

The Community Governance and Grievance Management Project

Mid Term Review Sustainability Study

**May 2017
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Glossary

CDFs	Constituency Development Funds
CGGM	The Community Governance and Grievance Management Project
CO	Community Officer
COTS Officer	Community Outreach and Training Officer
CPCs	Crime Prevention Committees
DCCG	Democratic Coalition for Change Government
DFAT	Australian Government Department of Foreign Affairs and Trade
FPA	Family Protection Act 2014
LO	Liason Officer (Isabel)
Makira	Makira Ulawa Province and/or Provincial Government
MAL	Ministry of Agriculture and Livestock
MDPAC	Ministry of Development Planning and Aid Coordination
MNURP	Ministry of National Unity, Reconciliation and Peace
MOFT	Ministry of Finance and Treasury
MP	Member of Parliament
MPA	Member of the Provincial Assembly
MPGIS	Ministry of Provincial Government and Institutional Strengthening
MTR	CGGM Mid-Term Review
MWYFCA	Ministry of Women, Youth, Families and Children's Affairs
NDMO	National Disaster Management Office
NPF	National Provident Fund
OBM	Out Board Motor (boat)
PCDF	Provincial Capacity Development Fund
PGA	Provincial Government Act 1997
PGSP	Provincial Governance Strengthening Programme
PMU	Project Management Unit
PSC	Project Steering Committee
RAMSI	Regional Assistance Mission to Solomon Islands
RDP	Rural Development Programme
Renbel	Rennell and Bellona Province and/or Provincial Government
RRRT	Regional Rights Resource Team
RSIPF	Royal Solomon Islands Police Force
SCD	Systematic Country Diagnostic
SIG	Solomon Islands Government
VO	Village Organiser (Western Province)
VPW	Village Peace Warden

Section A: The Sustainability Study

Introduction

This section is in three parts and provides an overview to the sustainability study work, including the team’s broader findings. The first part explains the background to the Sustainability Study, its purpose and how this work fits in with the Community Governance & Grievance Management (“CGGM”) Project (“the project”) Mid Term Review (“MTR”). The second part explains the approach and methods used by the Study Team¹. This part includes a brief introduction to the project, its purposes and ‘theory of change’, and with this in mind, what the project aims to sustain over time, both in processes and impacts on the lives of rural Solomon Islanders. This part also lays out a series of questions that are used to structure this Report, along with the criteria used to assess sustainability in this report. The last part summarises the Team’s conclusions about ‘sustainability’.

1. Background and Purpose

Design of the CGGM project followed a long period of research and consultation looking into the nature of local regulation issues and disputes in rural Solomon Islands and about how people thought these problems could be resolved.² The research found that rural people wanted their local governance institutions – religious, traditional and secular – to be made more accessible and effective. They also wanted better linkages with the State - most closely represented by the provincial government - and to feel part of the nation at large. These aims became the two main objectives of the project, implemented through the Ministry of Provincial Government and Institutional Strengthening (“MPGIS”). The decision to implement through MPGIS and not through another sector Ministry was in recognition of the role MPGIS plays supporting local-level state institutions and the important governance role these institutions play coordinating sector interests within a given province.

Because of the project’s mandate – working at all three levels of ‘government’ and across many different sector interest – it has become clear as time has gone on that the project provides a unique opportunity to contribute to national debates about the shape and structure of government – federalism, decentralisation, the role of local leaders and organisations. This can be done by carefully monitoring and learning from how the people, resources and activities associated with the project are performing.

¹ The team comprised: Melanie Phillips (Institutional and Political Consultant, MPGIS), Team Lead, Ben Schwartz (Fiscal Consultant, MPGIS), Ali Tuhonuku (Institutional and Political Consultant, World Bank), Doug Porter (World Bank Consultant)

² Extensive research and consultation occurred prior to the CGGM project. Formal missions included initial scoping in May 2012, pre-identification in October 2012, project design in May 2013, project preparation in November 2013 and appraisal in July 2014. The *Justice Delivered Locally Systems, Challenges and Innovations in Solomon Islands* (“JDL”) research was conducted across five provinces in late 2010 and early 2011. A province financing assessment was conducted in March 2014, project appraisal in July 2014, an institutional and fiscal analysis of lower-level courts in February 2015, a policy note in March 2015 and research on natural resource disputes on Rennell Island in July 2015. This was supplemented with at least 20 provincial visits to engage with provincial officials, politicians and communities. See Annexures 2 and 3. This report does not reiterate this background.

The purpose of the Sustainability Study (“the Study”) is to inform the CGGM project MTR, scheduled for 22-26 May 2017. The MTR is a routine feature of World Bank assisted projects and is an opportunity for all parties to the project to review and discuss evidence of how the project is performing, and reach agreement on both actions to improve performance in the near term and achieve outcomes that can be sustained over time. This Report has been refined following workshops on 23 and 24 May, and its main findings and proposals are reflected in the Aide Memoire to be agreed by the Solomon Islands Government and World Bank.

2. Study Approach and Method

2.1 Study Aims

Initial consultations between MPGIS and the World Bank were reflected in Briefing Note dated 28 Sept 2016³. The Briefing Note reflected the agreement that the Study would have two aims: the first aim is to review performance and lessons from implementation in Makira Ulawa (“Makira”) and Rennell and Bellona (“Renbel”) provinces, and define ways that the project, through MPGIS and the two participating Provincial Governments could help reinforce and improve the performance of Community Officers (“COs”) as they are known in Renbel, or Village Peace Wardens (“VPWs”) as they are known in Makira⁴), community organisations and government authorities. This aim focused on the ‘here and now’.

The second aim of the Study is to examine how the experiences in Renbel and Makira, as well as the broader political, institutional and fiscal context of Solomon Islands, could inform the expansion of activities supported by the project. At the same time, it will consider ways in which the sum total of results supported by the project could be sustained over time. The Team has looked at areas where more concerted action could improve performance in the near term and suggests new initiatives that could support ongoing performance and long term sustainability. It is worth noting that many of these suggestions have already been adopted by MPGIS and the Provincial Governments since the Study commenced during November 2016. Where suggestions have been adopted, they are not repeated for the purposes of this report.

2.2 Clarification

It is important to note that the Study Team’s role was not to redesign the project, nor was it to override decisions appropriately taken by Project parties. Rather the Team’s role was to examine existing and, where relevant, propose actions supported by the project and consider the conditions under which they are likely to produce institutional and funding arrangements that are in the long term politically feasible, able to be made a routine part of government and community governance, and where appropriate likely to attract on-going donor and government support.

³ Community Governance and Grievance Management Project – Briefing Note for Joint Analytic Work and Consultations on ‘Sustainability’.

⁴ For ease of reference, unless referring specifically to the situation in Makira, the team uses ‘CO’ generically to include both COs and VPWs.

It is also worth noting that soon after the commencement of this study the Project commissioned another piece of work looking specifically at issues relating to gender and social inclusion. For this reason, and while acknowledging that gender and social inclusiveness are important factors to overall project sustainability, we do not offer this as a specific lens through which to view sustainability.

2.3. Team and Method of Working

The Study Team consultants were jointly recruited and supervised by MPGIS and World Bank. Work was organized in two steps, focusing on the first and second aims (as above) respectively. In addition to meetings with Government Ministries and other stakeholders located in Honiara, team members visited Makira and Renbel to meet with Provincial politicians and officers and gain context on the provincial situation. A full list of those consulted is included as Annex 1. In addition to interviews with national and provincial parties, the Team reviewed log book data, Beneficiary and Baseline Survey reports, as well as the extensive reports prepared in the lead up to the project design (see Annex 1). A Report was prepared at the conclusion of Step 1 and discussed with the Project Steering Committee (“PSC”) on 7 December 2016. Subsequently, as Step 2 progressed, the PSC decided to amalgamate the findings under Steps 1 and 2 into one report, which comprises this Report. Additional reports in the form of a governance and fiscal analysis of the Makira community governance Ordinances also comprised work completed under this consultancy.

2.4 Structure of Report

The sections in the Study Report are organized around five questions.

Section	Sub-sections
B: The logic of the project	
1 What problems does the project respond to?	a) Grievances about development b) Problems of conventional solutions
2 How is the project designed to respond to problems?	a) Are the expected outcomes consistent with the problem analysis? b) Does the agreed engagement strategy seriously learn from experience?
C: Findings	
1 What is happening at the moment?	At four levels: a) Community b) Province c) National d) External
2 What else is happening outside of the project space, that could inform the consolidation and expansion of activities?	a) Programmatic features of the operating environment. b) Features of the Solomon Islands context.
D: Priorities to Enhance Sustainability	
1 What are the key priorities to enhance sustainability?	Thematic Criteria a) Purpose and Relevance c) Evidence-based Adaptation d) Administrative Efficiency & Integration e) Political Alignment & Buy-in
E: Conclusions	

2.5 Interpretation of Primary Study Task: What is intended to be sustainable, and how will this be assessed?

The Terms of Reference for this Study differentiate between three aspects of sustainability: institutional, political and fiscal. They are broadly defined as follows:

1. *Institutional sustainability.* This refers to the process through which the responsibilities, relationships and activities supported by the project become part of the routine functioning of national, provincial and local governance.
2. *Political sustainability.* This refers to the fact that institutionalization hinges on political buy-in and alignment with the incentives and interests of leaders, at local and national level, both inside and around government.
3. *Fiscal sustainability.* This involves a distinction between the ‘time bound’ funding that is required to introduce through the project something qualitatively new, and the fiscal commitments that will be needed to sustain over time the outcomes.

To some extent, each aspect of sustainability must be considered in relation to the other. Institutional sustainability requires efficient and effective use of resources to deliver results. It also requires that outcomes are embedded in non-project systems and procedures. This in turn requires both time bound and long term fiscal commitments, neither of which can be achieved without political sustainability. Similarly, the Team notes the need to recognize that sustainability is deeply affected by features of the context which are not within the reach of the project nor its partners to control – such as geography and history, economics and politics. Sections C and D will examine each aspect of sustainability and the way the Solomon Islands context places conditions on the possibilities for sustainability.

While useful in organizing discussions, the three aspects of sustainability do not explain the central idea of the project, nor do they readily provide criteria on which to assess the likelihood that the project is supporting activities that are on a trajectory towards sustainability. In the Project Document, the Solomon Islands Government and the World Bank agreed that success would be measured against three indicators:

Indicator 1:	The number of direct project beneficiaries, and the percentage of these who are female.
<i>Means of verification</i>	Surveyed number of people who derive benefits from the project (i.e. access information services or advice and benefit from training and improved social order), specifying the percentage of beneficiaries that are female.
Indicator 2:	Beneficiaries who experiences improvements in (a) accessibility and (b) effectiveness of community grievance management mechanisms.
<i>Means of verification</i>	Surveyed beneficiaries who experience improvements in the accessibility and effectiveness of community grievance management mechanism due to the presence of COs.
Indicator 3:	Beneficiaries who perceive improvement in linkages with government.

Means of verification Surveyed beneficiaries who perceive improvements in the community’s linkages with national and provincial governments including information flows and support for community governance arrangements.

The central presumption of the Project Design is contained in Indicators 2 and 3, namely, that positive outcomes in ‘community governance and grievance management’ depend on sustainable improvements in what we will call two governance *functions*: that is, strengthened community grievance management capabilities – referred to as ‘horizontal capabilities’ - and enhanced linkages with government in targeted communities – referred to as ‘vertical capabilities’.

In Section C, the main body of this report, we explain how we have assessed sustainability of the changes observed. We do this by asking, ‘what is happening in the project space at the moment’, then consider ‘what else is happening, outside of the project space, that could inform the consolidation and expansion of project activities’. We then, in Section D, offer conclusions on what we consider to be the key priorities to enhance sustainability.

To understand what is happening in the project space, we have broken it down into three ‘policy arenas’. In each of these arenas we have applied four key criteria⁵. The three policy arena reflect the three levels of scale within which the project operates: community, province, and national (the latter of which includes Solomon Islands’ external relations with donor partners). These policy arenas are not static; they are dynamic. At times, each level may be fragmented and disconnected from what is occurring at another level, or they could be interconnected in ways that mutually reinforce each other. In other words, while it is useful to work systematically through each level of policy arena, we have also highlighted the inter-relations between them – for instance, what’s happening in a community arena is crucial, but can be deeply affected by what’s happening in the province, or nationally. The relationship between these policy arenas directly inform project sustainability and respond directly to the project’s ambitions in respect of vertical linkages.

To assess sustainability within each of these three policy arenas, we apply four thematic criteria (see Table A.1). Similarly to the policy arena space, these criteria are not discrete and should be considered as a series of building blocks that need to be linked together to ensure sustainability. The also provide a convenient way to group together questions that have guided the Study Team.

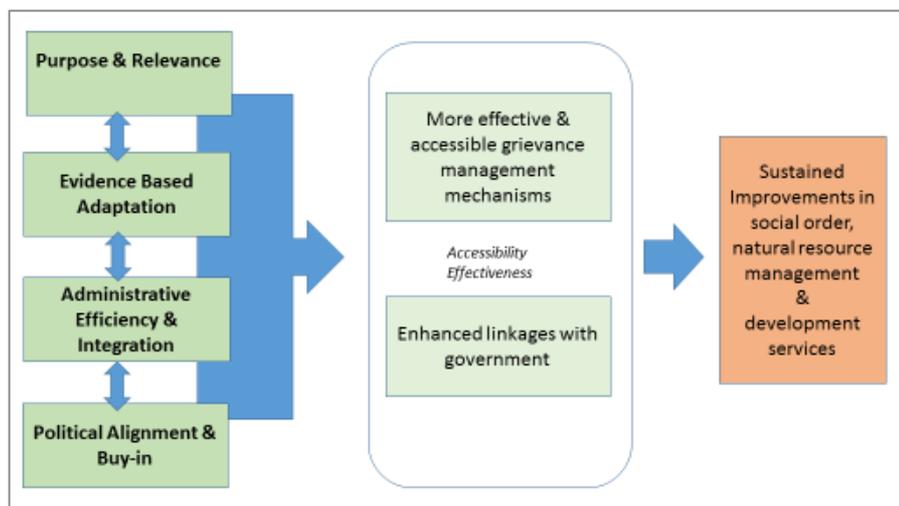
Table A.1: Sustainability, themes and guiding questions

Thematic criteria	Guiding questions
1 <i>Purpose & Relevance</i>	<ul style="list-style-type: none"> • Is the <i>purpose</i> of the project clear & well communicated? • Is this purpose agreed and <i>relevant</i> to the problems and priorities of people at community, province, & national levels? • Is the project perceived to be delivering ‘on ground’ <i>results</i> in grievance management, local governance and linkages with government?
2 <i>Evidence Based Adaptation</i>	<ul style="list-style-type: none"> • Is the project’s design & operations based on verifiable <i>evidence</i> of problems and remedies? • Are key <i>results</i> (functions and indicators – accessibility & effectiveness) clear, understood & agreed?

⁵ We draw these assessment criteria from the conclusions of the *World Development Report 2017, Governance and the Law*, and the criteria used to prioritise engagements in the World Bank’s Solomon Islands *Systematic Country Diagnostic* (April 29, draft).

- Are lessons learned reliably *translating* into project operations?
 - Is evidence being used to *adapt* local governance institutions and activities to context & changes over time?
 - Are community governance actors alert to & *creatively responding* to risks and opportunities?
- 3 *Administrative Efficiency & Integration*
- Are project resources being *converted* into results in a disciplined & accountable way?
 - Are responsible actors cautious about *risks* and using discretion to seize *opportunities*?
 - Are systems and relationships sponsored by the project being *adapted & integrated* into government procedures?
 - Are SIG & Provinces meeting their fiscal obligations?
 - Are the medium term institutional & fiscal liabilities resulting from the project consistent with the national & provincial outlook?
- 4 *Political Alignment & Buy-in*
- Are project purposes and activities aligned with the incentives and interests of political leaders?
 - Are project activities & actors positively engaging with other government interventions in the ‘community space’?
 - Are political leaders positively supporting administrative efficiency & integration?
 - Are the strategic policies and statements by donor partners supporting SIG and Province buy-in?

The approach taken can be best summarized below, showing how each criteria informs the functional ambitions of the project in order to achieve sustainable outcomes:



3. Summary of Study Conclusions

In summary, the study concludes that, in respect of its ability to foster durable horizontal linkages – that is, community grievance management capabilities - the changes introduced by the project are likely to be sustainable. In respect of vertical linkages – that is, the strengthening of community/State relations - the project has not made sufficient headway to yet say that it will yield sustainable improvements. This latter finding should come as no surprise for the simple fact that no project intervention, especially one of modest scope and scale as CGGM – will remedy systemic State withdrawal in such a short period of time. Additionally, it makes sense for the project to engage first with the key project spaces/policy arenas, solidifying their presence in these spaces before turning its attention to more relational challenges. We propose in Section D actions which may go some ways towards supporting sustainable outcomes.

Section B: The Logic of the Project

Introduction

The first part of this section addresses the question ‘What problems does the project respond to?’. The second part addresses the question “How is the project designed to respond to these problems?”. Unusually for many development projects in Solomon Islands, the CGGM project was based on an extended period of solid research and dialogue across the country⁶ that canvassed different ways to answer these questions. It is important that we summarise how we have interpreted this background because it is the foundation for Section C, which presents the Team’s findings on ‘what’ the project appears to be doing, and ‘how’ it is working.

1. ‘What problems does the project respond to?’

In brief, we understand that the project response to two kinds of problem, those that can be called ‘development problems’, and another set of problems that arise from ‘conventional solutions’ to those development problems.

1.1 Problems of Development – the evidence base

There are two stand-out features of the evidence on which this project is based. While the circumstances and experiences of people are diverse – men and women, young and old, leaders and everyday people - rural Solomon Islanders, who account for around 80% of the population, tend to highlight two kinds of problems they say constrain their ability to improve their livelihoods and well-being. First, they worry greatly about disputes relating to three things: a) the use of land and natural resources – in particular logging, b) social order problems – including family violence, drug and alcohol and inter-generational conflict, and c) development spending – by both government, and donors⁷.

Second, there also appears to be a consensus that the current arrangements – whether of government or community in nature – to manage these issues are in disarray and overwhelmed and, as a result, are inaccessible and ineffective. First and foremost, rural people want their own arrangements – what are called in this project ‘community mechanisms’ or ‘horizontal linkages’ – to be ‘fixed’, regardless of whether these are religious, secular or kastom in nature. At the same time, people believe that government has a role to play in achieving better community-level governance – in the language of the project, they wanted better ‘vertical linkages’ with province and national government – and to feel ‘part of the nation’.

Rural people are not alone in these concerns, in fact, a strong theme in the *Section C Findings* is that there continues to exist a high degree of alignment between these views and priority issues highlighted by actors at province and national levels, and amongst Solomon Islands’ development partners.

⁶ See Milestones in Annex 3.

⁷ See JDL Research

1.2 Problems of conventional solutions

The record of discussions that informed the design of this project also shows widespread awareness that, just as these development problems were not new, many efforts had and were being made by Solomon Islanders at all levels to respond to these problems. As evident in the *Justice Delivered Locally* report (See Annex 3 references), Solomon Islands has a long and rich history of ways to create effective and trusted community governance mechanisms in which chiefs and elders, youths, religious leaders routinely came together, and were variously linked with officials and public servants to reconcile differences, solve disputes and to order their lives.

What is striking in the historical record, and more recent interviews and research, is the view that more formal contemporary efforts – whether made by province or national governments, NGOs or donors – have not been able to fit local circumstances in durable ways. Examples of such efforts include the Provincial Governance Strengthening Project (“PGSP”) and the Rural Development Project (“RDP”), discussed further in Section C. Four things stand out here. First, the need for highly flexible and adaptable efforts as contrasted with the fixed ideas, systems and procedures people feel are characteristic of most efforts⁸. Second, the need to recognize, and be driven by the energies, ideas and leadership of local people is contrasted with words like ‘top down’, ‘project driven’, or ‘taking power away’. Third, the commonality of rural people to complain that efforts ‘failed to deliver results’, or indeed sometimes ‘disrupt what we are already doing’ leaving them worse off than before the intervention. And, fourth, they and government officials lament that these efforts were ‘piecemeal’ and ‘short term’; they want engagements that would be integrated with both community mechanisms, however they may operate locally, and with government systems to build lasting capabilities, that could be sustained over the long haul.

2. “How is the project designed to respond to these problems?”

2.1 Are the expected outcomes consistent with problem analysis?

As noted, the project appears to be closely aligned with the twin problems noted above, in its aims and objectives, and agreement on how outcomes will be measured and, as we will explain in Section C, with relevant government and donor policies. Similarly, as noted in Section A, there is close correspondence between the evidence on community priorities, and the popular assertion that improved ‘community governance and grievance management’ will be achievable if two governance functions are improved, namely, ‘horizontal capability’ – *more accessible and effective community governance and grievance management mechanisms*- and ‘vertical capability’ – *more accessible and effective linkages with government*.

2.2 Does the agreed engagement strategy learn from experience?

Table B.1 summarises from project documents and Study interviews what we think were the key features of the engagement strategy. In Section C, we examine the extent to which these elements

⁸ This and other conclusions are backed by many evaluations of projects in Solomon Islands. See for example, Independent Evaluation Group (2016) Solomon Islands Rural Development Program: Project Performance Assessment Report, No. 110914-SB, December 14, The World Bank; Office of Development Effectiveness (2012) Building on Local Strengths: Evaluation of Australian Law and Justice Assistance. AusAID, Canberra.

are shared and understood at different levels, and what this may mean for the effectiveness of the project, and the sustainability of the outcomes it seeks to achieve.

Table: B.1 Features of Agreed Engagement Strategy

Key Features

Long term commitment: A time-bound project, but the first step in a long-term commitment

Modest scale, upscale iteratively: Start small, and use experience to upscale

Highly granular front end design: Reach verifiable community-based agreement on priority results, methods of working, responsibilities

Fit new institutions to local agreements: Introduce 'Community Officers' and reach common agreement on responsibilities of COs, with local authorities, and province executives & administrations

Recognise and respond to differentials in power and inclusion: Social Inclusion (gender, youth)

Monitor and Adapt Iteratively: invest in quality evidence base, and link it to project decisions

Begin to institutional from the start: Integrate COs & activities in Province systems

Deliberately link project experience to national policy debate: Create national forums for policy integration and operational oversight

Elements in project design

Results achieved in 4 years must be acceptable to community, government and, where relevant in the long term, to donor partners.

Aim for substantial results (as per Indicators) in 2 and 4 years.

Recognise that sustainable outcomes in community and government performance require a 10-15 year commitment

Start in 20 communities in Makira & Renbel provinces

Expand, based on experience, in Year 3.

Each community/ward engagement 'goes back to basics': to review needs, priorities, ways of working, responsibilities

Invest in consistent public awareness of what has been agreed.

Transparent local selection & province recruitment of COs

Work through existing community governance structures.

Focus on community cohesion, awareness of national/ province government policies, programs, acting as means to link with government actors. Create incentives for buy-in by province executives.

Act inclusively, deliberately elicit issues of most concern to less powerful community members

Avoid 'quotas' (gender), go with the grain of local decisions

Be alert to unintended consequences

Engage province political as well as administrative officials

Track results and enable voice in project management

Encourage adaptation by communities, provinces, national and donor partners on all institutional arrangements

Ensure results categories (effectiveness/accessibility) are clearly articulated.

Create systems to monitor performance, accountability and grievances, functioning of community governance mechanisms, linkages with government

Introduce 'project systems' only as temporary measures

Ensure project systems are not adverse to existing community & government systems

Integrate CO, local authority and province arrangements in province ordinance & by-law.

Ensure actual fiscal commitment by provinces.

Integrate activities in Province budget & spending processes.

Augment province capacity through verifiable MoUs

Expose Project Steering Committee line ministries to project

Work Plans and Budget processes

Multi-agency Project Steering Committee

Encourage inter-ministry sharing of data, funds and field activities.

Undertake periodic studies to continually align activities with emerging national policy.

Focus on sustainability and inclusion in SIG/WB supervision and reviews

Two features of the strategy need to be highlighted, first, that while efforts were made to avoid 'project specific' arrangements, to the extent that they are proven necessary, then they should be limited only to situations where a) they did not exist, but were needed to implement or give effect to agreements, and b) where there was reasonable prospect that they could be progressively integrated with or replaced by government systems.

Second, the record provided by the Project Agreements, and minutes of high-level and province consultations foregrounds the concern with ‘sustainability’ at each level of operation. In this respect, efforts made at the outset (see Table B. 2) appear to have remained current throughout since project inception.

Table B.2: Sustainability ‘lessons learned’

Excerpt from “lessons learned” section of CGGM Project Document

Lessons from other Bank and donor supported activities in Solomon Islands demonstrated the necessity for: (a) creating sustainability by embedding institutional arrangements in government systems; (b) providing hands on implementation support to address weak government capacity; (c) establishing clear and simple project procedures; (d) carefully phasing the project roll-out, both at the provincial level and within provinces; (e) taking into consideration the costs involved in undertaking project activities in geographically dispersed and often remote locations; and (f) establishing a contextually relevant feedback and grievance redress mechanism. Additionally, several evaluations of other donor supported engagements underscore the need to: (a) avoid idealized remedies or standardized packages; (b) ensure that interventions are modest in scale and expectation; (c) pay particular attention to the politics of sustainability as much as to its fiscal aspects; and (d) ensure an adaptive, iterative learning approach to project implementation.

Project Paper: Community Governance and Grievance Management Project, September 2014, p.18

It will become clear from Sections C and D that conclusions regarding sustainability and the actions recommended by the Team to enhance these prospects, are for the most part informed by, and respond to, means already available to the project, and identified as priorities in the Project’s engagement strategy.

Section C: Findings

Introduction

This section comprises the main body of the Report and is in three parts. The first part addresses the first aim of the Sustainability Study, namely, it presents the Team’s assessment of what is happening on the ground at the moment, and where relevant recounts the changes that have occurred since the start of the project. As explained in Section A, the Team has focussed on three policy arenas – community, provincial, national (and national/external) – in order to understand how activities supported by the project are impacting on sustainability. The second part asks ‘What features of the operating environment could inform the consolidation and expansion of activities?’. It looks ahead to the consolidation of activities in Makira and Renbel, and to the prospect of expanding the engagement to other provinces. This part surveys what is going in each of these policy arenas, to identify things that project partners will need to consider to enhance prospects of sustainability in the two functional outcomes and results. The third part then returns to the four sustainability thematic criteria to present the Team’s conclusions on ‘What are the key priorities to enhance sustainability’.

1. What is happening at the moment?

1.1 Community

1.1.1 Rennell and Bellona Province

COs in Renbel are operating in interesting ways, creating relationships that would appear to indicate both that they understand their role and are responding to their community’s priorities. The latter is reflected in the recent Beneficiary Survey (See Table C.1) which recorded high levels of satisfaction, both in respect of those citizens who have reported receiving direct benefits from the project and also those who perceive to have experienced improved effectiveness and accessibility of community grievance management mechanisms⁹.

Table C.1: Beneficiary Survey Results.

Indicator 1	76% of citizens in CO/VPW communities report direct benefits from the project, with relative gender equity (Males 80%/ Females 71%). An estimated 6,801 citizens in Renbel and Makira have benefitted from CO/VPW interventions
Indicator 2	59% of citizens have experienced improvements in accessibility of community grievance management mechanisms 77% of citizens have experienced improvements in effectiveness of community grievance management mechanisms
Indicator 3	68% of citizens have experienced perceived improved linkages with government. No significant gender differences were noted.

Source: Mid Term Beneficiary Survey: CGGM project, April 2017

Qualitative research done alongside the Beneficiary Survey notes that CO/VPWs are also assisting with national policy and program priorities, such as Rural Development Programme (“RDP”) activities, sitting on Crime Prevention Committees (“CPCs”), and the National Disaster Management Office

⁹ See *Beneficiary Survey Executive Summary* for overall percentage breakdowns.

(“NDMO”) with distribution of drought relief supplies. A majority of respondents to the quantitative survey report COs working with police, translating into increased police visits (perceived by 41%) and improved police effectiveness (34%). It is positive to observe also adaptability on the part of the CO and COs testing the bounds of their role, trialling ways that can perhaps increase their relevance in their community. Importantly, these activities appear to be demand driven, supporting the notion that the project has local relevance.

It is not necessarily the case, however, that all COs have a clear understanding of their purpose or see their responsibilities in the same way. In some Wards, for instance, COs are performing quasi-policing roles. While it was not envisaged in the project design that COs would fill policing functions, this behaviour is likely a reflection of Renbel’s peculiar operating environment, specifically: (i) the fact that many chiefs, Members of the Provincial Assembly (“MPAs”) and local authority figures are not physically present – that is, they reside in Honiara – thus making it difficult for COs to facilitate local or vertical capabilities, (ii) the Province’s history of area constables, (iii) the strong police presence at the CO initiation training, including carrying out police drills, and (vi) the relative scarcity of any formal and permanent government presence in the communities, other than that provided by the RSIPF.

In terms of performance, COs in Renbel include some of the best, but also the worst. The ‘island of excellence’ that is Ward 1 shows the potential of a well performing CO. In contrast are the experiences of Wards 5,7 and 9 that resulted in the replacement of COs. Despite signals reasonably soon after selection from communities that they wished to appoint new COs, it took some time for this to occur. On the positive side however, the Province’s response to this experience has been to institute changes to their Staff Instructions, thus further embedding CO recruitment, reporting and disciplinary procedures into core administrative instruments.

COs, for the most part, appear to be reasonably confident in their position. This is particularly evident in those COs that have demonstrably strong support from their community – again, Ward 1 is a good example. One CO fills the dual role of chief and CO – an interesting duality and there has been anecdotal evidence of this individual drawing inventively on both sources of authority: stepping in as chief when warranted or highlighting their role as CO in other instances. All this goes to support the view that there is unlikely to be an ‘ideal-type CO’ and that an effective CO will likely be one that is able to wear many hats or to stack authority from multiple sources as they help resolve disputes.

The appropriateness of a CO will be determined in a large part by the individual engaged, and the ways that both Province desires and Ward-specific circumstances intersect. That said, experience to date underscores that COs as envisaged in Renbel and Makira will: (i) need to be a full-time resident of the community, (ii) be employed at a close to full-time level and receive adequate remuneration for this, and (iii) have the support of their community. The current CO remuneration rate in Renbel of SBD650 a fortnight, plus contribution to the National Provident Fund (“NPF”), appears to provide sufficient incentive for COs at present.

Province management of COs has been responsive to community feedback. The requirement that the province government interview and appoint the CO has been removed from Province recruitment procedures, thus making this appointment process wholly community-owned. This change appears to have increased community trust in the CO as a provincial institution. Similarly, concerned with the

reputational risks for COs, and keen to focus them on issues where they are more likely to gain traction, the Province Government instructed COs not to engage in logging and mining related disputes. As a result, COs are more focused on social order grievances and processes associated with service delivery (CPC, RDP, RSIPF etc). This appears to have influenced the communities' decision to nominate several women and to recruit one as a CO, in recognition that women, who are typically seen as peace makers in Renbel society, may be better placed to manage community grievances.

This goes some ways to supporting the Team's observations that the best performing COs – namely, those that have the support of their community – are likely to be those that are involved in not just responding to conflict as and when it arises, but taking steps to prevent it. In recognition of this, and responding to requests for support, the Project and province are supporting two COs to organise community events in their Wards – one being a sports event, and the other a clean-up event. This initiative by COs and the Project is positive.

The COs primary vertical linkage is to the Provincial Secretary, who until recently was also the Project Coordinator. The Provincial Secretary's heavy workload placed limitations on his ability to support COs through regular visits and a decision was made to appoint a stand-alone Provincial Coordinator who, mentored by the Provincial Secretary, will be able to better service CO needs. Relationships between COs and politicians (MPs or MPAs) appear to be, at the moment, ad hoc and driven by community and kinship relationships, rather than any broader functional acceptance or understanding of the roles of the respective parties. As such, broad-scale political and administrative linkages are not apparent at this moment. While the PS and COs are keen for such linkages to be made, the intermittent presence of province administrators and politicians in Renbel will constrain this, and likely create recurring problems in establishing vertical linkages.

1.1.2 Makira and Ulawa Province

In addition to agreeing to meet CO payroll obligations, perhaps the clearest signal of relevance and adaptation to local circumstances was the early decision to integrate the CO model into the Province's community governance structure, provided for in the form of three principal Ordinances¹⁰, which allow for the position of Village Peace Warden ("VPW"). In recognition of the need to keep commitments within the province's fiscal capacity, the decision was made to make VPWs responsible for a cluster of communities, instead of one VPW for each village as envisaged under the Ordinance.

The impact of this translation has been to introduce a valuable point of comparison, and lesson learning, between Renbel and Makira. The project realised early on that there is a disconnect between what Makira's community governance ordinances says should exist, and what is happening on the ground; the ordinances offer a range of dispute resolution pathways and committee arrangements that, with few exceptions, do not exist. This has created confusion for both communities and the VPWs which they have found difficult to resolve. In light of Project learnings, the Provincial Executive

¹⁰ The Makira Ulawa community governance regime consists of three principal ordinances (Council of Chiefs Ordinance 2006; Ward Development Authority Ordinance 2006; Village Peace Council Ordinance 2006) and three ancillary ordinances (Special Fund for Ward Development Authorities Ordinance 2006; Chiefs Empowerment Day Ordinance 2006; Penalties for Offences Ordinance 2006).

has been prompted to review their ordinances. Deficiencies with the Ordinance set up have, however, exposed efficiencies at community level, with community members bypassing imposed structures in preference for the 'tried and true' approach. This community level adaptation supports the notion that project relevance is best obtained by working with what is actually happening on the ground, at least in the first instance.

Results from the beneficiary survey have shown, interestingly, increased accessibility and effectiveness in dispute resolution at community level. Community willingness to engage underscores project relevance as it is happening despite a lack of confidence/clarity on the part of VPWs and communities about the VPWs role. At the same time, this confused situation has created a labour dispute between the Province and VPWs regarding the latter's status, remuneration, and reporting responsibilities. This dispute is the result of a number of factors, including: (i) the perception by VPWs that because the provincial government is paying them an allowance, and not a community 'in-kind' payment as envisaged under the ordinance, their remuneration should be higher, (ii) the perception by the Province that the communities would contribute to the VPWs remuneration, as envisaged under the ordinance, (iii) the presumption by provincial administrators that the ordinance-induced community governance structure actually exists and their insistence that the VPW report in accordance with these structures, (vi) frustration from the VPWs who saw the nominal SBD200 allowance as inadequate (insufficient in many cases to cover the cost of travelling to Kirakira to collect their pay). Rather than tackle these issues head-on, the Province has decided to take the longer, but potentially more durable, route of reviewing the ordinances. MPGIS/PMU support for this¹¹, coupled with engagement of a full-time Provincial Coordinator to support VPWs will help ameliorate these grievances.

While the VPWs have demonstrated some level of adaptability in terms of horizontal arrangements, they have struggled to create vertical linkages. In addition to the aforementioned mismatch between the Ordinances and on-ground realities, a number of factors influence this – geography being key, but also the high level of other demands on the Community Affairs Division which limits the amount of time the Provincial Coordinator (currently the acting head of Division) is able to dedicate to VPWs and activities supported by the project. The appointment of a Province Coordinator with exclusive responsibility for CGGM-related activities will ease the administrative burden. Compared to Renbel, the relatively greater significance of Chiefly authority in Makira's predominantly Melanesian communities may also be resulting in VPWs focusing more on horizontal relationships. The ongoing trialling and adjustments being made to VPW log books is improving the quality of evidence available to the province on the relationship between VPWs, community mechanisms and the province.

As in Renbel, it is clear that the best performing VPWs are those that have garnered continuing community support. VPW selection meetings, during which time VPW 'TORs' were agreed, were the principal means of negotiating community support. As discussed in Section D, opportunities exist for a more discrete community agreement that would provide a forum for communities to self-regulate to a certain degree, with communities and VPWs each holding the other to account, as well as providing a common point of reference for reviews involving province officials.

¹¹ The first step has concluded: "Analysis of the Makira Ulawa Community Governance Ordinance" (February 2017)

1.2 Provincial

Province performance to date confirms the assessment made during CGGM design that provinces can be relied upon to meet only the payroll costs of community officers – the amount of funds required have proven to be within the provinces’ fiscal capacity and, given the strong incentives to protect payroll obligations, payment of CO wages/allowances should perform to the same standards of timeliness evident in the payroll at large¹². Makira commits approximately one percent of Province recurrent revenue to CO remuneration, and Renbel 4%¹³. At the same time, several factors relating to fiscal management have and will continue to impact on the fiscal capacity of Makira (and Renbel) to meet these obligations. These include; revenue volatility, (due to variable central transfers, and reliance on a narrow revenue base and a small number of revenue sources); unclear province responsibilities (including a mismatch between the provisions of the Provincial Government Act 1997 and both province aspirations and the practices of national line ministries); an inability to maintain commitment controls (leading to substantial cash-flow problems and overspending, thus prompting regular use of virements and/or supplementary appropriation ordinances); and the formidable obstacles of geographic scale, scattered low density population and capacity constraints, which mean that the fiscal means available to provinces always lead to intense competition around different expectations.

These factors amount to substantial weaknesses in reliably directing resources to sustain commitments made by the province executive. Section D gives further consideration to ways to enhance the incentives for provinces to continue to meet the current, and possibly expanded, fiscal obligations arising from the changes introduced by the project. The Team however reaffirms the conclusions drawn during CGGM appraisal, namely, that the current levels of fiscal commitment by provinces are not in principle beyond province capacity to sustain.

1.2.1 Renbel

The Provincial Government has proactively encouraged COs to broaden their horizontal linkages, through engagements with national programs (eg., RDP, NDMO) and similar such community level ‘social’ activities. As a result, the Province reports direct and tangible benefit from the COs and appears to indicate that the provincial Premier and Secretary have a solid grasp of the project’s purpose and relevance and that the effort is widely supported by the political leadership at large.

Provincial support is likely to be influenced by Renbel’s physically smaller, socially more homogeneous character. This is compared to Makira which accommodates a number of migrant communities that bring with them associated dissension and the need to accommodate necessary flexibility with regard to grievance management. In Renbel, the furthest CO is a 3-4 hour drive distant from the province capital, excluding those COs on Bellona that are accessible either by a 2 hour boat trip or the bi-weekly flight. To understand how this compares to Makira, Annex 4 provides a summary of travel distances between COs and the Provincial capital. Whilst this relative proximity and ease of access has

¹² World Bank (2014). Provincial Financing Assessment, Community Officer Project, internal draft.

¹³ At SBD650p/f. If this figure is increased to SBD950, as was initially proposed by the Province, the commitment would increase to 10%.

facilitated the more active engagement at Ward and village level by the Provincial Secretary, it has also drawn critical remarks from some within the Executive who perceive that the Provincial Secretary is less available for other duties they define as necessary. The appointment of a stand-alone Provincial Coordinator, to alleviate the administrative burden on the PS, is a positive signal that the province and MPGIS have responded to this concern.

COs in Renbel are employed and remunerated on a salary basis, approximately equivalent to Level 4 on the provincial salary scale. The Province has experimented with CO remuneration, increasing their fortnightly pay from SBD650 to SBD950 and then back down again to SBD650 – the latter figure representing approximately four percent of Province recurrent expenditure. The rationale for the fluctuation is not clear to the Team – other than to surmise that the amount, timeliness and predictability of payments to COs are just as likely as any other item of province expenditure to be highly constrained.

Although the Province's budget includes provision for salaries, there have been problems paying COs. These problems are not however an issue of fiscal sustainability but rather because there is no bank in the Province making physical cash collection and storage difficult. This has now been remedied by the province mandating bank accounts for all COs, removing the discretion that they previously afforded COs to choose their method of payment.

Planned amendments to the Province's Staff Instructions to accommodate community selection requirements and complaints management indicate an encouraging level of project adaptation and institutionalisation.

1.2.2 Makira

The Ordinance legacy, together with a change of government and a highly competent but overworked Provincial Coordinator/Community Affairs Division Head has reduced constrained the embedding of activities supported by the project in Makira government operations. The pending review of the Ordinances is likely to aid increased institutional alignment and, along with actions proposed in Section D, will hopefully consolidate buy-in across the Province Executive.

The Province's commitment to their ordinances – which attempt to achieve similar results to this project, just through alternate means – would indicate that the province finds relevancy in this project. The Premier, in part due to his prior experience managing the Community Affairs Division, has a vested interest in this ordinance, and thus to CGGM activities. Team visits to Makira confirmed that the Premier was working closely with the Project Coordinator and Province team to find ways to support the project and get the ordinance review underway. MPGIS intend to support this process.

As noted above, confusion around the Ordinance have adversely effected the province performance of responsibilities under the Province Agreement, especially in respect of payments of VPWs. Some provincial administrators took the view that the structures provided for under the ordinance were a matter of fact and demanded VPWs work in support of these structures and have withheld monthly allowances until they had completed comprehensive reporting requirements in accordance with both the Ordinance and provincial administrative practices. VPWs observed that for the most part these

structures did not exist and thus they were unable to comply with the Ordinance’s reporting requirements. Uncertainties about the status of the Log Books introduced via the CGGM project led some VPWs to neglect this reporting instrument, further corroding and frustrating both ends of the vertical linkages between community level activities and the province.

While this has negatively impacted some aspects of projects functioning, ongoing efforts to deal with these issues systemically through review of the ordinances is a positive indicator of likely institutional and political sustainability. Current levels of political support appear positive, but are likely to be contingent on satisfactory review of the ordinance and, following on from this, province-wide roll-out of the project. This latter process will most likely be contingent on agreement with MPGIS to augment province finances tied to VPW remuneration. The April 2017 PSC meeting in Kirakira heard many within the town talking about the review in a positive light, and that it was an appropriate time to engage in such a discussion. Ensuring that the review is informed by experiences gained by the province’s engagement with the CGGM project is important not just for the outcomes of the review, but also a means for the project to demonstrate its broader relevancy by using and applying data collected in a tangible way that provides a direct benefit to the Province.

1.3 National

As observed during the July 2014 appraisal of the project by the World Bank and SIG, the purposes and activities supported by the CGGM project are clearly aligned with Solomon Islands’ national policy.¹⁴ Since then, that this alignment is congruent with enduring concerns and interests of senior Solomon Islands officials is evident in the consistently high degree of participation in the Project Steering Committee.

National Policy

Democratic Coalition for Change Government (“DCCG”) Policy Statement (2014).

Principles include:

- Adhere to transparency, accountability, responsibility and respect for the rule of law and traditional and cultural values as foundations for good governance (1.3c);
- Promote active participation by people in the governance of their own affairs, by providing them with equity participation, within the framework of the rule of law and consistent with the respect of traditional norms and values (1.3(g)).

Objectives include:

- Pursue meaningful reconciliation between our people at all levels of our society based on our traditional norms of peaceful coexistence that would lead to national reconciliation and foster natural healing processes (1.4(a));
- Achieve political stability and encourage decentralization of decision making in the country (1.4(l));
- Ensure the roles of chiefs and land ownership are recognized, respected, strengthened and supported (1.4(m)).

Source: DCCG Policy Statement

Furthermore, ongoing negotiations amongst PSC member Ministries to influence project direction, and direct administrative resources, points to that fact that its purpose and strategy of engagement is of interest to several ministries – including those responsible for home affairs, peace and reconciliation, justice, policing, traditional leadership, and development planning and coordination.

¹⁴ World Bank (2014). Aide Memoire: CGGM Project Appraisal and Preliminary Dissemination Mission, July 14-24.

The discretion afforded in the project's design encourages, to a certain degree, this competition. Depending on the perspective of the individual PSC member and also the Province, the project may take on particular flavour, whether it be security, administrative linkage, peace building, local governance, or other.

In this environment, the Permanent Secretary for MNURP is well placed to act as a broker and, indeed, this was the intention behind the invitation extended to MNURP by the Project Director/Permanent Secretary MPGIS to Chair the PSC. Because the Project has principally focussed its attentions to date at community level, this has raised questions about the appropriateness of MPGIS hosting such a project and, indeed, several Ministries have expressed interest in taking on the Project. As the project expands and more emphasis is put on supporting vertical linkages between communities and its nearest State actor – the provincial government – the role of MPGIS as the implementing Ministry is likely to be less open to contest.

Within the MPGIS, four full time officers engaged by the PMU are supporting project activities in Renbel and Makira. After a slow start, the PMU is now stable but the competitive environment created by multiple donor funded projects may continue to pose difficulties in attracting and retaining suitable PMU staff. PMU capacity will need to be up-scaled, both to meet existing obligations and handle prospective upscaling to include two additional provinces. It will also be important to engage experienced ex-public servants to help negotiate the next phase of the project¹⁵.

With additional PMU recruitments underway, the PMU has passed through the learning period and is beginning to exploit the discretion and scope for innovation afforded by the project design and encouraged by the PS MPGIS. The PMU has begun using the means available under the project in inventive ways, such as trialling support to COs for ad hoc events (eg., to support CO initiated community clean up events), and reviewing training programmes to ensure they remain relevant. The COTS Officer is also trialling community-wide trainings in Makira in response to the results of monitoring visits that attest to the close links between CO performance and community support. PMU staff communication with PSC member Ministries will be key to sharing the large administrative burden and also buying in the necessary levels of inter-ministry administrative support. A formal committee, reporting to the PSC and aimed at inter-ministry operational coordination is likely necessary to ensure that these activities are carried out in an organised way and that learnings are shared between those Ministries working in the community and province space.¹⁶

While close to completion, a formal M&E reporting framework is not fully in place. Despite this, there is some evidence of systematic project learning informing project activities – such as the recent review of the Log Book. Previously, the Log Book – the principal means of collecting data from COs and

¹⁵ The team understands that these matters are addressed in the MTR Aide Memoire, and are therefore not elaborated here.

¹⁶ This proposal, which is provided for in the form of a 'technical committee' in the project design, was discussed during the week of 22 May. Two proposals were initially discussed: one to create a multi-ministry technical committee and the other to make targeted agreements with relevant ministries on a thematic basis – for instance, in relation to operational coordination on local training, between MPGIS, MNURP and MWYFCA. Following discussions with the Permanent Secretary, and in conjunction with other discussions relating PMU staffing needs, it was agreed that a liaison type position would be created in the first instance to build cross-Ministry support and to assess whether more formalized arrangements could be needed.

communities – emulated the RSIPF Logbook, which had been employed during the CO Pilot Project. As CGGM implementation progressed, it became clear that many community activities were not being adequately captured within the offence-orientated scope of the RSIPF log book. A recent review and trialling period led to development of a bespoke Log Book, more oriented towards capturing CO-community experiences. This innovation is promising and bodes well for sustainability.

Despite efforts by the Permanent Secretary integration of the project into MPGIS and cross-use of resources remains limited beyond the Governance Division within which the PMU is located. The PS has suggested that this may change once and if the project expands, suggesting that staff perceive the project as being a pilot only and therefore not worth investing their time and resources into. Administrative integration with other Divisions, such as the Finance Division, has been improved however following a recent review of the POM which sought greater inclusion of SIG financial management practices.

The POM review has also resulted in the integration of SIG communication procedures with those of the project and the adoption of SIG file naming conventions and asset registries. It is uncommon to see this degree of translation of aid funded project modalities into mainstream government systems, especially in Melanesia. These developments show that the Project Director/PS MPGIS is alert to opportunities to increase administrative efficiency and has taken early steps to transfer project functions to core MPGIS systems and procedures.

In line with the project design and, specifically, the aim to avoid creating project-specific artifices, the recently completed complaints handling system uses existing systems, such as are offered through the Staff Instructions or the Public Service Regulations. Where no provisions exist at present – such as for community-level complaints – these have been created under the CGGM project auspices with a view to incorporating these into the Provincial Staff Instructions in the next review phase, and will feature more prominently in the community agreement discussions referred to in Section D. Given interest expressed by current and future Provinces towards community governance ordinances, there is also scope to reflect community grievance redressal in the accountability arrangements that may be provided for within any ordinance that may be introduced.

Greater administrative integration both within the MPGIS and between Ministries will increase political buy-in. Presently, administrative integration is relatively ad hoc and largely confined to initiatives at the community level. Frequently, provincial government staff are diverted to support the activities of national ministries, and as a result they are less able to adequately attend to the province's own priorities, including the activities supported by the CGGM Project. Measures to improve line ministry integration and achieve favourable results at the province level are suggested in Section D.

In his capacity as PS, MPGIS, the Project Director has allocated SBD200,000 of the Governance Division budget this financial year to support project activities, as well as sitting allowances for PSC members. This is a positive show of commitment and political buy-in. This money has not been tagged to specific activities but presents an opportunity for MPGIS to augment province outlays on CO-related activities (such transfers are restricted by the CGGM Grant Agreement), including the trialling of a matching grant or other form of budget support to provincial governments.

1.4 National-External

The principal external relationships are with the World Bank, and through this, with the Australian DFAT. The CGGM project features in the current World Bank Country Partnership Framework and receives similar endorsement as a priority area for engagement in the Systematic Country Diagnostic study (April 2017).

The Bank's relationship with the SIG is governed by a time-bound Grant Agreement signed by the then Minister of Finance on 5 November 2014. The World Bank's role is to provide technical support, principally in the form of fiduciary oversight to the grant provided to the SIG, funded by the Australian government. It is worth noting that the Bank has been more substantially involved than would normally be the case in Recipient Executed projects. The Bank has allocated significant staff and consultant – and, as a result, financial - resources in support of the project (see mission support schedule in Annex 2). This level of engagement, including the Bank's leading role in undertaking the comprehensive Baseline Study, is a demonstration of its support.

Alignment with Donor Policy

World Bank Country Partnership Framework (2013-2017)¹

Strategic Pillars:

- Strengthening service provision and economic resilience
- Embedding institutional resilience and addressing gender inequalities.

Outcome 12: Government support for establishment of functioning local justice mechanism.

The Bank's view is that this intensive level of support is not appropriate in the longer term. The recent review of the Project Operations Manual has provided an opportunity to signal this, and clarify the respective Bank and MPGIS responsibilities. The Team finds there is an appropriate level of confidence on the part of both the Bank and the MPGIS for the Project Director to take full control of the project, with support as and when required from the World Bank. Additional resources within the PMU to help manage impending political negotiations will provide added assurance to the Project Director.

2. What else is happening outside of the project space, that could inform the consolidation and expansion of activities?

The consolidation, expansion and eventual sustainability of the outcomes supported by the project will be a product of two things: first, how SIG converts the means available through the project into results agreed in the project design, and second, how it uses these means to creatively engage with the broader context in which the project is being implemented. The available means refers to the funds, both SIG and donor, the relationships within and between policy arenas at community, province and national levels, and the technical and political capacity that can be brought together to efficiently and effectively deliver results. The context includes the wide array of community, government and donor efforts to bring about beneficial changes in the community, province and national policy arenas, as well as the undeniable fact that key features of the context are simply beyond the capacity of the project or wider public policy to direct. This part summarises six key initiatives or programs underway in Solomon Islands we believe need to be engaged by the CGGM partners under MPGIS leadership. Following this, we note other key features of the context that, although less able to be influenced directly through the means available in the project, should nonetheless be considered in discussions about expansion and sustainability.

2.1 Programmatic Features of the Operating Environment.

2.1.1 *National initiatives*

Nationally, six initiatives that are relevant to the future of CGGM are in various ways contesting the 'community policy arena'.

Under the control of the MPGIS, the **Provincial Governance Strengthening Programme (PGSP)** was rolled out in 2008, and has since 2013 been 100% supported financially by SIG. It has morphed over the years to focus less on service delivery management and, key to this, the clarification of the roles and responsibilities of Provincial Governments, and has focused on the PFM arrangements of Provinces, principally as a precondition for the effective and accountable use of the Provincial Capacity Development Fund (PCDF), a compliance and performance based capital grant¹⁷. The present role and future of PGSP is unclear to the Team. The PS MPGIS went so far as to say it is 'no more' and exists principally to manage PCDF compliance and performance assessments, something which he intends to integrate into the normal business activities of the Ministry, and, over time, into province systems. PGSP/PCDF is highly relevant to CGGM, in at least two ways.

First, it provides clear lessons about how to achieve durable buy-in by government – political and administrative. PGSP communications have been strong and consistent. They tell a story of provincial governments improving their capabilities to carry out core functions well. PGSP also regularly makes submissions to Cabinet that help to reinforce the programme's decisions and strategies. A close relationship with MoFT has also been key to PGSP's ability to seek additional financing from SIG when donor support ended.

Second, the much anticipated integration of PGSP/PCDF into mainstream national and province government systems, and the broader discussion this entails around decentralisation and review of provincial governance legislation, would present major opportunities for sustainability of the two governance functions – horizontal and vertical governance capabilities - supported by CGGM. While underway for some time, integration talks appear to be stalled; but should progress be made, deliberate linkages between CGGM and PCDF could provide consistent support for province local government ordinances, review of the PGA 1997 (and as important, debates around both processes), and crafting fiscal transfer systems between national and province governments that support the twin functional outcomes aimed at by the project. The forthcoming SIG review of the PGA 1997 is an important opportunity for CGGM, and the MTR has supported the Project Director's decision to allocate international consultant resources from CGGM to this purpose.

On the flip side of PGSP is the **Rural Development Project (RDP)**. RDP's objects of spending – small capital grants, allocated at the province level, and planned and spent through community

¹⁷ The PCDF eligibility is managed under two control mechanisms: the 'minimum conditions' and the 'performance measures'. The minimum conditions set base level targets for provincial governments. These base level targets relate to matters such as natural justice in terms of staff discipline, and the need for provinces to maintain the core staffing levels. The failure of a province to meet a minimum condition disqualifies the province from receiving its PCDF share. Once a province is eligible, its share is weighted by a number of factors, such as population, and also by how well it has performed in respect of the 'performance measures'. The performance measures contain a variety of conditions, from the accessibility of basic documents such as Provincial Assembly Standing Orders, to the ability of the province to cost share in PCDF activities.

participatory arrangements – are consistent with PGSP. And while the two initiatives were originally designed in tandem, in anticipation of eventual merging and integration with provincial government, they have remained functionally and operationally independent. RDP is implemented by the MDPAC and Ministry of Agriculture and Livestock (MAL) with World Bank funding, although its placement within MDPAC is not a natural one – and it appears the policy and political conflicts within government have stymied much needed debate about alternative project execution arrangements, such as in MRD or MPGIS, and about how each programme could be integrated with provincial government, so as to be consistent with the provisions of the PGA.

Despite this, RDP is considering ways and means for integrating more fully into the government, particularly province, systems. Provincially based RDP officers, physically located within the provincial headquarters although not part of the provincial administrative set-up, support the activities of community helpers and the village level implementation committees, along with a national PMU, all of which are aid-funded. The connection of these officers to the provincial government is almost entirely proximal; there is minimal functional or operational relationship. While long term commitment to RDP by government is uncertain – and thus, the sustainability of the staffing, procedures and capital spending under the project is questionable – at community level, COs are involving themselves in RDP implementation committees, assisting in coordination of activities. This bodes well for the prospects that CO activities may help resolve disputes about how CDD funds are allocated and spent. Similarly, CGGM activities could be informed by and engage with RDP's community mobilisation trainings, and the materials developed under RDP relating to planning, spending and oversight of development grants.

Initiatives taken by COs to engage with newly minted community Crime Prevention Committees also point to opportunities for further upstream integration with, and budget commitments by, RSIPF. The **RSIPF** is rolling out their **Crime Prevention Strategy (CPS)** one of the main outcomes of which is the establishment of community and province level Crime Prevention Committees (“CPC”). The provincial level committees were established in most provinces in 2016 and the community level committees are now being rolled out¹⁸. In Renbel, COs are in some places chairing these committees. In Makira, there was agreement that the RSIPF would roll out to those Wards that did not have VPWs because they saw the VPC as double-ups of the CPC model. This is a positive sign of spill-over, reflecting perhaps the confidence gained by the Province through their integration of the CO into their community governance ordinances.

The CPS forms the backdrop to the RAMSI draw-down and rearmament of RSIPF officers, something which many in the country are understandably hesitant about. The stability of the community space is seen by many as key to national security. The Team's view is that the history of RSIPF engagement in the CO Pilot Project initiated in December 2009, along with the recently expired MoU between MPGIS and RSIPF regarding the project, provide the basis to consider and document in a new MoU more concerted efforts to align the Crime Prevention Strategy and CGGM, to enable RSIPF to move ahead on budget commitments to recognise the value of COs in community policing, and to ensure that both remain adaptable to province-led decisions about the most appropriate institutional

¹⁸ As of September 2017 when this document was revised, 393 CPCs have been established throughout the country, 44 of these in Honiara.

arrangements (including COs and other possibilities) to achieve common purposes around community safety and security and local governance.

Also of relevance in the near term will be New Zealand's Community Policing Program and **Australia's newly approved programs in justice, governance and police development**. New Zealand aid officials have been consulting with MPGIS about possibilities for alignment. The Australian programs clearly recognise the limitations of a top down focus on Honiara state agencies that was patterned during the RAMSI period.¹⁹ As expressed in the Governance program document, an effort will be made to "explore ways of approaching governance challenges from a demand or 'citizen-centred' approach to building state capabilities" ... (to) assist to avoid purely supply driven activities or an over reliance on anticipated trickle down effects from building capacity in formal government institutions in Honiara".²⁰

While DFAT informants have remarked that each of these programs represents a down-sizing of past engagement, more than a decade on from Australia's initial interventions in these areas, these sentiments suggest a positive evolution may occur in aid programming. In the near term, DFAT's commitment to establish a 'Joint Monitoring, Evaluation and Learning Unit' across the three programs presents an opportunity for MPGIS and World Bank to contribute to dialogue on different modalities at local level, and to link with the Justice program's third component, Access to Justice, in particular the intended outcomes of 'increased access to justice in rural areas' and 'research and innovation providing new pathways for improving justice services'.

One key activity of the Justice Program will be to support the functioning of the Local Courts. Although the Team notes the Bank's 2011 research, which found little merit in further engagement with Local Courts, at least ahead of actions by relevant officials to implement known remedies and agreed reforms²¹, it is nonetheless the case that Local Court justices are being targeted as Authorised Justices under the **Family Protection Act 2014**. How Crime Prevention Committees and RSIPF officers will link with the FPA roll out is not yet apparent. Multiple actors are involved, but it appears to the Team that implementation efforts would benefit from more coordination, and by more consistent recognition of the kinds of village-level realities revealed by the CGGM Baseline Study (2016). The MWYCFA is the Government lead and has been coordinating with the Family Support Centre and other partners, including the SPC Regional Rights Resource Team (RRRT) group and UN Women, to develop training curriculum and materials to support the roll out of the FPA. At the time of writing, no Authorised Justices had been appointed. How this piece of work will roll out is unknown but is, as highlighted in the consultant's report on Gender and Social Inclusion Strategy, this could be an important

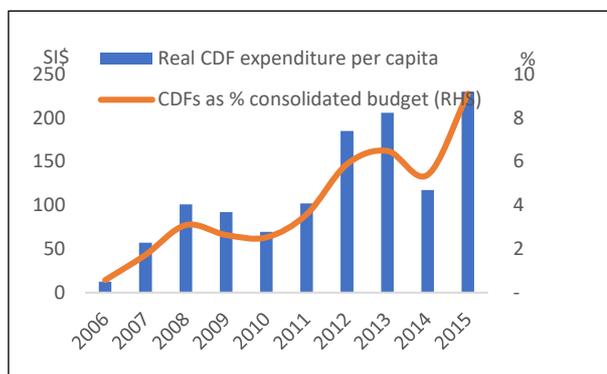
¹⁹ Design of these programs appears to have been informed by the Independent Review of SIGOV (2014), and similar evaluation of the Justice program (see Office of Development Effectiveness [2012] *Building on Local Strengths: Evaluation of Australian Law and Justice Assistance*. AusAID, Canberra.). The former warned that Australian support was "undoubtedly stimulating change in the central agencies (but) there is room for doubt about whether these changes at the centre are leading to substantial downstream improvements in design". N Manning, (2014) *Independent Review of DFAT's Solomon Islands Economic and Public Sector Governance Program* (SIGOV), 22 October.

²⁰ Governance Program Design 2017-2021 <http://dfat.gov.au/about-us/publications/Pages/solomon-islands-governance-program-design-2017-2021.aspx>. P. 2.

²¹ . World Bank (2015). *Institutional and Fiscal Analysis of Lower-level Courts in Solomon Islands*, Justice for the Poor, The World Bank, February, Report No. 94238.

opportunity for CGGM. Section D discusses some strategies for cooperation in this area, such through involvement in training coordination committees.

While it does not necessarily fall neatly into the definition of ‘programmatic’, **Constituency Development Funds** are undoubtedly prominent in the community policy arena. As the World Bank’s recent SCD notes, there has been relentless growth in the amount of public resources allocated to CDFs (see figure below). CDF funding levels are now such that the resources at the discretion of one MP will often eclipse an entire provincial government’s operating budget. With CDFs bypassing provincial governments and being allocated through highly discretionary practices by MPs, CDFs present both a significant risk to local dispute, stability and cohesion and a significant opportunity in the community space. MPs are vying for electoral patronage and there is a vested interest for them to be seen to be allocating resources in the community space. This allocation



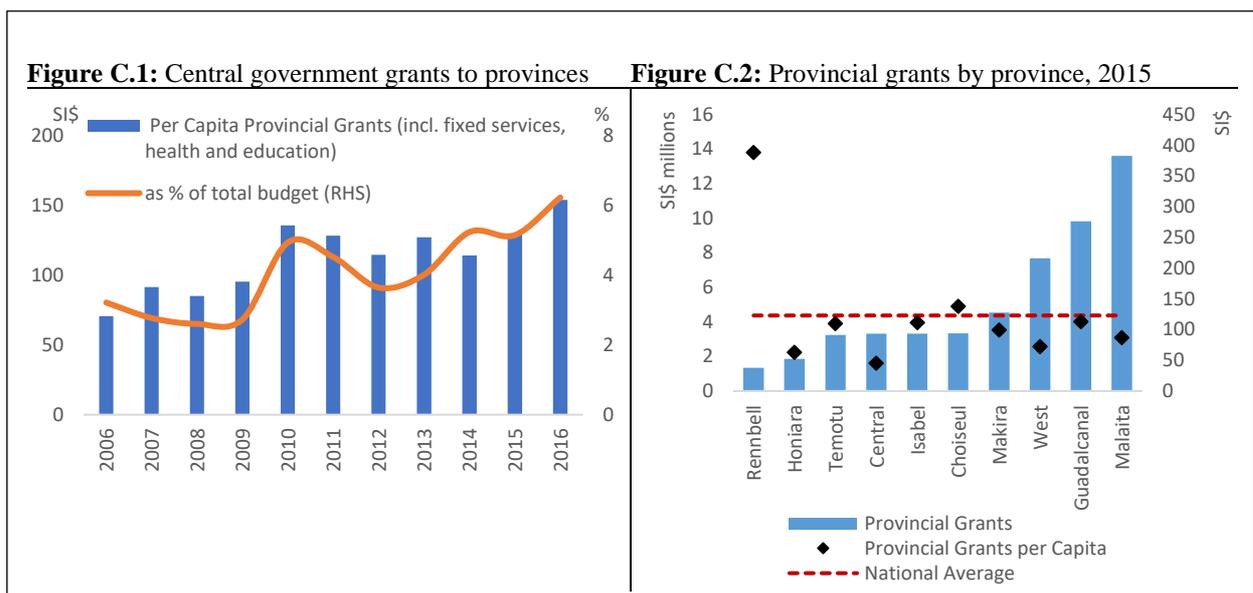
– both means and access – is fraught with contest²². Given the Baseline Study’s findings that CDFs (and other development spending) are a not insignificant cause of conflict within communities, COs will need to negotiate this space with care. Discussions during early implementation appeared to indicate that some MPs might be willing to invest in supporting CO-related activities. This has not eventuated, but options for encouraging MP engagement are proposed in Section D, specifically in relation to discussions around community agreements.

2.1.2 Province initiatives

At least two features of province initiatives relevant to expansion and sustainability of the efforts supported by CGGM will need close attention in decisions about upscaling the project: first, the extraordinary diversity in the challenges faced by, and capabilities of, different provinces, and second, the long tradition, again uneven across provinces, of efforts to reform and restructure relations between province and village, and province and central government.

²² See the World Bank SCD for further discussion.

The challenges of fragmented geography, the multiple forms and scales at which political and ethnic identities play out, and the sparse and dispersed settlement do not need to be rehearsed in this report. One result of this, coupled with highly selective social and geographic impacts of globalisation, has been to produce markedly uneven patterns of economic and political opportunity. One indicator of this are the ways that central government commitments to provinces are also highly unequal. Figure C.1 depicts the trends in overall central government grants to provinces. Figure C.2 depicts how these grants vary on a province basis. Similar variance is evident in the efforts made by different province governments to exploit the potential of existing, and to promote different, sources of local revenue.²³ Irrespective of whether efforts surface to redress these imbalances, the uneven circumstances and capabilities of province governments underscore the obvious point that it should not be assumed that the institutional ‘forms’ (the respective roles of and relationships amongst the CO, local governance [chiefly, religious, etc], and the vertical linkages to provinces and national line ministries) that have



appeared in Makira and Renbel – arguably themselves different in important ways – will necessarily appear in the same form in other provinces. This has obvious implications for simple generalisations about ‘sustainability’. Whereas the two governance functions supported by the program are likely to be common across the country, the form they take could be significantly different and thus the fiscal implications will also vary.

This point again highlights the continuing need, which has been acknowledged by MPGIS leadership, for adaptation to province realities and, as a point of departure, to ‘go with the grain’ of province elite interests, the local alignments and often highly personalised commitments that will determine institutional arrangements. Solomon Islands has a long tradition of province- and island-based initiatives to reconfigure relations between citizens and the state, and the respective powers and responsibilities of province government. Recent discussions of federalism, decentralisation and reviewing the PGA have added renewed the fire to the debate. Provincial isolationism, in part a consequence of the political and administrative failure of National Government to actively engage with provincial governments, has led to provincial governments being increasingly willing to ‘go it on

²³ Assessment of Revenue Potential and Suggestions for Revenue Mobilisation: MPGIS, Government of Solomon Islands, November 2013.

their own' and leave the national government behind when it comes to their community governance ambitions. As a result, a range of initiatives, each with their own provincial flavour, are now much in evidence; three of which we mention here.

Malaita has an ambitious vision of community governance based around 'The Five Pillars' - Local Government, Financial and Economic System, Land Reform, Education, and Resource Management. The structure being proposed by Malaita has its origins in a movement colloquially called 'The Estate', a breakaway from the South Seas Evangelical Church, rooted in North Malaita. It involves the establishment of a formal community government system with a broad jurisdiction to deal in those areas covered by the Five Pillars. The relevance of this home-grown initiative to the aims of the CGGM are immediately apparent. While the Province ultimately sees their ambitions being supported by an Act of National Parliament and possible Constitutional amendment, they have indicated their openness to engaging with MPGIS via the CGGM project.

Malaita is a strong candidate to engage with CGGM because its political and social history resonates with the two governance functions supported by CGGM. There are already interesting initiatives at constituency level. For instance, in south Malaita where the MP for that constituency is operating a youth volunteer scheme that directly informs the receipt of scholarships, a matter of local contention and grievance, provides interesting avenues for CGGM to link with MP priorities.

Drawing on the lessons of Makira and Renbel, and in light of the contentious politics of Malaita, MPGIS has been clear about the limits of project support to the province's community governance ambitions. The information currently being provided by MPGIS about the fiscal liabilities that the province would incur as a result of engagement with CGGM will be useful, as will be support in the form of a revamped staff instructions and other operational materials. But, again reflecting on Makira experience, it will be equally important that whatever agreements are reached are rooted in the extant reality of 'community governance mechanisms', rather than the imagined reality of the ambitions of particular Province leaders.

In contrast to Malaita, **Western Province** has been exploring systems and ideas of community governance for some time, and has an established Village Organizer scheme. Again, this provides lessons for CGGM expansion. MNURP officers, working with the Provincial Governments and chiefly councils, have for the past 10-15 years been consulting on the development of a community governance ordinance. This ordinance, if passed, would recognise the role of traditional leaders in the governance arrangements of Western Province and give these leaders, however they are defined by that tribal grouping, rights to enforce matters of custom within their community. It is not anticipated at this stage that they will be involved in matters of service delivery, other than their permission to sponsor activities in their tribal area. The Ordinance may also provide for a provincial level forum for these leaders to meet and makes it incumbent on these leaders that they are responsible for ensuring the well-being of their people, including women.²⁴

²⁴ When questioned about the possible limiting impact such an action might have on women, it was explained that this would increase opportunities for women because women are able to hold chiefly title in Western Province society; rather, it is development and the resulting economic alienation of women due to their lack of direct involvement in such matters that has negatively impacted on the role of women. A move to shore up traditional structures would, the MNURP believes, have an empowering role for women, not a diminishing

Interestingly, the MNURP, which is supporting Western Province in this respect, explained that the VO system would be slowly aligned with the chiefly structures so that the VOs would be working with the chiefs, in a system remarkably similar to the CGGM project efforts to make existing community mechanisms accessible and effective, with the exception that the COs currently operating in Makira and Renbel work with Churches and broader community actors as well. To improve sustainability of these structures, the MNURP explained that VOs would be selected from within the chiefly set, to ensure that the VO has sufficient status to address chiefs, raise issues with them and get them to take action on matters of community interest. Issues of social inclusion will need to be addressed if talk with Western Province is to begin in earnest, as will a number of other factors including the VOs relationship to the provincial government and other religious and secular actors within the community.

The decision for the VO to be part of the chiefly set is an interesting one. It was explained that, if the VO is not part of this grouping, then that person could be seen to be undermining the role of the chief. Isabel province's 'tripod' governance structure brings together the island's Anglican church network, its hierarchy of chiefs and the provincial government. Here, Liaison Officers, appointed by the Province are responsible for acting in an administrative capacity, supporting the chiefs to write reports and account for their expenditure. In addition, the Liaison Officer is responsible for organising community events and encouraging social mobility. They are provided with an OBM that allows them to travel back and forth to Buala with relative ease.

According to the Premier, Liaison Officers have been a huge success and the province has included provision for 4 additional LOs in their budget this financial year, a testament to the benefits they are seeing. When asked about the possibility of joining with the CO project, the Premier explained that his key concern would be ensuring that the CO would help Chiefs to do their work – providing further support to the LO could signal that chiefs are not doing their job. There are, of course, ways and means around this – provided the institutional roles and relationships were focused on achieving the twin governance functions highlighted by CGGM, it would not be difficult for MPGIS to adapt project support to Isabel arrangements. The Isabel example points to a more general point: the Premier has underscored his focus on ensuring that the community governance initiative in Isabel are as home-grown as possible; attaching 'project' language and, to a certain degree, project propaganda to this support would likely be rebuffed by the Premier.

Different approaches in different provinces give rise to a number of interesting issues. Isabel and Western Province, two provinces with relatively well established traditional systems, both see the role of the CO as it is currently conceived in Renbel and Makira, as potentially undermining the role of chiefs. The effect of the CO, as they see it, would be that it discourages chiefs from doing work not encourages them. Interestingly, however, their responses to this differ. Isabel, for example, see their version of a CO - the Liaison Officer - as someone who has stronger ties to the Provincial Government. The LO performs administrative activities to support chiefs and organises community events but does not facilitate grievances. Western Province, however, take the view that the VO must be a person of

one. This will, of course, need to be monitored to ensure that such social inclusion exists, in the first instance, and is recognised, in the second instance.

the chiefly set to give that person greater status in the community, including the power to talk to chiefs and hold them to account.

2.2 Other relevant features of Solomon Islands' context

2.2.1 *Political reform*

There is much happening nationally that will inform this project, either directly or indirectly. The draft **Federal Constitution** is expected to reach Parliament before the end of the year. Given that the Chairman of the Constitutional Reform Committee has spoken out against the draft Constitution, it is fair to say that the Government is divided and, despite strong support from many Provincial Governments (largely on account of the addition revenue making powers and provincial responsibilities over natural resource management), the passage of the draft Constitution is not clear cut. MPs within and without government have spoken out strongly about the practical realities of implementing the federal system, at least under the current government, versus the merits of supporting provincial and traditional governance systems.

The government has indicated support for two alternate policy approaches. The first is a **review of the Provincial Government Act**. The scope for this review has begun to be defined in a Terms of Reference for consulting services. Initial consultation activities were carried out in 2015 and 2016 and two consultants will come on board in June and July to begin this work. Given the absence of any developed policy to inform this review, it is unclear in what form the review will take and how this piece of work will fit in with the development of a **decentralisation strategy**, to be advanced via a review of the PGA, as precursor to the Federal Constitution. The decentralisation focus is strongly on the administrative and operational arrangements that support provincial government functioning. Such principles will apply equally to community level governance structures, should the country and/or the provinces wish to go down the route of have formal delegations. Likewise, there may be scope for the CGGM to support such arrangements under activities relating to local governance Ordinances and community agreements as proposed in Section D.

Consistent with the current government policy, the MNURP has been tasked with developing a **Traditional Leaders Policy**. At the time of writing, this policy was still in development although early indications are that the policy will seek to enshrine traditional leaders and customs as having sovereign rights within their respective provinces and communities. Traditional leaders will have full authority to enforce custom in their respective areas and provincial governments, in turn, will be responsible for service delivery only. It is unclear whether the provincial governments will retain the power to make ordinances governing customary matters within the province. In any event, the enforcement of such a policy will require amendments to the PGA and, possibly, the constitution to clarify law and enforcement powers of traditional leaders. On current track record, it is unlikely that such legal amendments will be able to be progressed in the near future.

2.2.2 *Macro-fiscal Outlook*

The recent World Bank SCD provides a reliable and current backdrop to this outlook. Solomon Islands faces some pressing economic challenges, including the imminent end of natural forest logging, the apparent lack of diversified sources of economic growth, and the uncertain prospects of large scale mining. Alternative sources of growth are no-where apparent sufficient to meet government revenue requirements – to maintain core state functions and services, and the livelihood needs of a young and fast growing population. The nation’s macro-fiscal outlook will continue to be vulnerable to unforeseen shifts in commodity prices and to the impact of natural disasters. Thus, the country’s fiscal position is made difficult by: (i) a significant decline in development assistance in recent years; (ii) limits to further domestic revenue growth (and the specific need to replace the revenue that will be lost when logging declines); and (iii) the need to meet the very high costs of public service delivery that emanate from the economic geography of Solomon Islands – to which climate change is now increasing the costs of strengthening disaster resilience.

2.2.3 Elections and durability of commitments

Solomon Islands is preparing for **national and provincial elections**, likely to be held towards the latter half of 2018. Around the same time, **six provinces** – Central Islands, Isabel, Guadalcanal, Malaita, Renbel, Temotu – will also have elections, and these will be preceded by provincial elections in Western and Choiseul Provinces (currently scheduled for November 2017, possibly delayed until early 2018). MPGIS will naturally be mindful of the implications of both the timing and consequences of elections – as already experienced, new governments almost always require either the renegotiation of a participation agreements in the case of provincial governments, of the re-filing of project information in the case of national governments.

Project partners – Australia, World Bank and Government – will also need to be mindful of how these elections impact on the MTR agreement to extend the current end date of the project beyond November 2018. To the degree that extension of the existing project may require political endorsement, that is to say, is unable to be handled through administrative approvals alone, it will be important to factor in that Ministers are likely to be away from Honiara for much of 2018 campaigning, or a new government may not necessarily be well placed to make decisions. At this point, estimated spending projections suggest that project funding commitments are sufficient to cover activities for a 12 month extension. This estimate takes into account the current balance, the costs of the intensified activities proposed in this report for existing provinces (roughly doubling the current rate of spending in each Component), and expansion into two additional provinces at a similar rate of per province expenditure. In drawing this conclusion, the Team notes that MPGIS and additional provinces (Guadalcanal and Malaita) have yet to agree on the basic revenue commitments Provinces will need to make. Ideally, the MPGIS will have greater clarity about the future institutional and fiscal arrangements before the end of the current year and thus can revisit these estimates accordingly.

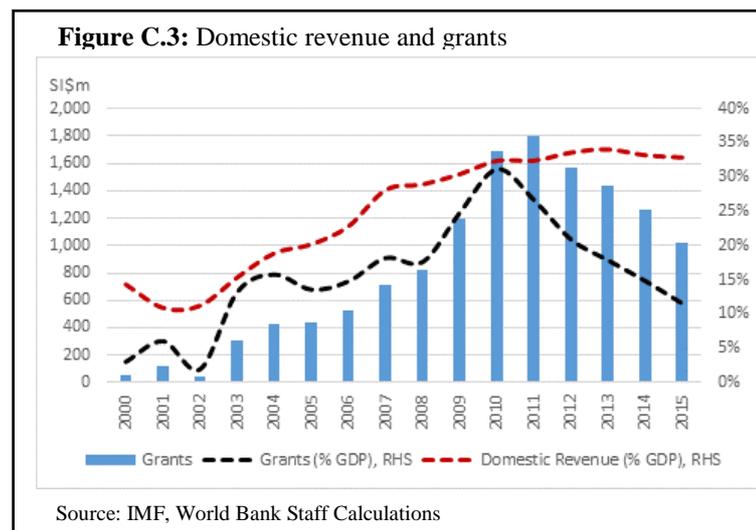
2.2.4 The External Partner Arena

From the outset, the Bank’s appraisal of CGGM project noted this would require a 10-15 year engagement. Since then, the Bank has expressed strong support for continued engagement with the governance and justice aims of this project – and most recently, the two governance functions

supported by CGGM are prioritised in the Bank’s SCD. It remains to be seen whether the Solomon Islands Government will request further Bank funding support for these purposes, but should it do so, there is reasonable likelihood of a positive response. Similarly, DFAT has repeatedly underscored that a 30 year engagement is required in Solomon Island’s justice sector, noting the “fundamental lesson from international experience working in fragile and conflict-affected states is the importance of appropriately long-term planning and commitment”. However, it is not certain that DFAT will sustain Australia’s engagement in an extended or successor to the CGGM project.²⁵ This is not to detract from the positive support and encouragement MPGIS and the Bank has received from Canberra and the post in Honiara throughout. It is relevant to note that while MPGIS is proceeding with negotiations to expand province coverage in the confidence that the government will enable them to sustain this momentum, the Team believes that clearer signals from DFAT about possible fiscal commitments beyond 2018/19, should they be required, could add confidence to MPGIS as they approach these near term decisions.

We believe that progress recorded in this report supports the common commitment in Australia’s governance, police development and justice sector programs to innovation, a focus on delivering ‘on ground’ results, and a to use evidence to inform a flexible design. This may provide confidence to Solomon Islands’ government and participating provinces that support beyond the current phase of the project might eventuate. But caution is needed as well – for two reasons. First, as noted earlier, Solomon Islands faces a persistently difficult macro-fiscal medium term outlook, and it would be prudent to anticipate the likelihood of shocks in the form of commodity prices, log export volumes and/or climatic events. In other words, while MPGIS and PSC member confidence that domestic revenue will be available to support continuity of the activities currently funded under the CGGM project, it is reasonable to expect that external partners may be called upon to provide fiscal support to help smooth economic volatility. Second, (as evident in Figure C.3), Solomon Islands is experiencing a significant decline in aid flows.

Coupled together, these two points suggest that the prospects for attracting external grants to co-finance a significant share of the project costs beyond the current project (that is, to FY19) may be limited. However, we note two important facts. First, through its International Development Agency (IDA) membership, the government has access to a considerably enhanced volume of concessional finance over the next four years. And second, it is also important to underscore that the pipeline of aid funding – including from Australia, responsible for three quarters of all aid flows, and



²⁵ See *Delivery Strategy – Solomon Islands Justice Program (SIJP)* July 2013-June 2017, p. v, and <https://dfat.gov.au/about-us/publications/Documents/aid-fragile-conflict-affected-states-staff-guidance.pdf>. DFAT’s Justice Program design document notes: “An existing funding arrangement with the World Bank for the Community Grievance and Governance Management (CGGM) Project will be continued until its current end date of 2018/19. Opportunities for further support will be assessed and based on sustainability of the Project.” DFAT (2017) Justice Program Design 2017-2021 <http://dfat.gov.au/about-us/publications/Pages/solomon-islands-justice-program-design-2017-2021.aspx>. P. 43.

the enhanced IDA allocation to Solomon Islands – is ultimately responsive to priorities expressed by the Government. This again underscores the importance of ongoing efforts, by MPGIS and the PSC membership, to engage at the Ministerial and Cabinet level.

Section D: Priorities to enhance sustainability

Introduction

This section gathers the learnings of the previous section and proposes actions that the PSC and Project Director may wish to take to improve sustainability. These actions are grouped under four thematic criteria that were presented in Section A. These themes breakdown the policy arenas and regroup them in way that more naturally responds to the question of project sustainability and, importantly, how it can be achieved. Within each of the four themes, we summarise briefly what's happening in each of the policy arenas, and comment on what we think about this. At the end of this section we summarise actions that we believe needed to support the positive indications of sustainability revealed to this point.

1. Thematic criteria for sustainability

Theme 1: Purpose and Relevance

To ensure that the purpose of the project – to strengthen community grievance management capabilities and to enhance the effectiveness of linkages with government in targeted communities – is understood, remains relevant, and is being translated at all levels of the project engagement into systems of Solomon Islands public authority, both government and community.

Findings and observations:

Project relevance was, for many, a given. Because project design included a major commitment to research and dialogue, there were few risks that relevance was going to be a significant issue. Translating relevance into something tangible – such as into the form of a CO, or budget allocation from the provincial government – is of course more difficult. Relevance must therefore be understood in how willing communities, provincial governments, and others are to work with the project and engage with its activities.

At community level, relevance is being demonstrated through continued community engagement with COs. In Renbel, this has seen COs take on a more direct role managing conflict, unlike in Makira, where VPWs have played a more facilitatory role. Repeated requests from community leaders to join in on and receive training is clear evidence that communities see relevance in not just the project *per se.*, but their role in relation to the CO and the importance of their support.

These innovations have, however, been largely ad hoc to date and, while the wide range of innovations demonstrate ongoing relevance, there is scope for a more organised and systematic form of reviewing and reaching agreements – especially at community level, where a range of local authorities need to reach a settlement both internally and with province officials. This might take the

form of a more discrete ‘community agreement’ (as provided for in the revised POM), that would provide an opportunity for the community as a whole – chiefs, elders, church representatives, women and youth representatives and province political leaders - to agree the terms of the CO engagement, whether in writing or verbally, and how the different parties will work to support each other in this endeavour.

The agreement could also be used as a guide for improving CO/VPW and community engagement and a means for building in province (and perhaps national level) engagement in the two governance functions that are the focus of this project. It could also provide a means to discuss how complaints - particularly those of a sensitive nature - are to be handled and to provide direction to the CO in how he or she is to prioritise his or her efforts. Equally important would be the process through which the agreement would be produced and reviewed – providing a forum during which the CO/VPW/community engagement can be proactively discussed, hopefully heading off concerns before they occur, and maintaining relevancy in a more active and systematic way than occurs at present. Such an agreement would provide a space for discussion and, ultimately, agreement about project purpose and how that purpose can retain relevancy in an individual community.

At province level. Alignment of the project’s purpose and relevance with province interests is widely evident: in budget outlays on COs, in efforts to translate efforts into ordinances and staff instructions, and in the fact that engagements by province executives and senior administrators have been sustained. Makira’s steps to review their Ordinance was a risky political decision but one they took, confident of technical support from MPGIS/PMU, and this seems to have bought support from the broader community. There are plenty of positive signals and that MPGIS has used project resources flexibly to support such activities will undoubtedly continue to pay dividends in relations with Makira and Renbel and, by example should gain favour with other provinces – many of which are resistant to being made to ‘fit in’ with project edifices they perceive being imposed from above.

The variations around horizontal and vertical arrangements to improve community level governance are evident in several Provinces – that at least two provinces have functioning ‘CO-like’ systems, and another, Malaita, has a strong interest in community governance mechanisms – and this is a significant pointer to functional relevance. This highlights two lessons. One, it underscores the need for MPGIS to keep reinforcing the project design principle that one singular form of engagement should be avoided. Second, as the Makira experience has shown, it is crucial that MPGIS and province authorities do a thorough governance analysis before engaging with a pre-existing Ordinance, to ensure the project’s efforts are aligned with on the ground realities. In this respect, a pro-forma template for ‘governance mapping’ (such as recently supported by MPGIS/PMU in Makira, plus a template Ordinance that confirms certain basic conditions in relation to the CO engagement (i.e. the COs role, how they are selected and how they will work in the community) without unduly codifying responsibilities that are more appropriately detailed through community agreements or other instruments more readily modified and amended. This could provide a means for ensuring that MPGIS and the respective province are fully aligned and, via the ordinance, reflected in an instrument that the Province recognises. This mechanism would have the added value of directly engaging MPAs in all aspects of the agreement, and if so desired, the Ordinance could provide for the making of the community agreements discussed above.

At national level, ongoing engagement around the PSC underscores the relevance that this project holds at national level. The cynic could argue that this simply reflects competition for project resources than other benefits. This is a fair point. But it is difficult to deny the consistent emphasis in national government policy and politics on what is variably called the community or traditional governance space. The specific attention paid by the current national government to this area in fact shows that relevance has increased over the period that the project has been implemented. In the external space, the World Bank SCD has also highlighted the importance of such engagement. This high level of interest is not without risk. Competition needs to come with agreement as to how each Ministry is and will engage in the community arena. This burden is likely to be especially felt at provincial level where pressure for resources, both administrative and fiscal, are scarce and more highly contested. Options for addressing this are discussed below.

Theme 2: Evidence Based Adaptation

To ensure that the activities supported by the CGGM project are iterative, adaptive and socially inclusive, and based on verifiable, timely and relevant evidence, disaggregated in such a way that it is able to provide a nuanced understanding of context and application.

Findings and observations:

The willingness of actors to adapt the forms, arrangements and relationships supported by this project demonstrates relevance. Moving from rhetoric to practice, through adaptation, is occurring in two forms – via changes directly informed by project learnings (achieved through baseline studies and surveys, village level mentoring, province supervision, and engagements between the Bank and Solomon Islands counterparts), or via self-initiated, ad hoc responses by actors who, aware of the discretion available to them, move spontaneously to innovate. This is occurring at community level as demonstrated in the recent Perceptions Survey which substantiates changes in community responsiveness and behaviour, and with the Makira and Renbel province governments through the different ways, discussed in Section C and below, that demonstrate a level of comfort on the part of the Province experimenting with their own arrangement.

At community level, we observe the vast amount of information available to the project – from a comprehensive Baseline Survey, log book data, and field notes from PMU officer's reports. This information goes to support the agreed position that this project is one that offers a multitude of experiences. What we are not seeing, however, is how this information is directly informing project learnings. For example, the Baseline Survey, while being welcomed by the PSC and others, has not been put to use in other ways, such as influencing where COs channel complaints. Similarly, the COTS Officer's field notes provide valuable data on training impact – data that is being recorded but not used.

Communicating project learnings back down to communities is important as it will increase buy-in at community level and an increasing sense of relevancy – something essential for project sustainability. In any event, linking the information to outcomes is not just good practice but important for basic accountability. In Renbel, it took time for the Province to replace several COs, despite their unsuitability being made apparent early on after their appointment. There was no means to track

complaints and as such the Provinces response was slow and risked eroding community confidence in both the institution of the Province and that of the CO. On the other hand, Renbel's changes to CO selection procedures are positive and builds confidence, but a long lead time to trigger changes in Staff instructions, then publicise that changes are solid, misses an opportunity show to community that the province is serious about building vertical links.

Makira has seen similar levels of adaptation with VPWs showing initiative, reverting to existing systems in and when some remaining elements of the project's M&E system come fully on line, it will provide an opportunity for all partners to be able to observe the demonstrable links between adaptation and the evidence base. This is not to suppose that the evidence will always lead the adaptation – ad hoc adaptation will, hopefully, continue to occur and will takes its place informing learnings in a similar way.

At province level, Makira is reviewing their Ordinance structure and it will offer one of the first opportunities for project learning to deliberately inform policy decisions made at a province level. This is positive but this should not be seen as a one-off intervention. More structured regular opportunities for information to contribute to a discussion about change would benefit all parties and provide for more direct learnings, instead of circumstance induced responses. In Renbel, the Province has been experimenting with CO remuneration, moving it up and down, testing the boundaries of their own financial capabilities. This experimentation is positive and demonstrates ownership on the part of the Province, and an understanding of their obligations to COs in respect of remuneration. This is favoured by Renbel's relatively small size and, with a smaller Executive all located within a relatively close confine, political adaptability.

At a national level, National actors have seen the benefit of a comprehensive baseline study and the commissioning of a gender and social inclusion strategy, not to mention this sustainability study. While this work is an important investment, its results will need to be translated from 'interesting information' into drivers of change. This is not a surprise as the project is still in its infancy. Means and ways for relaying and using this information in an informed and directed way will be important for the project. This needs to happen not just at national level, but at provincial and community levels as well.

For a project as complex and sensitive as this, key elements are still missing. A conclusion on how to deal with complaints in one. Various architecture exists to respond to complaints – e.g. Staff Instructions, Public Service Regulations – linking this architecture together to build a comprehensive network through which complaints can be channelled needs articulating. The means by which M&E data is collected and used – hopefully to inform project learnings and adaptation - needs refining. The M&E system, whatever form is decided upon, needs to be flexible enough to capture the unique provincial experiences required to contribute to project learnings.

Collecting the evidence is one challenge; how this information is used and who should be involved in this process is another. Given the broad relevance of this project across a number of Ministries, the project needs to find a way of sharing project learnings across these Ministries and engaging operationally with these actors to coordinate activities and share experiences. Some kind of committee or other body made up of Under Secretary and Director level officers could serve this

purpose. To avoid the centralising of project learnings, provincial and, if necessary, community level committees could also be instituted so that locally based actors have a space to discuss project activities and coordinate learnings.

Because the project was founded on iterative learning, special purpose studies should continue to be commissioned. Two such examples of possible studies include (i) further research into social inclusion impacts and, in particular, the impact of FPA roll-out activities, and (ii) operational/institutional mapping of the provincial government system. These offer subject specific learnings that will increase project credibility. Community agreements/compacts and Ordinances could provide additional opportunity for engaging both communities and provinces in self-reflection/assessment activities so that they are informing their own adaptation.

Theme 3: Administrative Efficiency & Integration

To translate remaining project systems and procedures into routine and recognised government arrangements to promote institutional sustainability.

Findings and observations:

The project's clear intention from the outset has been to avoid the creation of donor-like artifices. There is a reason such artifices are popular though: simply put, they are the easy way out. Working with and within Government is not easy and requires constant adjustment both in terms of practice and thinking. For obvious reasons, administrative efficiencies and integration have been most strongly located at provincial and national level.

At the provincial level, the decision by the Makira Executive to review their Ordinances and, in doing so, be informed by project learnings is a significant step towards increased efficiencies – a move that will likely translate into more efficient actions at community level. Project support to this activity is important for two reasons: first, because it shows genuineness on the part of the project to support provincial dialogue around issues of community governance and, second, because the administrative burden this project places on provinces is not insignificant and the ability of the province to fund such a review is limited, both technically and fiscally. Being mindful of the demands being borne by provinces is important. Provincial governments operate a perpetual, and very delicately refined, tipping point – resources, both human and fiscal, are scarce and highly sought after. The decision of the project to support a stand-alone Provincial Coordinator – but to clearly locate this person within the provincial set up, reporting to provincial officers – is appropriate. Care will be needed to ensure that Provincial Coordinators are encouraged and supported to embed within the provincial establishment, and avoid the relative ease that can come by bypassing provincial administrative relationships. We note that terms and conditions of service for Provincial Coordinators reflect those offered by the Province to provide for ease of transfer in later years.

In Makira, the PC is supported by an administrative environment that accommodates and rewards, with a modest budget and staffing, community governance. In Renbel, such formality does not exist. The Provincial Coordinator will have to rely less on institutional support and more on personal relations, at least in the first instance, to leverage the kind of efficiencies and alignment need to

embed project functions. There is, inherently, a sustainability risk here however for the conceivable future, this will be an unavoidable fact in the Renbel engagement.

Consistency and predictability of payments for COs have been an issue in both provinces. Both provinces have, however, gone some ways towards remedying this issue. The reasons in each were different but are a reminder of the need, raised earlier, to be realistic about the commitments that provinces make, and their capacity to deliver on these agreements in light of other routine activities.

At a national level, the operational mapping should form the background to the MPGIS's engagement with the province through the CGGM project, presently enshrined in the form of a Participation Agreement. This Participation Agreement is wholly a project affiliated artifice and as such it has little resonating value at either Province or Ministry level. A more routine inter-government instrument, such as an Agency Agreement or, because of the negative connotations some provinces associate with this agreement, a MOU, would be more appropriate.

In addition to administrative efficiencies, such an agreement or MOU would also provide for increased fiscal efficiencies. Provincial governments currently suffer from a mismatch between mandate and resources; they are called upon to deliver a wide range of services, often in place of, or supplementation to national government, using only their own source revenue. Given that: (i) the revenue base of provincial government is but a fraction of the financial resources able to be drawn upon by national agencies also tasked with resourcing these activities; (ii) that Provincial Governments vary enormously in their ability to exploit their relatively narrow internal revenue base, and; (iii) national government has, through its various policies and national budget allocations identified the functions supported by this project as being national public goods, the team feels that it is timely for the MPGIS revisit the issue of co-financing and consider means to appropriately resource provinces to carry out these activities, perhaps building on their experience of co-financing (PCDF) or alternatively, in the form of a matching grant.

In addition to building relationships down, the MPGIS needs to encourage dialogue across Ministries, in order to improve administrative alignment between those Ministries that have interests in the functions supported by this project. Activities in need of alignment include training, planning, curriculum development, data sharing and consolidated project learnings, policy work, and co-funding opportunities. While an Agency Agreement provides a means for having a discussion, it must be underpinned by increased inter-Ministry operational alignment. We have noted the potential of Committees, aimed at Under Secretary and/or Director level, targeted at specific opportunities and areas of interest relevant to multiple Ministries. For example, a 'training coordination committee' could provide an opportunity for Ministries to coordinate regarding training demands and allocate responsibilities. Additionally, annual meetings to discuss the work plan could be a place for Ministries to talk about what activities they can support, either financially or technically²⁶.

²⁶ This idea was raised with the Permanent Secretary during the MTR process who commented that committee aimed at US level can be co-opted by their own politics and undermine the functioning of the higher up committee. His preference instead was to employ a senior person within MPGIS who can work across Ministries. This is the approach the MPGIS is in the process of trialling.

Theme 4: Political Alignment and Buy-In

To ensure that improved local governance and community/State linkages retain political relevancy and that stakeholders recognise and exploit the opportunities provided by project funds to build technical capacities and multi-level relationships.

Findings and observations:

The community policy arena is a highly contested space for politicians, administrators and donors; after long neglect, this is a positive development. **At the community level**, the interest shown by chiefs and community members in this project, evidenced by their involvement in selection processes and their increased engagement in responding to matters of concern within provinces, is encouraging. Their engagement can and should not be taken for granted – it will need to be supported through continuous and meaningful engagement, both on the part of the CO (whatever form that may take in each Province) and the Province, in particular.

COs will, invariably, perform a number of roles within their community – many will likely be people of standing within their communities thus giving authority to their role as a CO. It is expected that capable COs will leverage one authority to build on and support another. Where there is no natural leverage, the MPGIS and provinces will need to support a dialogue process that more explicitly clarifies the respective roles and responsibilities of the CO and community. As discussed earlier, a community agreement could provide one means for doing this. To provide greater political weight, and support engagement in the Assembly (and, potentially, increased budget allocation), the team endorses MPGIS and PSC decisions to more deliberately involve MPAs. Provinces and communities may also wish to explore possible MP involvement as well.

At the province level, the translation of the Partnership Agreement into a national-province Agency Agreement/MoU, and to explore the use of Province ordinances will help to declare province political commitment at large, and provide for such things as community agreements (perhaps reformed as by laws). This could provide an opportunity to buy in political support not just from the Provincial Executive but also from the Assembly. It will also give the two governance functions supported by the project a more enduring presence. This is not to presume that the Ordinance itself is the solution – the raft of forgotten provincial ordinance littering the provincial headquarters are evidence of this. What the Ordinance will provide however is, first, the raising of project level negotiations into the political arena and, second, an opportunity for regular discourse in an environment familiar to provincial politicians, namely, the Assembly. Reviewing the Ordinance will involve a contribution of learnings from both the communities up and project down so as to inform adaptation.

At national level, a budget contribution of SBD200,000 by the MPGIS and repeated overtures of support by other PSC member Ministries are positive signs and should be pursued. In doing so, it is not envisaged that these overtures will be one way – the project can assist Ministries, for example, accessing technical support to prepare training materials or coordinating travel arrangements for training exercises, and Ministries will be able to contribute in other ways. Coordinating these negotiations will be key. An Annual Work Plan meeting in the early months of the year could provide an opportunity for each Ministry to input and identify what activities they may be willing to fund and

where they, in turn, may need assistance from the project. Such an exercise serves both an operational and political purpose.

2. Actions

Community

1. **That the Project Director consider trialling ‘community agreements’, to support and document agreement at community level about means to improve intra-community grievance management mechanisms.** The agreement could take a variety of forms depending on the community and province’s preferences and own arrangements. The purpose would be to agree among key community representatives how they can provide a socially inclusive means to agree key elements need to support durable horizontal relationships. These could include for example: (i) CO selection and performance management, (ii) community/CO methods of working, and (iii) linkages with province government. If the Province took the initiative of passing an Ordinance, there is a possibility that such an agreement could also provide for community by-laws. The Team proposes trialling these upon expansion, and in currently participating provinces.

Province

2. **That, preceding the formal agreement of participation by new Provinces, the MPGIS/PMU carry out governance mapping of those proposed Wards.** The purpose of the governance mapping is to marry up the external expectations with the on the ground reality and, in doing so, inform the project’s implementation strategy with the Province and community. Such governance mapping may also inform the preparation of the Ordinance proposed below.
3. **That the MPGIS offer, as part of their ‘menu of services’, a template Ordinance setting out the, basic elements of the CO engagement.** The Ordinance will ideally be very simple, focussing on the ‘key infrastructure’ elements, such as the CO’s role, how they are selected, and how they are held accountable and to who. It should not, ideally, exceed 2 pages at most and should reflect the particular characteristics of the CO engagement in that Province. The Ordinance should offer a degree of provincial and community level flexibility and avoid at all costs the implementation of structures or arrangements that are not already reflected within the community or province.

National

4. **That the PSC consider translating the current Province Partnership Agreements formal into an Agency Agreement or MOU.** Agency Agreements and MOUs have a language that is familiar to both National Ministries and Provincial Governments. The content of the MOU should build upon existing Partnership Agreements, but the more familiar arrangement could, in time, provide for additional elements that will be unable to be supported under the current

agreements, such as budget support, either from MPGIS or co-signatories, such as RSIPF which may be able to offer additional forms of support, agreed on a province by province basis.

5. **That the PMU develop a ‘menu of services’ that the project can offer to provinces to support their mutual engagement.** The menu of services could comprise of the kind of services/support currently being requested – analytical, fiscal, legal and governance support. It could be adapted over time as different kinds and levels of support are needed. The purpose of the menu would be more concisely and clearly state the range of services offered by the project to support province and community efforts to improve community governance and grievance management and vertical linkages.
6. **That the PSC and Project Director consider budget support to provinces to support community governance activities and commission a study to scope possible options for this support.** In recognition of the strong alignment of community governance activities supported by CGGM, and the provinces’ highly constrained revenue circumstances, there is need for the MPGIS to provide urgent support to bolster their finances. A variety of options is available, ranging from a simple increase to the Province’s Fixed Services Grant to a conditional grant similar to PCDF. Each type of support will come with its own set of benefits and drawbacks, attributes that need to be scoped thoroughly and consulted upon with relevant parties before agreement is reached.
7. **That the PSC should continue to fund special purpose studies to better understand the project’s operating environment.** The project was created in the recognition that constant learning would be needed to continue to inform project activities and therefore relevancy. Special purpose studies in areas such as gender, institutional and governance impact, and peace and conflict have been flagged and some of these studies are already underway. Because of the project’s cross-Ministry relevance, the PMU should consider first where support can be sourced or supported from within this network.
8. **That the PSC and Project Director find ways to encourage greater operational coordination between PSC member Ministries, such as through the establishment of purpose-specific committees.** The significant levels of political support evident in the PSC are not, as yet, translating down to an operational level in an organised way. Training – the organising of events, development of curriculum, and sharing of learnings - is one such area that could immediately benefit from cross-Ministry coordination and support. Committees would ideally be targeted at US and Director level representatives from PSC Member Ministries, to share learnings and coordinate regarding provincial level activities, and to ensure agreements are reflected in respective ministry annual workplans and budgets.
9. **That the PMU periodically review project documents to ensure that, as much as possible, project activities are aligned with those of the MPGIS.** The recent POM review provided benefits that were more far-reaching than simple word changes in a document. It is an opportunity for parties to get together and carry out a ‘health check’ of project activities with the purpose of ensuring that, as much as possible, project activities are being merged into those of MPGIS.

10. **That the PMU maintain an evidence base to ensure that project learnings are collected, collated, and continually being fed back into the project to inform project decision making and activities.** The CGGM project was informed by extensive research, and continues to be committed to evidence-based project strategy and management. Maintaining a strong evidence base is of particular importance because the evidence is so diverse and dispersed – it is not as simple as counting water tanks – and will be largely experiential. Building the evidence base from the community back up to the Provincial Government and, ultimately, National Government will remain fundamental to project performance and success.

11. **That the PSC consider convening a formal Annual Work Planning Meeting, the purpose of which is for PSC Member Ministries to discuss what activities they will support, either technically or financially, and what support they in turn require from the project.** The Annual Work Plan is, at the moment, principally a negotiated exercise between the PMU, MPGIS and the World Bank. It is tabled with the PSC but there is little opportunity for these Ministries to input into the work plan in a real sense. The team proposes a more systematic approach that gives clear opportunities for other Ministries to request activities, propose support, and otherwise offer inputs to project matters to increase operational coordination.

Section E: Conclusions

As discussed in Section A, the CGGM Project was designed in response to two priorities expressed by rural Solomon Islanders, first that they wanted their local governance institutions – religious, traditional and secular – to be made more accessible and effective and, second, they also wanted better linkages with the State, most closely represented by the province government, and to feel part of the nation at large. The two aims of the project are to impact positively on both of these priorities – in the language of the project teams, to make lasting improvements in horizontal capability and vertical capability, respectively. The burden on the sustainability study has been to assess whether the efforts marshalled through the Project are likely to produce sustainable improvements in respect of both aims.

The project's *modus operandi* is to work through government (understanding that it was impossible to create the desired connections without working through these systems) and be responsive to the varied provincial and community operating environments. This approach has been, variously, summarised as iterative – that is, a process of constant learning - and adaptive – that is, designed to change over time, as the context changes and lessons are learned.

Appreciating this way of working, having examined an array of evidence, and recognising the inherent uncertainties of the Solomon Islands context, the Team finds that the project is at this stage likely to have **sustainable impacts on horizontal capabilities**. In drawing this conclusion, the team places particular weight on two things. First, the high levels of self-initiated adaptation indicates to us that conscious and deliberate efforts are being made by communities, provinces, and at a national level, MPGIS, to exploit the opportunities provided by this project to achieve positive results. In our experience, in Solomon Islands and elsewhere, this degree of self-initiated, adaptive engagement around a development project is highly unusual. Second, we note that the two aims supported by this project are the subject of enduring interest amongst Solomon Islanders at large. In other words, the project is highly aligned with efforts by rural people, province officials and national leaders to bring about precisely the same results – that is, local governance institutions that are trusted and respected, and capable of handling disputes around social order, land/natural resources and development spending.

At the same time, the team is fully alert to the enormous challenges of achieving the second aim, that is, rejuvenating and, in some cases, creating from the ground up, vertical linkages between local governance arrangements and province and national authorities. Despite the fact that there is evidence of improved vertical linkages – as provided, for instance, in the mid-term perceptions survey - **it is not possible to conclude with the same level of confidence that the project's impacts on vertical linkages are likely to be sustainable**. These are not relationships that can be remade in the space of two years, and nor was it envisaged within the project design that they could be, favouring instead a longer term engagement that can slowly support the development of such linkages. We have noted two points here: first, that the simple facts of geography, that make difficult the kinds of vertical linkages desired by Solomon Islanders, and post-independence politics, as a result of which successive national governments have disinvested in formal central – local structures, one casualty of which has been the conditions needed for capable and accountable province governments. But, potentially

mitigating these adverse conditions, the team has noted the wide range of vibrant and diverse efforts to restore central-province-local linkages – as briefly canvassed in the second part of Section C.

While it will remain challenging to sustainably impact on vertical linkages, and to an important degree, this will be a limiting factor on improvements in horizontal capability, we conclude that should the range of actions suggested in Section D be taken, these will improve the chances of sustainable impacts. This will require addressing three points.

- First, while there have been high levels of project responsiveness to on-ground realities, changing circumstances and lessons learned, these now need to be less *ad hoc*. As the project team have been finding their feet, this is not surprising. But it will be crucial to consolidate into well informed, planned interventions – including relating to expanding the number of provinces – over the next two years.
- Second, although the project team has made commendable progress in embedding efforts in mainstream government systems – indeed, compared with other aid-supported projects, they have focused on this to an extraordinary degree – more is need to, so to speak, to bolster the project’s capability while at the same time translate the project’s apparatus and instruments into government systems.
- Third, the fact that many of the most significant determinants of vertical linkages depend on decisions being made by actors and programs that are outside the ambit of this project and its key actors to directly influence was recognised in project design. But we believe MPGIS and province partners must redouble efforts to engage with national political / policy debates and administrative processes. We note that this would be consistent with the views of senior officials associated with the project, and the purposes of CGGM, and that budget provision exists to support this.

In conclusion, what the team have observed during this study supports the importance of the project’s iterative and adaptive engagement. We found that, as expected, sustainability – both actual and perceptions of - will vary from Province to Province, and also from community to community. For example, the close relationship the Renbel COs have with the RSIPF is likely warranted in that Province and provides a level of operational stability that could be a foundation for sustainability. For a variety of reasons, it would not make sense to carry this model over to Makira. Isabel and Western Province have, likewise, demonstrated two very different approaches to CO sustainability. This variability does not, however, suggest completely idiosyncratic responses or actions on the part of the project. There is sufficient commonality – for example, in political interests, institutional set up, fiscal situation - across provinces, that nation-wide program could treat common thematic issues and challenges in a consistent way without compromising the need for province by province variation.

Importantly, the project has demonstrated that it is equipped to respond to these issues. That MPGIS, drawing on CGGM and Ministry resources, has not consistently or fully dealt with these matters is not necessarily because they lack the means and ways to do so, despite that we believe there is need to significantly augment and upgrade the skills available to the Ministry through the PMU. The MPGIS/CGGM will need to coupled their primary focus to date on the community level with redoubled efforts around vertical linkages. We are convinced this will yield positive results. The evidence seen from those Provinces that already have functions CO-type arrangements – Isabel and Western – is

that under particular circumstances, the sustainability of positive changes in both vertical and horizontal governance capabilities can be rooted at province level.

Given the strong interest demonstrated at national level, it is unlikely that provinces will be left to their own devices – whether fiscal, administration or political. Further steps to integrate project activities in recognized agreements and administrative instruments (public service regulations, instructions, ordinances, etc) will improve the likelihood that sufficient budgetary resources will be attracted (at national level, and transferred to provinces) to augment the incentives for provinces to continue to perform and elaborate the local governance (horizontal and vertical) arrangements. (Section D notes possible fiscal modalities). We are not sanguine about the fiscal outlook – all core state functions and services in Solomon Islands are vulnerable to an uncertain and, in all likelihood, volatile macro-fiscal outlook.

In this phase of the project – currently ending April 2018, but the MTR Aide Memoire will recommend that this date be extended – and subject to the conclusion of discussions between MPGIS and Malaita, Guadalcanal and possibly Western provinces, our estimation is that there are sufficient committed funds to meet implementation demands. There will be need for additional funding commitments beyond this period – the Team fully endorses the view expressed by MPGIS and the World Bank at the outset, that achieving the aims of this project, at national scale, will require a 10-15 year commitment. On present trends, but again underscoring the uncertain macro-fiscal outlook, the Team believes there is good prospect of SIG partners – MPGIS, selected line ministries and RSIPF presently active in the PSC – of committing government revenue to cover a good proportion of national level operating costs and to augment province outlays on direct operational costs. In all likelihood, additional co-financing contributions will be requested by SIG from the donor community to enable nation-wide scale of operations.

Annex 1

List of persons consulted

Name	Title/Position
MPGIS	
Mr Stanley Pirione	Permanent Secretary
Mr Eric George	Under Secretary (Governance)
Mr Robert Kaua	Director of Provincial Governance
Mr Ravin Dhari	Project Coordinator (PMU)
Ms Koreta Kadi	COTS Officer (PMU)
Mr Clinton Kiko	M&E Officer (PMU)
Mr Margaret Kisi	Finance Officer
Ms Anouk Ride	Consultant, Gender and Social Inclusion
MNURP	
Mr Justus Denni	Permanent Secretary
Mr Rueben Lili	Director of Peace
Mr Kemuel Laeta	Director Policy and Planning
MWYCFA	
Mr Hugo Hebala	Under Secretary
Ms Elsie Wickham	Consultant, RRRT
Rs Iva Wagapu	Training Officer
RSIPF	
Mr Solomon Sisimia	Deputy Commissioner, Community Policing and Family Violence
Mr Peter Sitai	Provincial Police Commander, Makira
Mr Malfretch Tesuatai	Provincial Police Commander, Renbel
Mr David Wate	Provincial Police Commander, Malaita
Other Ministries/organisations	
Mr Allan Daonga	Under Secretary (MDPAC)
Mr Loti Vasekevea	Project Coordinator, RDP
Makira Provincial Government	
Hon. Stanley Siapu	Premier
Mr James Taeburi	Provincial Secretary
Mr Daniel Wakatora	Adviser
Ms Faith Pwaea	Community Affairs Division (former Provincial Coordinator)
Elirose Fagaqweka	Provincial Coordinator
Renbel Provincial Government	
Hon. Colin Tesuatai	Premier
Adrian Tuhanuku	Provincial Secretary (former Provincial Coordinator)
Chris Teikanoa	Provincial Coordinator
World Bank	
Sophie Egden	Governance Specialist

Caroline Sage	Task Team Leader
Leisande Otto	Project Officer (former)
Michael Roskitt	Project Analyst
Other Provincial Governments	
Hon. James Habu	Premier, Isabel Province
Hon. Anthony Veke	Premier, Guadalcanal Province
Mr John Steward	Deputy Provincial Secretary, Guadalcanal Province
Hon. Peter Ramohia	Premier, Malaita Province
Mr, Jackson Gege	Provincial Secretary, Malaita Province
Community	
The communities of the participating wards in Renbel and Makira Province.	

Annex 2

Summary of CGGM Project at commencement of Sustainability Study

The Solomon Islands Community Governance and Grievance Management (CGGM) Project is an innovative local-level law and justice program implemented through the Ministry of Provincial Government and Institutional Strengthening (MPGIS). The four-year project began in November 2014 and is funded by a Recipient-Executed Trust Fund Grant of US\$3.08 million. The project is currently in two provinces, Makira/Ulawa (Makira) and Rennell and Bellona (Renbel) Provinces, and will be extended to a further two provinces at mid-term.

The project, comprising three project components, aims to strengthen community grievance management capabilities and enhance the effectiveness of linkages with government in targeted communities. Specifically, the project supports participating provincial governments to fulfill key responsibilities associated with the selection, contracting, coordination, reporting, performance management and supervision of Community Officers (COs). COs are men and women with knowledge of local custom and law who enjoy the confidence of all sectors of their communities. They are recruited by participating provincial governments in selected communities and tasked with supporting local authorities to mediate and resolve disputes or grievances, liaise with provincial authorities and the police, and support the sharing of information between communities and national and provincial government.

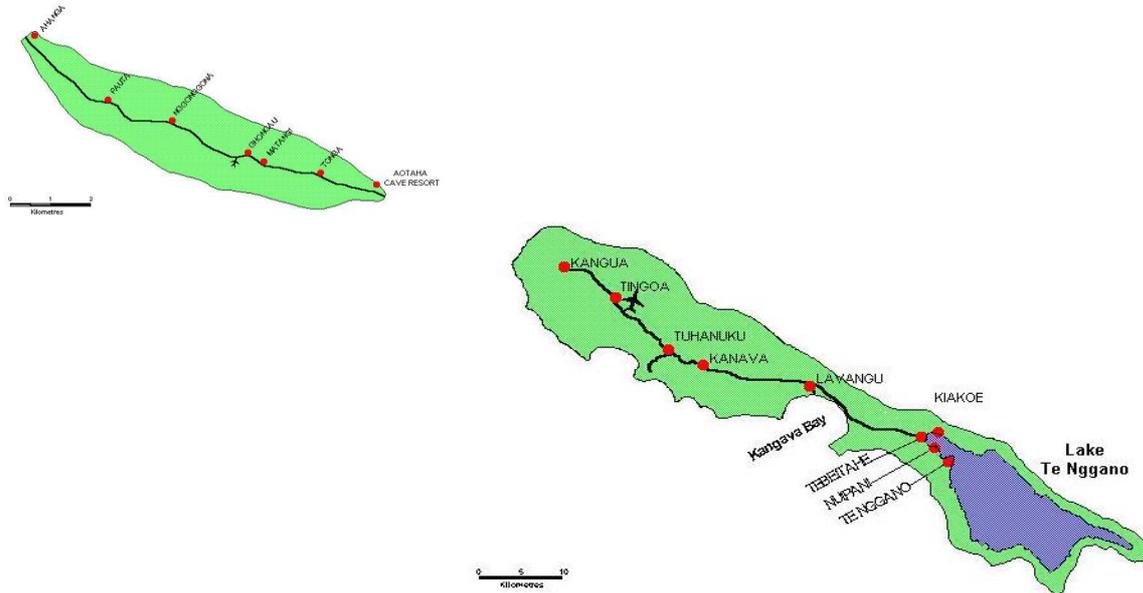
As the project begins its third year, there are positive signs with widespread political buy-in in both provinces and interest in expansion. The COs themselves have also taken innovative approaches to solving problems in their communities. Extensive baseline research was conducted in the two provinces and the findings has led to interest from other ministries, particularly the Ministry of Justice and Legal Affairs and Ministry of Police, National Security and Correctional Services in further research around the roll-out of the Family Protection Act and police interventions in urban settlements around Honiara.

Currently the project supports 10 COs in Renbel Province and 27 VPWs in Makira Province. The project is implemented by the Ministry of Provincial Government and Institutional Strengthening with the support of a lean four-member Project Management Unit. The Project funds the Project Management Unit as well as training, uniforms, communications equipment and stationery of the CO/VPWs (logbooks, filing cabinets, office supplies).

The Provincial Governments themselves fund the salaries and expenses of the CO/VPWs. Existing provincial staff members administer these payments and are the first point of contact for CO/VPWs. The 10 Community Officers in Renbel provide full coverage of the province, with one CO per ward (3-400 people). In Makira Province, the VPWs provide similar representation (one VPW per 3-400 people) across three wards. Provincial interest in expansion to cover all 20 wards of Makira Province is high. Discussions are underway with an additional two provinces on their future participation in the Project.

RENNELL AND BELLONA (RENBEL) PROVINCE

There are ten Community Officers (COs) in Renbel Province, covering one ward each. There are six COs in Rennell and four in Bellona.



MAKIRA/ULAWA (MAKIRA) PROVINCE

There are 27 Village Peace Wardens (VPWs) in Makira Province across three wards. There are ten VPWs in Ward 9 Bauro West, seven VPWs in Ward 10 Bauro Central and two supervising VPWs in Ward 4 Ugi and Pio. A further eight existing Village Peace Wardens from Ward 4 are also included in training and mentoring.



Project Development Objective: *To strengthen community grievance management capabilities and enhance linkages with government in targeted communities.*

Project Components: The project includes three components as follows:

- *Component 1: Revitalizing Provincial-Community Linkages.* This component supports participating provinces to undertake the selection, contracting, remuneration, coordination, reporting, performance management and supervision of COs, and to foster a conducive environment for their work in communities. Specifically, the component provides support to participating provinces to engage with communities to reach a common understanding of how the COs’ work will be tailored to the local context and how COs will interact with relevant community institutions and actors and with government authorities. This component also supports the provinces to raise public awareness of the roles and responsibilities of COs and to establish a system to ensure that COs are held accountable for their actions. Associated with this, it is anticipated that the activities of COs will increase the accountability of province governments to engage through services and administrative outreach with communities.
 - Budget allocation (at project effectiveness date): US\$0.92 million
 - Expenditure to (as at December 2016): US\$57,200

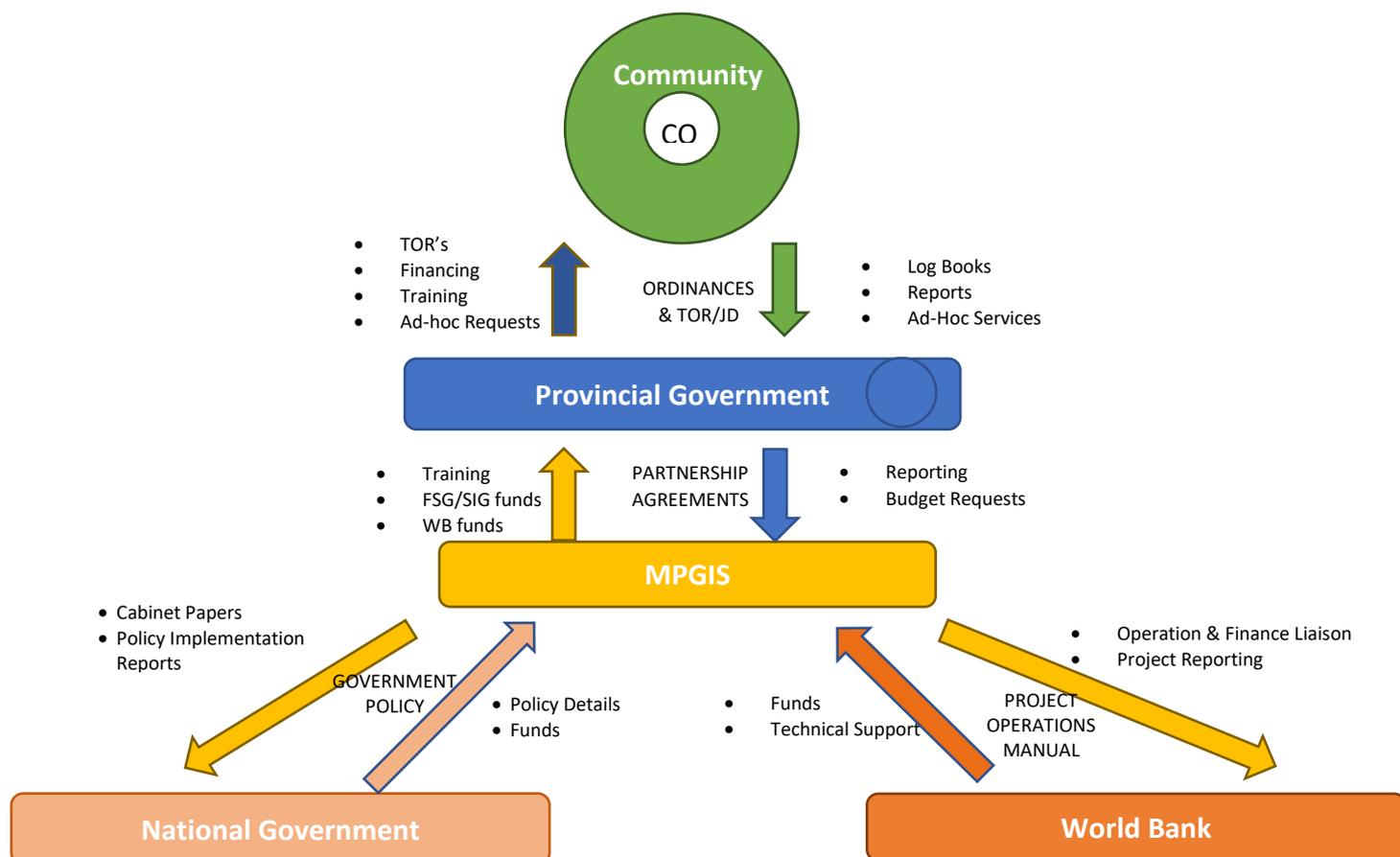
- *Component 2: Strengthening Community Officer Capabilities.* This component aims to ensure that COs and the local institutions with whom they interact are adequately equipped with the knowledge, skills and tools to perform their agreed roles. To ensure the relevance and impact of capacity development investments, the project is employing a learning-by-doing approach through which the provision of short-term training is linked to on-the-job mentoring. Training and on-the-job activities are planned and implemented by MPGIS in collaboration with provincial authorities, with project assistance. Community Officers (COs) had at (November 2016) been appointed and are active in Makira Ulawa (27) and Renbel (10) provinces.
 - Budget allocation (at start date): US\$1.21 million
 - Expenditure to (as at December 2016): US\$149,000

- *Component 3: Project Management, Evaluation and Learning.* The component includes: (a) project management, monitoring and supervision by MPGIS, at national and provincial levels; and (b) evaluation of project results and analytic work to support learning and policy development.
 - Budget allocation (at start date): US\$0.95 million
 - Expenditure to (as at December 2016): US\$342,000

Recipient Executed: Summary Budget/expenditure (at December 2016)

	Budget Total	Expenditure to (SS start date)	Percentage disbursed	Balance Remaining
Comp 1	US\$920,000	US\$57,200	6%	US\$862,800
2	US\$1,210,000	US\$149,000	12%	US\$1,061,000
3	US\$950,000	US\$342,000	36%	US\$608,000
Overall	US\$3,080,000	US\$548,200	18%	US\$2,531,800

Overview of 'Project Operating Environment'. While the circumstances of each Province may vary, there is a common logic to the Community Officer arrangement that can be represented as follows:



Key Milestones

Bank Implementation missions	Dates
Scoping Mission	8-18 May 2012
Pre-identification Mission	3-10 October 2012
Project Design Mission	29 Apr - 3 May 2013
Preparation Mission	10-15 Nov 2013
Appraisal Mission	14-18 July 2014
Implementation Mission	27 April - 1 May 2015
Implementation Mission	30 June - 3 July 2015
Implementation Mission	10-21 August 2015
Implementation Mission	26 Oct – 5 Nov 2015
Implementation Mission	16-30 Jan 2016
Implementation Mission	15-19 Feb 2016
Joint Supervision Mission	31-Mar – 16-Apr 2016
Implementation Mission	26-29 June 2016
Implementation Mission	1-4 August 2016
Implementation Mission	12-16 Sept 2016

Implementation Mission	14-22 Oct 2016
Implementation Mission	1-5 Nov 2016
Implementation Mission	21-27 Nov 2016
Implementation Mission	14-17 March 2017
Implementation Mission	27 April – 4 May 2017
Other Milestones	
Justice Delivered Locally Report	August 2013
SIG/WB Grant Agreement signed	4 November 2014
MPGIS and RSIPF MOU signed	29 January 2015
Institutional and Fiscal Analysis of Lower-level Courts in Solomon Islands Report	February 2015
Toward More Effective and Legitimate Institutions to Handle Problems of Justice in Solomon Islands Policy Note	March 2015
Logging and Mining in Rennell: Lessons for Solomon Islands	July 2015
Makira Provincial Government and MPGIS Participation Agreement signed	4 August 2015
Renbel Provincial Government and MPGIS Participation Agreement signed	10 August 2015
COs selected and trained - Renbel	September 2015
COs selected and trained - Makira	December 2015
Completion Intl training input	April 2016
Completion baseline	June 2016
Completion Int'l M&E input	January 2017
Completion mid-term perceptions survey	April 2017

Annex 3

KEY DOCUMENTS

Mid-Term Beneficiary Survey Report- Executive Summary, April 2017.

Project Paper for Small RETF Grant from the East Asia and the Pacific Justice for the Poor Initiative Trust Fund to the Solomon Islands for a Community Governance and Grievance Management Project, Project Paper, November 2014.

Solomon Islands: Community Governance and Grievance Management Project Appraisal Completion Note, Office Memorandum, July 2014.

Baseline Survey Report for Rennell and Bellona Province and Makira/Ulawa Province, Research Report, May 2016.

Evaluation of the Community Officer Project in Solomon Islands, Research Report, May 2012.

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Annex 4

CO/VPW TRAVEL TIMES FROM PROVINCIAL CAPITAL

MAKIRA/ULAWA PROVINCE		
Ward	CO home village	Travel time to Kirakira
Ugi (Ward 4)*	Suena-Ughi (Cluster 1)	One hour by boat
Ugi (Ward 4)*	Suuwasi (Cluster 2)	One hour by boat
Baoro West (Ward 9)	Taiwagisi (Cluster 1)	30 minutes by vehicle
Baoro West (Ward 9)	Maepua (Cluster 2)	45 mins by vehicle
Baoro West (Ward 9)	Riri (Cluster 3)	1 hour by vehicle
Baoro West (Ward 9)	Kokana (Cluster 4)	75 mins by vehicle
Baoro West (Ward 9)	Kaonasugu (Cluster 5)	90 mins by vehicle
Baoro West (Ward 9)	Waioto (Cluster 6)	2 hours by vehicle
Baoro West (Ward 9)	Nukukaisi (Cluster 7)**	Up to three hours by vehicle
Baoro West (Ward 9)	Kaokaona (Cluster 8)**	Up to three hours by vehicle
Baoro Central (Ward 10)	Mwanihuki (Cluster 1)	10 minutes by vehicle
Baoro Central (Ward 10)	Ngorangora (Cluster 2)	15 minutes by vehicle
Baoro Central (Ward 10)	Risu (Cluster 3)	30 minutes by vehicle
Baoro Central (Ward 10)	Tawani (Cluster 4)	30 minutes by vehicle
Baoro Central (Ward 10)	Arohane (Cluster 5)	30 minutes by vehicle
Baoro Central (Ward 10)	Risuwa (Cluster 6)	30 mins vehicle then one day walk
Baoro Central (Ward 10)	Naára (Cluster 7)	30 mins vehicle then one day walk

* A further 8 VPWs pre-existing on Ugi Island are also supported by the project, they are also around one hour by boat.

** Bridge at Waihauru is washed out so a boat followed by a second vehicle is required adding to the time.

RENNELL AND BELLONA PROVINCE		
Ward	CO Home Village	Travel Time to Tingoa
Rennell		
East Te Nggano (Ward 1)	Tegano	3 hours by vehicle
West Te Nggano (Ward 2)	Tevitahe	2 hrs 30 by vehicle
Lughu (Ward 3)	Lavangu	2 hours by vehicle
Kangava (Ward 4)	Kanava	1 hour by vehicle
Tetau Nangoto (Ward 5)	Tetaungagoto	10 mins by vehicle
Mugihenua (Ward 6)	Mugihenua	30 mins by vehicle
Bellona		
Matangi (Ward 7)	Matangi	Two hours by boat then 30 mins drive*
East Ghongau (Ward 8)	Ghongau	Two hours by boat then 30 mins drive*
West Ghongau (Ward 9)	West Ghongau	Two hours by boat then 30 mins drive*
Sa'aiho (Ward 10)	Sa'aiho	Two hours by boat then 30 mins drive*

* Or 30 min flight twice a week.