Australian Government
Bureau of Meteorology

COSPPac Transition Strategy (CTS)

6 May 2015

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Executive Summary

The COSPPac Steering Committee proposes that COSPPac be extended for a year to June 2017 so the Program can contribute to the development of a regional network of climate and surveying service providers, integrating as far as possible the products and functions COSPPac has developed into that network. To ensure the transition is effective, COSPPac will:

- Gradually transfer COSPPac products and services to agencies in the region that are committed and resourced to maintain and manage them, with any agreed ongoing support and Australian funding. This will reduce costs to the Australian aid program and strengthen Pacific countries' control of inputs to their services. Some highly specialised functions, mostly relating to the sea level monitoring program, may continue to be carried out by Australia, specifically roles pertaining to quality control and assurance of collected data.
- Plan for a second phase of COSPPac, if funds are available, which may include continued technical advice and support to ensure transferred products and services are maintained by the new host.
- Contribute to the development of a regional network of climate services such as a Regional Climate Centre and a Regional Meteorological Training Centre and surveying service providers.
- Support the coordination that will be needed to ensure the network is fully functional before COSPPac inputs come to an end.
- Reduce the number of COSPPac activities planned for implementation in 2015/16 to allow funds to be redirected to support the development of the emerging agencies, and to ensure appropriate capacity is developed in regional institutions to enable a smooth transfer of COSPPac tools, products and services as they become ready from July 2015 onwards.

Goal of transitioning COSPPac products and services

To ensure high value products and services are maintained and available to Pacific agencies after the completion of COSPPac.

Assumptions

- That Pacific regional organisations wish to receive, maintain and make available to users COSPPac products and services consistent with their mandates; and
- Resources will be available to enable regional organisations to continue these services, from Australia or other sources.

Risks & Benefits

Risks of transition

- That the Australian Government may not be able to continue support to receiving organisations beyond June 2017; and
- Regional organisations may not be able to maintain staff and other resources after the process of transition is complete.

Benefits

A network of the agencies active in meteorology, climatology, geodesy, surveying and oceanography will give Pacific NMSs and L&SDs greater autonomy in sourcing inputs to their countries in expertise and training. Their provision of essential services and their maintenance of well-functioning organisations will be less subject to changes in funding availability from specific external sources.

Successful sponsorship of a regional climate network will significantly reduce the cost to Australia of support to NMSs and L&SDs. It will allow Pacific NMSs and L&SDs to draw upon Australian technical expertise and ensure inputs are demand-driven.

Successful support of the transition of a project to regional management will reinforce the Bureau as an effective development partner with DFAT. The smooth transfer of COSPPac activities to Pacific organisations will serve as a model for future Bureau-delivered projects.

Background

The Climate and Ocean Support Program in the Pacific

The Climate and Ocean Support Program in the Pacific (COSPPac) was planned as a four year (2012 – 2016) first phase of support to Pacific National Meteorological Services (NMSs) and Lands and Survey Departments (L&SDs), building on previous longstanding partnerships with Australia. These agencies, in 14 Pacific countries, are partners in the project with the Australian Bureau of Meteorology (the Bureau), Geoscience Australia (GA) and the Secretariat of the Pacific Community (SPC). COSPPac's purpose is to contribute to the increasing capacity of Pacific NMSs and L&SDs in areas they nominate and where the Australian agencies have strengths. The Program is directed by a Steering Committee whose members are the NMS Directors, the Chair of the Pacific Geospatial and Surveying Council, the Bureau, GA, DFAT, SPC and the Secretariat of the Pacific Regional Environment Programme (SPREP).

During the design stage (2011 – 2012) Program partners discussed options for locating some of COSPPac's activities to Pacific agencies and regional organisations, but the final design deferred those considerations to the second phase. Most activities have been located in the Bureau of Meteorology, particularly those needing highly specialised expertise and equipment.

Recent developments in the Pacific region

The landscape for climate, weather, geospatial information and surveying services in the Pacific region has changed since COSPPac started in mid-2012. Climate change is known to be contributing to more extreme weather events, and countries are more aware of the importance of NMSs' and L&SDs' services. Emerging regional agencies engaged in meteorology, climatology, geospatial, surveying and oceanography services, which were being planned in 2012, are further advanced or becoming established. These agencies have the active support of Pacific governments, international organisations and developed countries in the region. Australia is and should, in the future, be actively involved in these developments, not least to ensure COSPPac's highest value products are integrated as early as possible. The new (and existing: SPC, SPREP and USP) regional institutions have good potential to provide permanent homes for the products and tools developed through COSPPac, and to support Pacific countries in actively managing them. At the same time, the Australian aid program budget is under pressure and it cannot be assumed funding will continue to be available at the current level.

Independent Progress Review 2014

The Independent Progress Review (IPR) in mid-2014 found the active engagement of Pacific partners in the decision making and implementation of COSPPac has resulted in solid progress towards its objectives. Good progress has also been achieved in developing software tools that Pacific agencies are using or will use to provide services they have identified as high priorities in their countries. Several valuable tools will be ready for handover by July 2015. Pilot projects using tool applications are already being trialled in-country and will be established and ready for transfer by 2016.

The IPR recommends that COSPPac begin to shift resources, build skills and transfer delivery responsibilities from Australia to Pacific regional organisations so activities can be sustained and further improved beyond COSPPac's completion.

Opportunity to integrate COSPPac achievements into regional climate and surveying networks

Recent developments give Australia an opportunity to work with Pacific countries, regional organisations, new Pacific coordinating mechanisms and other developed countries in establishing a wide and strong network of support for the essential services that Pacific NMSs and L&SDs provide to their national governments, industries and communities.

Proposed Process for Transitioning COSPPac Products and Services

Task 1: Set up of Transition Committee

The Transition Committee was formed though a motion proposed at the COSPPac Steering Committee in November 2014. The members were chosen by the Steering Committee and are listed at Attachment C.

The Steering Committee determined that the Transition Committee would prepare of terms of reference which would govern their operations, at Attachment D.

Task 2: NMS and L&SD ranking existing COSPPac products and services

NMSs and L&SDs were asked to rank COSPPac's products and services in order of their value to their countries, since it's unlikely that aid funding in 2015/16 and 2016/17 will cover the costs of transferring all of them. Limited feedback from Pacific L&SDs could indicate lack of awareness of some products and services and their importance. Responses and analysis are at Attachment E.

Task 3: Assessment of existing COSPPac products and services

COSPPac's current providers (the Bureau, GA and SPC) have documented the purpose and function of the highest ranked COSPPac products and services, as well as the human and technical resources they require. The template also asks for the value of each product to the providing organisation, that is, to the Australian Government and SPC.

Task 4: Proposals for allocation of COSPPac products and services to regional organisations

The product documentation has been passed to potential future Pacific providers of the services and they have been asked:

- whether they are interested in providing the products and services;
- if they have now or could acquire capacity to provide them; and

- what (if any) cost in additional staff and equipment that would require.

Task 5: Evaluation of proposals by the Steering Committee

The Transition Committee will make an initial assessment of responses from the potential providers to determine a suggested allocation of products and services. The Steering Committee will evaluate proposals from the organisations, consider the Transition Committee's recommendations and make final decisions, taking into account budget constraints.

Final decisions may be made at the May 2015 Steering Committee Meeting for products ready for transfer. Decisions on other products and services may be made out of session by the whole Steering Committee or at future SC meetings.

Task 6: Preparation of COSPPac Annual Work Plan for 2015-2016

The Bureau has prepared a Draft Work Plan reflecting the reduced budget for 2015/16, the reduced training inputs and the completion of some major IT inputs. Savings will be directed to supporting the development of a network of climate and geodetic coordinating mechanisms and to the effective transfer of completed COSPPac products and high priority services to Pacific agencies.

When the 2015/16 budget for COSPPac is confirmed (expected early in 2015/16) a proposed outline of activities to support the development of a network will be circulated to SC members for comment and endorsement. This may consist mainly of participation in planning meetings and workshops by Australian and Pacific officials, ensuring for instance that key NMS and L&SD staff attend important RCC, RMTC and PGSC consultations.

Detailed plans and budgets for the transfer of products and functions will be developed during the year through negotiation with the receiving agencies and reported to Steering Committee Meetings. Australian support may include engaging short term expertise to install IT products, help with curriculum development, upgrading IT resources and provision of mentoring during handovers.

Providing support for the post-transition framework

Supporting emerging regional coordination bodies

COSPPac proposes to support regional organisations so that the COSPPac components become part of a broad and strong network supporting NMSs and L&SDs. This will mean collaborating closely with NMSs, WMO, SPREP, SPC, USP and other key regional partners such as NIWA and NOAA on the establishment of the RCC, the RCOF and the RMTC (Attachment B). Through GA, COSPPac will also support the PGSC including the Pacific Geospatial and Surveying Partnership Desk.

Supporting regional organisations to provide further training and development

The small populations and remote locations of many Pacific islands make the retention of qualified staff and the provision and maintenance of equipment a perennial challenge. Establishment of a network of support can help by rationalising donor inputs and providing up to date information on the current priorities of specific countries.

COSPPac includes a budget for determining the training priorities of NMSs and L&SDs and their staff and providing courses, workshops, placements and exchanges in the Bureau's areas of expertise – climatology, meteorology, oceanography and some related IT. One or more PROs will be supported to take over the administration of this function in collaboration with USP and the RMTC, who will manage higher level education and training.

GA and SPC may be able to continue training support for L&SDs on GNSS and other relevant areas.

Supporting regional organisation through the provision of essential equipment

COSPPac has a small budget for IT equipment used in the provision of seasonal forecasts and has purchased portable tide gauges to extend the range of the tide calendars produced by the sea level project.

Weather and climate services could be much improved if more data were collected from across the Pacific. This would need a large program that took into account the physical challenges of Pacific environments and the high cost of maintenance programs.

Attachment A: Current development partners of Pacific NMSs and L&SDs

World Meteorological Organization (WMO)

The WMO is a specialised agency of the United Nations. It is the UN system's authoritative voice on the state and behaviour of the Earth's atmosphere, its interaction with the oceans, the climate it produces and the resulting distribution of water resources.

WMO has a membership of 191 Member States and Territories (as of 1 January 2013), including Australia, Pacific COSPPac partner countries and other donors. As weather, climate and the water cycle know no national boundaries, international cooperation at a global scale is essential for the development of meteorology and operational hydrology as well as to reap the benefits from their application. WMO provides the framework for such international cooperation.

WMO plays a leading role in international efforts to monitor and protect the environment through its programs. In collaboration with other UN agencies and the National Meteorological and Hydrological Services (NMHSs), WMO supports the implementation of a number of environmental conventions and is instrumental in providing advice and assessments to governments on related matters. These activities contribute towards ensuring the sustainable development and wellbeing of nations.

As a developed country member, Australia supports developing country NMHSs in its region and beyond.

United Nations Initiative on Global Geospatial Information Management (UN-GGIM)

A relatively new entity (since 2009), the United Nations initiative on Global Geospatial Information Management (UN-GGIM) aims at playing a leading role in setting the agenda for the development of global geospatial information and to promote its use to address key global challenges. It provides a forum to liaise and coordinate among Member States, and between Member States and international organizations.

International Federation of Surveyors (FIG)

FIG is the premier international organisation representing the interests of surveyors worldwide. It is a federation of the national member associations and covers the whole range of professional fields within the global surveying community. It provides an international forum for discussion and development aiming to promote professional practice and standards.

FIG is a UN-recognised non-government organisation (NGO), representing more than 120 countries throughout the world, and its aim is to ensure that the disciplines of surveying and all who practise them meet the needs of the markets and communities that they serve.

Pacific NMSs and L&SDs through inter-country exchanges

Pacific national agencies are a major resource for each other, needing only modest funds to enable exchanges and attachments among themselves. This can be one of the most effective ways of contributing to capacity development.

Secretariat of the Pacific Community (SPC)

SPC is a regional intergovernmental organisation whose membership includes both nations and territories in the Pacific Ocean and their metropolitan powers. It aims to develop the technical, professional, scientific, research, planning and management capability of Pacific Island people and directly provide information and advice, to enable them to make informed decisions about their future development and well-being. The SPC headquarters is in Nouméa, New Caledonia and it has a large office in Suva, Fiji.

Its Geoscience Division provides:

- applied ocean, island and coastal geoscience services to support countries to govern and develop their natural resources, increase their resilience to hazards and facilitates data-based approaches to adaptation.
- technical support through capacity building, awareness and advocacy related to the management of water resources and the provision of water supply and sanitation services.
- technical support to strengthen disaster risk management practices.

Secretariat of the Pacific Environment Programme (SPREP)

SPREP is an intergovernmental organisation based in Samoa, working with the governments and administrations of the Pacific region to ensure the protection and sustainable development of the region's natural resources. The organisation actively promotes the understanding of the connection between Pacific Island people and their natural environment, and the impact that these have on their sustenance and livelihoods. All COSPPac partners (Pacific Island Countries) are members of SPC and SPREP and the Australian Government contributes funds to the operations of both.

SPREP is home to the Pacific Meteorology Desk Partnership (PMDP), the working arm of the Pacific Islands Climate Services (PICS) Panel and the Pacific Meteorology Council (PMC). The PDMP actively supports meteorology, climate and marine forecasting in the Pacific region. SPREP and PDMP are also home to the Pacific Islands Global Ocean Observing System (PI-GOOS) Coordinator, whose role is to coordinate, raise awareness of and capacity for ocean based activities within the region. The Regional Climate Center and Seasonal Forecasting Centre will also be based at SPREP.

University of the South Pacific (USP)

USP is an intergovernmental organisation and public research university with a number of locations spread throughout a dozen countries in Oceania. It is an international centre for teaching and research on Pacific culture and environment. USP's academic programs are recognised worldwide,

attracting students and staff from throughout the Pacific Region and internationally. It is the only university in the Oceania region to be internationally recognised outside Australia, New Zealand and the U.S. state of Hawaii with its bachelor's and other awards program. USP is owned by the governments of 12 Pacific Island countries: the Cook Islands, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu.

USP offers courses and undertakes research relevant to NMSs and L&SDs and it hosts the Pacific Centre for Environment and Sustainable Development (PaCE-SD).

Australian Government

The Bureau, GA and DFAT, Australian universities

Other developed country governments including New Zealand, the US, Finland, Taiwan, South Korea and Canada

Potential additional contributors to a regional network

Regional Meteorological Centre (SPREP campus)

Pacific Geospatial and Surveying Partnership Desk and Secretariat (to be hosted by SPC, Suva)

Regional Meteorological Training Centre (located with Fiji Meteorological Service, Nadi)

Attachment B: Regional coordination bodies

A Regional Climate Centre (RCC), Regional Climate Outlook Forum (RCOF) and a Regional Meteorological Training Centre are in the early stages of planning and have wide support in the Pacific: parties engaged in discussions include Pacific island countries individually or collectively through the Pacific Meteorological Council (PMC); the World Meteorological Organization (WMO), Japan, the National Institute of Water and Atmospheric Research (NIWA), the US National Oceans and Atmospheric Administration (US-NOAA), SPREP and the University of the South Pacific (USP) as well as The Bureau representing the Australian Government.

The Pacific Islands Climate Services (PICS) Panel is an advisory committee established by the second PMC meeting in 2013 to provide advice and guidance on climate services developments in the Pacific region. It is coordinated by SPREP's Pacific Meteorological Desk Partnership (PMDP) and has members from The Bureau, NIWA, NOAA, SPREP, USP, SPC, WMO and the NMSs of PNG, Niue, Vanuatu and Palau). The PICS Panel is leading the drafting of the implementation plan for the Regional Climate Centre, which will share information, coordinate donors and provide technical services. An action plan for improving climate services in the region has been developed as well as a calendar of meetings to agree on the structure and some specific functions of the RCC. The PICS Panel will meet immediately after the COSPPac Steering Committee meeting (6 May 2015). As well, USP is working closely with the Fiji Meteorological Service to establish a regional training centre for climate services under a WMO banner.

A Pacific Geospatial and Surveying Council (PGSC) is currently being formed to support sustainable development in the Pacific with world class geospatial information and surveying services. SPC's Geoscience Division will be the home of the Pacific Geospatial and Surveying Partnership Desk and Secretariat for the PGSC. All COSPPac partner countries will likely endorse the PGSC Charter, recently endorsed by Tuvalu, in 2015. The Charter will provide the forum for development of a Pacific Strategy for advancing geospatial and surveying capacity throughout the region, for which COSPPac has set a firm foundation. Its work will be supported by the International Federation of Surveyors (FIG) and the United Nations through the initiative on Global Geospatial Information Management (UN-GGIM). The next PGSC meeting will follow the Pacific Regional Geospatial Information and Remote Sensing User Conference (16 to 19 November 2015).

Attachment C: Transition Committee Terms of Reference

1. Be guided by the recommendations made in the IPR.
2. Prioritise COSPPac activities for future funding or transition in consultation with Pacific Meteorological Service Directors, Heads of Geospatial Services (e.g. Directors of Lands and Survey Departments, LDSs), and other Project or potential Project stakeholder's.
3. Identify which organisation or mix of regional organisations or institutions should be responsible for coordination, implementation and monitoring.
4. Draft a transition plan for COSPPac including program management, products and services transfer and budget for submission to the Sixth Steering Committee meeting in May 2015 outlining the following:
    a. Which program management mechanism offers the best quality of technical and capacity development services to suit NMSs and L&S' or LSDs?
    b. Which program management mechanism offers the most effective partnerships for maximizing quality services for the diversity of Pacific Island NMSs and L&S' or LSDs?
    c. Which program management mechanism offers the best value for money?
    d. Which organisation has the relevant organisational structure and support systems (including HR, IT and financial management systems) to maximise quality delivery of activities funded by the Australian government?
    e. Which organisation has the relevant technical capacity to ensure the quality of scientific data collection, analysis and communications of information is maximised?
5. Monitor and oversight the implementation of the transition plan in 2015 – 2017.
6. Meet/correspond via email correspondence, teleconference or in person from Mid-November 2014 to May 2017.

Attachment D: Transition Committee Members

Name	Position and organisation name
Janita Pahalad	COSPPac Manager (Chair)
Ofa Fa'anunu	Director, Tonga Meteorological Services
David Hiriasia	Director, Solomon Islands Meteorological Services
Bob Twilley	GNSS Network Manager, Geoscience Australia
Jens Kruger	Manager, Ocean Coastal Geoscience, Secretariat of the Pacific Community
Tommy Moore	PIGOOS Officer, Secretariat of the Pacific Regional Environment Programme
Elisabeth Holland	Director of PACE-SD, University of the South Pacific
Fataasi Malologa	interim Chair, Pacific Geospatial and Surveying Council (PGSC)

Attachment E: NMS and LSD Ranking of Existing COSPPac Products and Services

Key transition questions

1. What products/services should be completed in current COSPPac?
2. What products/services are essential?
3. What products/services are non-essential?
4. What IT products will be completed by June 2015?
5. What products/services can be transitioned? To where?
6. What products/services will be ceased now, to be proposed as part of phase 2?

1. Online climate outlook forum

5	5	-	5	3.5	5	1	4	5	4	5	1

Average: 3.5

2. Climate bulletin (http://cosppac.bom.gov.au.tmp.anchor.net.au/products-and-services/climate-bulletin/)

4	5	3	5	3.5	5	3	4	5	4	5	4

Average: 4.2

3. Red Cross seasonal rainfall watch service

4	4	-	1	4	5	3	4	2	3	4	3

Average: 3.1

4. Pacific Ocean portal

5	4	5	5	4	5	2	5	5	3	3	4

Average: 4.2

5. SCOPIC – including new drought module

5	5	5	5	4	5	2	4	3	3	5	5

Average: 4.3

6. CliDE data management system

5	5	-	5	4	5	1	4	5	5	5	5

Average: 4.1

7. Traditional Knowledge database

2	5	-	5	4	5	1	-	4	1	5	3

Average: 2.9

8. Calibration and maintenance of tide gauges

4	5	5	5	5	5	1	3	5	3	-	4

Average: 3.7

9. Tide prediction calendars

5	4	5	5	5	5	3	3	4	4	-	5

Average: 4.1

10. Monthly sea level data reports

3	3	5	5	5	5	2	3	2	4	-	3

Average: 3.4

11. Real time data display

5	3	5	5	5	5	1	3	5	4	-	5

Average: 3.5

12. Local Monitoring Surveys

3	-	5	5	5	5	1	3	2	4	-	2

Average: 2.9

13. GNSS Operations (Earth Monitoring)

5	-	5	5	3	5	2	3	-	4	-	3

Average: 2.9

14. Capacity development programming for meteorologists and climatologists

5	5	5	5	4	5	1	4	3	4	5	5

Average: 4.2

15. Capacity development programming for Lands and Survey officers

3	5	5	5	2	5	-	-	2	4	3	2

Average: 3.7

16. Delivery of climate science training

4	5	5	5	2	5	2	4	3	4	5	5

Average: 4.0

17. Delivery of communication and stakeholder engagement training

4	5	5	5	2	5	1	4	2	4	5	5

Average: 3.8

18. Delivery of tides and oceans training

4	5	5	5	5	5	2	5	5	4	5	3

Average: 4.5

19. Traditional Knowledge data collection system (e.g. forms)

1	4	-	5	4	5	1	-	3	2	5	4

Average: 2.8

20. Traditional Knowledge database

1	4	-	5	4	5	1	-	4	2	5	3

Average: 2.8