDC services and products could be improved.

Using qualitative and quantitative information to measure progress over time, as well as analysing data to identify insights to inform PIDC's work and communicate PIDC's successes and impacts need to be core areas of the Secretariat's work in future. The additional human capacity required to do this is included in the proposed restructure of the Secretariat as described in the workforce plan.

Strategic Plan M&E Framework

A brief draft M&E framework is provided at Appendix C. This draft M&E framework proposes a small number of indicators against the Strategic Focus Areas in the 2022-2025 PIDC Strategic Plan. These are suggested indicators for the PIDC Board to consider, and the Secretariat and members are encouraged to expand the indicators as the M&E framework becomes embedded into the Secretariat's organisational reporting practice over time.

Embedding the M&E framework into PIDC's organisational practice will require a commitment from the Secretariat and members to prioritise monitoring activities, in particular, regular feedback between the Secretariat and members.

Adequate resources, including skilled personnel, technology, and financial investment, are essential to effectively implement and sustain M&E processes. The suggested workforce plan includes a new Monitoring, Evaluation and Learning Officer position to be responsible for the monitoring and evaluation functions across PIDC. This position will also work with PIDC Secretariat staff to establish new, or strengthen existing, protocols

and methodologies to ensure consistency and reliability in data collection and analysis. Continuous capacity building through training and professional development can also help PIDC staff to maintain and enhance their M&E skills. Fostering a culture of learning and adaptation, where findings from M&E activities are actively used by the Secretariat and Board to inform decision-making and improve practices, will ensure the M&E framework becomes truly embedded and impactful over time.

3 Recommendations

This section suggests some actions to address the findings presented in this review. The review was not able to discuss these suggested actions with members or Secretariat staff, therefore the they are presented here as options for PIDC consideration, rather than recommendations.

While these suggestions are designed to achieve optimal outcomes, their implementation is subject to the availability of human and financial resources. In some instances, the suggested actions may require the PIDC Secretariat and Board to secure additional resources.

Options for balancing and delivering on specific requirements of members

- Cluster support to members based on common needs and contexts (for example, geographical proximity, similar legislative frameworks, or capacity levels) to enable more targeted support and efficient use of resources.
- Develop and maintain detailed profiles for each member, highlighting their unique needs, priorities, and capacity constraints. This information can guide the tailoring of workplans and support efforts.
- Create a priority matrix to identify and rank member needs, balancing immediate versus long-term priorities. This can help allocate resources more strategically and transparently.
- Implement regular check-ins (for example, quarterly virtual meetings) with member representatives to ensure their needs are being met and to adjust plans based on current capacities and priorities.

Options for addressing an overly ambitious Strategic Plan

- Identify and focus on a few high-impact initiatives that align closely with PIDC's core mission. Defer less critical actions to subsequent planning periods.
- Break down the Strategic Plan into phases, prioritising actions based on urgency and resource availability. This makes the plan more manageable and allows for adjustments based on progress and feedback.
- Identify options for permanent increase in staffing capacity to deliver its core services (see proposed workforce plan submitted separately).
- Explore opportunities for temporary staffing solutions, such as secondments and work attachments from member countries or hiring interns, to boost capacity and help meet strategic goals.

M&E and Reporting

- Use a mix of qualitative and quantitate indicators to drive monitoring of the Strategic Plan goals (see proposed framework in Appendix C).
- Develop simple, user-friendly tools and templates for members to report on the impact of PIDC's support. This can reduce the reporting burden and improve data quality.
- Create a dedicated session in Annual and Board meetings for members to share success stories and lessons learned. This not only highlights the impact but also encourages peer learning.

Engagement with external stakeholders and partner agencies

- Establish clear criteria and priorities for engaging with external stakeholders. Focus on partnerships that align closely with PIDC's goals and offer significant mutual benefits.

- Allocate specific resources (for example, staff time, budget) for managing external partnerships. This ensures that such engagements do not detract from core activities.
- Develop joint initiatives with external partners that leverage PIDC's strengths and raise PIDC's profile.

Appendix A: Survey respondents

Member	Partially or fully completed responses
American Samoa	1
Australia	1
Cook Islands	1
Federated States of Micronesia	1
Fiji	2
French Polynesia	3
Kiribati	1
Nauru	1
New Caledonia	1
New Zealand	3
Other	1
Palau	2
Papua New Guinea	1
Samoa	1
Solomon Islands	3
Tokelau	1
Tonga	2
Tuvalu	1
Total	**27**

ST|CONSULTANCY

Appendix B: Members' views on priorities for PIDC to focus on in the next 3-5 years

Priorities	Times mentioned by respondents
Training and capacity development	**9**
Capacity building for immigration officers	
Capacity building/Secondment	
Exchange programs.	
Human Resources development- Relevant trainings	
Leadership Training for Immigration Managers/Senior Officers	
Training new officer	
Training/Capacity development for Immigration officers	
Trainings	
Upgrades immigration officer	
Border management/security	**7**
Airport profiling workshop	
Border Management System	
Border Security	
Resilient border management systems	
Seaport profiling workshop	
Strengthen border enforcement	
Upgrade border management system	
Other	**6**
Alignment of work programs	
E-passport	
Regional fit	
Setting out strategic Immigration priorities for the region and supporting implementation	
Staff succession planning	
Writing reports	
Information sharing	**6**
Information sharing	
Information hub	
Information sharing	
Information sharing (including strengthening/encouraging information provision from members to inform trend analysis)	
Information Sharing / data collection	
Strengthening border enforcement	
Collaboration, relationships, partnerships	**5**
Building relationships	
Increase collaboration between members and partner organisations	
Increase collaboration with members	
Promotion of the organisation as the regional immigration authority	
Strengthening partnership of PIDC member countries	
Legislation, policies and procedures	**5**
Operational Procedure and Process Manuals	
Good Governance i.e. review Immigration Rules 1991	

ST|CONSULTANCY

Priorities	Times mentioned by respondents
Legislation update and etc.	
Modernization of immigration legislation	
Support to member states to strengthen national governance.	
Technical assistance	**3**
Technical assistance	
Technical assistance to strengthen national immigration agencies	
Technical Assistance	

Appendix C: Draft Strategic Plan M&E Framework

This draft M&E framework proposes a suite of indicators against the Strategic Focus Areas in the 2022-2025 PIDC Strategic Plan. These are suggested indicators for the PIDC Board to consider, and the Secretariat and members are encouraged to expand the indicators as the M&E framework becomes embedded into the Secretariat's organisational reporting practice over time.

Strategic Focus Area	Data source
Partnerships and Coordination	
Number of new partnerships formed with relevant organisations, government agencies, and stakeholders.	PIDC monitoring
Number of joint projects or programs implemented with partner organisations.	PIDC monitoring
Number of joint events or workshops organised with partners.	PIDC monitoring
Increase in resources (financial, human, etc.) contributed by partners to joint efforts.	PIDC monitoring
Feedback from members on the effectiveness of collaborative efforts, and PIDC representation of their interests.	Surveys and feedback mechanisms Member reporting Strategic Plan mid-term review
Feedback from partners on the effectiveness of coordination efforts.	Surveys and feedback mechanisms Member reporting Strategic Plan mid-term review
National Immigration Strengthening	
Number of capacity-building workshops or training sessions conducted for immigration officers.	PIDC training records
Number of trained male and female immigration officers (disaggregated by training level, member country).	PIDC training records
Percentage of participants who report improved skills and knowledge after training.	PIDC post-training survey
Percentage of training participants who successfully implement new skills/knowledge in their work.	PIDC post-training survey
Number of members adopting technology-based solutions for immigration processes.	PIDC monitoring Member reporting
Number of intelligence products	PIDC monitoring
Number of successful collaborations with partners to strengthen immigration capacities.	PIDC monitoring

Strategic Focus Area	Data source
Percentage of members who have adopted international standards or best practices.	PIDC monitoring Member reporting
Examples of use of data, analytics and research to inform policy development and decision making.	PIDC monitoring Member reporting
Examples of operational efficiency due to technological advancements.	PIDC monitoring Member reporting
Enforcement and Traveller Facilitation	
Percentage increase in the timeliness and accuracy of shared information.	PIDC monitoring
Number and percentage of members contributing to the PIDC data collection efforts.	PIDC monitoring
Number of immigration intelligence analysis reports generated and shared.	PIDC monitoring
Number of training sessions for border enforcement personnel.	PIDC monitoring
Number of research studies or analytical reports produced.	PIDC monitoring
Percentage increase in the exchange of intelligence and information with regional partners.	PIDC monitoring Member reporting
Feedback from members on the usefulness of the data and analyses provided.	Surveys and feedback mechanisms Member reporting
Number of cross-border criminal activities disrupted due to shared information.	PIDC monitoring Member reporting
Number of bilateral or multilateral agreements signed for border management and security.	PIDC monitoring Member reporting
Number of cross-border smuggling incidents detected and prevented.	PIDC monitoring Member reporting
Percentage reduction in illegal border crossings.	PIDC monitoring Member reporting
Number of enforcement actions taken at borders per quarter/year.	PIDC monitoring Member reporting
Number and type of new technological solutions implemented to streamline processing.	PIDC monitoring Member reporting
Improvement in the average time taken for immigration procedures.	PIDC monitoring Member reporting

Strategic Focus Area	Data source
Governance and Secretariat Support outcomes	
Workplan completion rates.	PIDC monitoring
Number of policy recommendations made by the Secretariat adopted by member countries.	PIDC monitoring Member reporting
Level of satisfaction among members with the support provided by the Secretariat.	PIDC monitoring Member reporting
Increase in the efficiency of Secretariat operations, measured by turnaround times for requests or inquiries.	PIDC monitoring
Number and severity of findings from internal or external audits	Internal/external audit
Members' perceptions of PIDC's governance effectiveness.	Strategic Plan mid-term review
Efficiency of budget utilisation by the PIDC Secretariat in implementing PIDC objectives.	Strategic Plan mid-term review