

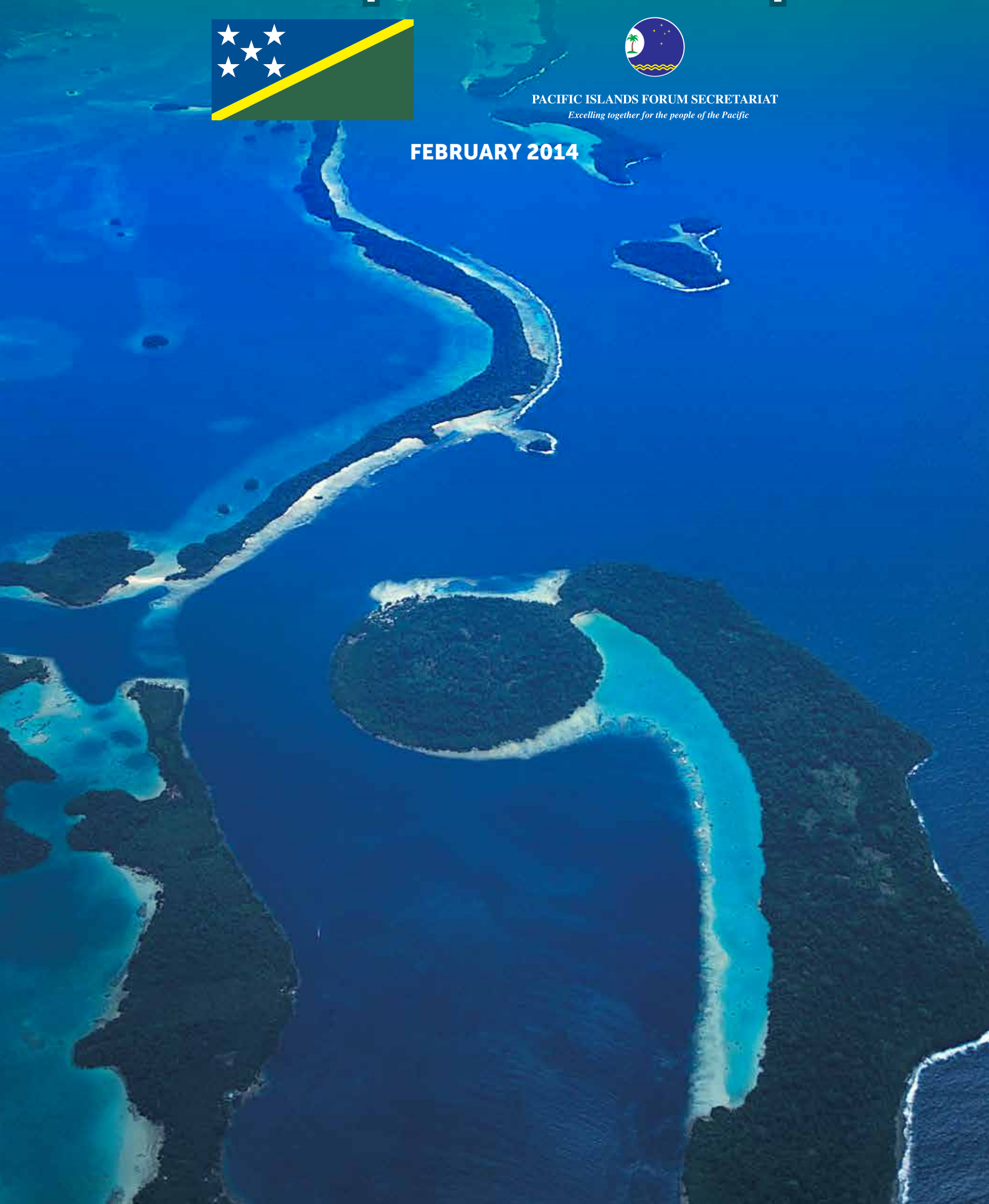
Solomon Islands

Forum Compact Peer Review Report



PACIFIC ISLANDS FORUM SECRETARIAT
Excelling together for the people of the Pacific

FEBRUARY 2014



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Cover: Aerial View of Islands in the Solomon Sea



North Malaita Province dancers in traditional wear, Honiara

ACKNOWLEDGEMENTS

At the invitation of the Government of the Solomon Islands, a Peer Review of the Solomon Islands national development planning, budgeting, public financial and aid management systems and processes was undertaken in the Solomon Islands from 10-20 September 2013. The Government of Solomon Islands invited representatives from Papua New Guinea (Ms Ruby Zarriga), Samoa (Mr Oscar Malielegaoi), Vanuatu (Mr Collin Tavi), and Mr David Smith from the United Nations Economic and Social Commission for Asia Pacific to serve on their peer review team. The Government of the Solomon Islands also invited a representative from Papua New Guinea (Mr Peter Pim) to observe on their Peer Review Team. The Solomon Islands Peer Review Team was supported by personnel from the Pacific Islands Forum Secretariat led by Ms Charmina Saili, Regional Planning Adviser.

The peer review would not have been possible without the efforts of a number of people and organisations to whom the peer review team would like to express their sincere gratitude:

- H E the Prime Minister of Solomon Islands, the Honourable Minister of Development Planning and Aid Coordination, Members of legislatures, senior staff of the various Government Ministry's and Departments, development partners, private sector and non-government organisations who shared their experiences, insights and ideas on how to strengthen policies and systems in Solomon Islands
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- The Governments of Papua New Guinea, Samoa, Vanuatu and the United Nations Economic and Social Commission for Asia Pacific, for agreeing to release us to serve on this Peer Review Team.
- The Government of Solomon Islands for taking the initiative to undertake a peer review;

ACRONYMS

ADB	Asian Development Bank	MPS	Ministry of Public Service
ADR	Annual Development Report	MTDP	Medium Term Development Plan
CDF	Constituency Development Fund	NDS	National Development Strategy
CDO	Constituency Development Officers	NGOs	Non-government Organisations
CEO	Chief Executive Officer	NSO	National Statistics Office
CEWG	Core Economic Working Group	ODA	Overseas Development Aid
CIMC	Consultative Implementation and Monitoring Council	OECD	Organisation for Economic Development and Cooperation
CSSP	Civil Society Support Programme	OPM	Office of the Prime Minister
DAC	Development Assistance Committee	PCDF	Provincial Capacity Development Fund
EMIS	Education Management Information System	PEFA	Public Expenditure and Financial Assessment
EU	European Union	PFM	Public Financial Management
FICs	Forum Island Countries	PIFS	Pacific Islands Forum Secretariat
GDP	Gross Domestic Product	PMU	Programme Management Unit
HIES	Household Income and Expenditure Survey	PNG	Papua New Guinea
HIS	Health Information System	RAMSI	Regional Assistance Mission to Solomon Islands
MDGs	Millennium Development Goals	RSIPF	Royal Solomon Islands Police Force
M&E	Monitoring and Evaluation	SIG	Solomon Islands Government
MDPAC	Ministry for Development Planning and Aid Coordination	TA	Technical Assistance
MOF	Ministry of Finance	UNDP	United Nations Development Fund
MOFT	Ministry of Finance and Treasury	UNESCAP	United Nations Economic and Social Commission for the Asia Pacific

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MESSAGE FROM THE PRIME MINISTER OF SOLOMON ISLANDS

THE PRIME MINISTER



P O BOX G1
HONIARA
SOLOMON ISLANDS

I would like to thank the Pacific Island Forum Secretariat for bringing a team selected at the invitation of the Solomon Islands Government consisting of representatives from the Governments of Papua New Guinea, Vanuatu, Samoa and UNESCAP with support personnel from the Pacific Island Forum Secretariat to conduct a Peer Review in Solomon Islands. Solomon Islands undertaking of the Peer review process signifies the importance that the Government attaches to the Cairns/Forum Compact for effective development coordination.

The Peer Review is an important regional mechanism for mutual learning and provides an avenue for review and discussion on aspects of development planning, public financial management and aid coordination. It has therefore presented us with the opportunity to examine particularly the processes and mechanisms for development coordination with the ultimate aim of reinforcing country leadership over the establishment of development priorities and strengthening the country's capacity to guide the use of development resources from both government and partners.

We appreciate the external and objective views received on the progress Solomon Islands has achieved in the past years. The key findings of the Peer Review indicated that Solomon Islands is making progress on a number of areas covered in the Forum Compact Peer Reviews. However, there are also certain areas for improvement that need the attention of the government and the relevant stakeholders. The recommendations put forward in this report points us to those areas where improvement needs to be made, particularly in the areas of planning and coordination; budgeting, public financial management,

and performance management; and aid coordination. The recommendations should help the government and its development partners reflect on how we can do things better, how can roles be better defined, and how can relationships and the way we interact with each other be made more inclusive.

It is important to maintain and build on the achievements gained and to learn from past experiences to progress forward in terms of improving processes and mechanisms, and strengthening capacities for implementation in order to achieve better outcomes for our peoples.

The peer review process gives Pacific Island Countries the opportunity for mutual learning and sharing of experiences. Solomon Islands has been able to learn from the experiences of other countries and I hope that Solomon Islands experiences and good practises can also be shared with other Pacific Island countries.

Finally but not least, I would like to acknowledge all those who assisted and made the Solomon Islands Peer Review possible particularly the Pacific Island Forum Secretariat, the Peer Review Team comprising of officials from Papua New Guinea, Samoa, Vanuatu and UNESCAP and Officials from the Solomon Islands Government.

Hon. Gordon Darcy Lilo
Prime Minister of Solomon Islands

MESSAGE FROM THE SECRETARY GENERAL OF THE PACIFIC ISLANDS FORUM SECRETARIAT

At the 2009 Pacific Forum Leaders Meeting in Cairns, leaders made a commitment through the Cairns Compact to strengthen the coordination and use of domestic and external development resources received by their countries in an effort to accelerate progress towards the achievement of the MDGs in the region. Forum Island Countries since then have played a supportive role in the implementation of Compact initiatives in particular the Peer Reviews which looks at the national systems and processes of planning, budgeting, public financial management and aid management in regards to development coordination. The Solomon Islands is the eleventh Forum Island country to volunteer to undertake this peer review process.

The review has come at a critical time for the Solomon Islands as they transition from post-conflict recovery to development and complements their leadership's effort in taking a coherent approach in realizing their development challenges and committing to improving the effective delivery of services to its people and communities. Being the second largest recipient of ODA in the Pacific, the Solomon Islands has a lot to gain from this process in particular the opportunity provided to learn from the ideas and approaches of their Pacific brothers and sisters who face similar development challenges that they do. By allowing senior officials from Vanuatu, Samoa, PNG and UNESCAP to have a discussions with their Leaders, Parliamentarians, senior government officials, development partners and CSO stakeholders

Solomon Islands is showing significant commitment to transparency and good governance.

Whilst the report highlights the challenges faced by Solomon Islands, it also offers some good development coordination practices that the Pacific region can benefit from. There are 15 recommendations made to the government and its development partners on how they could address their development shortfalls and particularly draws on the need for more collaborative and coordinated dialogue between government, development partners and CSO stakeholders to improve the overall effectiveness of development efforts at the national level.

I take this opportunity to congratulate and thank the Prime Minister of the Solomon Islands and his Government for their commitment to this process and re-affirm the Forum Secretariat's continued support to assisting the Solomon Islands with facilitating the implementation and monitoring of the progress of their Peer Review recommendations.



Tuiloma Neroni Slade
Secretary General
Pacific Islands Forum Secretariat



Primary School girl, Honiara

INTRODUCTION

1. The Government of the Solomon Islands invited a Peer Review of the Solomon Island’s national development planning, budgeting, public financial and aid management systems and processes. The review was undertaken in the Solomon Islands between the 9th and 19th of September 2013 but with preparations and follow up research covering the weeks before and after the period in country. The Solomon Islands is the eleventh peer review of its kind in the Pacific and was conducted under the framework of the Forum / Cairns Compact.
2. The peer review team selected by the government of the Solomon Islands consisted of representatives from Samoa, Vanuatu, Papua New Guinea and UNESCAP with support from personnel from the Pacific Islands Forum Secretariat. The review would not have been possible without the efforts of a large number of people and organisations to whom the team would like to express their sincere gratitude.
3. The Solomon Islands volunteered for a peer review under the Forum Leaders’ Cairns Compact on Strengthening Development Coordination (Forum Compact). By participating in the peer review

process, the Solomon Islands Government makes a significant commitment to transparent and good governance. Peer reviews of this nature represent a political commitment both to recognising potential lessons to learn from other governments and also a commitment to sharing experiences and fostering good governance in the Pacific region as a whole. Peer reviews focus on how governments use their own and donor resources for their citizens and in working towards achieving national priorities including the Millennium Development Goals (MDGs).

4. The Forum Compact on Strengthening Development Coordination in the Pacific was endorsed by Forum leaders and key development partners at the Pacific Islands Forum Leaders’ annual meeting in Cairns, August 2009. The compact sets out collective actions by Forum Island Countries (FICs) and development partners to strengthen coordination and use of development resources at both national and regional levels. The actions taken are informed by international commitments to good practices such as in the Paris Declaration on Aid Effectiveness,



Back row – Left to right: Oscar Malielegaoi, Former Assistant CEO, Budget Division, Ministry of Finance, Samoa; David Smith, Deputy Head and Senior Economist, UNESCAP Pacific Office, Fiji; Front row – Left to right: Allan Daonga, Under Secretary, Ministry of Development Planning & Aid Coordination (MDPAC), Solomon Islands; Jeremiah Manele, Permanent Secretary, MDPAC; Collin Tavi, Former Head of Monitoring and Evaluation Unit, Prime Minister’s Office, Vanuatu; Hon. Conneley Sandakabatu, Minister of National Planning and Aid Coordination, Solomon Islands; Ruby Zarriga, Former Deputy Secretary, PNG Department of National Planning and Monitoring; Charmina Saili, Regional Planning Adviser, PIFS; Susan Sulu, Director Aid Coordination Division, MDPAC; Alexander O’Riordan, PIFS Peer Review Consultant.

the Accra Action Agenda, the Busan Partnership for Development Cooperation and the Pacific Principles on Aid Effectiveness.

5. The Peer Review Team's terms of reference are in annex 1. The team reviewed how national development priorities are formulated and budgeted, implemented, reported on and monitored for results. Just as importantly, the team investigated how development partners act collectively and individually to support the Solomon Islands' national priorities and processes. The team reviewed a number of Government documents including: 1.) The Solomon Islands National Development Strategy (NDS), 2.) Solomon Islands 2012 Recurrent Budget, 3.) Solomon Islands 2012 Development Budget, 4.) IMF - Solomon Islands First Review under the Extended Credit Facility Arrangement - Staff Report; 5.) 2012 Public Expenditure and Financial Accountability (PEFA) Review (summary in annex), 6.) Solomon Islands Medium Term Fiscal Framework; 7.) The 2011 Paris Declaration Survey of the Solomon Islands; and 8) Solomon Islands Peer Review Terms of Reference.
6. The team held substantial discussions with the Government of the Solomon Islands, the legislature, provincial authorities, the private sector, civil society and development partners. The list of those consulted is in Annex 2.
7. This report begins with a Background (of the Solomon Islands) followed by Summary Findings and then Planning, Budgeting and Performance Management and Aid Management. The report concludes with Recommendations.



Inside of the Solomon Islands House of Representatives Parliament Chamber, Honiara

BACKGROUND

8. Self-government was achieved in the Solomon Islands in 1976 and independence two years later. The Solomon Islands has a 4 year term 50 member Parliament, an independent Judiciary as well as a customary legal system. It is divided into ten administrative areas, of which nine are provinces administered by elected provincial assemblies, and the tenth the capital Honiara, administered by the Honiara Town Council. The 2011-2020 National Development Strategy is the Solomon Islands' long-term development framework. Implementation arrangements are being detailed in the 2014-2018 Medium Term Development Plan (MTDP) that will be approved by cabinet by the end of 2013.
9. The Solomon Islands has made mixed progress in achieving the Millennium Development Goals (MDGs)¹. Notable achievements are in universal primary education and in reducing child and maternal mortality rates. However, progress has been slow in reducing poverty, improving gender equality and environmental sustainability. Three out of four Solomon Islanders do not have access to piped water and sanitation facilities² and a quarter have difficulties meeting basic food and essential non-food needs. There are also worrying signs of growing and entrenched inequality particularly between rural and urban populations. A performance assessment of the National Development Strategy (NDS) carried out in preparing the MTDP 2014-2018 pointed to slowly improving water and electricity supplies albeit mainly in urban areas.
10. The Solomon Islands is the second largest recipient of Overseas Development Assistance (ODA) in the Pacific. Since 2005, net ODA has averaged 44% of GNI³ and is larger than government's own revenue. The major bilateral development partners are Australia, New Zealand, Japan, Republic of China (Taiwan). Multilateral partners represented include the World Bank, the UN agencies, the European Union and the Asian Development Bank. ODA disbursements to the Solomon Islands have risen dramatically in the past decade from USD 83 million in 2003 to USD 338 million in 2011.
11. The Solomon Islands is transitioning from a post-conflict/recovery to a development phase. After 10 years, the Regional Assistance Mission to Solomon Islands (RAMSI) is winding down. The military component is completed and has transformed into capacity building and reinforcing the Royal Solomon Islands Police Force (RSIPF). Existing RAMSI development funds and programmes are being transferred to bilateral aid programmes primarily for Australia and New Zealand.
12. The Solomon Islands Government is investing in its capacity to raise, manage and monitor public and external resources. Central government is strengthening controls on public expenditure and improving macro-economic management which included consecutive budget surpluses for 2011 and 2012 and reducing debt levels. Inflation appears largely under control, foreign exchange holdings have been dramatically increased, foreign exchange rates have stabilized and there has been sustained economic and GDP per capita growth over the past few years⁴, (with the exception of 2009 due to the global economic crisis).



Old abandoned boat in Choiseul Province

¹ Pacific Regional MDGs Tracking Report 2013

² Solomon Islands NDS 2011-2020

³ WDI, 2011

⁴ 6.2% growth in 2011 and 4.4% in 2012, Solomon Islands MTDP 2014-2018 (DRAFT)



Solomon Island man paddling across Malaita Lake

KEY FINDINGS

13. The report notes that the Solomon Islands invests significantly in its national capacity to raise, manage and monitor use of public resources. Central government has ensured strong controls on public expenditure and notable improvements in macro-economic management. Inflation appears largely under control, foreign exchange holdings have been dramatically increased, foreign exchange rates stabilized and economic growth sustained.
14. The NDS is a broad document but was not intended as an implementation tool and thus needed to be complemented with a medium term development plan. The Medium Term Development Plan (MTDP) is the budget implementation component of the NDS but will only be approved in late 2013 for the period 2014-2018. Notably, Government is also developing its monitoring and evaluation capacity to strengthen reporting against the MTDP. The period 2011-2013 was not covered by a medium term plan and progress in implementing the NDS was not systematically monitored.
15. Implementation of both the MTDP and NDS require strong national leadership, closer coordination between central agencies and line ministries and an emphasis on new skills for implementation of the common developmental vision. It was not clear whether central ministries and its development partners are investing sufficiently in these vital capacities. Furthermore, new resources that could be brought to bear such as the CDF and the RAMSI transition funds do not appear to be programmed in support of the national developmental logic.
16. On financial management, the Medium Term Fiscal Strategy provides the resourcing framework. The Ministry of Finance analyses revenue and expenditure on an annual basis to mitigate the risk of unexpected overruns. Government's fiscal strategy is seen as a good practice and a discipline that could be replicated elsewhere.
17. National financial management capacity is further complemented by the general budget support indicators that focus on strengthening revenue collection, expenditure qualities, PFM and procurement. The team noted that the multi-donor general budget support policy framework is based on mutually agreed priorities identified in the PEFA assessments, endorsed by cabinet and with signs of strong national ownership. Furthermore, challenges identified in the PEFA tend to relate to technical rather than political impediments implying commitment to best practices in public financial management. For example, procurement capacities seem to relate more to staffing than policy constraints. In this context, there are evident opportunities for development partners to intensify their support for Government efforts to address other challenges



Peer Review Team after consultation with members of the opposition party. From Left to right: Portia Domonatani, Forum Compact, Research Assistant, PIFS; Hon. Peter Shanel Agovaka, Member of the Parliamentary Public Accounts Committee, Solomon Islands; Oscar Malielegaoi, Former Assistant CEO, Budget Division, Ministry of Finance, Samoa; Hon. Matthew Wale, Member of the Parliamentary Public Accounts Committee, Solomon Islands; Alexander O'Riordan, PIFS Peer Review Consultant; Collin Tavi, Former Head of Monitoring and Evaluation Unit, Prime Minister's Office; Hon. John Maneniaru, Member of the Parliamentary Public Accounts Committee, Solomon Islands.



Hand woven Solomon Island Billums for sale at a local roadside stall, Honiara

identified in the PEFA. Continued support to Government's financial management capacity will continue to be a strong basis for future dialogue and revenue mobilisation from development partners.

18. The Solomon Islands also receives sector budget support adding to better predictability. A noted and replicable lesson learned is Government's insistence on managing the partnership with donors to ensure that politically sensitive indicators are less prevalent on budget support policy and performance matrices. This allows the Solomon Islands to direct its attention at the 'low-hanging fruit' by focussing on technical solutions rather than waiting for political processes. Additionally, it has been useful to base the policy matrix on Government's own action plans. While there is continued pressure from development partners to address sensitive issues in the context of budget support, the Ministry of Finance has been effective at only committing to indicators that are achievable by the executive (i.e. at cabinet level) thus ensuring a good and necessary separation between political, policy and technical dialogue.
19. There are very positive developments in the Solomon Islands with numerous indications that Government is expanding its capacity to plan, manage and implement national development processes. The Solomon Islands has made significant strides to strengthening executive ownership of line ministry implementation plans with the introduction of

performance contracts for Permanent Secretaries that are based on successful implementation of the corporate plans. The Department of Public Service has recently launched a valuable quarterly progress monitoring and advising service for Permanent Secretaries by quarterly visiting and checking progress on performance contracts. While Government's attempts at improving national ownership of donor resources has had sporadic success, Government's incremental improvements will strengthen Government's influence in the medium term future. These notable good development practices are of benefit to countries in the region and globally.

20. The report also notes remaining challenges and offers advice and recommendations on how these challenges could be addressed, based on comparable experiences in other Forum Island Countries. The primary challenge, is for Government to build on its planning successes to ensure sufficient organisational capacity to actively manage and monitor implementation of the MTDP. In this regard, it might be valuable for Government to consider better linking its human resource capacity building plans and financial management processes with its planning and monitoring functions. Ideally human resources are informed by needs identified in national planning processes combined with lessons learning shared through monitoring and evaluation.

Planning and Monitoring

21. Similar to Papua New Guinea, the Solomon Islands has introduced a relatively complex system of planning consisting of a long term national plan, medium term plans at national and sector levels supported by corporate and annual work plans. There are also provincial medium term plans, corporate and annual plans and soon, ward and constituency development plans will also be introduced at the provincial level. All of these plans are being led by different central and line ministries with some level of overlap, limited linkages of the planning processes and confusion on how they align and contribute to overall key priorities of government and in improving the quality of lives of the people of the Solomon Islands. The team noted that PNG with 14 times the size of the Solomon Islands population and a much bigger public service is finding this layered and complex level of planning challenging to operationalize effectively. Given its relatively smaller population and public service, the team suggest that the government considers promoting a simpler hierarchy of plans and vision of how the different policy documents relate to each other and support development of the Solomon Islands.
22. The National Development Strategy 2011-2020 (NDS) provides the Solomon Islands with a broad long term planning framework and vision for development. While there were good consultations in its development, it appears the NDS is not well

known outside some government agencies and development partners. NGOs, private sector and provincial governments noted limited and 'courtesy tick the box consultations' and called for more meaningful engagement in national planning and resource allocation processes.

23. As with other long term vision plans, the NDS is aspirational and is to be operationalized through medium term development plans (MTDPs), the first of which will be approved in late 2013 for the period 2014-2018. Most ministries consulted noted that they have developed 5 year medium term budgeted development plans but primarily for 'development project and budgeting purposes' and primarily for the Ministry of Development Planning and Aid Coordination (MDPAC). This means that the 2014-2018 National MTDP of the Government is a consolidation of 5 year budgeted development projects from line ministries which may not necessarily have guaranteed funding, given the current practice of development budget proposals submitted to MDPAC not being funded or provided with reduced funding in the end by the Ministry of Finance and Treasury (MOFT).
24. Despite the fact that development partner funding are generally reflected in the draft Solomon Islands 2013-2018 MTDP, some development partners were unaware that the National MTDP was being prepared and will be finalised soon. It is of some concern that new development mechanisms such as the Constituency Development Fund (CDF), the RAMSI



Standing L-R: Aaron Pita, Chief Planning Officer Social Sector Division, MDPAC; Allan Daonga, Under Secretary, MDPAC; Oscar Malielegaoi, Assistant CEO Budget Division, Samoa Ministry of Finance; David Smith, Deputy Head and Senior Economist, UNESCAP; Susan Sulu, Director Aid Coordination Division, MDPAC; Samuel Wara, Chief Planning Officer Aid Coordination Division, MDPAC; Alexander O'Riordan, PIFS Peer Review Consultant; Portia Domonatani, Forum Compact Research Assistant, PIFS; Evan Wasuka, PIFS Communications Consultant
Sitting L-R: Lyn Legua, Director Budget and Planning Division, MDPAC; Collin Tavi, Head of Monitoring and Evaluation, Department of Strategic Policy, Planning and Aid Coordination, Vanuatu Prime Minister's Office; Ruby Zarriga, Former Deputy Secretary, PNG Department of National Planning and Monitoring; Charmina Saili, Regional Planning Adviser, PIFS

transition and new development partner plans appear to be not actively checked for consistency with the draft 2014 – 2018 MTDP and vice versa.

25. The Ministry of Development Planning and Aid Coordination (MDPAC) has well qualified and committed staff and is taking key steps to strengthen government's planning capacity to better guide overall national development and also development partner input. It is recognised for its quality control capacities but less so for providing strategy and policy support. Government's ambitions to put development first will mean increasing planning and policy making demands on MDPAC. As more focus is turned to short and medium term implementation of the NDS, the MDPAC will play a key and increasing role in coordinating and leading dialogue within government and externally with development partners on national priorities. MDPAC could take advantage of existing coordination mechanisms such as the Permanent Secretaries' meetings to engender buy-in to the NDS and National MTDP and increasing focus on evidence based policy making. This means MDPAC will need

capacity to communicate and lobby for existing plans to be central to Government and development partner thinking. With development partners, MDPAC is expected to take ownership of and lead donor coordination. However, coordination and monitoring of development partners and line ministries is both technically demanding and time consuming. Government should ensure that MDPAC has sufficient resources to play these functions and if not accept willing development partners' offers to provide them (e.g. the EU, ADB, AusAid and UNDP).

26. Furthermore, MDPAC's national monitoring and oversight role over the implementation of the NDS and MTDP will become increasingly important. Experience in the region (Vanuatu, Samoa, Tonga) shows that a strategic focus on collective monitoring and reporting to Cabinet, Parliament and development partners of national results and outcomes across all of government and with development partners has been instrumental in focusing attention on implementing and resourcing national priorities.



Travis Ziku, Chief Planning Officer – National Planning, MDPAC; Peter Pim, Senior Foreign Aid Coordinator, Foreign Aid Division, Department of National Planning & Monitoring, PNG; David Smith, Deputy Head and Senior Economist, UNESCAP Pacific Office, Fiji; Hon. Jackson Kilo, Premier, Choiseul Province; Collin Tavi, Former Head of Monitoring and Evaluation Unit, Prime Minister's Office, Vanuatu; John Tabepuda, Provincial Secretary, Choiseul Province.

27. The establishment of monitoring and evaluation capacity in the MDPAC and the development of the M&E framework for the NDS and the MTDP 2014-2018 is an excellent start in making the links between resources and efforts of government and

other national stakeholders with the results and outcomes. The assessment of the NDS undertaken as preparation for the MTDP is commended and should become a regular feature of national monitoring.

Vanuatu Experience on Annual Monitoring and Reporting

The Annual Development Report (ADR) is a mechanism for monitoring and evaluation (M&E) and to check progress in implementation sector and strategic priorities against indicators in the National Development Strategy (and accordant policy). Most of the indicators are quantitative in nature, measuring the outcome and impact of government policies although some indicators are at the output level.

Monitoring of progress is the responsibility of all government departments, ministries and agencies. The M&E unit is tasked with monitoring overall policy implementation meaning that information needs to be identified and collected in a collaborative manner with line ministries, department and agencies. The M&E unit consolidates information in monitoring reports.

M&E also features with other key monitoring entities such as the Ministry of Finance and National Statistics Office (NSO). High level decision makers are involved in reviewing monitoring reports and deciding how best to improve implementation performance. Preparing information for monitoring reports is an added burden to ministries and departments. However, it is an essential function of government to improve overall performance in achieving development outcomes.



Piglets foraging near Guadalcanal, World War Two Relics, Honiara

28. The team however cautioned that the proposed M&E frameworks appear to depend primarily on external and international sources of information (even though these sources will likely rely on analysis of locally produced and collected data). The team recommends that government looks at their existing ministry annual reports, reporting frameworks for health, education and transport sectors and national statistical sources such as HIS, EMIS, HIES, Population and Housing Census, Demographic Health Surveys, MDGs report and build their M&E framework and system from there and then use external sources where local information is not available. The oversight role of the Office of the Prime Minister in overall implementation of government policy including reviewing Ministry annual reports could be strengthened and better linked to the planning monitoring role of MDPAC. In tandem with strengthening MDPAC and OPM monitoring capacities, line department and agency capacities in monitoring also needs to be built to better institutionalise and sustain a monitoring culture across government. The issue of ownership and accountability is essential if monitoring is to serve its purpose of accounting for resources, identifying progress, addressing implementation issues and where necessary reallocating resources.
29. Experience in the region shows that national development plans, aid policies, monitoring and evaluation systems and frameworks tend to be more relevant when driven by Government officials. Good practices are when such plans, policies and systems are initiated and drafted by responsible government agencies and officials (only with support of external consultants where necessary). Another benefit of having Government officials drive such plans and policies is better continuity and lessons learning.
30. Policy coherence and linkages between national priorities and development resources (including human resources) is important for development effectiveness and efficiency. Effective coordination between the central agencies of MDPAC, MOFT, DPS and OPM responsible for overall national planning and resource allocation is critical. For example, harmonising the criteria to approve ministry MTDP, corporate plans and development projects could reduce the risk of key activities being approved by one central ministry and rejected by another. The plans to move MDPAC to co-locate with the MOFT will facilitate and could also improve the links between planning and financial management.
31. MDPAC, MOFT and the DPS could also mutually benefit from closer coordination of human resource needs across government. The high proportion of public service vacancies combined with challenges to retain highly skilled staff (particularly in the medical, financial management and engineering sectors) is



creating a significant drag to implementation. When combined with government plans to reduce the use of external technical assistance, Government is too often perceived as having insufficient capacity. This perception recently resulted in one donor arguing that aid should be cut due to the lack of implementation capacity.

32. In this regard, the Government should consider how to better balance the long term goals of developing national capacity with the short and medium term service delivery and developmental needs of the population. The existence of a Human Resource Management Strategy 2010-2015 provides a good guide to Permanent Secretaries and human resource managers on human resource governance and management in the Solomon Islands but does not provide information on recruitment and supply needs. Each ministry is supposed to provide an annual human resource plan to guide public service recruitment. The team were not able to get copies of ministry human resource plans so are not able to comment on the usefulness of this as a tool to guide recruitment although from responses on human resource capacity, it appears there is general frustration with the slowness in recruitment processes as well as limited pool of qualified staff in certain technical areas to recruit from. The recently

approved National Human Resource Development and Training Plan should be a useful tool to guide national and sector specific human resource planning and recruitment as well as also guide scholarship awards annually.

Recommendations:

1. Take steps to rationalise and integrate the number of different plans in operation or alternatively communicate more effectively to Government and stakeholders the relationship and hierarchy between the different plans. This is particularly important in linking the CDF and donor cycles to existing planning processes.
2. Initiate a consultation process to build buy-in to the MTDP (including and especially with parliament, civil society and the private sector).
3. Use analysis of existing data (e.g. ministry reports to parliament) to institutionalise annual monitoring and work towards results based management.
4. Strengthen coordination and promote greater coherence between OPM, MOFT, MDPAC and MPS with particular emphasis on using common criteria for setting planning objectives and allocating financial and human resources.



Preschool students doing lessons, Honiara



Solomon Island woman with her produce for sale at the Honiara Market, Honiara

Budgeting and Performance Management

33. The government has demonstrated success in financial management having reduced the national debt level, improved international credit ratings and restoring some level of financial stability and funding predictability in the public sector. Although commended for maintaining controls over the budget through on-going monitoring and introduction of prudent measures to reduce the risk of unexpected outturns, there is an evident need to address logistics issues facing government agencies and communities in rural areas due to transport and communication challenges. Furthermore the team recognises the plans of the Ministry of Finance to introduce multi-year or rolling budgets to allow for more effective implementation and to support multiyear initiatives of government as demonstrated by the Ministry of Infrastructure Development. The team noted the positive step in SIG concluding a Public Expenditure and Financial Accountability (PEFA) assessment in 2012 and Government's commitment to addressing identified weaknesses such as in transparency and procurement. Accelerating progress on addressing PEFA findings is a cost-effective means to ensuring better returns on public expenditure.
34. To address high aid dependency, improve predictability and sustainability of development financing, the government could look at additional local resources for development. The team noted the potential for the government to raise non-tax revenues potentially through reviewing, instituting and raising fees and charges across government.
35. The process of development budgeting or budgeting capital expenditures is challenging because it too frequently results in activities approved by MDPAC not receiving funding by MOFT. It also appears that many development budget activities are actually more related to recurrent expenditures and replacement of existing assets. This process would benefit from closer coordination between the MOFT and MDPAC. Joint assessment of budget bids from line ministries covering both the recurrent and development budget may help in ensuring that the direction of expenditure is more closely linked to the NDS objectives and MTDP outputs. Giving ministries timely access to funds could improve efficiency by reducing the effective cost of implementation (i.e. officials waiting for finances to begin implementation is not an optimal use of resources).
36. Integrated planning and budgeting is a key factor that underpins successful implementation of government priorities. There is concern that there are no discernible and clear linkages between the annual budgets and the NDS. Although the team notes that the NDS will be complemented by the Medium Term Development Plan 2014-2018, respondents frequently reported that the challenges of coordination between MDPAC and Ministry of Finance and Treasury (MOFT) drives a disconnect between planning and budgeting.
37. Public-Private Sector partnerships: The government has made some efforts to improve policy engagement with the private sector and to provide an enabling environment for private sector growth. Plans to establish a sustained and formal dialogue with the Chamber of Commerce as well as setting up



The Peer Review Team in consultation with the Ministry of Finance team, Honiara

a Guarantee scheme for Small Enterprise financing are good first steps but the level of engagement and support could be expanded and deepened.

38. The NGO and private sector stakeholders are calling for more formal, sustained and regular engagement in policy and budget dialogue and monitoring of national development outcomes. The peer review team recommends central agencies consider involving line ministries and other relevant stakeholders in the early stages of the planning and budgeting processes. During consultations, respondents also raised concerns about insufficient implementation and project management capacities. In this context, there is an opportunity to strengthen private sector and NGO capacity as an implementing partner to government. Developing private sector and NGO capacity to implement projects could both benefit Government and support private sector development.
39. The Department of Public Service is improving its capacity and relevance through a review of its HR policy, strategies and government salary scales. These developments are timely because of challenges in retaining skilled staff particularly in the medical, engineering and financial management fields. There is also a need to improve the speed of recruitment to key positions. Government is commendably committed to addressing its capacity gaps by



Western Province man performing on a traditional musical instrument, Honiara

A Government-Civil Society Alliance: The Samoa experience

The Samoan Government continues to support its alliance with civil society and non-government organisations (NGOs), demonstrating Government's appreciation of the role that civil society groups play in contributing to the well-being and progress of Samoa. Its Civil Society Support Programme (CSSP) brings together the Government, community organisations, NGOs and development partners for a collective drive to improve development in Samoa. The way the CSSP has been established and organized has created a sense of ownership of the programme by civil society. It is managed by an independent Programme Management Unit (PMU), responsible to a steering committee with predominantly civil society membership. Fiduciary oversight is provided by the Ministry of Finance. One of the principal goals of the alliance is to create a coherent framework for the Government and development partners to work closely with the NGOs and community groups.

A US\$5 million technical co-operation programme is used to strengthen management and capacity building of NGOs and civil society groups that seek assistance from CSSP. The CSSP responds to requests for funding in support of a range of projects and services. Grants are provided for initiatives such as construction of health centres, adapting to climate change and livelihood projects as well as enhancing management capacities of civil society and NGOs to provide basic services.

The government's annual budget also provides funding to support initiatives driven by both the private sector and non-government actors not covered under the CSSP program.

For more information please visit:
www.mof.gov.ws

**Papua New Guinea Experience:
The Consultative Implementation and Monitoring Council (CIMC)**

The Consultative Implementation and Monitoring Council was established by an act of parliament after the National Economic Summit of February 1998. The private sector and civil society representatives who attended the summit called for a consultative mechanism to be put in place so that recommendations made by the community would be followed up within government circles and implemented through law and policy.

The goal of the CIMC is to ensure that dialogue, through on-going consultation, is sustained between government, private sector and the community at large and recommendations made to government are implemented. The Council runs a number of sector committees; one of these, the Family and Sexual Violence Action Committee, has become an active provider of services to women and families and a strong advocate for changes in law and practice. Regional forums are held in each of the four regions annually, culminating in a national forum around a specific theme. Where Ministers have been supportive the mechanism has shown potential for progressive outcomes.

The new government is taking steps to reinvigorate the council, including holding the first meeting of the full council since 2008. A test of the government’s commitment will be the provision in the forthcoming budget and timely release of funds. Australia has provided half the operating expenses in recent years but intends to concentrate support in future on CIMC’s social rather than economic programs.

Source: CIMC website and consultation with peer review team

increasing the supply of human resources through more training and skills development. However, in an increasingly globalised world, supply may not mitigate the draw of more attractive remuneration conditions for in-demand skills elsewhere.

- 40. Performance Management: The team commends Government’s positive initiative to transform

and improve public service delivery through the introduction of a performance management system starting with performance based contracts for its senior public servants. Some line ministries are also making headway in developing good practices in improving performance such as the Ministry of Health’s use of annual performance reviews and interest in transitioning to a form of outcomes



Logging Truck, Malaita Province

based budgeting. Government's updating of the household income and expenditure survey is timely and will provide a good baseline for monitoring the NDS and 2014-2018 MTDP. This focus on improved performance could benefit from linkages to MDPAC's complementary plans for better reporting based on regular monitoring and evaluation of the NDS and MTDP.

41. Procurement: The peer review team notes good progress in improving public procurement systems and transparency. The Ministry of Finance has recently expanded the capacity of its procurement unit. All tenders over \$500,000 are managed by the MOFT's central tenders board
42. Decentralised Implementation/Provincial Government: A portion of service delivery is through provincial governments in the nine provinces. The Department of Provincial Government supports and coordinates planning with provincial governments although the authority is devolved. Funding to provincial authorities is small in comparison to national departments and to the Ministry recently established to support rural development including managing Constituency Development Funds (CDF). For example, the Malaita Province recently received \$12m a year compared to \$83m for CDF through OPM. The Ministry of Provincial Governments and Institutional Strengthening is projected to receive \$47m in 2014 versus \$197M for the Ministry of Rural Development. While provincial governments are supported by a multi-donor Provincial Capacity Development Fund

(PCDF), the portfolio of funding is small compared to that provided to the Ministry of Rural Development and through the CDF to Members of Parliament. Furthermore, shortages of financial management staff to fill provincial treasurer positions and lack of capacity in the Provincial Governments level to produce financial and other reports is affecting the ability of some provinces to access the PCDF funds.

In Vanuatu, provincial grants are appropriated every year based on the population of each province, although in the past this grant has not been increasing due to budget constraints. The Vanuatu Government has established Financial Bureau offices in all six provinces, and they commit funds independent of decision making by the central finance office in Port Vila. This helps speed up implementation of provincial development efforts but more importantly guards against misperceptions that provincial funds are subject to partisan politics.

43. The growing power of Constituency Development Officers (CDOs) in local development was widely spoken about. The Constituency Development Fund (CDF) would benefit from alignment with existing national, provincial and ward development plans. Programming funds outside existing planning



Peer Review team after consultation with Senior Staff at Solomon Islands Office of the Prime Minister (OPM). Back row – Left to right: Mr. Derek Vagi, Former Deputy Secretary to Cabinet (Policy), OPM; Mr. John Stewart, Deputy Secretary to Prime Minister, OPM; Dr. Philip Tagini, Special Secretary to Prime Minister, OPM; Collin Tavi, Former Head of Monitoring and Evaluation Unit, Prime Minister's Office; Mr. Derek Futajasi, Assistant Secretary to Prime Minister, OPM; Oscar Malielegaoi, Former Assistant CEO, Budget Division, Ministry of Finance, Samoa; Charmina Saili, Regional Planning Adviser, PIFS; Peter Pim, Senior Foreign Aid Coordinator, Foreign Aid Division, Department of National Planning & Monitoring, PNG; David Smith, Deputy Head and Senior Economist, UNESCAP Pacific Office;





and policy frameworks will increase fragmentation of planning, budgeting, delivery and monitoring of government services and development programmes. At the same time development partners and government could distribute funding more equitably at provincial level. PCDF's refusal of funding to Malaita for four years, for example, was perceived as a risky partisan decision increasing resentment at local levels. Diversion of some development project funds to the CDO/CDF mechanism may undermine donor confidence at a time when the MTDP is being prepared and donors are being called upon to fund some of the development projects. This can also undermine the strong foundation already set through the increase of budget support through the work of the Core Economic Working Group and policy based financing.

44. Parliamentary Oversight: Consultations with the Clerk of Parliament and the Public Accounts Committee highlighted increasing attention by the Parliament to its oversight and accountability role. However, the relationship between parliament and the executive could be improved to emphasise common priorities. Oversight is important but so too is delivery by the executive with the endorsement and insights of parliament. In this context it might be strategic to reacquaint the current parliament with the NDS and to better communicate what

the parliament and executive's shared vision is. At the same time, it would be fruitful to publicise and circulate widely the line ministries' annual reports to parliament.

Recommendations:

1. Consider additional revenue sources (e.g. non-tax revenues).
2. Better integrate recurrent with capital budgeting practices and work towards outcome based budgeting.
3. Ensure much closer working relationships between planning and finance.
4. Increase the use of monitoring and evidence bases in performance management.
5. Make greater use of public-private partnerships to expand Government capacity.
6. Consider greater resources to provincial authorities and take steps to ensure additional resources (such as the CDF) are programmed in-line with existing plans. Promote better consultation with parliament to engender mutual support for national and provincial development plans.



Vendors at a local fish market, Honiara

Aid Management

45. Aid Strategy and Promoting Good Practices: The Government of the Solomon Islands has taken important steps to strengthen its capacity to better manage development partner engagement and input to overall development in Solomon Islands. The MDPAC is increasing its capacity through recruitment of additional staff particularly to support its Monitoring and Evaluation functions for government. The MDPAC also intends to develop and finalise an aid strategy to improve cooperation and be a benchmark for monitoring development effectiveness targets and commitments of government and its development partners. The team notes comparable experiences in the region (e.g.

Samoa, PNG, Tonga and Cook Islands) in suggesting the aid strategy focus on a limited number of implementable priorities and that its priorities are reflected in the MTDP 2014-2018. A noted good practice is the EU's plan not to draft a separate country strategy for the Solomon Islands but instead use the government's NDP and M&E framework to guide delivery of its support. The Government could use the aid strategy to call on development partners to mimic the EU's practice and replace their bilateral country strategies with the MTDP 2014-2018. This would ensure better alignment, ownership, reduced planning and reporting requirements whilst setting the stage for future sector programming based on Government policy.



Collin Tavi (Former Head of Monitoring and Evaluation Unit, Prime Minister's Office, Vanuatu) shaking hands with Erin Gleeson, Adviser, Policy, Partnerships and Democratic Governance, Australian Aid Programme, Solomon Islands.

Partners in Development: Promoting Aid Effectiveness – the Samoa Development Coordination Policy

Samoa's aid policy was agreed in December 2010 and it lays out the rules for managing aid by the Government of Samoa and its development partners. It specifies the focal point and decision making structures within the government and roles and responsibilities for each part of the structure. It sets out expectations for development partners in terms of alignment and respect for government priorities, moving away from projects, use of national financial and implementation systems, predictability and transparency, and management of missions.

The policy commits the Samoan government to institute performance monitoring, improving systems and procedures within the public service, and managing open and collective dialogue with development partners over policy issues and resource frameworks. It also recognises the role of civil society and the private sector in planning and implementation of national policy. The recent review of the policy gives recognition to the important role parliamentarians play in inclusive development

The policy states that the government's preferred mode of aid delivery is budget support, and describes the institutional strengthening that Samoa will undertake to ensure that development partners providing budget support can have confidence in national systems. The review also led to the development of a Joint Policy framework widely consulted with all development partners which is the basis for the provision of budget support and is linked to PFM and governance reforms.

It concludes with a statement of action that will be undertaken within central agencies and line ministries to implement the policy and to review progress jointly with development partners.

Source: Government of Samoa

<http://www.mof.gov.ws/Portals/195/Services/Aid%20Coordination/Development%20Cooperation%20Policy.pdf>

46. Most development partners see the value in having a long term plan to guide overall development and their inputs and are grateful for their engagement in its development. They also look forward to being invited to participate in discussions on the draft Solomon Islands National Medium Term Development Plan 2014-2018 as the basis for more targeted development partner programming and resource allocation. In the meantime, most key development partners are taking their cue from existing sector strategies in health, education and the transport sector which they all fully participated in development and are currently jointly monitoring with the sector ministries.
47. Making meaningful progress on aid effectiveness is notoriously difficult because each development partner operates differently, reports to different constituencies with unique organisational cultures. As such it is advisable to focus the aid strategy on good practices and calling for them to be replicated rather than finding unique solutions for each development partner. Focusing on the positive has proved effective in other countries and sets a good tone for future programming. An aid strategy based on communicating good practices from within Solomon Islands and from neighbouring



A ship in the process of being built, Malaita Province

Pacific countries has the potential to become self-reinforcing.

48. Coordination and Dialogue: The foundation of an effective development partnership is policy and technical dialogue. Government has achieved

notable success with the budget support based Core Economic Working Group and sector coordination mechanisms in health, education and transport sectors in which there is on-going and effective dialogue on performance indicators endorsed by Government.

Solomon Islands Good Practice: Core Economic Working Group

2009 was a challenging time for the Solomon Islands. Foreign reserves were low—log exports (a prime source of revenue) were projected to fall 29 per cent and the economic forecast was for a recession.

The Solomon Islands Government leadership and development partners agreed to set up a new forum for dialogue and joint action: the Core Economic Working Group (CEWG). CEWG introduced initiatives to deal with the immediate economic and financial problems and promoted reforms to address priorities and enhance efficiency over the longer term.

CEWG comprises the government and representatives of the World Bank, the Asian Development Bank (ADB), the European Union (EU), Australia and New Zealand as well as the Regional Assistance Mission to the Solomon Islands (RAMSI).

The first steps involved negotiating an 18 month International Monetary Fund Standby Credit Facility and World Bank support for a rapid employment programme. There was substantial budget support from Australia, New Zealand, the EU and the ADB.

The impact of these measures increased foreign reserves, and contributed to economic growth of 6.75 per cent in 2010, following a one per cent contraction in 2009. Other on-going measures pursued under the CEWG have included a broad programme of reform for state owned enterprises; establishment of the Telecommunications Commission and entry of a mobile service provider; setting up a company registrar and the National Transport Fund; and customs valuation and offences legislation.

The assessment of Government and development partners is that the group has increased predictability and flexibility of development partner funding and enabled development partners to align more closely with Government priorities; and that it has promoted an honest and open dialogue.

Source: Government of the Solomon Islands



Children canoeing across Lagalaga Lagoon, Malaita Province



Palm Oil pods, Malaita

49. Good sector dialogue and coordination such as mentioned above could be a reference for MDPAC to better structure and institutionalise dialogue with development partners at the national level. While donors interviewed had a good understanding of how Government works, there was evidence to suggest this understanding is not reciprocated across government. When government officials understand development partner project cycles and resource allocations, it becomes easier for Government to formulate requests for more relevant support.
50. Dialogue with only four donors (Australia, New Zealand, Japan and the European Union) would cover the vast majority of development cooperation to the Solomon Islands. It might be more manageable to form a strategic working group with the four key donors to work towards a consensus on common medium term strategic priorities. These priorities should include:
- Establishing annual evidence based reporting on implementing the MTDP;
 - Establishing or updating sector policies in priority sectors with an eye to donors better supporting government leads;
- Building a meaningful partnership to encourage implementing agencies (such as the UN systems) and other donors to commit to working primarily through sector based approaches. This should include an emphasis on promoting the use of joint implementation mechanisms, monitoring and evaluation and technical studies (missions); and
 - Identify and promote good practices in management of technical assistance.
51. The Government has established and chairs quarterly meetings with all of its development partners. Some development partners note the value of such meetings but highlighted the need for more focused, targeted and policy based discussions. Development Partners also have their own monthly meetings in Honiara that are considered by some as a valuable mechanism for donor coordination and avoiding duplication. MDPAC has been occasionally invited to attend these meetings. The government's quarterly meetings should be the main collective dialogue between government and its donors and where needed, development partners can assist



in the interim by providing secretariat support to the MDPAC to build its capacity to better manage the meetings. This coordination structure should serve the needs of both development partners and Government.

- 52. It could be opportune to use the change in the structure of RAMSI to reopen dialogue on alignment to and support for the MTDP. RAMSI accounts for USD 124 million (37%) of 2011's USD 338 million in ODA to the Solomon Islands or as much as 14% of GDP.
- 53. Donor Data and Information: MDPAC has invested heavily and indirectly the MOFT in improving aid data and promoting the practice of reporting aid on budget. Unfortunately, collecting and presenting donor data is a complex and challenging task for which there is no clear and replicable best practice. Nonetheless, experience in the Pacific and beyond, show that aid databases tend to be more effective when they focus on collecting and analysing data readily available and in a simple format rather than on the ambitious project of collecting comprehensive data in a sophisticated system. In this regard, MDPAC may want to focus on developing its data analysis

capacities rather than on extensive data collection or expensive information systems. Good data analysis is more cost-effective drawing on reliable donor data from existing sources (such as the OECD DAC databases).

- 54. Orphan Sectors and Appropriate Technical Assistance: There are notable signs of orphan sectors (with some severely under-resourced line ministries and provinces) both due to funding shortages at central government and because of donor congestion/over-concentration in key sectors and provinces. This should be remediated through better coordination and dialogue amongst government ministries and with development partners.
- 55. At the same time, there are calls to change the nature of technical assistance provided to make it more relevant. In this context more attention should be paid to investing in and sourcing technical assistance from national sources including in the private and not-for-profit sectors. Additionally, a better mix of international and regional technical assistance (from Pacific islands and regional organisations) should be considered. In all circumstances technical assistance (TA) should report directly to Government officials to



Solar panel outside a traditional house in Choiseul Bay

ensure more effective implementation, ownership, sustainability and create a better incentive for TA to demonstrate value and results to the Government.

56. **Project Cycle Management:** A number of respondents commented that development partner projects often appear uncoordinated, non-aligned and 'pre-baked' with little opportunity for government officials to meaningfully influence their planning and operations. In some cases this is clearly due to vertical funds that tend to design projects in donor capitals. However, in most cases these projects are designed in an iterative process with Government inputs being solicited at each stage. These perceptions by government officials are thus more frequently related to lengthy and unfamiliar development partner project cycles combined with staff turnover and often inconsistent communication with the Government. Inevitably MDPAC will be called on to better monitor development partner activities throughout the project cycle.

Recommendations:

1. Conclude the aid strategy as soon as possible and include in the MTDP; focus on good practices and

what is achievable (compare with other countries in the region). Include in the aid strategy reference to good practices in the use of technical assistance (including the use of regional resources) and draw development partners' attention to orphan sectors.

2. Take advantage of existing coordination mechanisms to call for greater alignment and accountability.
3. Invest more time and resources in leading dialogue and coordination with development partners (consider focusing attention on 'low hanging fruits' such as in getting early success with the four key grant makers first).
4. Develop data analysis capacities in rapidly establishing aid management systems (avoid resource intensive data collection practices where possible).
5. MDPAC should better monitor the project cycle and inform ministries accordingly so that project and programme concepts better reflect Government needs in the identification and formulation phases as well as in implementation.



View of Honiara Town from the Solomon Islands Parliament Building, Honiara



Mother and child standing outside their house, Malaita Province

NEXT STEPS

57. The recommendations provided by this team represent an informed opinion only. As such recommendations should be considered by Government within the context of the Solomon Islands' own understanding of the challenges at hand. To the extent that Government finds recommendations useful, there could be a follow-up visit by PIFS in which support could be provided to elaborating a work plan or road map to implement those recommendations Government finds useful. In this context, a follow up mission could be considered within six months of completing the Peer Review in order to capitalise on the momentum already created. Key development partners in the Solomon Islands are called on to support Government in implementing any recommendations accepted.
58. Ideally the work plan or road map should include a results framework that should be monitored on a regular basis. A designated government unit should be tasked with monitoring, managing and implementing the road map. This unit will necessarily need to be afforded the sufficient capacity to coordinate the different stakeholders as well as the authority to call high level meetings as needed. Additionally a reference group could be established comprising those stakeholders (Government and development partners) most committed to implementing the recommendations. This reference group should be tasked with championing implementation of recommendations and providing strategic advice to the unit responsible for implementation.



Oscar Malielegaoi (Former Assistant CEO, Budget Division, Ministry of Finance, Samoa) presenting the Aide Memoire to government, development partners and other stakeholders consulted during the Peer Review, Honiara.

ANNEX 1: Solomon Islands Peer Review Terms of Reference

1.0 Purpose

This note sets out the Terms of Reference for a peer review of the Solomon Islands national development planning, budgeting, public financial and aid management processes and systems under the Cairns Compact on Strengthening Development Coordination in the Pacific (Forum Compact) to take place in Solomon Islands from 10-20 September 2013.

This Terms of Reference draws on a concept note on the peer review process circulated by the Pacific Islands Forum Secretariat (PIFS) on 20 October 2009 and discussed at a regional workshop on 26-28 November 2009 and based on experience of the past 8 Forum Compact peer reviews in the Pacific.

2.0 Background

Through the Cairns Compact, Forum Leaders agreed in August 2009 that the Pacific Islands Forum Secretariat (PIFS) establish and report annually to Leaders and the Post Forum Dialogue on a process of regular peer review of Forum Island Countries' (FICs') national development plans to:

- a. promote international best practice in key sectors;
- b. improve effective budget allocation processes; and
- c. guide support from development partners.

The peer review process is intended to contribute to reinforcing country leadership over the establishment of national priorities, and enhance the capacity of countries to guide the use of development resources – both government and development partner funded resources.

Peer reviews are an opportunity for mutual learning between FICs on the one hand and their peers in other FICs and development partners (donors) on the other about how best to address development challenges.

3.0 Issues for review

The Peer Review process will consider the following issues with regards to national planning, budgeting, public financial and aid management in line with globally (Paris, Accra, Busan and the New Deal for engagement in Fragile states) and regionally (Pacific) accepted principles for aid/development effectiveness.

Following are the detailed considerations for the Peer Review:

National Planning, Budgeting, Public Financial and Performance Management – Ownership & Managing for Results:

- Processes for preparing and reviewing national and sector development plans, including:
 - whether the national and sector plans define a clear and achievable set of development results and set realistic timeframes for achieving these;
 - how effectively domestic stakeholders are consulted in the preparation and review of national and sector plans;
 - evidence of prioritization of activities within national and state sector plans;
 - the extent to which the Government has communicated national and sector plans within Government and to other domestic stakeholders;
 - the extent to which the Government has established and implemented an effective review process for national and sector plans
 - how evidence (including statistics) was used to develop national and sector plans, set budgets and monitor progress.
- Links between the national plan, sector plans and budgets, including:
 - the extent to which the plans included above are supported by realistic and appropriately costed annual budgets and sector plans
 - whether the processes for developing and reviewing national plans, sector plans and annual budgets are integrated with each other.
- Monitoring the implementation of national and sector development plans, including
 - Processes and frameworks for tracking and reporting progress against outcomes in national and sector plans, and for drawing policy conclusions
- Existence of and effectiveness of public financial management and procurement systems; and
- Existence of and effectiveness of public sector performance management systems and processes and the links with national and sector plans and budgets.

Aid Management – Alignment, Harmonisation and Mutual Accountability

- Relationship of development partners to national and sector development plans, including
 - the extent to which development partners align their assistance to the priorities articulated in national and sector plans in a coordinated manner
 - the extent to which development partners engage with government and other stakeholders to support inclusive, country led and country owned transitions out of fragility.
 - The extent to which development partners support peace building and state building in line with the New Deal for engagement in fragile states.
 - the effectiveness of mechanisms for development coordination. Eg. Development Partners Meeting (and prior Consultative Group Meetings)
 - the extent to which development partners harmonise among themselves to ensure coherent and collective assistance to the government. Eg. joint missions, joint assessments, joint country strategies, joint programmes.
 - the adequacy of national and sector plans to provide clear guidance to development partners on how aid can complement national resources
 - the extent to which development partners deploy aid resources through national (government and other domestic stakeholder) systems.
 - from progress reporting

In recognition of the pressing challenges facing Solomon Islands, the Peer Review team shall also consider the following area:

Promoting Private Sector Development

- Suitability of the existing policy environment for promoting private sector development
 - the effectiveness and suitability of Government policy efforts to promote private sector development and investment within Solomon Islands
 - barriers to investment in Solomon Islands
- Lessons learned from other FICs
 - experiences of other FICs in promoting private sector

growth – mechanisms, challenges, liberalisation of core service sectors, success stories, failures and long-term impacts.

Throughout the Peer Review process, the review team shall consider unique challenges in the context of the abovementioned issues, with particular attention paid to the division of powers between National and Provincial governments, the division of powers between executive and legislative arms of the governments, and the inherent political challenges associated with these divisions of power.

3.0 Outputs

The key output from the peer review process will be a report prepared by the review team and agreed by the Government that will summarise the available evidence, based on existing documents and in-country consultations, to draw conclusions on the above issues as the basis for:

- Recommendations to the Government on how it can improve:
 - processes for preparing and reviewing its national and sector plans, including consultation mechanisms with domestic stakeholders;
 - processes for linking these plans to the annual budget;
 - coordination of development partners assistance, including by providing appropriate guidance through national and sector plans;
 - budget allocation and monitoring systems; and
 - policy environment to promote private sector growth and investment.
- Recommendations for development partners on how they can improve:
 - processes for aligning their assistance to the priorities articulated in the national and sector plans;
 - processes for coordinating assistance between development partners;
 - extent of use of Solomon Islands planning, budgeting, public financial and aid management systems;
 - efforts to reduce fragmentation of aid delivery and reduce transaction costs for the Solomon Islands government; and
 - efforts to support and strengthen Solomon Islands Government monitoring and implementation systems.

4.0 Peer Review and support Team

The review team will consist of representatives from PNG (Ms. Ruby Zarriga) and (Mr. Peter Pim), Vanuatu (Mr. Collin Tavi), Samoa (Oscar Malielegaoi) and one development partner representative from UNESCAP (Mr David Smith). The Peer Review Team will be supported by the PIFS Regional Planning Adviser (Charmina Saili), the PIFS Forum Compact consultant (Alexander O'Riordan), the PIFS Forum Compact Research Assistant (Portia Domonatani), PIFS Communications Consultant (Evan Wasuka) and PIFS Photographer/videographer consultant (Jason Chute).

5.0 Stages of review process

5.1 Pre-Analytical review

The PIFS will prepare an Information Brief on Solomon Islands systems of planning, budgeting, public financial and aid management for the Peer Review Team.

5.2 In-country review

The in-country peer review process will take no more than 10 working days.

Prior to the consultations, the Peer Review Team will hold an Initial Briefing with the Ministry of Development Planning and Aid Coordination to confirm the objectives and focus of the Peer Review and the stakeholders to be consulted.

The peer review team would then meet with relevant stakeholders. A list of stakeholders will be agreed between the Government and the review team. It is anticipated that consultations will include:

- Prime Minister and relevant Executive, Speaker of Parliament and Chair persons of Public Accounts and Foreign Affairs Committees
- Director and officials in central planning and financial management agencies and key service delivery agencies (e.g. education, health, infrastructure/works, community development).
- Representatives of key development partners; and
- Representatives of non-government organisations and the private sector.

A Peer Review Debrief will be held on the last day of the Peer Review visit where the Peer Review team will provide preliminary findings from the peer review consultations. Stakeholders from both government & non-government sectors and development partners will be invited to attend.

5.3 Post Peer Review Process

1. Preliminary Report by Peer Review Team

Within two weeks of the completion of the in country peer review visit, the Peer Review Team with support of the PIFS will submit a preliminary Peer Review Report to the Solomon Islands National Government for review and comment.

2. Government approval of the Peer Review Report

Solomon Islands will respond to the draft report within two weeks of receiving it and asked to approve a final Peer Review Report within six weeks of completion of the peer review visit.

3. Dissemination of the Peer Review Report

Within two weeks of Solomon Islands approval of final peer review reports, the Solomon Islands Peer Review Report will be published by the PIFS and disseminated widely by the PIFS to all Forum members and development partners via PIFS Circular and on the PIFS website.

4. Solomon Islands and PIFS Report on Peer Reviews to PIC-Partners and PPAC meetings

Solomon Islands and the PIFS will present the peer review report and a consolidated report summarising the peer reviews undertaken in 2012 and 2013 at the PIC – Development partners meeting and the Pacific Plan Action Committee (PPAC) meeting. The conclusions of the peer reviews will be reported to the Forum Leaders meeting as part of the PPAC Chair's Letter to the Chair of the Forum.

5. Solomon Islands and PIFS Report on Peer Reviews to Leaders and Post Forum Dialogue – September 2011

PIFS will present [a summary of] the peer review report and a consolidated report summarising the peer reviews undertaken in 2012 and 2013 to Forum Leaders and the Post-Forum Dialogue to inform discussions on development coordination.

Solomon Islands can also consider a high level report potentially through their leader's address to the Forum Leaders on their peer review process and follow up.

6. Development Coordination Action Planning, Resourcing and Implementation:

Based on the preference of the Solomon Islands National Government it is proposed that there be a follow up visit by the PIFS and development partners to the host country to discuss concrete work plan/actions and resource framework/division of labor for implementing the recommendations of the Peer Review Report. This visit is proposed to happen within and no more than six months after the completion of the Peer Review in country.

Alternatively and/or additionally, and again based on the preference of the Solomon Islands National Government, the government can integrate the Peer

Review Recommendations into their ongoing national development planning, budgeting and aid coordination/management development strategy/plan and processes.

It is proposed that consideration be given to a simple Monitoring and Evaluation Framework/indicators agreed between the Government, development partners and PIFS, to be developed and used to track the implementation of the Peer Review Recommendations (recommendations to both Government and Development partners).

6.0 Administrative and funding arrangements

In addition to the consultant, PIFS will provide logistical and administrative support to the peer review process coordinated by the Regional Planning Adviser.

The major costs of the peer review process will be met by PIFS with the support of Australia and New Zealand (and possibly other development partners). These costs include the consultant and administrative support provided by PIFS, travel by the peer review team and incidental costs incurred by the Government such as hiring meeting facilities and catering. The only significant costs to the Government will be the time of officials consulted. Development partners participating in the review team will cover their own costs.

The Government will nominate a designated focal point to set up and manage the consultation process in close coordination with PIFS.

Solomon Islands Government, Peer Review & Support teams

Solomon Islands Government Official focal point and contacts for the Peer Review

- Allan Daonga, Deputy Secretary Ministry of National

Planning and Aid Coordination

- Ms Susan Sulu, Director, Aid Coordination Division
- Mr Samuel Wara, Chief Planning Officer
- Nelson Ari, Chief Planning Office, Provincial Planning

Solomon Islands Peer Review Team

- Ms Ruby Zarriga, former Deputy Secretary, Ministry of National Planning and Monitoring, PNG
- Mr Oscar Malielegaoi, Assistant CEO, Budget and Finance, MOF Samoa
- Mr Collin Tavi, Manager M&E Unit, Office of the Prime Minister, Vanuatu
- Mr David Smith, Deputy Head, UNESCAP Pacific Operation Centre
- Mr Peter Pim, Senior Aid Coordination Officer, Ministry of National Planning and Monitoring, PNG

PIFS Peer Review Management/Technical & Communications Team

- Ms Charmina Saili, Regional Planning Adviser, PIFS
- Mr Alexander Oriordan, PIFS Peer Review Consultant Pacific Islands Forum Secretariat
- Ms Portia Domanatani, Forum Compact Research Assistant, PIFS
- Mr Evan Wasuka, Communications Consultant, PIFS
- Mr Jason Chute, PIFS consultant – communications (Peer Review Video and Palau photography)



Plane being loaded at the Choiseul Bay airstrip, Solomon Islands

ANNEX 2: List of People Consulted

Ministry of Development Planning and Aid Coordination			
Name	Title	Department	Ministry
Allan Daonga	Under Secretary	Ministry of Development Planning and Aid Coordination	Ministry of Development Planning and Aid Coordination
Susan Sulu	Director	Aid Coordination	Ministry of Development Planning and Aid Coordination
Lyn Legua	Director	Budget/Planning	Ministry of Development Planning and Aid Coordination
Samuel Wara	Chief Planning Officer	Aid Coordination	Ministry of Development Planning and Aid Coordination
Aaron Pita	Chief Planning Officer	Social Sector	Ministry of Development Planning and Aid Coordination
Travis Ziku	Principal Planning Officer	Strategic Planning Division	Ministry of Development Planning and Aid Coordination
Ministry of Finance and Treasury			
Name	Title	Department	Ministry
Selwyn Takana	Director	Economic Reform Unit	Ministry of Finance and Treasury
Dalcy Ilala	Director	Financial and Economic Development Unit	Ministry of Finance and Treasury
Norman Hiropuhi	Director	Budget Unit	Ministry of Finance and Treasury
Mathew Pitavato	Chief Economic Officer	Financial and Economic Development Unit	Ministry of Finance and Treasury
Katherine Tuck	Senior Adviser	Economic Reform Unit	Ministry of Finance and Treasury
Carlos Orton Romero	Chief Economic Officer (ODI)	Financial and Economic Development Unit	Ministry of Finance and Treasury
Ministry of Health and Medical Services			
Name	Title	Department	Ministry
Lester Ross	Permanent Secretary	Administration	Ministry of Health and Medical Services
Cedric Apendava	Under Secretary Health Care	Administration	Ministry of Health and Medical Services
Oswald Ramo	Under Secretary Administration	Administration	Ministry of Health and Medical Services
Ivan Ghemu	Director	Policy and Planning	Ministry of Health and Medical Services
Ministry of National Unity, Reconciliation and Peace			
Name	Title	Department	Ministry
Lennis Rukale	Permanent Secretary	Administration	Ministry of National Unity, Reconciliation and Peace
Peter Mae	Under Secretary (PPPD)	Policy Planning Programme Development (PPPD) Division	Ministry of National Unity, Reconciliation and Peace
Betty Fakarii	Under Secretary (Admin Finance)	Corporate Services	Ministry of National Unity, Reconciliation and Peace
Kemuel Laeta	Director (PPPD)	Policy Planning Programme Development (PPPD)	Ministry of National Unity, Reconciliation and Peace
Reuben Lilo	Director (PR)	Peace and Reconciliation Division	Ministry of National Unity, Reconciliation and Peace

Ministry of Provincial Government and Institutional Strengthening			
Name	Title	Department	Ministry
Nancy Rose Legua	Under Secretary	Executive	Ministry of Provincial Government and Institutional Strengthening
Nixon Qurusu	Director	Projects	Ministry of Provincial Government and Institutional Strengthening
Geoffrey Vakolevae	Principal Accountant	Finance	Ministry of Provincial Government and Institutional Strengthening
Ministry of Provincial Government and Institutional Strengthening			
Name	Title	Department	Ministry
Jimmy Nuake	Under Secretary	Head Quarters	Ministry of Infrastructure Development
Agnes Takutile	Asset Manager		Ministry of Infrastructure Development
Ministry of Environment, Climate Change, Disaster Management and Meteorology			
Name	Title	Department	Ministry
Chanel Iroi	Under Secretary	Executive	Ministry of Environment, Climate Change, Disaster Management and Meteorology
Douglas Yee	Director	Climate Change Division	Ministry of Environment, Climate Change, Disaster Management and Meteorology
Joe Horokou	Director	Environment Conservation	Ministry of Environment, Climate Change, Disaster Management and Meteorology
Lloyd Tahani	Deputy Director	Meteorology	Ministry of Environment, Climate Change, Disaster Management and Meteorology
National Parliament Office of Solomon Islands			
Name	Title	Department	Ministry
Taeasi Sanga	Clerk	National Parliament	National Parliament
Florence Naesol	Deputy Clerk	National Parliament	National Parliament
Celsus Talifilu	Project Manager	UNDP Project	National Parliament
Ministry of Agriculture and Livestock			
Name	Title	Department	Ministry
Jimi Saelea	Acting Permanent Secretary	Administration	Ministry of Agriculture and Livestock
Barney Keqa	Director	Livestock & Vet Services	Ministry of Agriculture and Livestock
Francis Tsatsia	Director	Biosecurity Solomon Islands	Ministry of Agriculture and Livestock
Michael Tupa	Director	Extension MAL	Ministry of Agriculture and Livestock
Titus Sura	Acting Director	Policy and Planning	Ministry of Agriculture and Livestock
Helen Tsatsia	Acting Director	Research Development	Ministry of Agriculture and Livestock
Ministry of Public Service			
Name	Title	Department	Ministry
Ishmael Avui	Permanent Secretary	Management	Ministry of Public Service
Luke Mua	Under Secretary	Public Policy and Procedure	Ministry of Public Service
Walter Huberts-Rhein	Policy Adviser	Policy, Coordination, Implementation and Evaluation	Ministry of Public Service
Dismus Orihao	Financial Controller	Accounts Unit, Corporate Services Division	Ministry of Public Service
Janet Prakash	Human Resource Manager	Corporate Services	Ministry of Public Service
Noel Matea	Chief Strategic Planning and Evaluation Program Officer	Policy, Coordination, Implementation and Evaluation	Ministry of Public Service
Public Accounts Committee			
Name	Title	Department	Ministry
Hon. Peter Shanel	Member of Parliament	Public Accounts Committee	National Parliament
Hon. Michael Wale	Member of Parliament	Public Accounts Committee	National Parliament

Hon. John Maneniazu	Member of Parliament	Public Accounts Committee	National Parliament
Ministry of Home Affairs			
Name	Title	Department	Agency
Fred Fakarii	Permanent Secretary	HQ/Administration	Ministry of Home Affairs
John Foteliwale	Under Secretary (Technical)	HQ/Administration	Ministry of Home Affairs
Polycarp Haununu	CEO	Solomon Islands Electoral Commission	Ministry of Home Affairs
Musu Kevu	Registrar/Births	Civil Registration	Ministry of Home Affairs
John Bakena	Director	Sports	Ministry of Home Affairs
Adelina Osifelo	Human Resource Manager	HQ/Administration	Ministry of Home Affairs
Andrew Airahui	Project Officer	Sports	Ministry of Home Affairs
Ministry of Commerce, Industry, Labour and Immigration			
Name	Title	Department	Agency
Hence Vaekesa	Permanent Secretary		Ministry of Commerce, Industries, Labour and Immigration
Jesse James Apato	Under Secretary (Technical)		Ministry of Commerce, Industries, Labour and Immigration
Public Accounts Committee			
Name	Title	Department	Ministry
Edward Ronia	Auditor General	Office of the Auditor General	Office of the Auditor General
Robert Cohen	Deputy Auditor General	Office of the Auditor General	Office of the Auditor General
Peter Vesely	Adviser	Office of the Auditor General	Office of the Auditor General
Australian Agency for International Development (AusAID)			
Name	Title	Department	Agency
Scott McNamara	First Secretary	Economic Infrastructure	AusAID
Erin Gleeson	Adviser	Policy, Partnerships and Democratic Governance	AusAID
European Union (EU)			
Name	Title	Department	Agency
Marc Van Uytvanck	Attache - Operations	Delegation to the Solomon Islands	European Union
Courtesy Call to the Minister for Development Planning and Aid Coordination			
Name	Title	Department	Ministry
Hon. Connelly Sandakabatu	Minister		Ministry of Development Planning and Aid Coordination
Allan Daonga	Under Secretary	Ministry of Development Planning and Aid Coordination	Ministry of Development Planning and Aid Coordination
Susan Sulu	Director	Aid Coordination	Ministry of Development Planning and Aid Coordination
Embassy of Japan			
Name	Title	Department	Agency
Satoshi Nakajima	Ambassador and Charge d' Affaires, a.i.		Embassy of Japan
Hitomi Obata	Researcher /Advisor		Embassy of Japan
Naoko Laka	Project Formulation Advisor	Solomon Islands Office	JICA
Embassy of Japan			
Name	Title	Department	Agency
Nancy Jolo	General Secretary		Development Services Exchange
Timothy Lafuia	Chairman		Development Services Exchange
Watson Puiohi	Director		Ilukim Sustainability Solomon Islands (ISSI)
Longden Manedika	Director		SIDT

Peer Review Attendance List for Malaita Province 16th -17th September 2013	
Day 1 (Monday 16th September 2013)	
Meeting with Malaita Provincial Secretary and Officials (Monday 16th September 2013)	
Name	Designation
Peter Hauia	Provincial Secretary (Malaita Province)
Daniel Faalimae	Director (Ag) Planning Division
Christopher Totorea	Senior Planning Officer Planning Division
Meeting with Women's Development Desk Officer (Malaita Province)	
Name	Designation
Clara Rikimani	Women's Desk Officer (Malaita Province)
Meeting with Director Kiluúfi Hospital & Staff (Ministry of Health and Medical Services) Malaita Province	
Name	Designation
Betty Ramolelea	Nurse Manager
Mark Maeliau	Director of Nursing
Philip Wakioasi	Principal Pharmacy Officer
Timothy Ramo	Provincial H.I.S Coordinator
Paul H. Harutoi	HIV/STI Coordinator
Aloysius Vakeke	Chief Health Promotion Officer
Julie Hatai	Nurse Educator
Ellen Matangani	Accountant
Ethel Kaota	Clinical Nurse Consultant
John Mark Hou	Principal Radiographer -Med Imaging Service
Helena Tolobulu	Assistant Director Nursing
Stephen Gwaoramo	Primary Eye Care Coordinator -Malaita Nursing
Stephen Araitewa	National Phychie Unit (Malaita)
Meeting with Chief Field Officer (Ministry of Agriculture and Livestock) Malaita	
Name	Designation
Peter Falimae	Principal Field Officer (Agriculture Extension Service)
Eddie Saokwai	Principal Field Officer (Agriculture Extension Service)
Louis Wale	Principal Field Officer (Northern Region) (Agriculture Extension Service)
John Faleka	Chief Field Officer (Agriculture/Malaita)
Day 2 (Tuesday 17th September 2013)	
Meeting with Environmental Health Division (Malaita Province)	
Name	Designation
Fred Manu	Principal Health Inspector (Malaita Province)
Meeting with NGOs (Malaita Province)	
Name	Designation
Jasper Willie	Admin & Finance Officer/ Save the Children
Vincent Obimae	Country Communication Officer/World Fish (Auki)
James Hagi	Area Manager /World Vision
David Toifai	Dep. General Manager/ Malaita Chazon Development Association
Meeting with Private Organizations (Malaita Province)	
Name	Designation
Annie Teoduagna	Branch Manageress/National Provident Fund (NPF)
David Rikihanua	SIEA Distribution Team Leader/SIEA (Auki)
Samuel Misi	Branch Manager / Bank South Pacific (BSP)
Robert Ehetalimae	Sales Consultant/ANZ Bank (Auki)
Joel Ramonisia	Assistant Manager/Auki Motel
Debrief and Interview Meeting with Premier Malaita Province	
Name	Designation
Hon. Edwin Miniti Suibaea	Premier of Malaita Province
Peter Hauia	Provincial Secretary (Malaita Province)



House built on the water, Malaita



PACIFIC ISLANDS FORUM SECRETARIAT

Excelling together for the people of the Pacific

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