

**A STUDY FOR UNICEF AND UNFPA
BY THE PACIFIC INSTITUTE OF PUBLIC POLICY**

**PLANNING, MONITORING AND EVALUATION OF
GOVERNMENT SYSTEMS**

**A WOMEN & CHILD FOCUSED PERSPECTIVE
BASELINE DIAGNOSIS**

KIRIBATI, SOLOMON ISLANDS AND VANUATU

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Executive Summary

The underlying purpose behind all monitoring and evaluation (M&E) systems is essentially to improve service outcomes or delivery. Whether it is in terms of government services, poverty alleviation or women and child focused planning.

A recent World Bank study on how to build and improve M&E systems highlighted the need for an initial diagnosis of the base situation:

It is helpful to start with a diagnosis of what M&E functions already exist and their strengths and weaknesses, in terms of demand (the actual use of M&E information) and supply (the technical quality of monitoring information and evaluation reports).¹

This report aims to provide such a baseline analysis in terms of ‘child and women’ focused planning, monitoring and evaluation in Kiribati, Solomon Islands and Vanuatu.

The purpose of the diagnosis is to help raise awareness and agreement on the priority issues in regard to M&E in regard to women and child focused planning in the selected countries.

What we did

In the process of undertaking this analysis we have aimed to map out a number of key issues from a women and child focused perspective. These include the nature of existing demand for planning, monitoring and evaluation (PME) and the nature of current PME activities and functions within government, the actual and potential supply of PME capacities in the country, the extent of PME utilization, and both the actual and potential synergies between PME and public sector reforms in areas such as poverty reduction, the budget system, strengthening policy analysis skills, creation

¹ World Bank (2007) How to Build M&E Systems to support Better Government.
http://www.worldbank.org/ieg/ecd/better_government.html

of a performance culture in the civil service, improvements in service delivery, government decentralization, and greater participation by civil society.

We did this by conducting a range of interviews with key stakeholders together with an evaluation of existing literature on PME systems for each country.

What we found

What is PME in the countries visited?

As many reports have stated there is no “best system” of PME. It depends on what are the reasons behind using such systems.

In the case of women and child policies there is a clear identified need for simple harmonized PME systems in the countries visited. These systems should aim to provide essential performance data to key ‘policy drivers’ in each country in a timely and easily understood way.

This study suggests that if this could be achieved in each country visited it would have the potential to significantly improve decisions by policy makers as well as improve service delivery by a range of stakeholders. However, at the moment there is little or no evidence of such systems being in place.

In the countries studied (and we would argue that this perhaps holds true for the whole region) there are essentially two main groups of PME systems. One group is represented by the various internal systems operated by the variety of major donors in the region, and the other group is the various forms of the public financial management system (PFM) operated by the national governments.

The main donors in the countries visited were as follows²:

- Multilateral

² There were other donors (such as China, Taiwan, Indonesia etc) however, none of these had identifiable PME systems at the time of the country visits.

- UN (various agencies)
- Asian Development Bank
- World Bank

- Bi-lateral
 - Australia
 - New Zealand
 - European Union

Our visits found little or no co-ordination amongst donors in terms of PME systems, even those working in the same sectors. This finding is supported by the Public Expenditure and Financial Accountability (PEFA) Assessments for the three countries, which also ranked many donor practices as a “D” (the lowest rank) for all three countries. Donors tend to use a plethora of internal reporting tools for their PME. The only exception to this was in Vanuatu where there was evidence of an increasing use of government Public Financial Management (PFM) systems.

Out of the three countries visited none of the government PFM systems could be said to be holistic in the sense of being robust enough to handle all elements of PME, however, the Vanuatu financial management information system (FMIS) was the closest system we found in terms of being a genuine whole of Government system with the capability of actually providing PFM and PME support. This also explains why it was the only government system utilized by major donors. However, even in the case of Vanuatu performance monitoring itself was weak when looked at from a non financial perspective and this has implications in terms of the use of DevINFO in that country.

In terms of statistical data we found in all countries that specific women and child focused data was collected on a bi-annual, five yearly or even simply semi-random³ basis. Such data cannot be used for regular policy performance reporting because it is usually beyond the political cycle in most of the countries visited. Regular monthly, quarterly or even annual data was more limited but still very useful. Most countries were able to regularly collect basic health, education and infrastructural data, which do indeed have many essential components of women and child policy monitoring.

³ Based on when surveys could be funded, as opposed to on a periodic basis

This has implications for other programs such as poverty alleviation and MDG / MDGi's as it suggest that when the countries revise their MDG's targets to make them more context and country specific the regularity and accuracy of data will be an important consideration.

There is clearly scope to define PME in all three countries. This diagnostic study could then be used as a first step in that regard. The form of PME for women and child policy would be different in each country; however, it can be argued that in all three countries the PME should first be developed by the responsible line agency of government (usually a department of ministry of women's affairs). This should be done by looking at what elements of the incumbent system, in particular the incumbent PFM system, could be utilized.

If this could be combined with reporting on the key readily available statistics in a simplified and timely manner to the main policy drivers then it may be possible to create positive service delivery outcomes for women and children in these countries.

What is the contribution of the current PME systems to women and child policy making and governance in the three countries?

Our analysis suggests that the multitude of PME systems in each country has not had many positive impacts on women and child policy above and beyond what one might have expected from on-going sectoral work in key areas like health and education. This means that recent developments in sector planning, particularly in health and education increasingly have a greater women and child focus due to international norms and pressures also moving in this direction. However, the PME systems in the countries we visited did not (in any of the cases) have a sub element focusing purely on women and children. We would argue that this is possible and if achieved could increase marginal outcomes in terms of service delivery through better decisions.

In some cases the multitude of PME systems may even be having a negative impact as the increasing number of 'voices' and systems in small countries may well be crowding out local ownership and coordination.

In all three countries there is an argument to strengthen and make increasing use of Government systems. The strength of existing systems varies, with Vanuatu being the strongest, then Solomon's and Kiribati. In all countries this would involve convincing both donors and Government of the need for this. For donors there is a traditional resilience to use government systems (despite them all signing up to Paris Declaration on Aid Effectiveness and also the ACCRA AAA agenda). This resilience comes from a lack of fiduciary controls on some countries (mainly Solomon's and Kiribati) and weaknesses in performance reporting in all three countries.

Resilience from government tends to come from a suspicion that the data may be used for 'invasive' non development analysis of Government i.e. to look for evidence of corruption rather than performance. In other cases it comes from a fear that the systems may be too complex or incompatible with current processes and software.

Therefore, there is a real need to convince donors to use and strengthen government PME systems and for governments to agree to allow donors to strengthen these systems as sort of quid-pro-quo. However, to affect this will require careful dialogue and explanation of the benefits in terms of better service delivery outcomes in each country. Again, this diagnostic study could be used as part of that process.

Trends in PME across the countries

Planning

The planning fashions that have been prevalent in much of the developing world are also visible in the three countries studied. All three countries went through phases in the eighties to mid nineteen nineties of five year development plans that were supposed to be the overarching stable policy platforms for development.

In the Solomon Islands and Vanuatu these were quickly superseded by IMF style structural adjustment programs in the late nineties and these usually followed a period of financial instability. These programs were followed by the attempted adoption of the New Zealand model of financial management that was in vogue at the time. This meant the adoption of a plethora of corporate planning tools such as corporate plans, business plans and annual plans. In an effort to link these with other trends in development medium term planning (such as medium term expenditure frameworks, medium term strategic plans, medium term development plans etc) these two countries have essentially ended up with a vast array of plans that are

disjointed and basically designed to cover all elements important to donors and host nations. As a result they tend to suffer from lack of prioritization, ownership and costing.

Although recent years have seen relative political stability in these countries this was not the case five to ten years ago. As a result none of the overarching plans can really be said to reflect genuine political commitment or policy but are more of a general consensus in terms of overall direction. Therefore, despite that fact that both country's development plans did have elements of women and child focused policies and that this is generally a positive sign of overall direction - the main tool for policy direction in both these countries remains the annual budget which more closely reflects political and practical realities and policy ownership. Within the context of the budget there were improvements that could be made – however, our analysis suggests that these improvement should focus on outputs and outcomes (see reporting section below) rather than inputs.

Kiribati was not subject to a structural adjustment program and so has by and large kept with the five year development plan format – although the title of the five year plan may change its components remain relatively stable. Kiribati was though also subject to the mid-nineties 'policy tsunami' of applying the New Zealand PFM model and as a result did attempt to move in this direction albeit with mixed success (see comments on output budgeting below). As a result there are few specific women and child focused policies beyond overarching support for international agreements such as CEDAW.

Execution

The debate on policy execution is heavily skewed towards the execution of the national budget. Whilst undoubtedly important, such analysis may miss the relevance of other important stakeholders.

Across the pacific the ratio of aid to GDP is very high, with the possible exceptions of PNG and Fiji. As a result the donors play a large role in policy execution. In countries like Vanuatu where serious efforts have gone into integrating the donor and government budgets – then focusing on the budget systems makes sense. In the Solomon Islands and Kiribati donors tend to work outside of government systems and have programs that compare in size to those of the national budget and therefore there is a need to look at execution through a broader lens.

In all three countries non state actors play an important role in terms of policy execution. Of the three countries only Vanuatu had undertaken a detailed study on the range of policy drivers in the country⁴, but it was evident that, especially in more remote and rural parts of all three countries non state actors were the major implementers of policy. These included inter village structures (such as clans and chiefs) and also intra village structures such as churches, NGO's etc.

Provincial governments also have the potential to play a role in this regard as their focus is more localized. However, they tend to suffer from extreme shortages in both human and financial resources. Nevertheless, they could play an important networking role if suitable trained.

In terms of the budget there were considerable differences between the three countries. Kiribati had tried, perhaps with some difficulty to move from line item budgeting to output based budgets linked to performance criteria. Output based budgeting is extremely difficult to implement (most developed countries have been unable to adopt this successfully) and so it was hardly surprising that a country with limited financial and human capacity would find such best practice approaches – less than best practice. Since then they have also moved towards a more programmatic approach to budgeting and this is an ongoing and gradual process that may lead to programs based on measurable outcome indicators eventually. However, the fact that the donors represent such a large proportion of GDP and that these funds do not go through the same internal government processes means that getting a single coordinated approach to looking at execution is difficult.

Solomon Islands, despite a large number of impressive plans still has line item budgets. This means that the budgets are not broken down into programs and not matched against outcomes or service delivery targets. As a result costing of major programs and monitoring of them through the budget process is difficult. However, in some sectors such as health and education the large donor programs and their efforts (not always successful) to use common planning platforms such as Sector Wide Approaches (SWAp) as the potential of providing an avenue for meaningful

⁴ Cox, M. et al. (2007) The Unfinished Driver's of Change in Vanuatu, AusAID, Canberra.

execution monitoring. However, the implementation of these tools has been met with mixed success.

In Vanuatu the budget and financial management system is highly sophisticated. It is centralized, broken down by program, each program is costed and against each program are service targets. Donors are increasingly using the government systems which are seen as by and large being best practice in the region. More recently a lot of work has been done to better integrate the donor or development budget with the national budget.

Monitoring and Evaluation

The UN defines two aspects of social accountability – horizontal and vertical⁵. It is useful to discuss monitoring and evaluation within this framework. Horizontal accountability refers to the horizontal relationship between what core national functions such as:

- Supreme Court
- The Legislature
- The Executive and Government
- Public Audit and
- Public Administration Reporting Systems.

Vertical accountability looks at how these functions relate to other key stakeholders and functions such as:

- Citizens
- Media and civic entities
- Elections

In all three countries visited resources had gone into establishing the horizontal accountability structures. Support to Parliament, Judiciary and Public Audit are common in all three countries. However, this support was limited and the institutions are relatively new (compared to say older nations) and centralized. By this we mean that many of these institutions are still developing their roles and still in need of strengthening before they can fulfill their mandates on a national level. A significant level of resources has gone into public administration reporting systems, however,

⁵ UNDP 2009 'Nurturing Social Accountability: A Guidance Note'

the major benefits to this assistance (other than the regular production of annual budgets – which in itself can be a good outcome) was only seen in Vanuatu who had established a best practice FMIS.

This study and others⁶ have found that vertical accountability is very weak and also receives little support outside of long established cultural structures (community groups, churches and occasionally NGO's).

In addition to this in Solomon's and Kiribati all donors internal M&E was essentially managed outside of Government systems.

In all three countries M&E was severely hampered by lack of adequate support, both financial and technical to national statistical offices.

As a result the practical realities are that any meaningful M&E framework will involve combining the practices used in the budget with those of the donors. In Kiribati with a relatively small budget this should be simpler than in the Solomon Islands whose budget is larger and more complex. In both these countries the first step will be to identify indicators that reflect the priorities of the relevant women and child policies of the country – but which are also readily available and collected on a regular basis. The last caveat will necessarily limit the indicators, unless donors can be convinced to include them in some of their sectoral programs such as health and education SWAs. As both these countries gradually develop outcome and output reporting these should be supported to ensure that where practical as many of these as possible can also be used for woman and child policy monitoring.

In Vanuatu an initial focus could be on reviewing the existing 'service targets' associated with the government programs and activities within the budget, identifying which are the most relevant and actually collated and then using this as the basis for an M&E framework.

However, the major obstacle in all three countries remains the absence of any form of meaningful actual reporting on policy outcomes. In all three countries heavy emphasis had been placed on planning. In Vanuatu some emphasis has been placed on execution but in none of the countries visited as part of this study was their much

⁶ "Stock-take and analysis of social accountability in the Pacific" Allen Consulting 2009

evidence of a systematic national attempt at monitoring and evaluation of Government policy either by the vertical or horizontal accountability mechanism shown above.

It would appear that this responsibility lay with the Prime Ministers offices in all three countries. However these agencies should be the focus of discussion on ways to progress overall M& E in the future. However, in within the specific context of women and child policy it should be possible to develop a limited sub sectoral M&E framework from just the relevant line agency (usually a department of woman's affairs). Given the extremely limited financial and human resources in these agencies care will have to be taken to keep the systems simple, coordinated with the rest of Government (so as not to alienate the key policy drivers) as well as systematically adequate. By systematically adequate this means the M&E system should be simple enough to not require large technical expertise to simply maintain it – leaving the bulk of available resources to collating data.

Systems

There are three basic data centric systematic elements of PME – collection, recording and collation. There can be a misconception that all three are the responsibility of the national statistics office in each country however that is seldom true.

Collection is probably the most misunderstood element in that it is clearly an expensive exercise especially in remote locations and given the size of country and the expense it is often overlooked resulting in weak and inaccurate data. In an ideal world community resources would be mobilized to help central line agencies such as health and education collect key social data in particular. In practice these networks are seldom utilized. Statistics offices struggle to collect the core economic data mandated by most central Government agencies and tend to rely on line agencies for social data.

As a result much woman and child focused data is actually collected by Ministries of Education, Health and Public Works (in terms of access to utilities etc). It is usually done by civil servants such as teachers, aid post nurses etc and so is often under resourced and of variable quality and regularity. Nevertheless this is the key source of much of the women and child data in the countries studied.

Recording is usually a multistep process. In the three countries in this study recording on site was usually done by pen and paper and this data later transferred to an electronic media – usually Microsoft Excel. Occasionally this was then further input into a Microsoft Access database – and occasionally, where relevant, it was then further send into the PopGIS statistical database – which is a regional statistical program run from SPC in Noumea. However, the PopGIS is basically a GIS database – meaning that its focus is on the geographical presentation of data as opposed to being a specific tool for PME.

The only country that had an FMIS that had any demonstrated capability of M&E reporting and recording was in Vanuatu however this was underutilized for a variety of reasons including the lack of data collection on the variety of budget related output indicators.

In all three countries there was no centralized IT policy or unit responsible for IT policy direction within the Government. As a result it was common to see different systems used in different Ministries – again the exception being Vanuatu where by and large every Ministry uses the incumbent Smartstream system.

Collation may be where there could be some marginal benefits in terms of Women and Child policy monitoring. Given the lack of centralized policy or systems in all three countries in terms of the collation of performance indicators there is scope for somebody to apply a potentially coordinated single approach. This would seem to be an ideal opportunity to use DevINFO for this purpose as it is an essentially free tool that is maintained and updated by the UN and therefore entails minimum operational cost to end users. However, there was considerable misunderstanding in all three countries about the difference between collation and recording – as a result in some instances there was a mistaken belief that using DevINFO would somehow undermine the use of PopGIS or be incompatible with current systems. This analysis did not find such statements to hold up under scrutiny – however the fact that these sentiment exist suggests there is need for greater awareness and understanding of the DevINFO system. However, it should be noted that acceptance of the benefits of DevINFO have been progressing with positive comments from the statistical agencies in both the Solomon Islands and Vanuatu in terms of the compatibility of the product.

Perhaps the greatest potential benefit is in Vanuatu where it would appear that the DevINFO system could be used to provide the aid management platform for the incumbent FMIS – since this is the last major element of Vanuatu’s FMIS not in place it could have a significant potential impact in terms of PME given the advanced level of budget planning already present within the Vanuatu budget system.

However, again it may be best to approach the collation issue with caution – particularly in terms of women and child policy monitoring. As a start it should be possible to have the relevant line agency (Department of Women’s Affairs) adopt a simple technology – either Microsoft Excel or DevINFO and use it to collate basic child and women focused data already collected on a regular basis by other entities such as donors or central agencies. If this collation can be made systematic then it will naturally form the basis of performance reporting down the track – however, the key will be to institutionalize the systematic collation of the data. To affect that careful attention will have to be paid to choose data points that are collected by other agencies on a regular basis, which are woman and child focused and can be of use to local policy makers.

This approach avoids the need to get agreement from central agencies on the use of technology which can be difficult – but it will still require the cooperation and collaboration of donors and those line agencies that collect the data. This is why dedicated resources may be required to help the line agencies concerned with women and child monitoring communicate the mutual benefits of this approach to other agencies within government.

Next steps

Our analysis suggests the following next steps may be the best way to advance the PME agenda for women and child monitoring.

1. Communication of these findings to raise awareness

This was a rapid baseline study. It is not possible to get a deep understanding of any country in such a short time frame; however, usually the first step is the hardest. With that in mind it would be good to discuss these findings with key counterparts in each country

2. Agree priorities for women and child monitoring in each country and how it should be done, based on this develop a simple action plan for each country which should be discussed with counterparts, donor stakeholders and civil society

The first step in this process would be to identify a single agency with which to work with. All countries visited had agencies that were dedicated to Woman and usually Youth policy development and we would suggest working directly with these agencies. Priorities can be established by looking at the overarching plans, the sectoral plans and what is simply feasible on the ground. These should be owned by the agencies themselves and not be driven by an overarching donor agenda.

3. Development of an action plan to be owned and managed by the relevant line agency and supported by possibly devINFO.

It should be possible to develop a simple action plan centered on the regular collation of data which closest supports the priorities of the identified line agency. With the regular collation of data it should then be possible to draft a simple but relevant performance reporting template that can be maintained by the line agency and used to report back to the higher levels of Government. This will then help focused sectoral work like women and child focused policy monitoring as well as help mainstream these policies into the national dialogue by ensuring that there is somebody dedicated to reporting on it. DevINFO is certainly a potential tool in this regard but much will depend on the level of base IT knowledge at the level of the line agency.

4. Assist women and child focused line agencies of Government with a communication strategy to ensure the smooth working relationship with donor and national and provincial governments.

As with much of the gender debate, mainstreaming policies is as much about how they are communicated as what they entail. Central Government agencies in particular can be defensive about what goes into the live policy debate and therefore it is essential that the women and child focused work be presented in a way that shows it is compatible with Government systems, involves little or no extra work on the part of central government agencies but can be used by central and provincial agencies alike.

Country reports

The attached reports are based on the series of fourteen questions / areas of analysis highlighted in the TOR. They represent a basically unabridged version of responses provided to the PiPP researchers and as such are not intended to be all-inclusive complete analysis of all issues pertaining to women and child PME for each country.

This is also why, other than responding to the specific questions in the questionnaire, there is no single template used to answer a particular question across all three countries as the situation and analysis for each country is different.

It is hoped that these reports will contain enough information to enable end users to provide valuable input and focus to the next steps of helping each country prepare an action plan on how to improve women and child PME within their own specific country contexts.

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KIRIBATI



December 2009

Acronyms

MFED	Ministry of Finance and Economic Development
MISA	Ministry of Internal and Social Affairs
KDP	Kiribati Development Plan 2008-2011
MOP	Ministry Operational Plan
RERF	Revenue Equalisation Reserve Fund
DS	Deputy Secretary
NEPO	National Economic and Planning Office
TST	Technical Support Team (NEPO)
OB	Office of the Beretenti
DCC	Development Coordinating Committee
AHD	Adolescent Health Development
NAP	National Action Programme
AAFR	Alcoholics Anonymous Family Response
KCA	Kiribati Counselling Association
SMM	Senior Management Meeting (MOE)
ESSP	Education Sector Strategic Plan
PSRH	Pacific Society on Reproductive Health
MA	Medical Assistant
PPDVP	Pacific Police Domestic Violence Programme (NZ Police initiative)
MOFA	Ministry of Foreign Affairs
FHSS	Family Health and Safety Study
KFA	Mauea Wilson, Senior Youth Development Officer, interview notes
RC	Roman Catholic
HOD	Head of Department
KIT	Kiribati Institute of Technology
SPBEA	South Pacific Board for Educational Assessment
FSPK	Foundation of the Peoples of the South Pacific Kiribati
MOP	Ministry Operational Plans
PSHRH	Pacific Society on Reproductive Health
PMTCT	Preventing Mother to Child Transmission (of HIV)
FASO	Family Assistance and Sexual Offences
DVSO	Domestic Violence and Sexual Offense Unit
SWD	Social Welfare Division
SOE	State-Owned Enterprises
ICDF	International Cooperation and Development Fund
KFHA	Kiribati Family Health Association
IPPF	International Planned Parenthood Federation
ESEA	East and South-East Asia
KNACC	Kiribati National Advisory Council on Children
AMAK	Aia Mwae Ainen Kiribati (National Council of Women in Kiribati)
IWD	International Women's Day

PiPP - Women & Child PME Baseline – Kiribati

KFHA	Kiribati Family Health Association
ASPC Project Steering Committee	Advisory Project Steering Committee (KiriEU)
IMCI	Integrated Management of Childhood Illnesses
KEMIS	Kiribati Education Management Information System
KPC	Kiribati Protestant Church

Examine the genesis of the existing PME systems

The Government endorsed the Kiribati Development Plan (KDP) 2008–2011 in April 2008. The theme running through this is that Kiribati's people are its main asset and their lives can be best improved through further development of their capabilities and the growth of the economy. This will ultimately lead to creating employment opportunities and a skilled workforce that can access not only the national but the international labor market as well. The Government considers improved access to the international market as an essential adaptation strategy in the face of climate change impacts.

The KDP builds upon the previous National Development Strategy 2004–2007, which had guided the strategic focus of the CSPU 2006–2007 on (i) improving the economic environment in the outer islands, particularly Kiritimati Island (Christmas Island); and (ii) strengthening access to health services throughout the country. The Government's progress in implementing its development priorities has been slow, due in part to capacity limitations but also to lack of financial and skilled human resources. Monitoring of progress has been hampered by a lack of appropriate indicators and up-to-date data. These capacity limitations were an important consideration in developing the country operations business plan (COBP).

Identify the key Ministry/ies and other bodies which are key stakeholders in the government's approach to performance management (as regards to services for children and women) and responsible for managing PME system and planning evaluations – describe the roles and responsibilities of the main parties to the child and women-focused PME system, for example, finance ministry, planning ministry, president's office, sector ministries etc.

There are two layers of key governmental agencies responsible for performance management and managing PME system and planning evaluations. Central Ministries are more focused on the overarching plans of the state such as the Budget or the Development plan. The line agencies tend to have a greater focus on sectoral issues some of which include issues pertaining to women and children.

The role of these units is described in the subsequent responses to the various questions and therefore this response merely highlights the key operational units within the agencies identified.

Central ministries

Ministry of Finance and Economic Development

- National Statistics Office
- Budget Office
- Aid Coordination
- National Economic Planning Office

Public Service Office

Office of the President

Women and children related ministries

Ministry of Internal and Social Affairs

- Women's Division
- Division of Youth
- Community Development Services Division
- Local Government Division: is responsible for supporting the 23 island councils in the country in particular for auditing the financial statements, examining the monthly accounts, and sending support staff when required.
- CEDAW Advisor
- KNACC Coordinator
- GBVCA Study Coordinator
- Safenet
- FHSS Steering Committee

Ministry of Education

Ministry of Health and Medical Services

- Preventative Division
- Curative Division

Ministry of Justice

- Juvenile Justice program
- Community Policing

Scope annual planning and budgeting processes including use of child and women focused PME in policy and budgeting, and determine the current alignment of National Sustainable Development Plan and relevant government policies to WFCC, CRC, CEDAW and women and child focused MDGs.

The overarching coordinating framework used in Kiribati is the ‘Kiribati Development Plan’ (2008-2011). This is interpreted at ministerial level into Strategic Plans; these typically run for 4 years. Based on the Ministerial Strategic Plan (and thus the KDP) the Ministerial Operational Plan (MOP) is developed each year, and from this divisional work plans.

The Budget of the Government of Kiribati is divided into two – recurrent and development budget. The Government of KI employs an output-based budgeting system although this has been a difficult to implement and therefore increased focus has gone onto the initial step of program budgets

The Recurrent Budget Setting Process¹

1. Formulation of ceilings begins by collecting revenue projections in about June. The Budget ceiling is calculated by expected revenue less expenditure,

¹ The following have been consolidated through interviews with: Timi Karekieki (Director, National Economic Planning Office), Tangtang Kaureata (Senior Economist (Budget Unit), Nuntaake Tokanauea (Economist, Policy Unit), Kurinati Ktiroa (Aid Coordination Unit), 23/10/2009.

but there is often a gap which is financed out of the Reserve (Revenue Equalization Reserve Fund income). All ministries submit the decisions of their expenditure for next year. The Ministry of Finance and Economic Development (MFED) along with the large ministries such as the Ministry of Internal and Social Affairs (MISA) form the Budget Taskforce which sets the recommended budget levels for cabinet.

2. The Budget Task Force considers past trends and requests ministries to submit new initiatives.
3. The ministries formulate their budgets by about August. It is difficult to follow this time table strictly because each Ministry has many commitments, and there is often only one staff responsible for budget. In most ministries the formulation of budget is done by costing out planned activities and then fitting that as best as possible to the budget ceiling received. The Secretary is responsible for dividing up the amount between the divisions, and then each Director allocates this to programs within their division. (an officer of MOH, 26/10/2009).
4. All the budgets are consolidated and presented to the Cabinet for approval.
5. Once approved the budget is compiled by the MFED Budget Unit in the budget book.
6. The draft budget book is sent to Parliament to be debated. The Minister of Finance raises and presents the first reading for the Appropriation Bill. The second reading is where there is some debate; the committee stage is where people can question individual figures from individual ministries.
7. When the budget is approved (appropriations bill is passed) parliament issues a general warrant, which gives authority to utilize the budget. The warrant has to be signed by the President, the speaker, and the Attorney General before the first of January.
8. Each ministry is responsible for monitoring spending. Spending capacity is theoretically centralized, and the Budget Unit is responsible for monitoring of actual versus budgeted spending through Attaché (the central financial reporting tool). All the line Ministries are linked to Attaché through the internet. However, most of the Ministries do not post and/or update on time. The Budget Unit has to check the status of the actual versus budgeted spending regularly usually through physical visits to each Ministry site.

The Development Fund Budget Setting Processes

This budget is generally reserved for development or capital projects, i.e. government outlays which are not recurrent in nature. However, in actual fact some development assistance consists of items (such as university school fees, workshop or seminar expenses, consultancy services and others that) are not strictly capital or non recurrent in nature. They are nevertheless treated as development project expenses in the sense that the funds come from overseas donors, and therefore should form part of the Development Fund rather than the recurrent budget. Development funds come from overseas donors, such as Australia, New Zealand, Japan, European Union, ROC (Taiwan) and international agencies like the World Bank, ADB, UN agencies, WHO, Forum Secretariat, SPC, etc. The Kiribati government in some years has contributed to this fund but since 2006 there has been no government contribution (MFED 2008). The MFED ensures security or controls of spending. The donor funding is deposited into 'Development Account Number 4' and no one can withdraw it unless authorized by MFED. This is explained in the Public Finance Audit Control Act.

MFED receives proposals from line ministries and NGOs. Each NGO or private organization has a parent ministry through which it operates. The Project Officers at MFED carry out project appraisals and ensure that they are in line with the ministry strategic plan and KDP.

The Planning Office in MFED then receives the application for further review. For projects greater than \$50,000 review goes to the Development Coordinator Committee. The Development Coordination Committee is made up of all Secretaries in all line ministries. The DCC confirms submissions for approval by cabinet. They will question especially if the assessment of the project is not clear. They may request further refinement of the application particularly in including more detail, especially for big projects which will require proper analysis and research to support them.

MFED submits the development budget to cabinet. They are grouped by ministry. Work for both budgets is done separately but it is represented the same in the budget

book. Unlike the recurrent budget, the development fund budget does not need to be appropriated by Parliament, i.e., its level and composition is entirely dependent on the number of approved projects, and on the availability of funds. However the budget still needs to be tabled in Parliament as a motion.

Alignment of National Policies with CRC, CEDAW and MDG

MDG

The MDG's are mainstreamed in the Kiribati Development Plan 2008 – 2011. The women and child focused MDGs are used to monitor the following key policy areas: human resource development, health, and governance.

The most important strategies for human resource development are 'raising education standards and quality' and 'increase retention of school students to continue on to higher classes or forms' for which indicators include: net enrolment ratio in primary and secondary education, literacy rate of 15-24 years old, and proportion of pupils starting class 1 who reach class 6.

The strategies for health include minimizing child mortality rate, minimizing maternal mortality rate, minimize and eliminate incidence of TB, and minimize HIV/AIDS with corresponding indicators developed for each strategy.

One of the major strategies for addressing governance includes 'improving and expanding attention to women problems/concerns' with the following indicators: incidence of domestic violence, incidence of sexual violence against women, proportion of government budget by gender, status of legislation against gender discrimination, and number of sector plans and policies that incorporate and address gender equality.

These indicators were still in draft form at the time of the PiPP country mission for this Diagnostic Study. Nevertheless, the KDP just lists indicators without much discussion on baseline to monitor progress against and/or details of what is to be achieved (for instance, reduction of child mortality by how much).

CEDAW & CRC

Although these initiatives are not explicitly mapped out in the national policies there were examples of ongoing activities which were in line with these initiatives. The most prominent example we came across was Safenet.

Safenet is a group of all the key partners on Eliminate of Violence Against Women. The aim is to encourage members to develop standard operating procedures to deal with victims of VAW. Safenet members include: Police Commissioner, Director of Public Health, Principle Nursing Officer, Crisis Centre, Director of the Alcoholic Anonymous Family Response, Senior Women's Development Officer at AMAK, Kiribati Catholic Association, People's Lawyer, KWAN, and private lawyers (an officer of MISA).

In the field of education there was also a commitment to the Education for All policy as evidenced in several planning documents.

Assess how well administrative data and monitoring systems at the sector and sub-sector level are coordinated and harmonized; determine the importance of provincial and outer-island issues to the PME system; assess the current child and women focused PME linkages between national-provincial-community levels.

Processes and procedures are currently being established to ensure administrative data and monitoring systems at the sector level are coordinated and harmonized. The National Economic and Planning Office (NEPO) is responsible for monitoring and evaluating the extent to which policy objectives stipulated in the Kiribati Development Plan (KDP) are being achieved by the responsible government agencies. At the same time, there are number of disconnects, including: existing processes still need to be refined; many government agencies either do not collect data and/or do not record information in a systematic way; and there are parallel and disjointed systems in place.

The Line Ministries submit six-monthly reports outlining their achievements in meeting the policy objectives of the Kiribati Development Plan. The National

Economic and Planning (NEPO) is responsible for coordinating the collection, monitoring and evaluation of these reports. There are two types of templates for the monitoring of the KDP that must be completed by the Deputy Secretary of each Line Ministry and head of divisions within each Line Ministry. These reports outline progress in implementing the relevant activities stipulated in the KDP and serve as an indication of how the allocated financial resources have been spent. The Head of each Division submits completed templates to his/her Deputy Secretary. The Deputy Secretary in turn carries out an overall report using submissions from the divisional heads.

The overall report is received by the Technical Support Team (TST) within the policy unit of NEPO. The TST includes statistics, accountants, and all senior NEPO Officers. The TST is responsible for reviewing the submissions and also giving input for the government six month report, which is a compilation of all ministry reports. Majority of the government agencies have been reporting. For instance, in 2008 four out of nineteen Ministries did not report (PSC, Line and Phoenix, Office for the President, and House of Parliament), but in 2009 only one did not report (PSC). The statutory bodies such as AG, judiciary, house of parliament are the weakest in reporting.

There are a number of outstanding issues. The two templates still need improvement. Even after the third round of these reporting, responsible officers still do not understand how to fill in the questionnaires properly. NEPOS often receives many incomplete submissions. NEPO has carried out a number of workshops on the formulation of templates. Nonetheless aspects of the template still need revision (an Economist of NEPO, 23/10/2009). Furthermore, the indicators to measure progress in achieving the KDP objectives are still in draft form (Officers of NEPO 23/10/2009).

The Education and Health Sectors are one of the few sectors where processes and procedures are in place to coordinate and harmonize M&E internally. Kiribati Education Management Information System (KEMIS) is an AusAID Project, and started in 2004. Previously, the MOE did not collect information in a systematic way and stored the data collected in Excel. Since KEMIS started, the Statistics and IT division of KEMIS sends out the survey in February when the schools start and expect to receive it at the end of March. But this is very slow so it can go up to July

of September. There are 17 high schools (including 7 in Tarama), 91 primary schools and 2 TVET institutions. The MOE has four District Education Officers in South, Central and North Tarawa, and the Linnix District (Line and Phoenix Islands). They are responsible for following up on KEMIS survey while on annual visit to each school. The data entry starts as soon as the forms arrive. If there are problems, like incompleteness the Ministry notes these and sends back the forms, so principals can refill the missed sections. The processing of the data is all automatic, and there is an automatic format for the Statistical Digest. The Digest is released at the end of October (between July-October) depending on the return rate. The return rate is approximately 70%.

Although MOE organizes a conference, or a principals' workshop for training at the end of each year, the high turn-over rate of principals has meant some principals do not know about the KEMIS survey. The format of the questionnaire still needs to be revised. For instance, some people commented that data was duplicated and they felt it a poor use of their time to fill in duplicate data on separate forms.

One of the four major components of the Kiri-EU project in the health sector has been to establish the Health Information Management System. The HMIS was introduced when clinics were being set up as part of the project, and a system was needed to manage the clinics. The HMIS includes data for surveillance, and the dispensaries on the Outer Islands. At the time of the interview, the data was deposited in an excel spreadsheet sent via email. The data was initially collected at the Health Management Centre in Bikinibeu and sent to the hospital. But the hospital has also adopted the database. The data collected informs the Kiri-EU project team's six monthly program, performance measurement report (on finances and activities) submitted to the EU, the Kiribati government, and the Project Managers. The nurses' survey and the Health Facility Committee reports are used to check on the state of infrastructure. Surveys are also used as post project evaluation on the effectiveness of the training (a Coordinator Kiri-EU, 05/11/2009).

The PiPP Diagnostic Study Team was also able to gather some evidence of information sharing at an interagency level. For instance, the Ministry of Education uses the census data from and provides school enrolment data to the National Statistics Office. A number of information sharing processes have in place preceding

Safenet. For example, Catholic Women's Home informs the police every time a woman seeks refuge at the Home and when a woman chooses to return to her home or the outer-island (Sister Rosarine, Catholic Women's Home). Similarly, the Adolescent Health Development, a South Pacific Commission led program under the Ministry of Health, draws on MHMIS to gather information on rate of sexually transmitted infections and teenage pregnancy.

However, systematized and regular sharing of information and M&E is still lagging. The MOE and Kiribati Protestant Church both measure school performance and facilities and yet only communicate on an irregular ad hoc basis, with no established mechanism to share information, or assist each other in managing schools (as far as was evident from two interviews). The Government does not have much influence over the church run schools. There are only 3 government high-schools and 14 church schools. Following up with church schools in the outer islands is much more difficult than in Tarawa (Senior Education Officer for Statistics and IT, Ministry of Education, 29/10/2009). The KPC monitors the development and running of schools. Inspections are usually at the end of the year, there is a physical inspection of the buildings, and also a review of the teaching staff and the performance of students.

Stronger links between sectors have been hampered by poor information systems. For example, the courts keep everything in hand-written notes in registers and notebooks, thus making it difficult to share information on domestic violence and juvenile justice cases in any kind of organized way (Officers of Ministry of Justice, 10/11/2009). The Public Service Organization compiles annual confidential reports that Secretaries in each Ministry complete every year on staff performance, there is no system for data repository (a PSO Officer, 5/11/2009).

The Local Government Division, Ministry of Internal and Social Affairs is responsible for auditing for the financial statements for 23 councils, conducting council level elections, and facilitating the implementation of activities as per the MISA strategic plan. For instance, the Division prepares annual financial statements and checks against the annual budget, before signing and then sending back to the councilors to implement. There are 23 island councils, three in Tarawa are the BTC, TUC and North Tarawa. In the Gilbert Islands there are 19 plus Banaba. In the Phoenix and Line Islands there are three island councils: Christmas Island, Fanning and

Washington. Each Island Council has a clerk that does administration, a treasurer that controls the island and state funds, and an assistant treasurer. Because of the limited budget of the Government of Kiribati, support from donors is critical in financing development projects in the provinces. The funding allocated to the Division within MISA is not proportionate to the size and responsibilities of the division. Furthermore, communication between Tarawa and the island councils are hampered by the frequent delays and cancellation of flights which hamper regular exchanges of reports. CB radio contact with the Phoenix and Line Islands is on-and-off so communication is very hard (a MISA officer, 26/10/2009). The MOE faces difficulties in ensuring church-based schools in the outer islands complete the surveys that feed into KEMIS. At the same time, as part of EDF 9, the Kiri-EU project has established 74 clinics in 18 islands and is training outer island staff (Coordinator Kiri-EU, 05/11/2009). This is in line with a key health-related component of the KDP 2008-2009 to improve access to medicines and intermittent services in the outer-islands (Government of Kiribati, 2008, pp.10).

Examine the public sector environment and whether it makes it easy or difficult for managers to perform to high standards and to be held accountable for their performance – incentives for stakeholders to take M&E seriously, strength of demand for M&E.

Current public sector environment and incentives to take M&E seriously

The fact that NEPO is functioning as designed, and a M&E Officer is doing her job well is creating a demand for the six-monthly reports and perhaps can be seen as an incentive. The priorities and attitude of the Secretary of a ministry makes a big difference. For example the new MISA Secretary seems to be particularly effective, and his attitude and responsiveness to issues can be noted in several comments from his directors. There are also 'condition of service' regulations, which are essentially disciplinary procedures, such as suspension, suspension without pay, termination and dismissal.

However much of this initiative is strongly donor driven, and therefore tends to focus on sectors with greater donor interventions. Several commentators noted the need for improving quality and timeliness of the data. In particular AusAID who highlighted

the link between using data to drive decision making and the Cairns Compact which advocates such an approach.

Despite this some ministries are performing poorly in terms of M&E the situation is compounded by the apparent limited consequences for non performance or failure to report in this regard. However, there are some example to the contrary that show that the Government is trying to improve in this regard for example the previous Director of KIT was dismissed for misappropriation of funds. AusAID now has a strengthening project in the Ministry to create policy, and strengthen KIT with an expat headmaster. So perhaps this is the consequence of not performing – in that non performance can lead to greater intervention by donors.

Reforms underway that need stronger emphasis on M&E

Kiribati is now in the period after the ADB Public Sector Reform Project (PSRP) where AusAID has stepped in to create the KDP and now its indicators. The system is being taken up at various speeds and capacities by the different ministries. As mentioned above there has been much progress in Health and Education with the support of donor partners.

There are also positive signs in other key Ministries, for example 'Juvenile Justice' training started with magistrates in 2003. Previously juvenile offender cases were not handled well or competently. The corporal punishment would happen three months after the judgment was made, and in many of the outer islands, it was the punishment of choice for youth. Since officials at the Ministry of Justice participated in a South Pacific Child and Youth Courts training in 2005/2006, the decision was made to reconfigure the schedule of South Tarawa court sittings and establish a separate day for youth court sitting. Each day of the week is allocated for specific types of cases such as criminal on Mondays, civil on Tuesdays, youth court sitting on Thursdays. UNICEF has carried out trainings on Juvenile Justice (JJ) issues for the court clerks, social welfare officers, police, counseling (KCA), peoples' lawyers, and private lawyers and the AG's office.

Determine the main aspects of the public sector management that the PME system supports strongly: (i) budget decision making, (ii) national or sector planning, (iii) management, and (v) accountability.

The existing PME system is at a stage where monitoring and evaluation mechanisms are still being established, and reporting needs to be standardized, and made relevant for planning purposes. Nevertheless, the PME system is supporting, to varying extents, budget decision-making, national and sector planning, management, and accountability systems.

The KDP and corresponding Strategic Plans at the Ministerial level are not costed out (and/or provide some indication of tentative costs in implementing each strategy). Nevertheless, the Monitoring and Evaluation Officer at the National Economic and Policy Office is responsible for ensuring all the Ministries report on the Kiribati Development Plan on a bi-annual basis whereas the Budget Unit is responsible for ensuring Ministries report on actual versus budgeted spending. According to discussions with officials at NEPO and Budget Unit, the fact that both NEPO and the Budget Unit are housed at Ministry of Finance and Economic Development ensures that the budget is aligned with the KDP and that progress in implementing the KDP is closely monitored from both a policy and expenditure perspective. According to the Senior Economist at the Budget Unit, “reporting is a good indicator of progress – how much has been spent. It also shows how money has been used”. At the same time, the linkages between PME and budget decision making at the Ministerial level is less developed. Much depends on how budget allocation decisions are made within Ministries and by individual Secretaries. Budget allocation decisions are also contingent on availability of donor funds. For instance, as the Acting Director of Public Health at the Ministry of Health and Medical Services described: “MHMS receives 16% of the total KIG budget. This is barely sufficient for covering overhead costs let alone for implementing projects. Previously only 3% of all funds for health from the KIG went to preventative health care, most goes to curative. Therefore most of operational elements of activities are donor funded” (a MOH Officer, 26/10/2009).

At the national level, the Kiribati Development Plan 2008 – 2011 not only specifies the strategies to address the problems and issues presently facing Kiribati, it also

points to the importance of carrying out monitoring and evaluation so that “activities are undertaken regularly and resources put into planning are not wasted” (Government of Kiribati 2008, pp.41). Chapter Five of the KDP describes the system that is in place to monitor and evaluate the status and progress of development in each key policy area. According to the KDP and as triangulated through discussions with officials at NEPO, NEPO is responsible for coordinating the compilation of the progress reports from each Ministry. A task force within NEPO is responsible for analyzing the reports and making comments and recommendations for submissions to the Cabinet through the MFED. The KDP provides reporting templates for the progress reports (which are the same as templates for the Ministry Operational Plans) and indicators to ensure Ministries are meeting intended targets per key policy area and corresponding strategy. These indicators were still in draft form at the time of the PiPP country mission. As pointed out above in component three of the TOR, the KDP is interpreted at ministerial level into Strategic Plans, these typically run for 4 years. Based on the Ministerial Strategic Plan (and thus the KDP) the Ministerial Operational Plan (MOP) is developed each year, and from this divisional work plans. Furthermore, the Ministries of particular relevance to this study such as MHMS, MOE, MISA, and MOJ are reporting progress in implementing their strategies on a regular basis.

Similarly, in sectors such as Education and Health, systems such as KEMIS and HMIS exist to gather data on the performance indicators for measuring progress. Nevertheless, the linkages between research, monitoring and evaluation in informing planning are still not well developed. For instance, the KDP 2008 – 2011 includes a brief synopsis of the six key policy areas from the previous KDP 2004 – 2007 which has not been updated. The discussion suggests that there has been slow progress in achieving the vast majority of the strategies developed to monitor progress in achieving the intended outcomes for each key policy area. An analysis of the document suggests that there is considerable overlap between the key policy areas in the KDP 2004 – 2007 and those in KDP 2008 – 2011. Nevertheless, prioritization by donors and in the international development arena at large seems to have dominated the formulation of the KDP 2007 – 2011 rather than an evaluation of performance in meeting the intended objectives in KDP 2004 – 2007. Similarly, it was not clear from discussions with officials in relevant, line Agencies such as MHMS and MOE how information collected through KEMIS and HMIS are in turn, influencing the planning processes. In this regard the current PME system at the national and sector

level, even in areas where it has been developed, is still output rather than outcome based.

Reporting is increasingly being used as a part of broader staff management. Performance review techniques are used in some Ministries such as MHMS, MOE, and MISA as pointed out above in TOR 5. However it is not clear to what extent reporting is or can plausibly be linked to condition of service where broader concerns over interpersonal skills, attitude towards work in general, flexibility in adapting to new unforeseen challenges, and ultimately political concerns over the public service being a major source of employment are likely to dominate.

However, as will be discussed in TOR 12, accountability is strong for the KDP, because there is a dedicated staff member on M&E reporting, and it is regarded as a priority by government and donors.

Describe the women and child focused M&E indicators and tools in current use, their scale, cost, utility and focus.

There is no single source for this information. Like in all the countries visited women and child focused indicators and data have to be compiled from other sectoral data sources. The following table summarizes the potential sources of this data. Information on how the data is stored, reported and potentially extracted is in the next section.

M&E Indicators and Tools in Current Use	Scale	Utility	Focus/Objectives
Kiribati Development Plan 2008 - 2011	National	Overarching Framework for planning, monitoring and evaluation in the country.	MDG and CEDAW (albeit mentioned indirectly). The indicators are related to MDG 2
Ministry of Health and Medical Services, Strategic Plan	Sectoral	Framework for an overall sectoral approach to health.	Health focused – therefore several indicators relevant to women and child ranging from infection data by sex to infant mortality, maternal

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			data etc.
Adolescent and Sexual Health Annual Stakeholder Review (AHD)	Sub-sectoral	Preventative health.	Track the development of sexual health related issues.
Ministry of Education, Strategic Plan	Sectoral	Framework for an overall sectoral approach to education.	Education focused – therefore several indicators relevant to women and child ranging from enrolment data by academic achievement by age and sex.
Ministry of Justice	National	Mainly domestic violence – where reported.	Legal focus

Determine the compatibility between DevINFO and the existing software used by the National Statistics Office, Finance, National Planning and Sector Ministries and the potential for DevINFO roll out along with other software’s to improve case management systems, in particular in the area of justice for children and child protection.

Government Agency	Existing Data Repository	Views on Compatibility with DevINFO
National Statistics Office	PopGIS	The National Statistics Office was the only government agency which has heard of DevINFO Currently, very reliant on SPC to provide support via PopGIS
Budget Unit, MFED	Attaché	
NEPO, MFED	Word and Excel	Data from excel can be loaded into DevINFO
Ministry of Health and Medical Services	Still in the process of developing HMIS. Currently exists in excel format.	Data from excel can be loaded into DevINFO
Ministry of Education	KEMIS	Reports can be extracted in excel and then loaded into DevINFO

Ministry of Internal and Social Affairs	Word and Excel	Data from excel can be loaded into DevINFO
Ministry of Justice	Currently handwritten registers	Data would need to be directly entered or via an intermediary tool such as excel.

Assess the quality of any child and women focused research, monitoring and evaluations conducted in country since 2000.

The following reports were identified as containing useful baseline data that was child and women focused. Almost all of the reports were commissioned by a UN agency, usually UNIFEM or UNICEF. Much of the data was based on surveys that are not necessarily undertaken on an annual basis, therefore, could only be used as long term progress indicators on specific issues. The quality of the surveys sighted was good.

- Situation Analysis of Women and Children – UNICEF
- Status of CEDAW
- Kiribati FHSS
- Child Protection Baseline
- Child Exploitation Study
- Adolescent and Sexual Health Annual Stakeholder Review (AHD)
- The Role of Peer Education in Condom Use Among Young People in Kiribati
- Kiribati Status of women report 2002
- Gender Impact Study on Trade – Kiribati

The following reports were identified as containing useful baseline data that was not necessarily child and women focused but did contain elements that were useful to women and child policy monitoring. All of the reports were funded by a donor usually AusAID or the ADB. Much of the data was based on surveys that were undertaken on an annual basis, therefore, could be used as short or medium term progress indicators on specific issues. The quality of the surveys sighted was good.

- Kiribati Poverty Analysis Report
- HIES 2006
- Census 2005
- Census 2005 Analytical Report

Determine who is responsible for collecting performance information and conducting evaluations; any problems with data quality and reliability or with quality of evaluations conducted; strengths and weaknesses of local supply of M&E; key capacity constraints and the government's capacity priorities; incentives and strength of demand for child and women focused PME.

Who

The NEPO office collates the relevant PME data, although nobody is tasked with collating women and child specific data. Data collection is done by the statistics office as well as the line ministries themselves especially in the case of health and education.

Occasional data is often gathered by consultants undertaking a donor funded study e.g. AHD study and GBVCA studies.

Quality, reliability, strengths, weaknesses and capacity constraints

Our assessment is that the reporting is limited but improving in a general sense, as the Government has only just started reporting for KDP, so it is in the process of developing this capability.

There are some well established systems – like MHMS and KEMIS that are also in the process of improvement, however, there is nothing dedicated to a women and child specific focus.

Incentives and strength of demand

Getting stronger, but this is facilitated by donor funding, or is donor driven. There was little evidence of demand in a coordinated or well articulated manner from civil society.

Assess the levels of participation of children, young people, and women in planning, monitoring and evaluation.

Planning is usually an inclusive part of Government with activities such as summits (e.g. the Kiribati National Education Summit) being the norm. However, beyond the large national plan there is little inclusivity of parties outside of Government. Nevertheless, there is a high participation of women in the government systems.

Women are also well represented through NGOs working on children, young issues for example:

- AMAK – a system totally comprised of women.
- KFHA – survey of young people, participation of young people in youth activities
- Division of Youth – operates in an inclusive way
- National Youth Panel – the umbrella to all youth organizations in Kiribati, and the mechanism through which government liaises on youth issues.
- Youth activities under the churches are strong and participatory and would link into the National Youth Panel.
- Red Cross – are planning to have a youth member on their Governance Board.
- NEPO – many of the staff are women such as the M&E officer, Aid Coordination Officer, the Senior Planning Advisor

There are many women throughout the government system, especially at middle management roles such as director, or senior officer level.

Describe the intent and extent of donor support for PME in recent years; donor projects that support PME at the whole of government, sector or agency levels.

Donors are playing a major role in supporting the current Planning, Monitoring and Evaluation systems in Kiribati by providing the necessary finances, and by proactively being involved in and demanding the development of PME systems. Such support provided is often a part of broader donor involvement in the country as well as in line with regional and global commitments to make development aid more effective.

Donor support has been critical in financing development projects in the country. The Development Budget of the Government of Kiribati is financed by bi-lateral and multi-lateral aid (Ministry of Finance and Economic Development 2008). For instance, the Ministry of Education receives the largest portion of total Government budget every year (2008 \$20m out of Government total budget of \$80m). Fifty percent (\$10m) goes to basic education level but 96% of this sum goes to costs of teachers alone. A minimal 4% is allocated for provision of resources². In such a context, donor support in the education sector has been critical. Similarly, much of the ongoing projects in juvenile Justice, Violence Against Women, and child protection are heavily supported by donors such as UNICEF, UNFPA, SPC, AusAID, NZAID amongst others as is illustrated by the Table below

The development of the KDP 2009 – 2011 is jointly funded by the UNDP and AusAID. The KDP includes six key priority areas, outlines issues and corresponding strategies, and points out the government agencies as well as development partners responsible for implementing each strategy. One could argue that this clearly identifies which donors are responsible for what and provides an important way for

² Ministry of Education (2008) 'National Education Summit Outcomes', AusAID, NZAID, EU, and USP.

both coordinating and harmonizing donor support as well as ensuring donor support is aligned with government priorities (Government of Kiribati 2008). At the same time, the fact that there is at least one donor identified for each issue and corresponding strategies provides further testament to the role of donors in driving PME systems. Furthermore, AusAID is also funding the drafting and finalization of indicators to measure progress in implementing the KDP, which will in turn form the basis for the bi-annual reports submitted by all government agencies. The intent and extent of donor support varies considerably. While some donors are focused on specific sectors and/or projects, others such as AusAID work through other donors and regulatory organizations rather than through the bilateral program.

Examples of Women and Child Focused Projects at the Whole of Government and Sector Level

Projects	Donors	Intent and Extent
Kiribati Development Plan	AusAID and UNDP	Overarching development plan
Indicators for Kiribati Development Plan	AusAID	Measure the progress in implementing strategies outlined in and achieving the objectives of the Kiribati Development Plan 2008 – 2011
GBVCA Project, Community Development Service Division	Funded by AusAID and UNFPA. Managed by the SPC.	Coordinated the study Family Health and Safety Study and the development of National Action Plan to implement the recommendations of the study (Maere Tekarene, GBVCA Project, CDS, MISA).
Youth Division, MISA	Funded by UNICEF	Currently implementing projects on PAPE and child protection
Ministry of Education	Numerous donors and projects, but from PME perspective. Funded by AusAID UNESCO	KEMIS Education For All, Ministry of Education
Kiri-EU	EU, AusAID, UNFPA	Help establish 74 clinics in 18 islands and managed through the health management centre in Bikinbeu;

		<p>Training of nurse aids to medical assistants on Integrated Management of Childhood Illnesses and RHTR;</p> <p>Medical Equipment; and establishment of Health Management Information System.</p>
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Apart from Taiwan, PME constitutes an important component of the support provided by donors both at the whole of the government and sector levels. This is because of commitments made by donors under the Paris Declaration and ensuing Accra Agenda for Action at the global level, and Cairns Compact at the regional level. The key objective of the Cairns Compact, as agreed on 4th – 7th of August 2009, is to drive more effective coordination of available development resources from both Forum Island countries and all development partners, centered on the aim of achieving real progress against the MDGs.

Nevertheless, the donors are also contributing to disconnect in the existing PME system. Multiple and disjointed donor-led projects continue to demand significant and conflicting reporting requirements on the government. For instance, the Ministry of Education is responsible for monitoring the implementation of the KDP, MOE Strategic Plan as well as the UNESCO Education for All. The MOE releases Digest of Education Statistics to monitor the performance of schools and against the indicators specified in the KDP and MOE strategic Plan. However, the 2008 Statistical Digest was a compilation of statistics gathered from schools and was not explicitly related to performance targets/indicators in either the MOE Strategic Plan or the KDP. The only systematic reporting that was carried out was against UNESCO’s ‘Education For All’. While the data collected provide valuable insights on the eight goals of Education For All, there was no discussion of how these are aligned with the indicators developed through national level consultations (that were carried out in formulating the Ministry of Education Strategic Plan) and as specified in the Kiribati Development Plan³.

³ Refer to: Ministry of Education (2008) Digest of Education Statistics 2008, Statistics Unit, Ministry of Education, Tarawa.

Although there is considerable momentum to carry out joint projects, this requires consolidating all programs into one to coordinate multi-donor support. This is particularly difficult when there are inconsistencies in planning procedures, guidelines and indicators within and between different donors. For instance, in family planning and safer motherhood sectors, instead of the UN agencies agreeing on common indicators, the indicators for antenatal care for UNFPA is eight visits where as the WHO is four visits. “In reality there are several different organizations in the same market. People have power and careers and they need to legitimize themselves. Groups tweak issues and try to pass them off as unique even when the work might be the same” (a UNICEF officer, 23/10/2009).

Draw conclusions and recommendations: overall strengths and weaknesses of the child and women focused PME system; its sustainability, in terms of vulnerability to a change in government, for example, how dependent it is on donor funding or other support; current plans for future strengthening of the M&E system; and optimal PME capacity and aid modalities.

Processes and procedures are currently being established to ensure administrative data and monitoring systems at the sector level are coordinated and harmonized. The National Economic and Planning Office (NEPO) is responsible for monitoring and evaluating the extent to which policy objectives stipulated in the Kiribati Development Plan (KDP) are being achieved by the responsible government agencies. At the same time, there are number of disconnects, including: existing processes still need to be refined; many government agencies either do not collect data and/or do not record information in a systematic way; and there are parallel and disjointed systems in place.

The existing PME system is at a stage where monitoring and evaluation mechanisms are still being established, and indicators need to be specific, measurable, achievable, results based, and time-bound (SMART). Nevertheless, the PME system is supporting, to varying extents, budget decision-making, national and sector planning, and accountability systems.

Donors are playing a major role in supporting the current Planning, Monitoring and Evaluation systems in Kiribati by providing the necessary finances, and by proactively being involved in and demanding the development of PME systems. At the same time, donors are also contributing to the existing disconnects between planning, monitoring and evaluation.

There could be better IT supporting reporting initiatives, and this in turn would make information more useable for planning and in MISA, NEPO, MOJ in particular.

Overall strengths and weaknesses

- Small size and small number of people working in each sector assists in better coordination.
- Lack of studies – though they do the Situation Analysis on Women and Children and the FHSS.
- Policies in draft form.
- Using TA from overseas that have not been able to satisfactorily complete the work and having to re-do the work – e.g. Youth Policy, and CEDAW report.
- Need more roundtable partner meetings, e.g. in the women’s sector – UNICEF, UNIFEM, Anne Kautu, WHO
- More communications and they have to be quarterly
- Donors must coordinate better
- Standardized reporting that includes feed-in for next year’s planning
- Need to take better advantage of opportunities for gender mainstreaming.
- Need IT and software to support information systems and PME, especially in MISA, MOJ, NEPO, and Ministry of Labour.

Suggestions

This suggestion is specifically in terms of women and child monitoring. We recommend strengthening a specific line agency (probably the Ministry of Internal and Social Affairs, specifically the Women and Youth Divisions). For these divisions this report could be used as the basis for preparing an action plan which would be at its core a list of core regular indicators of direct relevance to these divisions and their current policy agendas.

Our analysis suggests that some of the data is available but is currently collected by other sectoral agencies, specifically health, education and the Ministry of Justice. If the Women and Child specific data sets that were regularly collected could be collated by the line agency suggested above then this could form part of specific Women and Child Focused PME system that operates using the existing systems but is more narrowly focused. This could be done with the support of DevINFO.

The first step in this process would then be to identify what these specific indicators would be and to hold a roundtable with the key stakeholders in both Government and in the donor agencies to discuss the best method of collation and reporting. As mentioned above this could be through DevINFO or it could be via the incumbent system of performance reporting. This would be a matter for the Government to decide.

List of interviews held in Kiribati

Date	Name	Position and Organization
23/10/09	Timmi Karekieki Tangtang Kaureata Nuntaake Tokanauea Norma Yeeting Kurinati Ktiroa	Director, National Economic Planning Office Senior Economist, Budget Unit Economist/Monitoring and Evaluation Officer, National Economic Planning Office Economist/Consultant, National Economic and Planning Office Aid Coordination Unit Ministry of Finance and Economic Development
23/10/09	Nuntaake Tokanauea	Economist/Monitoring and Evaluation Officer National Economic and Planning Office Ministry of Finance and Economic Development
23/10/09	T. Tiora	Director of Statistics National Statistics Office
23/10/09	Thomas Jensen	Communication Specialist UNICEF
26/10/09	Amina Uriam	Director Local Government Division Ministry of Internal and Social Affairs
26/10/09	Ross Craven	Country Representative UNIFEM
26/10/09	Revite	Acting Director of Public Health Ministry of Health and Medical Services
26/10/09	Maere Tekarene	GBVCA Project (AusAID, UNFPA & SPC) Community Development Service Division Ministry of Internal and Social Affairs
26/10/09	Teretia Baraniko	Administrative Assistant Officer World Health Organization
27/10/09	Mauea Wilson	Senior Youth Development Officer Youth Division Ministry of Internal and Social Affairs
28/10/09	Berenike Iuta	Child Protection Officer UNICEF
29/10/09	Joanne Craigie	AusAID
29/10/09	Kumon Tarawa	Foundation of the Peoples of the South Pacific Kiribati
29/10/09	Kinta Eram	Senior Statistics and Project Officer Statistics and IT Section Ministry of Education

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29/10/09	Dr. Baranike	Head Gynaecologist National Hospital of Kiribati
30/10/09	Roko Timeon	Executive Director KANGO
30/10/09	Katikora Moatau	Magistrate Judiciary
30/10/09	Teunaia Ieremia	Community Policing Police and Prisons
30/10/09	Rob Kaiwai	NZ High Commissioner
02/11/09	PK Tsai	International Cooperation and Development Fund
02/11/09	Bereti Awira	NZ High Commission
03/11/03	Abitara Tekeke Taboneao Bataroma William Fuata Vani Dulaki	Youth Project officer Programme Officer (Acting Executive Officer) East and South East Asia Regional International Planned Parenthood Federation
03/11/09	Maoto Metei	Adolescent Health Development Ministry of Health and Medical Services
04/11/09	Teurakai Ukenio	Community Development Services Division Ministry of Internal and Social Affairs
04/11/09	Kiata Kabure	CEDAW Advisor Ministry of Internal and Social Affairs
04/11/09	Anne Kautu	Senior Women's Development Officer Ministry of Internal and Social Affairs
05/11/09	Bwatetaake Taatoa Watati Irata	Acting Director Senior Labour Officer for Workplace Relations Senior Labour Officer for Employment
05/11/09	Bingtong Tonganibeia	Public Service Office
05/11/09	Angaraoi Bureita	Principal William Coward High School
05/11/09	Rodney Yee	Coordinator Kiri-EU
05/11/2009	Kevin Downie	Kiribati Institute of Technology
06/11/09	Tiaren Kienene	Board Member Red Cross
10/11/09	Sister Rosarine	Catholic Women's Home
10/11/09	Erite Awira	Juvenile Justice Trainer Judiciary
10/11/09	Meita Beiabure	Child Education Officer Kiribati Protestant Church

**PLANNING, MONITORING AND EVALUATION OF
GOVERNMENT SYSTEMS**

**A WOMEN & CHILD FOCUSED PERSPECTIVE
BASELINE DIAGNOSIS**

SOLOMON ISLANDS



December 2009

Acronyms

MOFT	Ministry of Finance and Treasury
MTDS	Medium Term Development Strategy
RAMSI	Regional Assistance Mission to the Solomon Islands
MEHR	Ministry of Education and Human Resources
MWYC	Ministry of Women Youth and Children's Affairs
MRD	Ministry of Rural Development
MHMS	Ministry of Health and Medical Services
MDPAC	Ministry of Development, Planning and Aid Coordination
CNURA	Coalition for National Unity and Rural Advancement (incumbent regime)
ACU	Aid Coordination Unit (in MDPAC)
SIG	Solomon Islands Government
DAD	Development Assistance Database (MDPAC and UNDP)
TA	Technical Assistance
HDP	Human Development Programme (SPC)
DV	Domestic Violence
CA	Child Abuse
SA	Sexual Assault
VAW	Violence Against Women
EVAW	Elimination of Violence Against Women
DHS	Demographic Health Survey
NST	National Skills Training
LRC	Law Reform Commission
NACC	National Advisory Committee on Children
PSO	Public Solicitor's Office
FHSS	Family Health and Safety Study
RRF	Results and Resources Framework
MOV	Means of verification (for an indicator)
NCD	Non-Communicable Diseases
HIS	Health Information System
SIMIS	Solomon Islands Malaria Information System
JAR	Joint Annual Review
HSSP	Health Sector Strategy Plan or SWAP? [check]
PAF	Performance Assessment Framework (for Education Sector)
EPI	Expanded Programme on Immunisation
SIEMIS	Solomon Islands Education Management Information System
NHSP	National Health Strategic Plan
SINAC	Solomon Islands National AIDS Committee
ESEAR	East and South East Asian Region
FEDU	Finance and Economic Development Unit
TSM	Temporary Special Measures

Examine the genesis of the existing PME system.

The economic and political crisis in 1999 - 2002 coupled with the ongoing post-conflict reconstruction and donor intervention set the stage for the current PME system in the Solomon Islands.

In 1998 the 'Istabu Freedom Movement', a local Guadalcanal militant group, began a violent campaign against people from the island of Malaita with the aim of removing them from Guadalcanal. In 1999 the violence escalated when the Malaitan Eagle Force, a militant group made up of disenfranchised Malaitans, reacted violently. Honiara, along with other parts of Guadalcanal, became lawless and unstable. During the conflict as a whole an estimated 20,000 or more people were displaced and up to 200 killed (UNDP 2004).

The political turmoil quickly escalated into an economic crisis. Government defaulted on a series of obligations that included civil service pay, domestic and foreign debt and provincial grants. The cut in civil service salaries including superannuation commitments further demoralized staff already besieged by the breakdown in law and order in Honiara. GDP fell by 24%, many businesses closed and the central authorities struggled to govern effectively. By 2002 the Government was insolvent.

The government of Solomon Islands approached the leaders from the Pacific Island countries, Australia and New Zealand to help restore rule of law and basic functions of the government. The foreign Ministers of the Pacific Island Forum endorsed a package of assistance to SIG through the Regional Assistance Mission to the Solomon Islands (RAMSI). The goal of RAMSI is, therefore, to assist the SIG improve governance institutions and good governance, and strengthen the government's capacity to improve the living standards of the people of SIG. RAMSI focuses its work on three main areas: law and justice, economic governance and machinery of government.

RAMSI's 'Economic Governance Program' aims to strengthen government finances, encouraging business and economic growth and support for provincial farmers. The Machinery of the Government programs aims to strengthen accountability, efficiency and effectiveness, and responsiveness of the Government, through the following five institutional areas: public service repair and reform; Accountability institutions; Support for parliamentary processes; Electoral system, including institutional support

and civic education; and Provincial governance (www.ramsi.org/node/1).

Since 2003, RAMSI intervention has helped restore law and order in Honiara and Guadalcanal; reprioritize government budget, consolidate and re-negotiate external debt; and allow SIG to re-engage with external donors and international community. Nevertheless, there is increasing concern amongst civil servants that RAMSI and development intervention at large is creating a parallel and at times disjointed system of governance in the country. The extent to which changes introduced by RAMSI are sustainable in the long term and when donor support inevitably phases out is also cause for concern.

At the same time, successive governments have been prioritizing post conflict reconstruction along with broad-based and inclusive economic growth. The current ruling party, Coalition for National Unity and Rural Advancement (CNURA), has endorsed a policy translation and implementation framework, which underpins much of the Planning, Monitoring and Evaluation activities carried out in the Solomon Islands. The five main pillars of CNURA policy translation and implementation framework are as follows: reconciliation and rehabilitation, national security and foreign relations, infrastructure development, social services development, economic and productive sectoral development and protection of civil rights.

Identify the key ministry/ies and other bodies which are key stakeholders in the government's approach to performance management (as regards to services for women and children) and responsible for managing the PME systems and planning evaluations.

This component of the TOR briefly describes the major roles and responsibilities of the key central and line Ministries responsible for managing the planning, monitoring and evaluation systems from a women and child perspective. The key central Ministries are as follows: Ministry of Finance and Treasury, National Statistics, Ministry of Development Planning and Aid Coordination, Prime Minister's Office, Prime Minister's Office, and Public Service Division. The key line Ministries are as follows: Ministry of Health and Medical Services, Ministry of Education and Human Resource Development, Ministry of Women Youth and Children's Affairs, and Department of Social Welfare (Ministry of Medical and Health Services).

Key Central Ministries

Ministry of Finance and Treasury

Ministry of Finance and Treasury provides leadership to the Solomon Islands in financial matters and delivers high quality professional financial and economic services to the Minister for Finance and Treasury, the Government, other Ministries and the wider community. Its aim is to improve the standard of living of Solomon Islanders through economic and financial reforms that grow the economy in a sustainable way. The MOFT is structured as follows: (a) Inland revenue (IRD), and Customs; (b) Economic Development Unit (EDU), Financial Economic Development Unit (FEDU); Statistics Department; (c) Treasury. The 'Financial and Economic Development Unit' (FEDU) was first set up to coordinate governmental and donor response to Tsunami in 2006. Since then, the Unit has been responsible for multi-lateral aid coordination, providing advice to MOFT on promoting aid effectiveness, and carrying out analysis of the macro-economic impact of development programs (an Economist of MOFT).

National Statistics Office

The NSO is an independent unit within the Ministry of Finance and Treasury. The major roles and responsibilities of the NSO are the following: consolidate the statistics of the provinces and ensuring they are comparable; identify, analyze and interpret SI statistical data; disseminate statistical information; coordinator of Solomon Island Statistical System; provide the Solomon Island institutions and the government of provinces with the information needed to implement, monitor and evaluate Solomon Island policies. The major studies and surveys carried by the NSO include: economic (consumer price index, national accounts, government finance, international trade, balance of placement, labor force), population census, household income and expenditure survey, and demographic survey. The NSO also provides information on health and education such as on maternal health; primary and secondary school enrolment; net enrolment in primary education by age; and territory qualifications (<http://www.spc.int/prism/Country/SB/Stats/>).

Ministry of Development Planning and Aid Coordination (MDPAC)¹

As per the Policy statement of Coalition of National Unity and Rural Advancement (CNURA), MDPAC is responsible for the following functions: economic and development planning, human resources planning, aid management and coordination, policy monitoring, population planning and management, and national planning.

The main policy goal of MDPAC is the coordination, formulation, monitoring and evaluation of the National Medium Term Development Strategies (MTDS) and of the annual development budget.

There are four major divisions within MDPAC: division of economic sector, social services division, Aid Coordination Unit, and National Strategic Division. The Social Services division is responsible for the coordination of sector policies and programs in health, education and other cross cutting sectors such as gender, youth, children, law and order. The Division of Economic Sector is responsible for the coordination of productive sector policies and sector programs such as in the national resources sector (Agriculture, Fisheries and environment, Minis), infrastructure development and other economic sector agencies such as tourism to ensure creation and promotion of subsistence commercial programs for community development. The aid that is received by the Government of Solomon Islands is disaggregated into multi-lateral and bi-lateral. The Aid Coordination Unit within MDPAC is responsible for coordinating and overseeing bi-lateral aid. The National Strategic Division is responsible for development budget, national planning, and evaluating development project proposals to ensure that they are aligned with the Medium Term Development Strategy.

Prime Minister's Office²

The PMO processes begin when a government comes to power and sets up its policies. Ministries are responsible for implementing policies and programs as per the policy statement and resources available. The PMO is the focal point for policy, and high-level documents such as CNURA Policy Statement and Translation Document.

¹ Ministry of Development Planning and Aid Coordination (2008) Corporate Plan: 2008-2010', Government of Solomon Islands, Honiara.

Ministry of Development Planning and Aid Coordination (2008) Bi-Monthly Bulletin, Issue No.1, November 2008, Government of Solomon Islands, Honiara.

² This has been compiled through minutes of meeting with Mr. Gregory Rofeta, Deputy Secretary, Office of the Prime Minister and Cabinet.

There should be wide consultation in creating a policy statement, but the current government, CNURA, came into power after a no confidence vote. This limited the government's ability to carry out widespread consultation. Nevertheless, according to Jude Devesi, Government Advisor at UNDP, there has been considerable policy stability despite the fragility of the political systems in the country.

The role of the PMO is to:

- Ensure that annual reports are submitted to the Parliament, and are endorsed by the Cabinet before being tabled in the Parliament by June of each year.
- Any new policies must be put in a paper and submitted to Cabinet.
- Ensure implementation of cabinet decisions, and that these decisions are in turn aligned with the government's policy statement. The PMO sends out the weekly cabinet meeting conclusions to Ministries.
- Monitor the implementation of cabinet decisions, but this has been thwarted by the lack of staff in the PMO. There are currently three policy officers sharing 24 Ministries. For instance, the MDPAC sends the annual report to PMO.

Key Line Ministries

Ministry of Women, Youth and Children's Affairs

The Ministry has four major divisions: Women's Development Division (WDD), Children's Development Division, Youth Development Division, and Research Planning and Policy Division. The MWYCA was established in 2007, after the international day for women.

The major role of Women's Development Division is to facilitate, coordinate, and implement activities that provide opportunities that empower women to fully participate in the country's development. In particular:

- Policy, Advisory and Coordination: formulating, prioritizing and coordinating specific programs for the implementation of the Solomon Islands National Women's Policy and international commitments such as the Global Platform for Action, the Pacific Platform for Action, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The Division works closely with women's organizations or groups in the national

women's machinery to identify and provide gender-based trainings, extend services to women in rural areas, and mainstream gender in SIG.

- Training: provision of skills training, training of trainers, training needs analysis, allocation and disbursement of training funds, financial management of training programs, monitoring and evaluation of trainings.
- Project Planning and Management: WDD works closely with donor counterparts and other stakeholders to manage gender-based projects and research.
- Human Rights & Advocacy: Carry out programs and projects to increase awareness of women and children's rights by utilizing CEDAW and CRC as a basis for advocacy.
- Represent women of the SIG at the national, regional and international level.
- Assistance to Women's Groups: Administers the 'Women's Development Grant' which are deployed for skills training and income generating activities for women in the rural Provinces.

Children's Development Division is responsible for coordinating the formulation, implementation, monitoring and evaluation of the CRC and the child-based Millennium Development Goals. It is also the secretariat for the National Advisory Committee on Children (NACC). The CDD works on four major themes related to children's right and as enshrined by the CRC: development, survival, protection and participation. Because these issues are crosscutting, the CDD works collaboratively with MEHRD, MHMS, AG's Chambers, and Save the Children Australia.

Youth Development Division is charged with the primary responsibility to translate governments policy statements on youth and identify development priorities for youths into a meaningful work plan, coordinate and supervise the implementation of the policy and plan in collaboration key stakeholders, youth groups and organizations, provide information and advice to management on new developments and issues that have policy implications, regular liaison with relevant Ministries, maintain an effective line of networking with other service providers and act as focal point for all stakeholders³.

³ Ministry of Women, Youth and Children (2009) Solomon Islands' National Youth Policy', Government of Solomon Islands, Honiara.

The Research Policy and Planning Division has recently been established. There are three staff members: Director, youth research officer, and child research officer. At the time of the country mission for this study, the Department was looking into adding two staff: communications and research officer and women's research officer. Nevertheless, the mandate of the Division is to act as focal point for data on women, children and youth; develop indicators for monitoring the progress made by relevant government sectors on the implementation of national women, youth and children's policies, and other international commitments; collect necessary data and information to effectively monitor and evaluate women, youth and children's development programs and projects to see if these are reflective of women, children and youth's needs; and ensure that the information is disseminated to governmental and non-governmental stakeholders working on women, youth and children's issues⁴.

Department of Social Welfare⁵

The Department of Social Welfare was established in the 1960s under the British Administration. The Department was started in order to assist women from rural islands who came to Honiara and faced financial and social hardship related to pregnancy, inter-cultural differences between men from other islands and more. In the 1970s, the focus shifted to juvenile service, women's development needs and income generation for youth and women.

Currently, the main focus of the Department is on juvenile justice and child protection. The Department works closely with courts to look after probation of youth offenders; individuals who are facing economic hardship in child dispute and custody related cases; provide assistance in emergency situations such as fires, floods and tsunami; carry out reporting for secondary school students facing economic hardship and recommend the government to remit school fees when appropriate; carry out public awareness campaigns on child protection and family violence.

There are three main units within the Department: Child Protection Unit, Family Unit, and Juvenile Unit.

⁴ Compiled through minutes of meeting with Ms. Ruth Maetala, Director, Research, Planning and Policy Division, 2/10/2009.

⁵ Compiled through meeting with Mr. Aaron Olofia, Director of Social Welfare and Mr. Lester Thompson consultant, UNICEF consultant on child protection and juvenile justice, 09/10/2009.

The Child Protection Unit has guidelines and procedures, but there is no guiding legislation. There are a few sections in the penal code that are relevant, for example underage sex. However these sections are inadequate for child protection coverage.

The Family Unit addresses custody and adoption cases. It works from the Affiliation, Separation and Maintenance Act, which is the Act that requires a social enquiry report to be made. The Unit used to examine the parents but now the focus is on the situation of the child.

The Juvenile Unit focuses on court reports on issues such as fines, bound-overs (a good behavior bond, where offenders are given a time period where they must not commit an offence and must deposit money that is forfeited if they do), conditional discharge, and probation. The unit works from the Probation of Offences Act, which is hardly used. Courts prefer to suspend sentences or send offenders to prison because there aren't enough probation officers.

The Department has several Memorandum of Understandings with the following: Correctional Services (Prisons), Police, on GBV (police, ministries and NGOs), Child Protection (with police, FSC and Christian Care Centre), and Accident and Emergency.

Other relevant ministries

These ministries are important because their many of their plans and activities have women and child focused elements. These elements are discussed in more detail in the next section.

- Ministry of Health and Medical Services
- Ministry of Education and Human Resource Development

Scope annual planning and budgeting processes including use of child and women-focused PME in policy and budgeting, and determine the current alignment of the National Sustainable Development Plan and relevant Government Policies to WFCC, CRC, CEDAW, and child and women-related MDGs.

This component has been sub-divided into planning and budgeting processes and also aims to examine the current alignment of the national sustainable development plans and relevant government policies with WFCC, CRC, CEDAW and child and women-related MDGs.

Planning and Budgeting Processes

Ministry of Finance and Treasury

The Budget process can be categorized into the following thirteen, sequential events outlined in the table below from the launch to the allocation of the budget.

Budget Activity	Description
The Launch of the Budget	<p>The Budget is launched when the Government makes an invitation for submissions from line ministries for funding proposals and staff requirements for each year. This is for both recurrent and the development budget. The recurrent budget unit is housed in MOFT. The development budget unit is housed in MDPAC. MDPAC will analyze development budget applications to check whether they fit the CNURA policy document.</p> <p>The budget baseline is expected revenue. Development budget = expected revenue – (baseline revenue and bids)</p> <p>Each line ministry gets an update of the fiscal position, as well as the aggregate for next year, as well as the base funding.</p> <p>The recurrent budget is a <i>line-item, cash based, input budget</i>.</p> <p>A bid can be a new project, an increase in line item allocation, or a development project not rolled over. Development projects can be greater than one year, but even if they are, they must be re-bid for).</p>
Development of Bids	The line ministries are then given 4 weeks to develop bids.
Funding Decision	At the end of September the expected government revenue figures come in, and the government can make final assessment on what should be funded.
Consultation	Four weeks of consultation are then held. The line ministries liaise with the Public Service Commission (PSC) on staff levels.
Determining of the Development Budget	Once the Recurrent Budget has been determined (made up of debt + baseline + bids) then the MOFT provide the envelope to MDPAC and they determine the Development Budget

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Budget Activity	Description
Recommendation of the Budget to the Cabinet	The budgets, both the Recurrent Budget and Development Budget are refined in MOFT in consultation with line ministries, before being sent to cabinet. The Budget Unit makes recommendations to the Permanent Secretary of MOFT, who then passes this to the Minister. The Minister makes the Recurrent Budget recommendation to Cabinet. The MDPAC carries out the same process with the Development Budget.
Role of the Cabinet	Cabinet meets 2-3 times over the Approved Recurrent Estimate (from the budget unit) and the Approved Development Estimate (from the MDPAC). During this time each minister comes to present his budget to Cabinet for approval. Finally Cabinet agrees upon these budgets. The approved budgets are sent to the PAC.
Role of the Public Accounts Committee	The PAC considers and investigates the budgets for 2 weeks, before sending the budgets to Parliament with a report.
Tabling of the Budget to the Parliament	The budgets are tabled in parliament in the form of an Appropriations Bill for consideration and passing. The PAC report is circulated to all members of parliament to assist in the debate process for this bill.
Passing of the Budget	When the budget is passed it receives Royal Assent and becomes an Appropriation Act.
Ministry warrants for spending	Once ministries have parliamentary authorization through the passing of the Act, the legal authorization for spending is conferred through Accounting Warrants. The Minister of MOFT approves the General Warrant for spending. Once a line ministry receives their General Warrant they can raise cheques through treasury.
Virements	There is a natural level of virement activity in a Cash Input Budget because of the level of detail of the line items, it is difficult to budget to this level of detail and therefore a certain level of need to transfer funds within a budget arises as a consequence. Funds can be transferred within a ministry allocation after undergoing an appropriateness check and with approval of both the Minister of the Ministry and the Minister of Finance. However, funds may not be transferred between the Development and Recurrent budget, funds may not be transferred between the budgeted spending of payroll and operations, and funds may not be transferred between Ministries.
Contingency Warrants	Every year the Cabinet agrees to set aside a certain amount of funds for Contingency Warrants. Contingency warrants provide the power for the Minister of Finance and Treasury to spend money on unforeseen and unbudgeted for circumstances that require redress by the government, such as the floods in Guadalcanal that required flood relief. The exact rules are stipulated in the Public Finance and Audit Act, and in the Constitution.

Ministry of Development, Planning and Aid Coordination

The Solomon Islands government budget is divided into recurrent and development. The MOFT is responsible for recurrent budget, as outlined above, and the MDPAC is for development budget. All the Line Ministries must align their plans and activities with the CNURA policy translation document. The Translation Document feeds into Ministerial corporate plans, which subsequently inform the annual work, plan activities for the divisions within each Ministry. Work plan is composed of projects – recurrent and development. Recurrent budget can also include ‘one-off’ recurrent issues such as conferences and all other operational costs. Development projects are new projects, capital expenditure, investment projects, finite projects where there is a definite start and a finish.

The process of development projects is that all line Ministries submit development budget proposals, following a pre-specified format, to MDPAC. MDPAC carries out project appraisals, and formulates the development budget with funds from the Solomon Islands Government. The Draft Budget document is prepared, submitted to cabinet, and then to the Parliament for debate. Once the Permanent Secretary of MDPAC gives clearance for development project proposals, the project is handed over to MOFT to manage the release of funds.

There are two main sources of funding that finance the government of Solomon Islands work: appropriated funds that have to go to the parliament are gazetted and publicly debated. The non-consolidated or donor funds are allocated directly to the relevant line Ministry.

Bi-lateral aid comes with objectives must be pre-agreed with the government under country strategy for each donor, and aligned with the Medium Term Development Strategy. The donors are expected to consult with planning and relevant line Ministries in formulating their country strategy. However, the donors administer the funds allocated to Line Ministries directly, and there is no need for MDPAC to sign off on the funds or anything else with the projects being donor funded.

The MDPAC is only responsible for the reporting on development projects of the Solomon Islands Government. Each sector is assigned to a MDPAC officer, in either the Division of Economic Sector or Social Services Division, who is responsible for monitoring. The Solomon Islands Project Planning Guide, written in collaboration with David Smith at UNESCAP, Fiji, sets the template for project appraisal to be carried

out by each MDPAC officer. For example, for economic sectors, there is an 'Economic Productive Sector Committee', a sub-committee, that sits every month to assess development projects, expenditure, and progress. The Permanent Secretaries of all the relevant Ministries must attend the committee meetings to report on progress. The officers at MDPAC assigned to the Ministries have to draft project profiles of they have overseen for the year and submit these to MDPAC.

Ministry of Health and Medical Services⁶

The overarching plan guiding Ministry of Health and Medical Services is the five-year, 'National Health Strategic Plan'. The current plan will come to an end in 2010. The six focus areas of the plan are: Public Health, People Focus, Reproductive Health and Family Planning, HIV, Non Communicable Diseases, and Health Systems. The Health Systems includes the following sub-focus areas: Financial Accounting Management, Health Information Systems, Infrastructure, and Hospital Services. The Strategic Plan was developed through workshops held around the country, including in the rural provinces. The Plan is a collation of inputs provided by: all health workers, provincial directors, provincial governments, nurses, NGOs, WB, Taiwan, WHO, AusAID, UNFPA, UNICEF, SPC, JICA, SCA, SIPPA.

The Annual Operational Plans are developed from the Strategic Plan and monitoring and evaluation reports submitted by each Department. The Planning Division develops templates and then departments and provinces fill in work plans. The templates include objectives, outputs, activities, timeframe, cost and funding source. The templates are revised every year and simplified for the provinces. The Annual Operational Plans is a collation of all the work plans.

The head of each department must submit progress reports. The MHMS used to have quarterly reporting but because of staff shortages and lack of capacity, it has had to rely on semester and annual reports. The Semester and Annual Reports are the background documents to planning work. The MHMS also carries out a situation analysis, which is generally subcontracted to a consultant to do the analysis and highlight issues in a paper. The situational analysis is presented in the National Health Conference, or in the National Health Strategic Plan workshop, held every five years. However, there has been no situational analysis carried out in the last five

⁶ Compiled through minutes of meeting with Abraham Namakori, Director of Planning, Ministry of Health and Medical Services, 5/10/2009.

years. Instead, reviews of projects including those carried out by AusAID are being presented.

Budget and planning go hand in hand, but in planning have the main activities; budget breaks it down into cost centers. The MHMS is meant to have a prepared and costed annual plan ready to be implemented by the time MOFT announces the budget ceiling. However, this year there has not been anything prepared in advance of the budget ceiling. “This is because previously the planning have had the experience of putting a lot of time into plans, but are de-motivated once the budget ceiling is announced and it is inevitably well below the requirements. Plans in the health sector need to be very technical and a time consuming exercise. Many staff members therefore feel developing a detailed plan is a waste of time, and just wait for the ceiling and budget to that” (a MHMS officer, 5/10/2009).

The SWAp in the health sector is still being developed. A major hindrance has been the many donors involved in the health sector, and the tremendous pressure being imposed on the MHMS to carry out reporting as per individual donor requirements. In order to strengthen donor coordination and harmonization, however, a Joint Annual Performance Review as part of the SWAp was carried out in May 2009. The review highlighted 10 recommendation areas, for example one is governance.

The first week of November the Mid Term Expenditure Framework where the MTEF Advisor looks at donor commitment interest to the health sector, and try to project 5-10 years. For example WHO funding is on 2-year basis. The MTEF Advisor coordinates between donors and the NHSP, and allocates funding and indicative costs to different areas. Development Partners fund directly, only AusAID funds through a special account at MHMS central, because it is the biggest donor.

Department of Social Welfare

The annual work plan are formulated by the Honiara based staff who consider commitments made with UNICEF; direction given from various policies such as mental health prevention in the National Health Strategic Policy; and evidence in reports such as the Family Health and Safety Study. The Plans, therefore, reflect the Department’s operational plans, National Health Strategic Plan, and work carried out by the Department in the last 30 years since its establishment. The work plans in the Department are based on the operational plans. The structure of the work plan is as follows: activities, outputs, outcomes, means of verification and cost. The major

templates drawn on in formulating the operational plans is the 2005 and 2008 Operational Plan.

The annual reporting is carried out between November and December. The annual report comprises of Honiara-based reports as well as Provincial reports collected from staff members. Provincial staff members send in reports infrequently. The Honiara based staff also compile quarterly reports during provincial tours. The Department also produces quarterly Newsletter, but it has not been issued for the second and third quarter of 2009.

The Director of Department of Social Welfare also attends quarterly meetings with Divisional Heads in the Ministry of Health and Medical Services. However, much of the discussion pertains to hospital issues. The Department also gets involved in the work carried out by inter-governmental agencies. For instance, the National Health Council is presenting a policy on Elimination of Violence Against Women to the Safenet Committee where the Department has provided input. There is an EAWW Committee but the Department staff is rarely able to attend because of prior engagements which conflict with the time that the committee sits. Nevertheless, the Department has been asked to consider the draft policy of EAWW.

The amount allocated for the Department within the Ministry of Health and Medical Services is small. The Department is increasingly benefitted from support provided by non-governmental agencies. For instance, this year there has been an across the board budget reduction of 35%. The reduction has affected the Department of Social Welfare programs, but fortunately it has been able to tap into the HSSP budget. Save the Children Australia sponsors the Department's Wednesday night SIVC radio program, as well as sponsoring a laptop for the office. In 2005 a consultant from SCA came in and developed a Strategic Direction Document.

The Department has one brochure (not available for the PiPP team to look at), but it rarely produce outputs on issues such as juvenile justice, child protection and family protection.

Ministry of Education and Human Resources Development

The 'National Education Action Plan' is the overarching policy document which all divisions within MEHRD must follow in developing work plans and budget. This is

then used to make development bids and determine the amount required for the recurrent budget.

In preparing the annual recurrent budget and the development budget, each division must cost out their budget based on priorities in their annual work plans. An annual planning workshop is held between 20 – 21 October when all the divisions within MEHRD including those in the rural provinces come to cost out their respective budget. These costing go to the MEHRD budget committee, which determines out recurrent costs, and then the development budget for extra funds.

Once the ceiling is set by the MOFT, the MOEHRD Budget Committee looks at the work plans of each sector and allocates a ceiling to each division.

Costing of the budget is premised on the baseline of previous years. The budget committee meets with all the sectors and negotiates to cut down budget. Each sector must fight for a 5% increase. The heads of the division must employ Performance Framework to justify their case. Furthermore, if their divisions were unable to complete expected tasks, they must provide reasons for failure.

The '2007-09 Annual Plan' is now under review. The Directors met to review priorities. They meet with the budget committee and look at priorities; this gives them something to work from.

The Ministry has layers of reporting obligations. There is quarterly reporting at the division level. There are seventeen officers in the provinces for the division of Inspections. Each provincial officer must submit reports quarterly on their work plans and cross-check with one another. There is a biannual reporting requirement at the Ministerial level where each Division head must report on the work plan to the Permanent Secretary and the Minister. The main issues discussed in the reports are: achievements, challenges and the way forward.

The Ministry reports to the 'Education Sector Coordinating Committee' made of donors, education authorities and ministry staff. This has an annual conference.

Education Sector Governance Committee is made up of line ministries and donors. It meets twice each year, and is high level – being made of Permanent Secretaries and donors. It aims to get all ministries to work together. For example if there is a

problem with lands for a school then through this committee we can get the ministry of land to assist. Line ministries represented include planning, aid coordination unit, finance, public service, lands, provincial government, infrastructure and the ministry of women, youth and children – child's desk officer. The Annual Joint Review is held in July or June.

UNESCO also has a section in the MOE. The six goals of UNECSO are represented in the three goals in the education sector framework. There are indicators within this that must be reported on. UNICEF also has a planning review report.

Pacific Regional Initiative Development Education is EU and NZAID funded and is based at the University of South Pacific.

Ministry of Women, Youth and Children's Affairs

Each divisional head is responsible for reporting quarterly on his/her divisional work plans. The Permanent Secretary of the Ministry collates all these reports and sends them to MDPAC. The release of funds is contingent on regular reporting. At the same time, there has been no Annual Report in the Ministry since it was established. The main, immediate objective of the Research, Planning and Policy Division within the MWYCA is to formulate indicators for the Medium Term Development Strategy and ensure that the Ministry is meeting them. The Ministry has a gender officer, a senior level position, who is responsible for CEDAW reporting, implementation and gender mainstreaming.

Alignment of National Policy with Commitments under MDG, CRC, and CEDAW

The formal processes to align national policy commitments under MDG, CRC, CEDAW and WFCC have been established.

Millennium Development Goals (MDGs)

An analysis of the CNURA policy translation document reveals that the primary focus is on reconciliation and rehabilitation, and rural advancement. While one could argue that these are linked to the eight goals of the MDG, the MDGs in general and the women and child focused MDGs in particular are not explicitly mentioned or mainstreamed. However, objective 17.1 in the translation document calls for provision to make free primary education from grade 9 (MDG 2). Objective 24.2 calls for activities that lead to increased capacities in women to achieve gender equality

and women's empowerment in order for women to equally participate in the development of individuals, families, communities and the nation, and outlines performance indicators in monitoring this objective (MDG4). Gender issues are also integrated elsewhere. For instance, 22.2.6 calls for gender issues to be mainstreamed in peace and reconciliation programs. 24.2 1.3 calls for gender analysis to be carried out to ensure political leaders make good and balanced decisions as a result of well researched and referenced advice.

The Medium Term Development Strategic Framework (MTDS) develops the strategic vision of the CNURA policy statement and translation document into more detailed programs, clearly aligned to the national objective, and implemented over a two year period, 2008-2010. The MTDS also provides the indicative costs for achieving each of these objectives. The eight MDGs are woven in the objectives and performance indicators developed to monitor the objectives. The women and child-focused indicators are the following:

- **MDG 1 Eradicate poverty and Hunger:** Prevalence of under-nourishment reduced from 21% in 2004 towards the target of 11% in 2015 (page 8); Children, under 5 years old, suffering stunted growth reduced from 32.8% in 2006/7 to less than 20% by 2012; The percentage of underweight children reduced from 11.8% to less than 8% by 2012 (page 39)
- **MDG 2 Achieve Universal Primary Education:** All Solomon Islanders receive nine years free education (up to Form 3) from 2009 onwards; An increase of the Literacy Rate from 77% to 85% by 2010 (page 28)
- **MDG 3 Promote Gender Equality and Empower Women:** The Gender Parity Index of girls and boys in secondary school increased from 0.88 in 2006 to 1.00 in 2015 (page 59); Ratio of girls to boys in primary school increased from 97.5% in 2005 to 100% in 2015 (page 60).
- **MDG 3 Promote Gender Equality and Empower Women:** increase in females to males in administration and management jobs from 17% to 22% by 2015; increase in females to males in professional and technical jobs from 30% to 35% by 2015; Women's participation in national development increased from 32% to 58% by 2012

- **MDG 4 Reduce Child Mortality:** Under 5 mortality rate per 1000 reduced from 56 in 2005 towards 12 in 2015; Infant mortality rate reduced from 34 per 1000 live births towards 25 in 2015 (page 23)
- **MDG 5 Improve Maternal Health:** Reduce maternal mortality ratio from 184 to 125/100,000 live births by 2010; Births attended by skilled health staff increased from 87% in 2005 to 95% by 2012 (page 32).
- **MDG 6 Combat HIV/AIDS, Malaria and other diseases:** Malaria incidence per 100,000 people reduced from 19,600 in 2005 towards 8,000 by 2015; Reduce annual malaria related deaths from 7 per 100,000 2007 <0.1/100,000 by 2014 (page 31)
- **MDG 7 Ensure environmental sustainability:** Access to clean water and proper sanitation increased significantly by 2010 compared to 70% and 31% in the HIES 2005-2006. Each year, not less than 10 rural communities benefit from improved water supply and sanitation (page 31).

Furthermore, MDGs have also been aligned with sectoral strategies, and performance measurement indicators. For instance, in the Education Sector, the 'Education Strategic Framework (ESF) 2007-2015' clearly outlines the long-term sectoral goals for the Solomon Islands education system, which includes: "to provide equitable access to quality basic education for all children in the country". The ESF 2007-2015 identifies the following as the major performance measurement indicator to track progress: "all children in the Solomon Islands have access to Basic Education, including pre-school, primary and junior secondary school up to Form 3".

Nevertheless, the major misalignment between policy and practice is that the MTDS is a two-year strategy that is currently under mid-term review. Not all the programs set out in the MTDS have been funded or implemented. The MTDS was written by an AusAID consultant over four weeks and released in March 2008 without extensive, national level consultation. Furthermore, the preparation of the MTDS was late, and was not released when MOFT released the budget for 2008 (Officers of Ministry of Development Planning and Aid Coordination, 1/10/2009).

Convention on the Rights of the Child (CRC)

The Solomon Islands ratified CRC in 1995. The optional protocols have also been ratified in October 2009 when the SIG delegation attended the UN General Assembly in New York. The government presented the initial report on the implementation of the CRC during CRC Committee's 33rd session, office of the High Commissioner of Human Rights, on the 26th of November 2003 in Geneva. The CNURA policy translation document explicitly acknowledges the government's commitments under the CRC and in objective 24.4 calls for "children's rights [to be] acknowledged and strengthened". The Government established the Children's Development Division in 2003 as a focal point for all aspects on children's welfare and as the secretariat of the National Advisory Committee on Children.

The National Advisory Committee, set up in 1992, is as an advisory group to represent a coalition of Government, Nongovernment and Church Organizations concerned and involved in child related areas at the national and provincial levels. The major objectives of the NACC is to follow the commitments under CRC and: monitor the situation of children closely at the national and provincial level and bring developments to the attention of relevant organizations and advice on appropriate responses; promote interest and rights of children through governmental, non-governmental and church based organizations at the national level; develop strategies to secure support for children; develop promotion material on children; prepare with relevant Ministries a policy on children for approval by the Parliament.

Although the Children Development Desk at the Ministry for WYCA is the focal point on children's issues, the Department of Social Welfare under the Ministry of Health and Medical Services also focuses on child protection issues. There is cooperation between relevant government Ministries, donors and NGOs on design and implementation of policies and programs related to children. For instance, Save the Children Australia has been instrumental in ratifying the CRC; assuming the role of the secretariat until government took up the role; informing government of the obligations attached to ratification and resources required for meeting CRC obligations amongst others (Iniakwala, Kingmele et al. 2003).

To address children's issues in the SIG, a National Children's Policy draft has been developed for endorsement by the Cabinet as well as of legislating the Child Rights Act and Child Protection Bill. At the time of the country mission for this UNICEF/UNFPA diagnostic mission, there was optimism amongst certain

stakeholders that the 'Child Protection Bill' would be approved by the Parliament. The Ministry WYCA in partnership with donor and NGO counterparts is also drafting 'National Children's Policy' which will include strategies for different sectors to implement the different parts of the CRC. The policy will also promote children to influence decision making in expressing their views on what they want for their future. UNICEF is currently carrying out research on the juvenile justice system in SIG. At the moment, there is no special court for juvenile cases. However, ordinary courts put on a special session for Juvenile cases⁷.

One of the main comments made by the Office of the High Commissioner for Human Rights, when Solomon Islands carried out an official presentation of the initial report on the implementation of the Convention during the CRC Committee's 33rd Session in Geneva, May 26th 2003 (Iniakwala, Kingmele et al. 2003) was that Solomon Islands had not met one of the main pillars of the CRC as primary education in Solomon Islands was neither free nor compulsory. The government of Solomon Islands with support from NZAID is implementing hundred percent free primary education. The funding provided thus far is still not sufficient to cover all students, schools are still asking for 'contributions' rather than school fees, and the impact of the policy on is still not clear. Nevertheless, the funding covers all schools (public, private and church-based) throughout the country. Certain schools can apply to charge additional fees, which is what the private schools do.

Some of key areas of misalignment include:

- Definition of child is not consistent with what is stipulated in the CRC
- Age of child regarding criminal responsibility
- Although NACC has the role of monitoring the implementation of CRC, it depends on its members to provide information. There is lack of child-related data on registration of births, deaths and ill-treatment; abuse and neglect; rate of HIV/AIDS infection; and substance abuse. For instance, births and deaths are registered by the health facilities of Ministry of Health and Medical Services as well as by Churches but face difficulties in

⁷ The 'Solomon Islands Official Presentation of the Initial Report on the Implementation of the Convention on the Rights of the Child (CRC)' in 2003 states that the Juvenile Justice Act will be amended to ensure that the parent or guardian or lawyer to be present before charges are laid against the child. A detention facility has been included in the National Plan of Action of Children (Iniakwala, Kingemele et al. 2003). However, the PiPP team is not certain if these measures have been implemented.

obtaining data when births and deaths occur outside of their jurisdiction (Iniakwala, Kingemele et al. 2003).

- NACC meetings are ad-hoc and rate of attendance is not consistent. At the time of the fieldwork, meetings have been stalled because some of the members from the Ministries asked for a sitting allowance to attend the meeting from donor stakeholders. Donors are in favor of not providing sitting allowance given NACC is meant to be an advisory council lead by the government and not (a UNICEF officer).
- The Ministry of WYCA is not prioritized by senior civil servants and was abolished in 2003 due to financial constraints and the need to reduce government bureaucracy.
- Children's programs and policies provide little funding for children's programs. Majority of the funding is devoted to paying salaries and operational costs rather than on providing services to children. Funds for the latter are donor dependent.
- Child protection Bill was tabled in the Parliament in November 2003 but is yet to be passed. This is because of children's issues are not adequately prioritized (Shikha, SCA). But the Child Rights Act is likely to face more opposition than Child Protection Bill. The use of 'rights' may seem threatening to some members of the parliament (a UNICEF officer).

Convention on the Elimination of Discrimination Against Women (CEDAW)

The prevalence of violence against women is very high in the Solomon Islands and there is no representation of women in the parliament. SIG ratified CEDAW in May 2002. Objective 24.2 on the CNURA Policy Translation document acknowledges the Government of Solomon Islands' commitment under the CEDAW and in objective 24.2 calls for formulating and implementing "activities that lead to increased capacities in women to achieve gender equality and women's empowerment in order for women to equally participate in the development of individuals, families, communities and the nation". The CNURA government in its implementing strategy has also put in place mechanisms to update and elevate the status of the national women's policy to become a gender policy, which is currently being drafted. The Ministry of WYCA is responsible for formulating and implementing policies to address violence against women and increase women's participation in governance of the country. There are gender focal points at the Ministry of Development Planning & Aid Coordination, Attorney General's Chambers, Parliament and an officer for CEDAW at

the Ministry of Foreign Affairs (Maetala 2009)⁸. The Ministry of WYCA has worked in partnership with SPC, UNFPA, AusAID, NSO and other key governmental and non-governmental stakeholders to carry out an in-depth study on prevalence⁹, causes and health implications of domestic violence, draft a gender policy, and a VAW policy¹⁰. The Royal Solomon Islands Policy established a 'Family Violence Program' and 'Sexual Assault Unit' in 2005 to investigate domestic violence and child abuse cases. The RSIP has a 'no drop' procedures, which means that once a case is lodged, investigation continues and the case is taken to the Magistrate even if the female victim wanted to withdraw the case (SPC 2009b). The Ministry of Health and Medical Services is also training its health workers to deal effectively with VAW victims (a WHO officer).

There are a number of Ministries and development organizations working in partnership in order to meet commitments under CEDAW. Current activities are focused on revising and formulating legislation and policies; improving services; raising public awareness, advocacy and networking; and implementing programs on empowerment/electoral/governance to combat Violence Against Women through partnership with key stakeholders, research and community level consultations. Examples of key programs and projects currently being supported by the government in partnership with other stakeholders include:

- Violence Against Women project lead by the South Pacific Commission and Ministry of WYCA and funded by UNFPA and AusAID;
- Drafting of specific domestic violence law/family violence by Law Reform Commission, RRRT, Ministry of Justice, PM task force, AG Office, and UNIFEM. RRT has begun a three-year project with planned country focal point to review legislation specific to VAW and drafted suggested legislation whereas. UNIFEM has drafted document on penal code and constitution changes recommended in language and law with input from LRC and RRRT. Law Reform is revising Penal code, and making recommendations (in the form of draft legislation) for reform to Minister for Justice and Legal Affairs through community consultations and research. Constitutional Reform

⁸ Maetala, R. (2009) Solomon Island Government Response to Beijing + 15 Questions, Ministry of Women, Youth and Children's Affairs, Honiara.

⁹ Refer to TOR 9 on review of studies on women and children carried out in SI),

¹⁰ The policies were still in draft form at the time of the country mission for the study and not available for view.

Commission are carrying out community consultations to revise and eliminate all discriminatory clauses, languages to provide equal protection to women.

- The Ministry of Women, Youth and Children's Affairs, under the VAW research project, and in consultation with key stakeholders has hired TA to develop the National VAW policy, National Action Plan on Elimination of Violence Against Women, National Gender Policy, and is raising awareness on CEDAW.
- The Social Welfare Division (Ministry of Health and Medical Services), NACC and UNICEF are working to provide more protection to women and children with specific legislation on child sexual abuse, and child protection bill.
- UNFPA, MHMS, WHO and UNFPA are working in partnership to build capacity of various level staff to effectively deal with VAW victims. WHO will be facilitating trainers to train health care workers on VAW. Other organizations such as the Police, Family Violence Unit are also working on sensitizing police, monitoring cases from reporting to sentencing, and raising community awareness on police policy and domestic violence. The Christian Care Centre, Family Support Centre, SICAFOW amongst others are providing formal and informal shelters as well as counseling services to VAW victims and perpetrators.
- Vios Blong Mere, TV One, Ministry of Education and Human Resource Development in partnership with World Vision, Oxfam and RRRT are providing community awareness programs on VAW and human rights of women and children; and integrating gender and VAW in primary and secondary school curriculum.
- Ministry of WYCA and NCW are working with donor counterparts (such as NZAID, AusAID and RAMSI) to carry out a gender analysis of public service, institutionalizing temporary special measures under CEDAW etc.¹¹

Nevertheless some of the key areas of misalignment include:

- The gender focal points within the Prime Minister Office (Policy Development Unit) was dissolved in 2007 and once CNURA took over. Any gender consideration at the policy and legislative level is only done through

¹¹ For more details on these programmes refer to: UNFPA, AusAID and SPC (2009) 'Overview of Current Violence Against Women (VAW) programmes and activities Solomon Islands', Violence Against Women Research Project, Honiara.

the Ministry for Women Youth and Children (Maetala 2009).

- The Ministry of WYCA remains under-resourced and is marginalized by the government structure. During the ethnic tensions and economic crisis in the country, the government was under pressured to reduce the number of Ministries in the country, and the M WYCA was one of the Ministries, which was dissolved (SPC 2009b). Although the Ministry was re-instated in 2007, it has only one trained gender personnel, currently housed at the Policy, Planning and Monitoring Division.
- Solomon Islands failed to meet 2004 and 2008 deadlines for submission of its first draft CEDAW report to the CEDAW committee. According to Ruth Maetala, the previous CEDAW officer in the Ministry of WYCA, the collection of data and provincial field visits for writing the CEDAW report has already been conducted. But the writing process has yet to begin because of delays in release of funds through government processes.
- The Solomon Islands government is yet to approve 'Temporary Special Measures' to increase women's representation in the parliament.
- The role of donors and NGOS has been instrumental in focusing on CEDAW commitments, the issues of violence against women and lack of women's representation in the government, and addressing gaps in service provision. However, donors and NGOS drive much of the programs and projects on CEDAW at the risk of limited input and participation from the government.

Assess how well administrative data and monitoring systems at the sector and sub-sector are coordinated and harmonized; determine the importance of provincial/outer island/local, children and women focused issues to the PME system; assess the current child and women-focused PME linkages between national-provincial-community levels.

Coordination & Harmonization of Data

There is a myriad of coordination and harmonization issues at the sector and sub-sector level that are related to problems with communication and collaboration; lack of well-developed and unifying systems; organizational politics; and various capacity-related constraints.

MDPAC & MOFT: The PMO is in charge of high level policy documents such as CNURA policy statement and Translation Document while MDPAC is responsible for the Medium Term Development Strategy (MTDS). The CNURA is meant to state the major policy objective of the government whereas the MTDS the strategy for how to achieve these objectives. The MTDS is a two-year strategy that is currently under mid-term review. Not all the programs set out in the MTDS have been funded or implemented. The MTDS was written by an AusAID consultant over four weeks and released in March 2008 without extensive, national level consultation. Furthermore, the preparation of the MTDS was late, and was not released when MOFT released the budget for 2008 (Officers of Ministry of Development Planning and Aid Coordination, 1/10/2009).

Education: The Solomon Islands Education Management Information System (SIEMIS) was set up in 2005 and is built on annual school surveys. Feedback forms are used for input for statistics from which there is analysis. The data generated from the first year that SEMIS started was unreliable, but data quality has steadily improved since then. The NZAID is confident with using 2006 as a baseline to monitor and evaluate progress. But the main challenges include little communication between Honiara and the provinces. Most of the staff in the rural provinces neither have access to phone nor the Internet. Therefore, communication is contingent on radio, paper, and relying on sending packages on planes. SIBC radio has daily announcements about what meetings are on and who should attend them. The Ministry is still learning how to use statistics for evidence-based policy making and programming. But the staff is on considerable pressure to report to external agencies with different and competing reporting requirements. The Ministry must report to the 'Education for All' program, UNESCO; MDPAC; National Statistics Office; and UNICEF. For instance, UNICEF's monitoring and reporting system for child friendly schools is not linked to SEMIS (a NZAID Manager, 10/09/09).

Health: There are competing and incompatible information systems operating in the Ministry of Health and Medical Services such as Health Information System, Reproductive Health System, and Hospital Data System. For instance, the Health Information System started with the help of SPC is meant to collect information from all outpatient and hospital facilities throughout the country. Health facilities are aid post, rural health clinics, area health centers, and provincial hospitals. There is not system for collating data from inpatients. Information is collected of inpatients at the ward/hospital level, but not at the national level. There has been ongoing discussion

about establishing an inpatient information collection system since the past five years, but there has been no conclusion thus far. But more importantly, the HIS system is no longer working because the software has lapsed. The MHMS is in the process of developing a new system. Forms have been developed in consultation with provincial and other groups and are being trailed. There are enumerators entering the forms, but there has not been a report produced thus far. Forecasting is still contingent on 2008 data (a Director of Planning, MHMS). Similarly, the Reproductive Health System allows for compilation of data pertaining to reproductive health. But because data remains inconsistent and is not collected throughout the country, it is difficult to make inferences.

In an ideal situation, there should be one system and a unique record locator for each person. Information controls must ensure that there are not multiple records for person. This is critical for surveillance especially of data with stigma attached such as patients with TV and HIV may want to disguise themselves and change names at new clinics. A number of TAs have been assigned to establish a unique identified to link these systems together, but to no avail thus far (a WHO officer, 10/09/09). The absence of social security data clearly makes such a task difficult. The most obvious link would be with the pension fund, however most of the rural population do not participate in the formal economy (and therefore the pension fund) exacerbating the difficulty of the task.

MWYCA: Each division must submit quarterly reports on work plans to the Permanent Secretary who then them to MDPAC. Reporting on spending for last year is critical for securing funding for the current year. However, there is no unified annual report for the Ministry and little consistency in internal reporting. “The reports do not report on the same thing and the reports are structured differently” (an officer of Ministry of Women, Youth and Children’s Affairs, 02/09/09).

Department of Social Welfare: The Department is headed by director and field officers. But there are no case officers. The Department is housed in Ministry of Health and Medical Services, but it is an ‘odd one out’ and is increasingly reliant on external, donor support for survival. A word search of the electronic copy of the MHMS’s National Health Strategic Plan 2006-10 revealed that the Department was mentioned twice in the whole report. The Department has attempted to be a part of the Ministry of Women Youth and Children’s Affairs in the past, but conflicting personality problems made working made working within the Ministry challenging.

Role of Provinces in the PME Systems

The role and rights of the provincial assemblies are in an Act. Each province is divided into wards, and has an election every four years. The wards resemble an electorate, and each elects one person to the provincial assembly, to become a “provincial member”. The provincial members form alliances amongst themselves, and elect a Premier, who then appoints his ministers. The portfolios vary from province to province.

The Provincial Secretary heads the administration of each provincial assembly. The core positions in the assembly are: Deputy, Treasurer, Deputy Treasurer and Provincial Planner. The divisions in a provincial assembly are the Health Unit, the Education Unit, and Works (infrastructure). Staff members for the divisions are seconded officers from national ministries and also direct employees of the province. The seconded officers report to both the Provincial Secretary as well as the Ministry Permanent Secretary.

The provincial governments have been neglected since independence, and have now lost their significance. The expectation at independence when this system was created was for each province to be self-governed, like a federation of states. This was assumed to lead to high level of decentralization. But there is considerable amount of confusion between decentralization and federalism amongst the provincial assembly members.

The provincial governments receive annual service grants, which are divided into budget lines. But the budget does not reflect the needs of the provinces, and allocation granted is not consistent with population.

The Provincial Government Act spells out the functions, which should be devolved and decentralized, which never happened in reality. Independence was in 1978. There is some capacity in the provinces for revenue generation for the assembly. The Assemblies have the power to create ordinances (like provincial laws). They can control and create licenses, as specified in the act, to increase revenue. However the Provincial Assemblies have not been legislating at all. Furthermore, much of the revenue in SIG is generated from forestry. Land is tribally owned. The logging companies negotiate logging rights with landowners, and then seek permission from

the Ministry to grants the license. The Provincial Assembly has no role in the process, and the national government reserves the power to grant these licenses.

The marginalization of the provincial government has considerable implications for PME systems from a women and child focused perspective. The funds allocated to the provincial governments have suffered dramatically following the 33% reservation in the government budget. The MHMS has decided to reduce expenditure on 'non-essential' items, but the definition for what constitutes as essential and non-essential is problematic. Essential items are electricity, food, and water. Food provided by health facilities to inpatients has now been reduced to one meal per day or none in some cases. This has also been applied to diabetic patients and/or those requiring special food. Domestic visits by nurses to pregnant patients, for instance, unable to come to the clinic are also understood as 'non-essential items'.

Examine the public sector environment and whether it makes it easy or difficult for managers to perform to high standards and to be held accountable for their performance - incentives for the stakeholders to take M&E seriously and strength of demand for M&E information. In the area of justice for children and child protection, it would be of interest to explore to what extent the current systems allows for fast tracking of children's cases through the process and to what extent children's cases are kept separate from cases involving adults. Are public sector reforms under way that might benefit from stronger emphasis on the measurement of government performance?

In areas where Sector Wide Approach programs (SWAp) are underway there is increasing evidence of stakeholders taking M&E seriously and strength of demand for M&E information. For instance, the Health and Education Sector are the only two sectors that are collecting M&E systematically and using the information collected to guide policy and action. At the same time, much depends on the establishment of internal processes, cohesiveness between different departments and divisions as well as with external stakeholders (donors), capacity to analyze and utilize the

information collected, and political will. A comparison between Health and Education serves as an example.

The Solomon Islands Education Information Management System (SIEMIS) started in 2006 and is being supported by NZAID. The MEHRD sends out survey forms to schools through the Education Authority of each province, once filled out these are sent back through Education Authority to the Ministry and data entry begins. The information collected through the surveys includes details on school enrolment, teacher qualifications, infrastructure amongst others. The information is collected in four sectors: early childhood, primary, secondary and Technical Vocational Educational Training (TVET).

Considerable room for improvement still exists. For instance, there is no statistician overseeing tertiary education. More training is required to improve and data collection. As pointed out earlier, getting provincial level staff to understand the importance of filling the forms and sending them on time is a constant problem particularly in light of lack of regular communication channels and distance between provinces from Honiara where data collection and entry is centralized.

Nevertheless, the National Education Action Plan (NEAP) is a rolling three-year plan, which gives the Ministry and stakeholders a clear set of objectives and measurement. The information collected is then collated and widely distributed. Initially, this was distributed in the form of 'statistical digest', which was a large collection of statistics and did not report on MEHRD objectives. But since last year the 'Performance Assessment Framework' reports on indicators related to access, infrastructure and quality with 3-4 findings for each. The information that has been collected feed into the planning process, and reporting on performance. (a NZAID officer).

The major reasons why SIEMIS is providing incentives for stakeholders to take M&E seriously is likely to be because there is considerable and concerted support from the donors under the SWAp. The Permanent Secretary is providing strong leadership and motivating the civil servants at MEHRD to take M&E seriously.

In comparison, in the health sector, there are multiple and conflicting information systems as discussed above. The Provincial Health Directors have a heavy workload – they have to implement as doctors and manage the hospital and direct programs at

the same time. Roles and responsibilities for reporting at the national and provincial level are still weak and have not been well defined. There is a Chief Statistician but no Epidemiologist working towards strengthening cohesion. The skills and abilities to extrapolate and interpret the data from these systems remains lagging. But more importantly, there is a leadership vacuum at the Ministerial level critical for providing incentives for staff to take M&E seriously. For instance, in the past year, there have been three Permanent Secretaries and seven changes in Under Secretary. Ten out of twelve Provincial Health Directors have changed. Many of the Provincial Directors are straight out of University with little training in the use of statistics (a Statistician of Ministry of Health and Medical Services).

In other Ministries, incentives to take M&E seriously are constrained by wider fault lines plaguing the public service. For instance, according to the Director of the Department of Social Services, it is difficult to impose disciplinary actions against staff who are coming late to work and not reporting on a timely manner because there is little incentive in the public service to do so. Many Ministries including Ministry of Health and Medical Services suffer from high staff turnover. There is little incentive for trained personnel to remain in the civil service because their pay and given positions are not always matched with their qualifications. For instance, the WHO has supported a number of individuals for specialized training in orthodontics and psychiatry but they have seen little difference in their position since having acquired the trainings (William Adu Krow, Country Liaison Officer, World Health Organization). Others such as Ministry of Women, Youth and Children's Affairs have stringent reporting requirements for release of funds by MDPAC. But much of the emphasis is on 'getting the reports on work plan done' and not on ensuring that there is consistency in reporting and against the objectives and goals set out in the Medium Term Development Strategy.

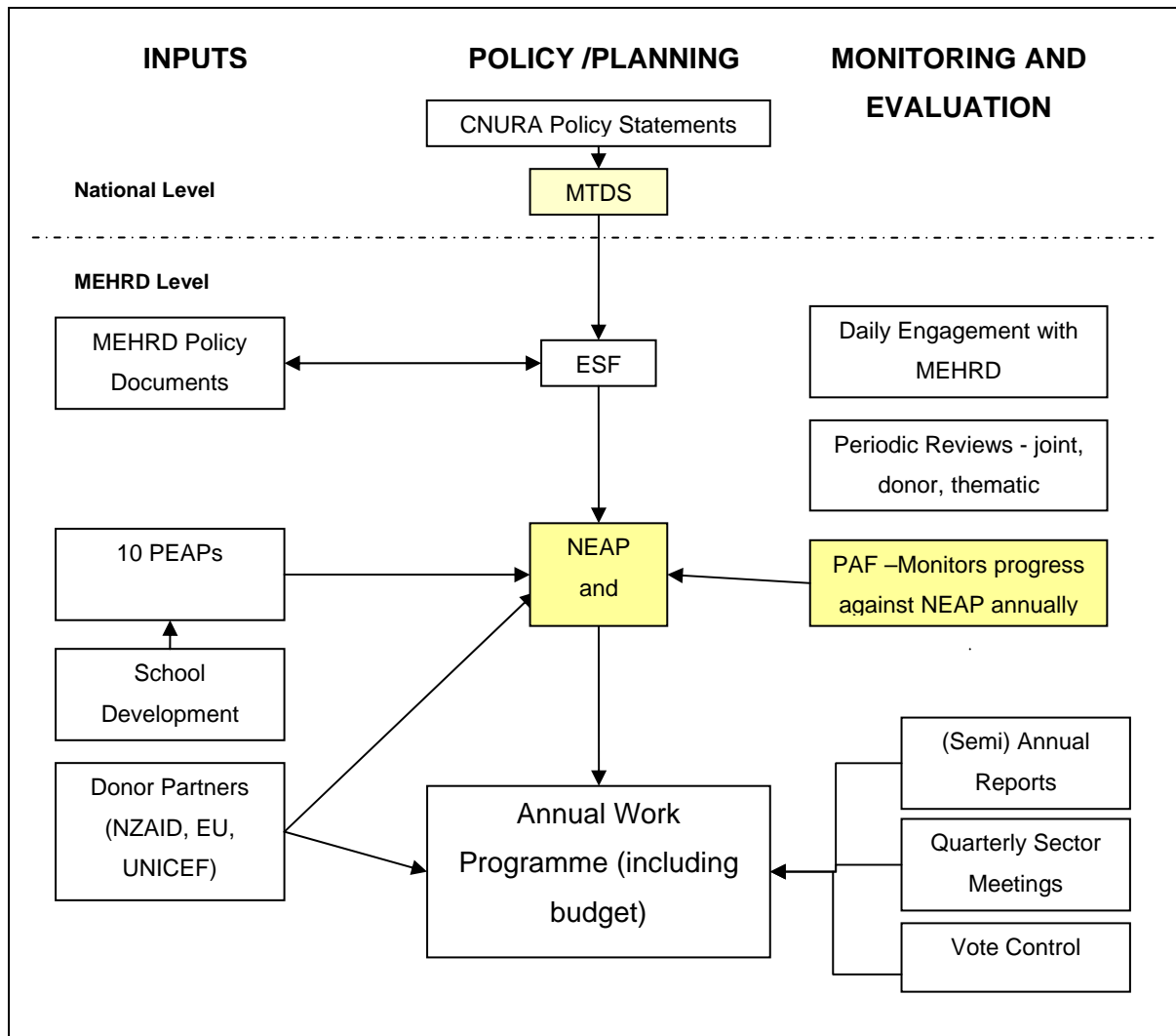
Determine the main aspects of the public sector management that the PME system supports strongly- (i) budget decision making, (ii) national or sector planning, (iii) management, and (iv) accountability relationships.

The current PME system supports budget decision-making and sector planning, but to a limited extent only.

The budgets at the central and ministerial levels are based on the planning documents such as the CNURA policy statement, translation document, Medium Term Development Strategy, Corporate plans and annual work plans. The productive sectors and programs working on post conflict reconstruction receive priority in the budget. Nevertheless, many of the plans, including the Medium Term Development Strategy, are not costed. This has made it difficult for the planning documents to inform the budget decision-making. Furthermore, the Cabinet sets the Ministries budget while the Permanent Secretaries set the divisional ceilings within each Ministry. Allocation of resources remains inherently political. For instance, the Women's Development Division at the MWYCA is still waiting for funds to do CEDAW reporting. There is a budget allocated for CEDAW funding but government procurement processes are slow and inefficient.

The PME system is increasingly supporting sector planning. For instance, the EVAW was developed through the AusAID ODE report, Family Health and Safety Study, Temporary Special Measures, UNICEF's Situational Analysis of Women and Children, and the Law Reform Commission studies. Furthermore, consultations were carried out amongst seventeen Ministries and two provincial governments (Makira and Guadalcanal). The Solomon Islands Steering Committee on Elimination of Violence Against Women conducted stakeholder consultation meetings with the policy unit of MHMS, WDD Division within MWYCA, Save the Children Australia, South Pacific Commission, AusAID, World Health Organization, National Council of Women and Family Support Centre. The use of PME system for sectoral planning is particularly strong in sectors where there are SWAps (Refer to TOR 2). Nevertheless, the preferred means of sector planning is through wide consultations, e.g. National Health Sector Conference, and the Education Sector Coordinating Committee, rather than through a combination of consultations and pre-existing PME as is shown in the following diagram

Accountability relationships: education sector.



Source: NZAID (2008) Solomon Islands Education Sector, Monitoring and Evaluation, Discussion Paper, Wellington.

Describe the types of child and women focused M&E indicators and tools in current use.

There is no single source for this information. Like in all the countries visited women and child focused indicators and data have to be compiled from other sectoral data sources. The following table summarizes the potential sources of this data. Information on how the data is stored, reported and potentially extracted is in the next section.

M&E Indicators and tools in current Use	Scale	Utility	Focus/Objective
CNURA Policy Translation Document	National	This is of use to the extent that women and gender policies have been mainstreamed into this overarching national document.	Review of progress of national development goals, although this does include MDG's
Medium Term Development Strategy	National	This is of use to the extent that women and gender policies have been mainstreamed into this overarching national document.	Review of progress of national development goals, although this does include MDG's
Country partnership agreements - Donors - Oxfam - RAMSI - SCA	National	These tend to use indicators from other sectoral programs but are linked to national goals as identified by the Government	More for internal M&E as opposed to social accountability within the country
SIPPA / IPPF indicators	Sector specific	There are certain indicators of use as data is broken down by gender	Sector based focus
FHSS – WHO indicators	Sector specific	There are certain indicators of use as data is broken down by gender	Sector based focus
Draft Social Welfare Policy – indicators	These were still in draft at the time of writing this report, but they certainly would have the potential to have a direct relevance to women and child PME.		
Draft Women's			

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M&E Indicators and tools in current Use	Scale	Utility	Focus/Objective
Policy – Indicators			
Draft EVAW Policy – Indicators			
Draft Youth Policy – Indicators			
Education Sector Framework	Sector specific	There are certain indicators of use as data is broken down by gender	Sector based focus
MEHRD Performance Assessment Framework-baseline format Summary of indicators, June 2008.xls	Pre-school, primary, secondary and tertiary Education.	There are certain indicators of use as data is broken down by gender	The overarching focus of the indicators are three-fold: 1) <i>Services</i> which in turn are grouped under ‘access’ ‘infrastructure’ and quality. 2) <i>Processes</i> which in turn are grouped under ‘policies’ 3) <i>Management</i> which in turn are grouped under ‘financial management’

Determine the compatibility between DevINFO and the existing software used by the National Statistics Office, Finance, National Planning and Sector Ministries and potential for DevINFO roll-out along with other software’s to improve case management systems.

Ministry	Existing Software	Potential for DevINFO rollout
National Statistics Office	PopGIS	According to Nick Gaghe, Director of National Statistics Office, there are many similarities between DevINFO and PopGIS. The major benefit of DevINFO is that it is free and is used universally whereas the use of PopGIS is limited to the Pacific. PopGIS is supported by SPC but there is only two staff to provide training support to the whole of the Pacific. However,

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Ministry	Existing Software	Potential for DevINFO rollout
		DevINFO has its own format and requires that existing information (currently in PopGIS) be converted.
MOFT	Currently everything is stored on Access database. But, the new payroll application for FMIS is called 'Point Hold'.	It is possible to convert mdb access files into the format used for DevINFO with relative ease
MDPAC	An access database was developed in 2004 for managing development projects. But this is no longer in use because low, trained staff retention rate. The Head of Economic Services is currently developing an excel database as a possible substitute. MDPAC is also working with UNDP to develop a 'Development Assistance Database'.	Excel files can be loaded into DevINFO – although time will have to be spent designing the internal field structures as per the wishes of the Government
Education	SIEMIS	If reports can be extracted in Excel or another compatible format then this information can be placed in DevINFO
Health	Multiple systems for malaria, reproductive health, etc.	If reports can be extracted in Excel or another compatible format then this information can be placed in DevINFO
Department of Social Welfare	No data repositories currently exist.	Hard copy data would have to first be stored electronically
MWYCA	No data repositories currently exist. But, the Research, Planning and Policy Division will be in charge of developing an information system for collecting and analyzing data on women, youth and children.	Hard copy data would have to first be stored electronically

Assess the quality of any child and women-focused research, monitoring and evaluations conducted in country since 2000.

The following reports were identified as containing useful baseline data that was child and women focused. Almost all of the reports were commissioned by a UN agency, usually UNIFEM or UNICEF. Much of the data was based on surveys that are not necessarily undertaken on an annual basis, therefore, could only be used as long term progress indicators on specific issues. The quality of the surveys sighted was good.

- UNICEF – Situational Analysis of Women & Children
- Child Protection Baseline Study
- SIG Official Presentation of the Initial Report on the Implementation of CRC
- Strongim Pikinini
- Law Reform Commission – Issues Paper on Domestic Violence and Child Abuse
- Family Health and Safety Study
- Women in Government in Solomon Islands: A Diagnostic Study, Honiara - Whittington, S. S. Ospina, and A. A. Pollard (2006)
- FSC 2007 Domestic Violence Research
- Legislative Indicators for CEDAW
- CCC sexual exploitation in Makira

The following reports were identified as containing useful baseline data that was not necessarily child and women focused but did contain elements that were useful to women and child policy monitoring. All of the reports were funded by a donor usually AusAID or the ADB. Much of the data was based on surveys that were undertaken on an annual basis, therefore, could be used as short or medium term progress indicators on specific issues. The quality of the surveys sighted was good.

- HIES / DHS
- National Skills Training Assessment for MEHRD,
- Case Study on Birau Area- Oxfam
- HIV Borderline Study
- Reviewing the Solomon Islands Sector Wide Approach Arrangement, Pederson, E. and E. Coxon (2009)
- XS SICA Commission and Oxfam M&E

- CESA Adult literacy
- MEHRD Performance Assessment Framework

Determine who is responsible for collecting performance information and conducting evaluations; any problems with data quality or reliability or with the quality of evaluations conducted; strengths and weaknesses of local supply of M&E; key capacity constraints and the government’s capacity building priorities; incentives and strength of women and child focused M&E.

The PMO is in charge of high level policy documents such as CNURA policy statement and Translation Document while MDPAC is responsible for the Medium Term Development Strategy (MTDS). The Budget Unit is responsible for reporting the performance of budget execution.

Performance evaluations and the conduct of evaluations are carried out by governments, donors, donors in partnership with the government and/or subcontracted to external consultants. However, our research found little evidence of this myriad of evaluations being effectively collated and presented to senior management in a way that would enable overall programmatic performance appraisal. At the sectoral level there were independent systems for health and education that had been set up as part of broader sector wide programs.

Donors also have varying internal systems in place to collect performance information and conduct evaluations. For instance, the EC carries out joint monitoring of its development assistance. It also sub-contracts an external body to carry out annual performance audit of its programs.

Quality and Reliability

Budget execution and certain statistical data in the Health and Education sectors (such as enrolments, etc) were of a good quality and reliable collected and produced on at least a monthly basis.

Explicit performance indicators tended to be annual and a little bit more ad-hoc and unreliable in nature. Much depends on funding from a donor to conduct a survey and the frequency of these surveys is variable.

Poverty data is collected on a regular (albeit less frequent) basis and is of good quality.

Incentives and Strength of Demand

The demand for performance monitoring was mainly from donor agencies and certain groups of civil servants.

There was no evidence of an effective demand from civil society, although that may well reflect a lack of support, organization and resources provided to these groups

Assess the level of participation of children, young people, and women in planning, monitoring and evaluation.

There are a number of non-governmental organizations that consult and/or include children, young people, and women in planning, monitoring and evaluation.

Women

Women are involved in consultations via the Solomon Islands National Council of Women, RAMSI Gender Unit, faith based groups (such as Solomon Islands Christian Association Federation of Women and Young Women's Christian Association), and independent women's groups in Western Province.

An example of how the Solomon Islands National Council of Women works is given in the box below.

The Solomon Islands National Council of Women (SINCW) is the umbrella body for all women's organizations in the SIG, and works closely with the Women Development Division (WDD) in Ministry of Women, Youth and Children's Affairs. The main role of the NCW is to lobby the government on pro-gender policies, and increased representation of women in formal political processes.

The NCW is made up of ten councils of women, one for each province and one for Honiara. The Board for the National Council of Women comprises of female presidents from the ten councils, representatives from Solomon Islands Christian Association Federation of Women (SICAFOW), Young Women's Christian Association (YWCA), Family Support Centre, and WDD (the latter in the capacity of government observer).

The SINCW works closely with the a wide range of stakeholders in the government and non-government sector, including: MEHRD on curriculum development and equal educational opportunities for male and female children; Law reform commission to lobby to reform laws on adultery and incestual rape; as part of a committee member in the PACER-PLUS committee at Ministry of Finance and Trade; with YWCA on 'Women in Uniform Group' which brings together formally employed women in Honiara and rural provinces; provide support to the WDD in drafting Elimination of Violence Against Women¹.

Despite, the NCW has had a history of conflicting relationship with the WDD, lacks representation and voice of young women, and continues to be ineffective as an umbrella organization for women².

Children's voices are represented via NGO's such as the SCA, NACC, whereas youth find voices through churches and NGO's such as Winds of Change, Oxfam Youth Centers, Youth Congress and Youth Parliament.

Organizations such as the Solomon Islands Planned Parenthood Association (SIPPA) also work with adolescence and women on increasing awareness about HIV/AIDS, and safe sex.

The extent to which these organizations adequately represent the interests of women is questionable, however. The scale of operations of NGOs such as SCA, Oxfam and Winds of Change are limited. The example of NCW serves as an example of how involvement of a wide range of women in the NGO, and working along-side governmental departments etc. does not always guarantee effective representation of women's issues.

RAMSI, Machinery of Government, launched in 2007, is working towards increasing the percentage of women at all levels within public service; reducing barriers to women's election; improving the capacity of organizations that have the potential to

¹ Compiled through discussions with Laneiata Leo (General Secretary) and Jenny Tuhaika (President), Solomon Islands National Council for Women.

² Compiled through discussions with Alice Pollard (Gender Specialist, RAMSI and former staff member of WDD), Rebecca Spratt (NZAID), and Mia (SPC).

foster women's aspirations to public service (by strengthening the organizations themselves, increase space for women with capacity for leadership, and mentoring of emerging leaders by those with capacity and experience); reviewing the gender policy.

Describe the intent and extent of donor support for PME in recent years; donor projects that support PME at whole of government, sector, or agency levels – provision of technical assistance, other capacity and funding for the conduct of major evaluations, such as rigorous impact evaluations.

Intent and extent of donor support for PME

Donor support for PME systems is strong, but they tend to focus only on their own projects as opposed to the policy environment as a whole. This can be seen by the multiple information systems across sectors with MDPAC, Health and Education all having independent information systems. Nevertheless these sectoral systems have some strong institutional framework established by the pre-SWAP work in MOH and MOE.

There is no whole of Government IT policy nor anybody responsible for creating and enforcing it. In the meantime the usual work-around – namely a centralized FMIS also does not exist hence the plethora of systems and reports that need to be extracted and collated in order to provide a meaningful PME system.

Projects at the Whole of Government

- EU Country Strategy
- JICA Country Strategy
- NZAID Country Strategy
- AusAID Partnership Framework
- RAMSI Partnership
- World Bank (Annabella Skopf)
- Transport Fund (ADB et al) – not functional yet

Projects at the Sector level

- Health SWAp

Education SWAp:

UNDP Parliamentary/Governance

GBV – SPC et al.

Youth Parliament

Youth Congress

TA, major evaluations, other capacity building

RAMSI review

NZAID Education Sector Review

HIS review – from Chris Bishop

Family Health and Safety Survey

Draw conclusions and recommendations: overall strengths and weaknesses of child and women focused PME system; its sustainability, in terms of vulnerability to a change in government, for example, how dependent it is on donor or other support; current plans for future strengthening of PME system; and optimal PME capacity building modalities.

Formal structures and processes exist and/or are being established to align women and child focused CRC, CEDAW and MDG. However, these structures and processes are rarely effective in influencing the PME systems. Refer to examples of misalignment in TOR 3.

There is considerable disjuncture between planning, monitoring and evaluation. For instance, there are parallel structures in place to coordinate with donors in MDPAC and MOFT. The Aid Coordination Division, MDPAC is responsible for coordinating with bi-lateral donors whereas Financial Economic and Development Unit, MOFT coordinates with multi-lateral institutions and works on aid effectiveness. The 'development budget' is not aligned with the 'recurrent budget' because the recurrent implications of development projects are currently not considered. The PMO is responsible for CNURA policy translation document whereas MDPAC for Medium Term Development Strategy (MTDS). But many of the MTDS were written without widespread consultation, and could not be incorporated in the 2008 budget because of delays. Therefore, it is not being used as a planning tool. At the sector level, none

of the strategies and action plans in the line Ministries of specific interest to this study are costed. That is not to suggest the need for super detailed costing, which tend to be unachievable, but broad aggregates would facilitate medium term planning. Without such costing, it is difficult to ensure that the recurrent and development budget allocated to each Ministry by MOFT is aligned with the sectoral objectives, and hampers Ministry's ability to prioritize effectively in the face of economic shocks. Because of a combination of slowdown in logging, other primary commodity exports, and the global financial crisis, the government has to place a 33% reservation on the government budget across the board.

Much of the ongoing PME efforts tend to be restricted to Honiara and/or the more accessible provinces due to communication problems and the historical core-periphery relationships that characterize the bureaucracy in Honiara with those in the remote Provinces.

The voices of women, children and youth are represented by NGOs and INGOs in the existing PME systems. For instance, INGOs and NGOs are widely consulted in planning initiatives. Nevertheless, the interests and concerns of 'women', 'children' and 'youth' are likely to be influenced by their economic background, ethnicity, geographic location, life experiences and others. The extent to which these organizations are truly representative of the different interests and concerns within these groups may be questionable.

Donor support has been instrumental in ensuring that the Government of Solomon Islands is able to understand and meet/address its commitments under CEDAW, CRC and women and child-focused MDGs, and reviving ill prioritized institutions such as the Department of Social Welfare. Nevertheless, the Ministry of WYCA remains under staffed, under resourced, and not prioritized. Furthermore, inter and intra institutional politics together with personality clashes have meant that the Department of Social Welfare, although working on child protection and juvenile justice issues, is based in the Ministry of Health and Medical Services rather than in the Children's Development Desk at the Ministry of WYCA.

Much of the ongoing women and child focused initiatives risk Balkanizing gender and children's issues. Ongoing programs and projects tend to be too narrowly issue focused, and divorced from the whole-of-the-government planning, monitoring and evaluation systems. The newly established 'Research, Policy and Planning Division'

at the Ministry of WYCA will be responsible for monitoring the implementation of national policies on 'women', 'youth' and 'children'. But there has been limited discussion thus far on the details of what this would entail. Proposals to 'mainstream gender', by placing 'gender focal points in key central and line Ministries have lead to a deadlock because of two important reasons. First, there are very few gender trained staff in the Ministry of WYCA let alone in other segments of SIG, symptomatic of wider problems with lack of qualified staff plaguing the civil service. Second and related to the first, the gender focal persons are likely to be burdened in instances of staff shortages in the Ministries where they are placed. The Ministry of WYCA could also consider taking on the role of 'gender policy monitoring. For instance, the Research, Policy and Planning Division could liaise with MDPAC to carry out a gender analysis of strategies and work plans carried out by all the Ministries, identify gender-related performance indicators, liaise with relevant Ministries to come up with new indicators, and monitor their implementation on a regular basis.

Information systems or data repositories in the country are plagued with a myriad of problems. For instance, there is considerable data being collected on health, education, gender and children's issues by multiple governmental and non-governmental organizations but the focus is on 'collecting' rather than on centralizing, analyzing, and sharing. The National Statistics Office, which could take on this role, sees its role as limited to that of collecting data. Similarly, the health sector has multiple and incompatible information systems that prevent cross sharing of data.

There is potential for roll out of DevINFO at the NSO, MDPAC, and M of WYCA in particular. But there is a general lack of awareness of what DevINFO is, how it operates and the benefits of using the system to collate and analyze data from a women and child focused perspective. Furthermore, statisticians at the NSO also fear that DevINFO may require substituting existing software such as PopGIS and may suffer the same fate as PopGIS when donor support (free software and technical support) phases out.

SWAp in the health and education sector are increasing trust and accountability between donors and the SIG. Since the economic crisis in the country, majority of the donors (except for the World Bank and the EU) have refrained from providing direct budget support and/or use government systems to allocate aid as per the policy objectives of the government. Only the donors involved in SWAp in the health and education sector have started providing direct budget support. Nevertheless, the

donor aid comes with conditions – onerous and often conflicting reporting requirements.

The existing arrangements for SWAp may not be conducive to outcomes based monitoring and evaluation. The role of the SWAp is to strengthen the capacity to deliver the sector program the SWAp does not define the sector program, but neither does it exist as an end in itself. There is a perceived danger that, within a SWAp, compliance with donor requirements becomes the focus for the ministry rather than systemic requirements in the field in other words, a SWAp might encourage undue importance being placed on the ministry-donor relationship rather than the ministry's relationship with teachers, learners, and the wider educational community, for example.

Current attempts to harmonize governmental and donor monitoring and evaluation systems are engendering parallel and disjointed monitoring and evaluation systems. For instance, NZAID is participating in joint annual review of the education sector and relying on governmental systems to monitor and evaluate the performance of the education sector in meeting the objectives set out in the National Education Strategy Plan. However, NZAID also demands that MEHRD disaggregate development aid in the sector and monitor NZAID's contributions. Furthermore, the EU is accountable to its tax payers and the EU parliament. Therefore, it continues to commission independent, external consultants to monitor and evaluate the impact of its intervention without the need for approval and consultation with the government and other donor partners.

Changes are being introduced for staff performance to be linked to incentives to take PME seriously. But many of these systems are being introduced by RAMSI without due participation of the government of Solomon Islands. This may question the sustainability and effectiveness of these changes.

List of interviews held in the Solomon Islands

Date	Name	Position and Organization
29/09/09	Richard Williams	Overseas Development Institute Economist/Senior Economist, Financial and Economic Development Unit, Ministry of Finance and Treasury
1/10/09	Hugo Hebala Andrew Vijay Prakash Adrian M. Toni Susan Sulu Lyn Legua	Chief Planning Officer , Social Services Chief Planning Officer , Economic Sector Director, Economic and Productive Sector Chief Planning Officer, Multilateral Director, Development Planning Ministry of Development Planning and Aid Coordination
01/10/09	Nelson Kinita	Provincial Planning, Ministry of Development Planning and Aid Coordination
01/10/09	Jude Devesi	UNDP Government Analyst, Joint Presence of UNDP, UNFPA, and UNICEF
02/10/09	Mia Rimmon Pioni Boso	Project Coordinator, Research Coordinator Social Cultural Research on Gender Based Violence and Child Abuse in Melanesia and Micronesia, Human Development Programme, South Pacific Commission
02/10/09	Lori Sisolo	Coordinator, Family Support Centre
02/10/09	Ruth Maetala	Director Research, Planning and Policy Division Ministry of Women, Youth and Children's Affairs
03/10/09	Anne Lily	Governance Analyst UNDP Joint Presence
05/10/09	Abraham Namakori	Director of Planning Ministry of Health and Medical Services
05/10/09	Gregory Rofeta	Deputy Secretary to Cabinet Office of the Prime Minister and Cabinet
06/10/09	Joe Weber	Country Representative OXFAM
06/10/09	Michael Salini	Director Solomon Islands Planning Parenthood Association
06/10/09	Ashley Wickham	Policy Evaluation Unit Office of the Prime Minister and Cabinet
06/10/09	David Green	Second Secretary

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09/10/09		AusAID
06/10/09	Bernie Philbrick David Saywell	Budget Advisor Senior Budget Officer Ministry of Finance and Treasury
07/10/09	Leonard Paia	Winds of Change
07/10/09	Evans Tuhagenga	Under Secretary to Permanent Secretary Ministry of Women, Youth and Children's Affairs
07/10/09	Charles Matanani Joe Rirmae David Sanga Veronika Toben Bernadine Ha'amori John Wate Ben Karai	Secretary to National Education Board Monitoring and Reporting Officer Acting Chief of Education Officer, Secondary Division Director of Inspections, Director of Childhood Education Chief Administrative Officer SIEMIS Officer Ministry of Education and Human Resource Development
07/10/09	Nestor Devesi	Pediatric Registrar National Referral Hospital, Honiara
07/10/09	Georgia Noy	Acting Country Director Save the Children Solomon Islands
07/10/09	Yoko Asano Tokuro Watanabe	Project Formulation Advisor Resident Representative JICA
07/10/09	Nick Gagahe	Director, National Statistics Office
07/10/09	Derek Vagi	Regulations Officer, Public Service Department
08/10/09	Lanieta Leo Jenny Tuhaika	General Secretary President National Council of Women
08/10/09	Juan Carlos	Education Advisor Delegation of the European Commission
09/10/09	Dr. William Adu-Krow	Country Liaison Officer World Health Organization
09/10/09	Annabella Skof	Country Officer, World Bank
09/10/09	Aaron Olofia Lester Thompson	Director of Social Welfare Queensland University Technology/UNICEF Consultant Department of Social Welfare, Ministry of Health and Medical Services
09/10/09	Rebecca Spratt	NZAID Manager NZAID High Commission
10/10/09	Chris Bishop	Senior Statistician

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		Ministry of Health and Medical Services
12/10/09	Christina Vuragi	Principal Saint Nicholas School
12/10/09	Alice Pollard	Gender Programme Regional Assistance Mission to Solomon Islands
12/10/09	Reverend Eric Takila	General Secretary SICA
12/10/09	Luke Mua	Ministry of Public Service
12/10/09	Annika Kingemele	UNICEF

**PLANNING, MONITORING AND EVALUATION OF GOVERNMENT
SYSTEMS**

**A WOMEN & CHILD FOCUSED PERSPECTIVE
BASELINE DIAGNOSIS**

VANUATU



December 2009

Acronyms

DSM	Department of Strategic Management
DESD	Department of Economic and Social Development
ACNU	Aid Coordination and Negotiation Unit
BP	Business Plan
BPS	Budget Policy Statement
CD	Curriculum Development
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
COM	Committee of Ministers
CP	Corporate Plan
CRC	Convention on the Rights of the Child
CRP	Comprehensive Reform Program
CSO	Civil Society Organisation
DG	Director General
DSM	Department of Strategic Management
DV	Domestic Violence
EDF	European Development Funding
EFA	Education for All
EREA	Economic Research and Expenditure Analysis
FMIS	Financial Management Information System
FSM	Fiji School of Medicine
GG	Good Governance
KPH	Kam Pusum Hed
MBC	Ministerial Budget Committee
MDG	Millennium Development Goals
MOE	Ministry of Education
MOF	Ministry of Finance
NPI	New Project Initiative
NPP	New Project Proposal
NSO	National Statistics Office
PAA	Priority Action Agenda
PCSS	Pacific Counselling and Social Services
PFMA	Public Finance Management Act
PIU	Performance
PLAS	Planning Long Acting Short
PMO	Prime Minister's Office
PSC	Public Service Commission
RH	Reproductive Health
VAMIS	Vanuatu Management and Information System (MOE)

VBMS	Vanuatu Budget Management System
VNCW	Vanuatu National Council of Women
VRDTC	Vanuatu Rural Development Training Centre
VTC	Vocational Training Certificate
VWC	Vanuatu Women's Centre
WSB	Wan Smolbag

Examine the genesis of the existing PME systems

The genesis of the existing PME system in Vanuatu starts from the ‘Comprehensive Reform Program’ launched in 1997 with technical and financial support from the Asian Development Bank. A crisis in the public sector, downturn in tourism and price of copra, and depletion of country’s resources by a succession of short lived governments had brought the country to the brink of a fiscal crisis and prompted the government to seek support from the Asian Development Bank.

Following the publication of an Ombudsman Report in 1998 regarding the depletion of cash reserves at the Vanuatu National Provident Fund, there was a small bout of civil disturbance as the population took to the streets to complain about losing their savings and corruption within the Government. This provided the opportunity for the Asian Development Bank to increase the level of concessional lending to USD 20 million to address key governance, public sector as well as financial and economic reform issue. The CRP was widely viewed as a window of opportunity to introduce broad-based reforms, and received bi-partisan support from all the political parties in the country. However, as part of the economic reforms under the CRP, the Government agreed to a traditional “structural reform” program even though there was no structural economic deficit and the problems facing the country were more political in nature. This element of the program as well as the use of loan-financed consultants would later become a challenge in terms of program management.

The major achievements of the CRP was not necessarily in what it managed to implement, which arguably was very little, but because it was able to garner considerable support for the necessary reforms. For instance, the Australian Aid program was restructured to support the largest elements of the reforms related to strengthening of the Public Service, the Ministry of Finance and the Ministries of Health and Education. As part of the design of the reforms, public servants were for the first time placed under the authority of the Public Service Commission, and formal processes for staff recruitment were adopted. A new public financial management system was introduced which resulted in very tight oversight and control of the national budget. There were some achievements made in unifying the planning and budgeting processes, and ensuring that the budget was a policy tool and not an exercise of bookkeeping. The capacity of the Department of Economic and Sector Planning (DESP) to carry out planning functions was increased. Each Ministry was in charge of corporate planning within the annual budget process. A wide range of stakeholders were also involved

in the planning process.

Nevertheless, the CRP was a poorly focused program with a matrix of 66 objectives covering governance, economic reforms and development programs. Because the objectives were not directly linked to the budget, there was little incentive to prioritize. By the end, the CRP became a large document full of objectives but limited resources identified to finance them. Institutional reform was approached mainly through legislative changes introduced by international technical assistants with limited input from the administration and little regard to the human or financial constraints required for their effective implementation. The CRP sought to reduce the size of the public service, but this failed to eventuate.

In 2001, DESP developed the Prioritized Action Agenda in a move towards a more focused set of medium term priorities that were linked to a medium term expenditure framework. However disagreements between donors and frequent changes in the government during this time meant that in order to maintain support, the document became larger and more inclusive. The document increasingly resembled the original all encompassing CRP matrix that it was supposed to prioritize. Nevertheless external demands meant that a document had to be signed, but the need to create a more focused document remained.

There have been achievements and reversals since the CRP reforms. DESP was restructured; the Aid coordination was moved to Foreign Affairs, and then back to the Prime Minister's Office from where it had originated pre reform. Strategic Planning was strengthened, given more resources and better integrated into the Prime Minister's Office. The Government once again recognized the need for a more focused planning document hence the creation of another tier of planning called the Planning Long and Acting Short (PLAS). This is also supposed to feed into the on-going planning of sector plans, corporate plans, annual plans and business plans. Who in themselves were to feed into a medium term strategic framework.

Finally, at the behest of the European Union (as a condition of budgetary support) the Government also agreed on an overarching reporting tool known as the Annual Development Report. Over 2009 the Prime Minister's Office has been working on how to limit the reporting requirements by having one tool (the ADR) to possibly cover elements of all the other reports.

As this diagnostic study will suggest many of the strengths and weaknesses of the existing Planning, Monitoring and Evaluation systems in Vanuatu in general and from a women and child focused perspective in particular have roots in the experiences of and since CRP.

Identify the key Ministry/ies and other bodies which are key stakeholders in the government's approach to performance management (as regards to services for children and women) and responsible for managing PME system and planning evaluations – describe the roles and responsibilities of the main parties to the child and women-focused PME system, for example, finance ministry, planning ministry, president's office, sector ministries etc.

There are two layers of key governmental agencies responsible for performance management and managing PME system and planning evaluations.

Key Central Agencies

The key agencies at the Central level include: the Prime Minister's Office, Ministry of Finance and Economic Management (Department of Finance, EREAU, and NSO), Public Service Commission, and the Auditor General's Office.

The Ministry of Prime Minister is provides leadership role in setting strategic directions for the government through the Council of Ministers, coordinating the policy making arm of the Government, coordinating the activities of the government working closely with all constitutional bodies (such as the President's Office, the Parliament, and Judiciary), overseeing the implementation of the PAA and PLAS, promoting the principle of Good Governance, Social Equity including gender and language equity. The Prime Minister's Ministry is managed by the Director-General and includes the following offices and institutions: Office of Prime Minister, Council of Ministers, Development Committee of Officials, Department of Language Services, and State Law Office. The following constitutional bodies are also under the Prime Minister's portfolio: Ombudsman's Office, Citizenship Commission, Public Service Commission, Government Remuneration Tribunal, Auditor General's Office, and Vanuatu Broadcasting and Television Corporation.

The main role of the Prime Minister's Office is to provide advice to the Prime Minister on the strategic management of the country's social and economic development as well as to

coordinate the planning, implementing, monitoring and evaluating progress and results of the PAA and PLAS (Government's social and economic strategies). The PMO is made up of the Strategic Planning and Policy Department, the Aid Coordination and Negotiation Unit, and the Monitoring and Evaluation Unit. The M&E Unit was being set up at the time of the field work.

Ministry of Finance and Economic Management is responsible for the formulation of sound and effective national economic and financial priorities, including national and sectoral development; manage and coordinate distribution of the government's financial resources; collecting and publishing reliable data on economic and social activities of Vanuatu; and ensuring the effective economic management of the economic, fiscal and financial resources it is entrusted to. The four Departments within MOFT include: Department of Finance, Department of Customs and Inland Revenue, National Economic Research and Expenditure Analysis Unit, and the National Statistics Office.

- The Budget Section within Ministry of Finance is responsible for managing the budgets and distributing the funds of all Ministries. Ministries submit Corporate Plans and departments submit Business Plans which the MOF creates budgets for and then manages these budgets. The MoF controls release of funds for projects and recurrent expenditure of all ministries.
- The role of the EREA Unit of the MOF is to implement policies from the PMO, integrate the budget process, ensure prudent financial management, and do forecasts and analysis on monetary policy, fiscal issues, balance of payment, national accounts and GDP. EREA Unit liaises closely with the Reserve Bank and keeps track of how the reserve is performing.
- The National Statistics Office is an independent organization under the Ministry of Finance and Economic Management and is headed by the Government Statistician. The Office is responsible for the collection, compilation and dissemination of official statistics in Vanuatu to users in the government, private sector and international users. Some of the studies carried out include population census, agricultural census, household income and expenditure survey, statistics on national accounts, trade (import/export), consumer price index, vehicle registration, tourism amongst others.

The major role of the Public Service Commission is to monitor Ministerial and departmental structures, ensure restructuring is in line with Ministerial corporate plans, receive reports such as corporate plans and annual reviews (Senior Job Analyst of Performance Improvement Unit, PSC).

The Auditor General's Office is mandated with the responsibility of reviewing public service operations and departmental performance, and reporting to Parliament.

Key Line Agencies:

- Ministry of Education:
- Ministry of Health:
- Ministry of Justice and Community Services:
- Department of Women, children and Disability Affairs, Ministry of Justice and Community Services:
- Ministry of Sports and Youth employment

Scope annual planning and budgeting processes including use of child and women-focused PME in policy and budgeting, and determine the current alignment of National Sustainable Development Plan and relevant government policies to WFCC, CRC, CEDAW and women and child focused MDGs.

Annual Planning and Budgeting Processes

The annual budget cycle starts from January to December, and incorporates the following processes¹:

- 1) Before the budget cycle begins, the EREA Unit is responsible for setting the macro-fiscal framework based on economic forecasts, and working alongside the PMO to if necessary update the Budget Policy statement.

¹ This is based on discussions with Michael Busai (Director of the Economic Research and Expenditure Analysis Unit), Benjamin Shing (Director of Finance), and Peter Wallace (Economist/ODI Fellow, Budget Section).

The macro-fiscal framework incorporates economic forecasting to estimate GDP and government revenue. The forecasting is carried out by using the GDP production approach where agriculture, industry and services are surveyed. Services include tourism, real estate, commercial banks, accounting and legal services, hotels and restaurants etc. Forecast researchers visit farmers, industry/business, utility providers and others around the country and get estimates of output and expected output, expected revenue, and the constraints faced. They use a questionnaire for the domestic survey, and use external reports such as IMF and WB reports to understand global trends that might impact the sectors. Forecasting is done every 6 months.

The Budget Policy Statement (BPS) is a direction of the Public Finance and Management Act of Vanuatu. The act directs the Ministry of Finance to issue a BPS one month prior to the submission of the budget to the National Parliament. However, the BPS for 2009 was jointly prepared by both the PMO and MFEM. The BPS includes principles, policies, and directions for budget applications for the line Ministries. The budget policy statement is an annual policy statement based on the four year plan (Planning Long Acting Short) and the Priorities and Action Agenda (2006-2015). PAA = Vanuatu NSP.

2) The Ministerial Budget Committee (MBC), which is a sub-committee of the Council of Ministers (COM), deliberates on the indicative ceiling for each Ministry and submits to the Council of Ministers for final approval. The Council of Ministers is the equivalent of the Cabinet and is made up of the Ministers from each of the thirteen Ministries. The ceiling is calculated by the total budget for the previous year less new policy projects. (Ministry Budget = Previous Year's Budget – New initiatives or one offs from the current year).

Recurrent funding is usually thought of as government funded work. The New Policy Projects are usually thought of as donor funded projects or special projects that are in addition to the standard services of government. However, the NPP can be a conference that a Ministry is holding that year, or if a Ministry believes that the ceiling has been allocated is insufficient in which case it is able to contest for additional recurrent funds.

The NPP budget is calculated by MFEM forecast of government revenue (Macro-fiscal framework calculated by the EREA Unit) less the aggregate of all ministry budget ceilings (NPP = Forecast Government Revenue – Sum of Ministry Ceilings – National External debt)

This is the fund that ministry applications for new or one-off policies or additional funds will to supplement recurrent budget.

3) From June to August the Ministries work on proposals for next year's budget. They submit these through the Vanuatu Budget Management System (VBMS). The submissions include a budget and a budget narrative. The budget narrative is essentially similar to the each department business plan.

4) Both the PMO and MOF have access the submissions through the Vanuatu Budget Management System. The analysts based at PMO examine whether proposals from each Ministry and sector is in line with the PAA, PLAS, Annual BPS, and donor funding. The Expenditure Analysts will further consider budget as a whole to ensure governmental budget, ministerial budget to provide recurrent funding services, government sets aside for external trade.

5) The Ministries submit budgets to the Ministerial Budget Committee (MBC) once the Expenditure Analyst at Ministry of Finance and Policy Analysts at PMO have evaluated the budget submissions. The MBC, therefore, receives the submissions along with the advice from the respective policy and expenditure analysts.

6) Each government Ministry presents its recurrent and NPP proposals to the MBC.

7) This year, for the 2010 budget, the MBC has for the first time considered both the development and government projects together under the principle of "Development Budget". Previously the MBC had a special session to hear donor funded projects. AusAID, NZAID and EU funding goes through the Aid Coordination and Negotiation Unit at the PMO.

8) Once the MBC approves the budget of both recurrent and New Policy Projects, they are able to assess whether: the budget is balanced; fresh debts must be issued to cover any deficit; there is a budget surplus that adds to national stock of savings.

9) The MBC submits the draft budget to the Council of Ministers (equivalent of the Cabinet with ministers representing the 13 Ministries) for final approval.

10) Once the COM has given formal approval, the Minister of Finance will table an Appropriation Bill to the Parliament. It is stipulated that the appropriation bill must be submitted ten working days prior to Parliamentary presentation. It typically takes the Parliament two weeks to go through and debate on the budget. The Minister of Finance presents the appropriation bill to the parliament for debate and approval, and if necessary, other Ministers can provide additional evidence, support or information during the debate of the Bill.

11) The ceilings are set at the Ministry level. The Director General has the responsibility of allocating his/her Ministry budget to the Departments within the Ministry. These allocations can be based on a number of ways such as previous year's expenditure, new policy projects, shifting priorities in the ministry, bids within the Ministry amongst others.

12) Budget execution, MFEM works closely with finance officers at each line Ministry to release payroll (every two weeks) and operations budget (every month). If actual payroll is greater than budgeted payroll, then excess amount requested for payroll will be offset, or frozen from the monthly operations budget payment. This means that the net amount the Ministry will receive will not be more than the total budgeted amount for payroll and operations combined. The government has the authority and the power during the budgetary year to release extra funding if required.

The 'Development Budget' as conceptualized in Vanuatu is to ensure donor funding and resources are best aligned with donor funding and resources. The intended benefit of the Development Budget is to increase donor confidence in the government systems, on the one hand, and ensure that all the funds in the country are properly accounted for, on the other hand. The decision and process of starting the 'development budget' in Vanuatu started in 2008 and 2009. Implementation will start from 2010. Currently, the EU is providing budget support whereas AusAID and NZAID provide funding through national budgetary process and systems.

Each Ministry has different internal budgeting processes. For instance, the Ministry of Education Budget Committee leads the budget proposal process in the Education Sector. The committee is composed of key officers in each section: Policy planning, finance, secondary education, and primary education. The members meet for budget preparation to

put the proposal together. This year, all the staff provided input into process by writing their own New Policy Project, and Work Plan.

Alignment of National Policies with MDG, CRC, CEDAW and WFCC

Formal processes exist to align national policies with MDG, CRC, and CEDAW.

The MDGs are mainstreamed in the PAA and the PLAS.

Relevant government Ministries are responsible for overseeing the planning, implementation, monitoring and evaluation of international conventions such as CEDAW and CRC. The Department of Women's Affairs is responsible for overseeing CEDAW and CRC.

There are also inter-agency committees that are driving the policy agenda.

Assess how well administrative data and monitoring systems at the sector and sub-sector level are coordinated and harmonized; determine the importance of provincial and outer-island issues to the PME system; assess the current child and women focused PME linkages between national-provincial-community levels.

Some of the key impediments to more effective coordination and harmonization of data and monitoring systems include: institutional volatility, ill-defined roles and responsibilities, weak coordination between province and national levels in PME initiatives. At the same time, coordination and harmonization of the data systems in certain Ministries are better than in others. There is also increasing evidence that PME initiatives are not carried out in isolation; different agencies are involved in using, cross-checking, and/or assisting ongoing systems.

Prime Minister's Office and Ministry of Finance & Economic Management

One of the major institutional changes that came out of the Comprehensive Reform Policy was the establishment of 'Department of Economic and Sector Policy' (DESP) at the Ministry of Finance and Economic Management with the responsibility of developing an overarching policy framework while simultaneously scrutinizing that the budget submissions by each Ministry was in line with government's policy priorities. By 2008, DESP had taken over the responsibility of developing and amending the PAA, but with limited staff, its role as technical

oversight body within the budget process had diminished. 2009 saw re-structuring of government agencies between MFEM, PMO and Ministry of Foreign Affairs. Aid Coordination Unit was transferred to the PMO and consolidated under the newly established 'Department of Strategic Policy, Planning and Aid Coordination' (DSPAC).

There remains considerable confusion over the roles and responsibilities of DSPAC. According to the officials the PiPP research team were able to speak with at MFEM, DSPAC's responsibilities are much the same as that of DESP – in other words, scrutinizing Ministerial level corporate plans against government policies and priorities; and monitoring and evaluating the performance indicators and progress. As discussed above in TOR 3, Ministries submit their budgets through the Vanuatu Budget Management System (VBMS). Both the policy analysts at DSPAC and expenditure analysts at EREAU, MFEM have access to the budget submissions and accompanying narratives. In 2009, however, DSPAC only focused on the donor/New Project Proposals and on not the Recurrent Budget. Some officials within DSPAC suggested during the country mission that this was a temporary solution and that in 2010, once DSPAC has had more time to settle and recruited all the required staff, policy analysts will be focusing on both the recurrent and new project proposals but from a policy perspective (a DSPAC Officer). Others view 'recurrent budget' the responsibility of EREAU, MFEM while NPP that of DSPAC (a DSPAC officer).

The DSPAC is still developing systems to evaluate NPP and monitor progress against the PAA and PLAS. The DSPAC has a checklist and a training manual to appraise projects, which was created by a consultant from ESCAP Pacific Operations and UNDP Suva. This checklist includes instructions for how to appraise proposals and what to look for, and is aligned to Vanuatu's existing policies, PAA and PLAS (a PMO officer, 21/09/09). There is also an ongoing dialogue between NSO and DSPAC on how the existing statistics collected by the NSO can serve as measurement against the PAA and PLAS, what is required and feasible (a Statistician of National Statistics Office).

However, the recent proposed re-structure of the Department of Finance to include EREAU into a combined Budget and Treasury unit will clarify roles somewhat and also lead to greater coordination between the planning and execution elements of the budget.

Department of Women, Children and Disability

The Department was recently re-structured and was given the responsibility for children and disability. Prior to this, the Department was primarily responsible for policy making on women's issues in politics, government, employment and disabilities. The Vanuatu National Council of Women, a statutory body and an umbrella organization for women, was responsible for the implementation of the policies made by DWA at the provincial level, and through their network of work's groups in churches. The DWA was, therefore, responsible for providing financial and technical support to the VNCW. But VNCW has since become insolvent, much of the Departmental focus has been on liaising with donors to develop business plans, and carrying out reporting (where possible) on the Government of Vanuatu's international commitments such as MDGs, PAA, CEDAW, CRC, CRPD, and UPR.

The Department had the following staff: Director, Communications Officer, Child Desk Officer, Officer on Violence Against Women policy and legal reform, and Officer on GEPG and women's empowerment. Majority of human resources was devoted to liaising with donors such as AusAID on women in parliament, governance, disabilities, policy development on violence against women and others; with NZAID on economic program and training for women running market houses and small businesses; with World Bank on financial trainings for women running businesses; UNIFEM on GEPG; and UNICEF on children's affairs. By the end of 2009, the number of staff was expected to increase to 20, mostly Port Vila-based and one in 1. This is expected to increase the capacity of the Department to take on its multiple responsibilities more effectively.

The Department has received no clear indication from the courts as to whether and how the roles and responsibilities of VNCW can be altered. Instead, the Director is considering the possibility of recruiting additional staff in each Province who will be multi-skilled (i.e. ability to oversee issues regarding women, children, and disability), and facilitate the implementing and monitoring of activities at the provincial level.

The financial support required to enlarge the Department and increase presence at the Provincial level have not been approved thus far.

In comparison, the Ministry of Health and Ministry of Education have information systems in place. The data generated is used by a number of users within and outside of the government. Nevertheless, data collected at the provincial and national levels by Vanuatu

Education Management Information System, Ministry of Education is more coordinated than those by the Ministry of Health.

Ministry of Health (MOH)

There are three main sources of information for MOH internal statistics: hospital, dispensary and aid. The system is guided by the World Health Organization's 'Health Information System', and based on a standard questionnaire employed in all the developing countries where such a system exists. The NSO also liaises with plans for developing the HIS and ensure that initiatives are statistically sound and in line with the global standards for HIS (Simil Johnson, Acting Government Statistician, National Statistics Office, 23/09/09). Each facility reports by filling out a standard form, and this is done monthly. This goes to the province statistician who checks and enters data into the system and then sends it on to the MOH in both hardcopy and with the digital file. In turn, the Statistics Officer at the Ministry of Health does the compilation of the data received from all the provinces.

Since October 2008, the statistics Officer in MOH has not been receiving questionnaires from the provinces, largely because the province statisticians do not have sufficient staff, training, and incentives to check and enter the data in the system. For instance, the ways in which death certificates are filled out in the provinces are often incomplete, and will not include vital information such as death or sex of the position. This makes it difficult for the statisticians in the Provinces to enter the information correctly. Furthermore, the MS Access is used in the Provinces to enter the information collected. But, the statisticians in the Provinces do not know basic functions such as how to change the layout for printing. If a number does not show correctly because a column is too narrow, they often do not know how to change the layout (Yvannah Taga, Statistics Officer, Ministry of Health).

Ministry of Education (MOE)

The MOE has a more coordinated monitoring system, and is better resourced than the MOH. The MOE has been using 'Vanuatu Education Management and Information System' (VEMIS) since 2007, developed through technical and financial support from NZAID. The VEMIS can collect a range of data on such as student subject enrolments, gender, grades, information on buildings, including the condition of different buildings, their location, teacher profiles including performance assessment, other HR details (curriculum development officers do assessments of teachers in the field).

The information for VEMIS comes from annual Development Survey forms. The Education Act requires that all information requested by the Ministry from schools be submitted. There are six data entry officers that input the annual surveys. Once the data entry is done, reports are made. At the end of each survey form is a comments section where principals can put additional information, such as that they need another teacher in a certain area, or textbooks for some subject. The statisticians at VEMIS and officers at Education Services can check on student to teacher ratios and student to textbook ratios for the relevant subjects through VEMIS to assess what the situation is.

The annual survey has a return date of 31st March. The data entry must be completed by April, and the Statistical Digest published by June-July. However, delays are rampant. For example this year, the Statistical Digest was not published till September. Delays are caused by late return of the survey by principals. The statisticians usually begin running reports when 80% have been returned. The Statistical Digest is distributed to stakeholders and used to inform our budget proposal.

A VEMIS committee has been established to ensure that there is no duplication between the VEMIS survey and the census. The committee also assists the MOE to accurately calculate projections of enrolments. There are many factors to consider in projecting enrolments such as migration, deaths and births.

Examine the public sector environment and whether it makes it easy or difficult for managers to perform to high standards and to be held accountable for their performance – incentives for stakeholders to take M&E seriously, strength of demand for M&E.

The majority of the stakeholders we were able to meet during this diagnostic, country mission suggested that monitoring and evaluation systems are not well developed, still in the process of being developed, and/or remained an afterthought. This was attributed to a multitude of factors such as public service environment; government agencies remain under resourced; M&E remains donor driven; and the overarching plans meant to guide government's policy remains large, unfocused and difficult to monitor and evaluate.

Public Service Environment and M&E

There was a consensus amongst stakeholders interviewed across sectors that staff performance is not sufficiently linked to monitoring and evaluation either because the Public Service Commission and internal Ministerial processes remain weak.

Most government agencies rarely use research to guide evidenced-base policy making, and this is particularly evident in the health sector. For instance, the UNICEF launched the Multiple Indicator Cluster Survey report in 2008 and invited all Ministries and a wide variety of stakeholders. This was one of the first times that a research report was publicly released, not merely shelved and where major findings were highlighted. Despite this launch, however, there were still some disappointing responses. For example, the survey found that 25% of urban children are living below the poverty line, “yet the response out of the PMO and MOH did not go beyond pleasantries thanking UNICEF for the study”. This suggests that even when there are indicators and reports there is not sufficient incentive to respond meaningfully or to implement the findings through responsive policies. Instead, most of the planning is based on ‘participatory’ and expensive workshops where research findings are rarely discussed (a Director of Ministry of Finance and Economic Management, 15/09/09).

The MOH has the second highest operational budget and much of this is spent on remuneration. Furthermore, MOH’s expenditure lacks proper planning, and the budget is not strategically focused (a director at Ministry of Finance and Economic Management, 15/09/09). According to a Statistician at the Ministry of Health, high level civil servants at MOH rarely request her for information from the Health Information System.

The responsibility lies with the Director General DG who oversees the planning, monitoring, evaluation and staff performance at the Ministerial level. The DG has planners for internal work of the MOH, and it is the responsibility of the DG to ensure that the planners are using research, linking the research to the policy initiative and budget submissions. One of the major problems is that the MOH has Doctors, nurses and intellectuals in positions that really require administrative capacity. For example, the previous DG of health was the head nurse but lacked policy skills. The position of DG has recently been filled by the former head of the PSC (a director at Ministry of Finance and Economic Management, 15/09/09). According to Arugogona, the Policy Analyst at MOH at the time of this UNICEF/UNFPA country study, the last staff appraisal was held in 2003 because there was an increment in government wages

and only because there was a directive from the Public Service Commission to carry out staff performance.

The problems described above are symptomatic of wider structural issues plaguing the public service and is not limited to the Ministry of Health in particular. For instance, when asked the Planning and Statistics Officer at the Ministry of Education if she felt her position and pay was affected by her performance, she said: “Well your supervisor might deduct your pay [in the bi-annual performance review, internal to the MOE] if you have not performed satisfactorily. But in the seven years that I have been in the government, I have not seen anybody’s pay being deducted, even if they do not turn up for work for one month and/or are not producing any outputs” (an officer at Ministry of Education).

The performance appraisal system in the Public Service (PSC) has not been functioning well. For instance, the roles and responsibilities of DGs and Ministers are conflicting. Ministers are responsible for managing and monitoring the DGs. The DGs are in charge of budget. The minister may make a request to the DG for travel or additional expenditure; if the DG does not acquiesce to the Minister’s request then it can be a black mark against the name of the DG and impact their performance appraisal from the Minister. This creates a disincentive for DGs to control budgets. Furthermore, PSC is responsible for doing assessments of staff performance but does not always have the capacity to do so effectively. For instance, senior officials at MFEM are at times appraised by junior officers at the PSC officer with little experience working for MFEM and understanding of MFEM processes (a director at Ministry of Finance and Economic Management, 15/09/09).

The Public Service Commission has the power to hire and fire but not the risk of non-performance of staff – this is the burden of the individual ministry. There is also considerable paper work to fire or warn a non-performing government staff member, and Ministries often cast a blind eye on non-performing staff rather than inform the PSC (a director at Ministry of Finance and Economic Management, 15/09/09).

Resource Constraints within Government Agencies

One of the major problems facing the public service in Vanuatu, like in other small island countries, is that there is a lack of well-qualified staff in particular to take M&E seriously. Although the structure of the Monitoring and Evaluation Unit within DSPAC was approved on

the 18th of December and recruitment had commenced immediately upon approval, the four positions within the Unit were just getting filled (that of Head of Monitoring and Evaluation, Policy Monitoring Officer, Policy Impact Evaluation Officer, an Policy Auditor) at the time of this UNICEF/UNFPA Diagnostic Study. The main responsibility of M&E Unit is to ensure all line Ministries report on their projects and activities to DSPAC. But there had not been any reporting on the following sectors of specific interest to the study: health, education, children, women and disability. The position of 'Senior Analyst in Education and Youth' was vacant. There was only one (de-facto) Senior Analyst responsible for health, education, children, women and disability. The staff constraints with the Department of Women, Children and Disability have already been highlighted in TOR 5.

M&E remains donor driven

Monitoring and evaluation generally does not take place until and unless tied with external aid. For instance, the Annual Development Report was released towards the end of 2009 (?) because it was condition of EU budget support to the Government of Vanuatu, and the reporting requirements were due. Similarly, the CEDAW and CRC committees are meant to meet regularly to discuss progress in implementing commitments, but the meetings are ad-hoc at best. For instance, CEDAW committee members met the most regularly when Vanuatu had to submit first, second, and third period requirements to the CEDAW committee in Geneva in 2004 (a Oxfam officer, 28/09/09).

Difficulties in Developing an Overarching National Plan

Vanuatu has been preparing medium term development plans covering the full spectrum of national development needs since independence in 1980. The Priorities Action Agenda (PAA) and more recently the Planning Long and Acting Short (PLAS) have since replaced the CRP matrix. The PAA was originally prepared in 2003 as a concise list of priority actions to be implemented on a three-year expenditure cycle. However, the PAA has come to resemble the largely unfocused and un-wielding CRP matrix. The Natapei government in 2009 released the 'Planning Long and Acting Short', a matrix that sets out the policy priorities and action agenda for the next four years. Instead of describing all the ongoing activities of the government, the document highlights the actions of the highest priority to which the government will devote its full attention and resources. The focus is on governance, land, infrastructure, productive sector, human resource development, health and security. As this diagnostic study will further clarify the objectives and performance

indicators continue to be vague, and not broken down into specific programs and activities. Neither the PAA nor the PLAS are costed out which makes it difficult to prioritize while the vagueness of the performance indicators prevents effective monitoring and evaluation.

Determine the main aspects of the public sector management that the PME system supports strongly: (i) budget decision making, (ii) national or sector planning, (iii) management, and (v) accountability.

The existing PFM system fully supports the accountability and planning requirements to a high degree. The FMIS is regarded as regional best practice both in terms of quality and timeliness of reports. However, little effective use (in a management sense) is made of the financial reports, particularly in the line Ministries.

No real complimentary PME system has been added to the FMIS to enable performance monitoring even though the structure of the systems fully incorporates all the necessary elements to affect this. As a result actual PME reporting is limited.

Describe the women and child focused M&E indicators and tools in current use, their scale, cost, utility and focus.

M&E indicators		Focus	Scale/Cost	Utility
Annual Report	Development	National	This covers the higher level national priorities including the MDG's	Limited as the report is not yet ready. The remains a lack of baseline data and a lack of agreement on key reporting statistics
Vanuatu Sector Strategy	Education	Education Sector	This covers a range of education data and this includes data broken down by gender	There are several relevant statistics in this data set and it is updated on a regular basis

Health Management Information System	Health Sector	This covers a range of health data and this includes data broken down by gender	There are several relevant statistics in this data set but it is not always updated on a regular basis
Prioritized Action Agenda	National	This covers higher level medium term priorities	Limited as there is no reporting against this other than the ADR
Planning Long and Acting Short	National	This intends to cover higher level short term priorities	Limited as there is no reporting against this other than the ADR
National Plan of Action, Women	Women	Need further work to be more focused and practical	Potentially very good if the indicators can be linked to others regularly collected by Government agencies
National Children's Policy	Children	Need further work to be more focused and practical	Potentially very good if the indicators can be linked to others regularly collected by Government agencies

Determine the compatibility between DevINFO and the existing software used by the National Statistics Office, Finance, National Planning and Sector Ministries and the potential for DevINFO roll out along with other software's to improve case management systems, in particular in the area of justice for children and child protection.

There is no single source for this information. Like in all the countries visited women and child focused indicators and data have to be compiled from other sectoral data sources. The following table summarizes the potential sources of this data. Information on how the data is stored, reported and potentially extracted is in the next section.

Ministry	Existing Software	Potential for DevINFO roll out
Ministry of Finance	FMIS Vanuatu Budget Management System	This is possible although analysis would have to be undertaken to make sure that the field structures used were such that the information could be easily exported and imported from the incumbent FreeBalance system to DevINFO
Prime Minister's Office	Vanuatu Budget Management System	Yes, there is potential for DevINFO roll out in the newly established 'monitoring and evaluation unit' under Department

			of Strategic Planning and Aid Coordination to centralize monitoring and evaluation studies and reports carried out in the country; and monitor and evaluate progress of Ministries and Departments against the CP,, PAA and PLAS. The UNDP appointed MDG officer currently housed at PMO could also use DevINFO to monitor progress in achieving MDGs. There is already discussion underway between NSO and DSPAC to see how feasible it for existing statistics collected by NSO can serve as measurement for PAA, and what is required for further improving M&E against the PAA.
National Statistics Office	Statistics	PopGIS	Yes, there is potential for DevINFO to exist alongside PopGIS. According to Simil Johnson, the Acting Government Statistician, National Statistics Office, DevINFO is user friendly, and can assist in presenting data in a way that PopGIS cannot. PopGIS requires trained personnel to operate the system. But the NSO has invested heavily in maintaining PopGIS and does not feel that DevINFO will be able to substitute it. NSO has new scanning facilities linked with PopGIS so that data entry is no longer required, and GPS is also being used for mapping purposes.
Ministry of Health	Health Information System	Health Information System	There is potential here as the HMIS is a basic access database.
Ministry of Education	Vanuatu Education Management Information System	Vanuatu Education Management Information System	As with Health this is possible, however, the extraction reports from the EMIS would have to be in a format compatible with DevINFO and vice-versa
Department of Women, Children and Disability Affairs		None	Yes, but the Department is still in the process of re-defining its roles and responsibilities in view of the recent restructuring.

Assess the quality of any child and women focused research, monitoring and evaluations conducted in country since 2000.

The following reports were identified as containing useful baseline data that was child and women focused. Almost all of the reports were commissioned by a UN agency, usually UNIFEM or UNICEF. Much of the data was based on surveys that are not necessarily undertaken on an annual basis, therefore, could only be used as long term progress indicators on specific issues. The quality of the surveys sighted was good.

- UNICEF Situational Analysis of Women and Children
- UNICEF Multiple Indicator Cluster Survey
- UNICEF Child Protection Baseline Study (draft)
- 'The Situation of Children's Rights in Vanuatu: A Secondary Data Analysis', Save the Children in Vanuatu Shem, Jilda (2009)
- Cox, M. et al. (2007) The Unfinished Driver's of Change in Vanuatu, AusAID, Canberra.

The following reports were identified as containing useful baseline data that was not necessarily child and women focused but did contain elements that were useful to women and child policy monitoring. All of the reports were funded by a donor usually AusAID or the ADB. Much of the data was based on surveys that were undertaken on an annual basis, therefore, could be used as short or medium term progress indicators on specific issues. The quality of the surveys sighted was good.

- HIES / Agricultural Census
- NSO Poverty assessment

Determine who is responsible for collecting performance information and conducting evaluations; any problems with data quality and reliability or with quality of evaluations conducted; strengths and weaknesses of local supply of M&E; key capacity constraints and the government's capacity priorities; incentives and strength of demand for child and women focused PME.

The Prime Minister's Office is responsible for PME of the overall economic and development agenda of the Government. It aims to do this by collating data that should be gathered by individual line agencies against targets set out in the budget, the PAA the PLAS and also the ADR.

The larger sector agencies such as Health and Education have significant donor support to enable them to collect this data but it is still not being done to a satisfactory level.

The responsibility for women specific data collation could (it may be argued) lay with the Department of Women's Affairs, and that for Youth with the Department for Youth and Sports, however currently neither of them undertake this function.

Strengths and weaknesses

Whilst the incumbent FMIS, EMIS and HIS systems means that there is no systemic reason why the data is not collected, lack of resources, lack of demand and lack of use of data mean that only the basic health and education data is collected in practice. This is a shame given the large investment by the Government into the systems element of PME which mean that if the demand could be generated it would be a relatively straightforward task to actually affect some form of meaningful PME in this regard.

Assess the levels of participation of children, young people, and women in planning, monitoring and evaluation.

In theory line Ministries are supposed to reflect the views of these groups in their budget designs. In practice there are few public meetings (outside of Government sanctioned activities such as the Business Forum) and as such these types of views only get a hearing via some form of lobbying.

Social accountability in this regard remains limited, partly due to the fractious relationships within and between NGO's and Government. As a result there is also little formal "demand" side pressure in this regard, although anecdotal evidence suggests that with proper support this "demand" could be articulate as it does exist – it just does not have an avenue in which to express its views.

The views of Women should be expressed through the Department of Women's Affairs and the Vanuatu National Council of Women however the fractious relationship between these two entities would appear to have exhausted all other efforts to progress the gender debate.

The view of Youth could be articulated through the Department of Youth and Sport although they tend to focus more on sport rather than you and remain a relatively new Department / Ministry.

Describe the intent and extent of donor support for PME in recent years; donor products that support PME at the whole of government, sector or agency levels.

The country partnership agreements of the three largest donors (AusAID, the EU and NZAID) all have PME components. They also all operate in an occasionally coordinated fashion within the major social sectors of Health and Education, where the SWAp programs also have a PME component.

Probably the most focused and impact related work in terms of women and children is done by UNIFEM and UNICEF who focus on both communities and Government agencies and are therefore able to take on a more direct role in PME and service delivery support.

However, a lack of coordination and harmonization amongst donors remains evident especially in the Education Sector. There was also evidence of the over-stretching of government resources due to the sheer number of bi-lateral, multi-lateral and UN Agencies working on gender issues in Department of Women, Children and Disability.

On the positive side the donor community was increasingly confident in the government processes and are either providing budget support and/or going through government processes.

Draw conclusions and recommendations: overall strengths and weaknesses of the child and women focused PME system; its sustainability, in terms of vulnerability to a change in government, for example, how dependent it is on donor funding or other support; current plans for future strengthening of the M&E system; and optimal PME capacity and aid modalities.

As with other countries studied we did not find much evidence of specific women and child focused PME in Vanuatu. Women and child policy was not really being mainstreamed into the 'live' policy debate despite the country signing up to many UN conventions in this regard. However, it is not necessary the responsibility of the primary Government agencies such as the PMO to monitor women and child policies.

The importance of balancing the role of say DSPAC between preparing a single development plan that is comprehensive and operational, but at the same time prioritized should not be understated. It is difficult to prepare such plans which do not overstretch the limited capacity of the government or of the DSPAC to provide policy oversight in the budget process.

Therefore, as with education and health there is a role for other line agencies to contribute in this regard. In Vanuatu that would mean the Department of Women's Affairs and also the Department of Youth and Sport. However they seem to currently suffer from a lack of focus due to perhaps an agenda that is too large and overly driven by external partners. This in turn may reflect the inherent lack of staff and resources within these agencies to develop their own priorities.

As with other countries much of the ongoing women and child focused initiatives risk alienating gender and children's issues. Ongoing programs and projects tend to be too narrowly issue focused, and divorced from the whole-of-the-government planning, monitoring and evaluation systems. For example earlier proposals to 'mainstream gender', by placing 'gender focal points in key central and line Ministries have simply been ignored by Ministries and for good reason. For example there are very few gender trained staff in the Department of Women's Affairs let alone in other parts of the Vanuatu Government. This is symptomatic of wider problems with lack of qualified staff within the civil service.

In such circumstances networking with key clients is then the only viable way of progressing women and child PME and this is an area where some strengthening support may yield results. For example The Department of Women's Affairs or Youth and Sports could also consider taking on the roles of gender or youth policy monitoring. They could liaise with the PMO, the provincial governments and other stakeholders to carry out a gender analysis of strategies and work plans carried out by all the Ministries, identify gender-related

performance indicators, liaise with relevant Ministries to come up with new service targets in the budget, and monitor their implementation on a regular basis.

Monitoring and evaluation

Information systems or data repositories in the country have the potential to be reasonably effective in the PME sense but this is not occurring as well as it could. This is partly because there is a limited focus on ‘collecting’ data and even less focus on centralizing, analyzing, and sharing data. The National Statistics Office (NSO) has made some positive moves in this direction. They are currently in the process of conducting an NSO review, which is part of institutional strengthening for the department. The department has new and statistics that are standardized and ongoing in reporting.

As part of the review the NSO aims to make sure that statistical collection is linked to the PAA, particularly measurement of the performance targets outlined in the PAA. They are working with the SPP in PMO to see how the existing statistics work serves the measurement of the PAA, what is further required and what is feasible.

There is also the potential for roll out of DevINFO at the NSO, PMO and line agencies. There is a general awareness of what DevINFO is, how it operates and the benefits of using the system to collate and analyze data from a women and child focused perspective.

Furthermore, given the advanced FMIS and the fact that the current system lacks an aid management platform (AMP) it would make logical sense for the Government to adopt DevINFO as its AMP, however, we are not advocating this immediately as adding modules to already successful FMIS's is a sensitive issue. But this is something the Government may want to consider at a later date as it would considerably enhance the PME system and be automatically connected to live financial data.

List of interviews held in Vanuatu

Date	Name	Position and Organization
15/09/09	Benjamin Shing	Director of Finance, Ministry of Finance and Economic Management
15/09/09	Michael Busai	Economic Research and Expenditure Analysis, Ministry of Finance and Economic Management
15/09/09 23/09/09	Simil Johnson	Acting Government Statistician, National Statistics Office, Ministry of Finance and Economic Management
16/09/09	Peter Wallace	Overseas Development Institute Economist, Budget Office, Ministry of Finance and Economic Management
16/09/09	Johnson Naiviti	Aid Coordination and Negotiation Unit, Ministry of Finance and Economic Management
16/09/09	Gregoire Nimbtki	Director, Department of Strategic Policy, Planning and Aid Negotiation, Prime Minister's Office
17/09/09	Liku Jimmy	Planning and Statistics Office, Ministry of Education
17/09/09	Michael Taurakoto	Good Governance Programme, Wan Smol Bag
17/09/09	Jennifer Harris	Research Officer, Wan Smol Bag
17/09/09	Nurse Rose Sula Bulu	Reproductive Health Clinic, Kam Pusum Hed
18/09/09	Marianne Bani	Project Officer/Acting CEO and President, Vanuatu National Council of Women
18/09/09	David Eky Merick	Vanuatu Young People's Project, Vanuatu Cultural Centre
21/09/09	Jonas Arugogona	Policy, Ministry of Health
21/09/09	Yvannah Taga	Statistics Officer, Ministry of Health
21/09/09	Flora Bani	Policy Analyst, Health Sector, Prime Minister's Office
21/09/09	Netti Vuti	Senior Job Analyst, Performance Improvement Unit, Public Service Commission
21/09/09	Wilfred Leo	President, Vanuatu Teacher's Union
22/09/09	Dorosday Watson	Director, Department of Women's Affairs
23/09/09	Henrickson Malsokle	Principal Auditor, Auditor General's Office
23/09/09	Hilson Toaliu	Director, Save the Children Australia
24/09/09	James Toa	Development Programme Coordinator, NZAID
24/09/09	Anna Naupa	Senior Program Officer, AusAID
24/09/09	Adrien Mourgues Elena Gimenez Beltran	Attaché (Cooperation) Expert (Development Cooperation)

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		Delegation of the European Commission
25/09/09	Vivanne Obed	Director, Vanuatu Youth
25/09/09	Berton Jones	Senior Manager – Training and Curriculum, Vanuatu Rural Development and Training Centre's Association (VRTDCA)
28/09/09	Anthea Toka	Country Representative, OXFAM International
10/10/09	Joe Ligo	Director General, Ministry of Justice and Social Welfare
10/10/09	Paul Nalau	Senior Planning Officer and Legal Rights Training Officer, Ministry of Youth Development, Sports and Training
10/10/09	Collin Tavi	Senior Economist, Economic Research and Expenditure Analysis, Ministry of Finance and Economic Management