

Review of the Solomon Islands Education Sector Wide Approach Arrangement



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September 2009

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Executive Summary

The Education Sector Wide Approach (SWAp) for Solomon Islands, in place since 2004, has provided the opportunity to harmonise and align aid within a set of monitorable actions. The Solomon Islands Government (SIG) and its Development Partners (DPs) in the education sector have signalled a strong willingness to enter a third phase of similar relationship agreements in 2010.

The main purpose of this review of the current formal arrangements between the SWAp partners is to broadly assess the extent of the success of the SWAp and its general processes and to make recommendations that will strengthen the effectiveness of the relationship between the SIG and its Development Partners with a view to improved performance of the Government's education programmes.

This review identifies a well developed and defined formal partnership relationship between the three prime partners of the current SWAp. This positive relationship has fostered the Ministry's development of significant strengths in leadership, planning, and the growth of structural support and administrative systems. Of particular note in these areas is the lead taken by MEHRD in discussions with DPs and other stakeholders. This has resulted in an observable success in the communication and understanding of MEHRD's vision and approach, and the establishment and maintenance of a mechanism for the processing of (NZAID) budget support. The review further comments on the success of the structural mechanisms of data and information collection system (SIEMIS), the establishment of the Performance Assessment Framework (PAF) as a reporting mechanism, monitoring and review initiatives and processes, and an operational funding allocation directly to schools through the School Grant mechanism.

Specific achievements under the SWAp arrangement are detailed in section 4.4.

The review identifies issues that impact on partnership relationships and programme implementation and intended results. Central to these issues is the need to strengthen processes that create realistic and achievable goals for education sector development with an observable change in classroom learning. Other issues include the development of robust and credible processes to identify the type and extent of development partnership support required to support that achievement of goals, the extent of coordination between core ministries and the coordination between development partners.

The eighteen recommendations of the review are set out in two general groups; those that support the strengthening of existing SIG and MEHRD structural processes in the context of a SWAp, and those about Development Partner relationships.

The key recommendations for the first group include recommendations that:

- the overall structure of the education sector be discussed and confirmed as a precursor to the reform of the Education Act;
- a Policy Framework complementary to the ESF be developed;

- a mechanism be established to ensure regular informed dialogue between MEHRD and core ministries;
- a shift from the current generally input-driven approach to planning (and SIG funding) to a learner outcome focus;
- there be a significant focus on school quality and learning under any new development arrangements;
- the three interdependent structural cycles of planning, budgeting and reporting in MEHRD are harmonised and strengthened in their linkage;
- policy costing and forecasting capacity and capability within the planning division of MEHRD be fostered; and
- structural technical assistance generally take a more outward stance in the building of institutional capacity at the provincial and community/school level.

The key recommendations for the second group include recommendations that:

- the design of future SWAp agreements accommodate the variety of partnership approaches and Development Partner support motivations;
- the approach to future SWAp arrangements explicitly reflect the unique relationship between the DP and SIG;
- consistent across all agreements should be the Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners;
- a wider set of Development Partners enter into SWAp agreements with the SIG to support identified education sector development needs; and
- high levels of effective coordination between the Development Partners continue to be fostered through the mechanism of the Development Partners Coordination Group (DPCG)

1. Introduction

This section introduces the reader to the rationale for and the nature of the review.

The Education Sector Wide Approach (SWAp) for Solomon Islands has provided the opportunity to harmonise and align aid within a set of monitorable actions. Two phases of this formalised arrangement have been in place since 2004. There is a strong determination by the Solomon Islands Government (SIG) to continue its relationships with Development Partners in the education sector with arrangements of a similar character. There is a strong willingness of key Development Partners to enter a third phase of similar relationship agreements in 2010.

The main purpose of this review of the current formal arrangements between the SWAp partners is to broadly assess the extent of the success of the SWAp and its general processes and to make recommendations that will strengthen the effectiveness of the relationship between the SIG and its Development Partners with a view to improved performance of the Government's education programmes.

The review was undertaken in August and September 2009 through an analysis of available documentation including recent programme performance reviews, interviews with key stakeholders and observations at the national, provincial and school levels. Evidence of programme performance is drawn from the findings of the evaluation of the implementation of the National Education Action Plan 2007-2009 (NEAP) within the Education Strategic Framework (ESF).

This review identifies a well developed and defined formal partnership relationship between the three prime partners of the SWAp. This positive relationship has fostered the Ministry's development of significant strengths in planning and the growth of structural support systems. The review identifies issues that impact on partnership relationships and programme implementation and intended results. Central to these issues is the need to strengthen processes that create achievable goals for education sector development with an observable change in classroom learning. Other issues include the development of robust and credible processes to identify the type and extent of development partnership support required to support that achievement of goals, the extent of coordination between core ministries and the coordination between development partners. Identified structural weaknesses in financial management are particularly relevant to future SWAp arrangements.

Clarity in the expression and understanding of expectations of the relationship is at the heart of strengthening the current approach. The review recommends approaches for the strengthening of existing structural processes that will improve planning, budgeting, co-ordination, implementation, monitoring, review and communication. These improvements are expected to give the Solomon Islands Government (SIG) added confidence in negotiating and sustaining partnership arrangements characterised as a SWAp. These formal partnerships are expected to maximise opportunities and to expand beyond the current set in the education SWAp.

The review makes recommendations about the relationship approach for Development Partners with a particular focus on coordination.

Agreed arrangements between the partners for this third phase will need to be negotiated in the next few months to ensure continuity. This process is underway with a set of partnership principles under consideration by current and potential partners.

2. Background

This section contextualises the Solomon Islands education sector SWAp. It locates the SWAp arrangement within the Solomon Islands and Pacific Regional education contexts and international development discourses on aid effectiveness.

2.1 Context

The Ministry of Education and Human Resource Development (MEHRD) has initiated a review of the formalized partnership between the Solomon Islands Government (SIG) through the MEHRD, the European Commission (EC) and the New Zealand Agency for International Development (NZAID). This partnership is characterised by an Education Sector Wide Approach (SWAp)

This formalized partnership arose out of the Education Sector Investment and Reform Programme (ESIRP) launched in 2004 by MEHRD and Development Partners.

The first phase of the ESIRP was developed in 2004 by the MEHRD, NZAID and the EC to implement the Education Strategic Plan (ESP) 2004 – 2006. The ESIRP I documentation provided a framework for the governance, implementation, monitoring and review of the arrangement. A Memorandum of Understanding (MoU), signed in June 2004, formalised the shared understandings, commitments and conditions for the period of the ESIRP I. A significant feature of this MoU was an agreement that the arrangement would be managed by the SIG, with the responsibility for overall supervision of the ESIRP assigned to the Permanent Secretary, MEHRD and the senior management team of the Ministry.

An Education SWAp has been associated with phase one and phase two of the programme. The sector-wide programme (ESIRP) sought to establish priorities and a plan of action to improve the access, quality and management of education in the medium and longer term and to meet the Millennium Development Goals (MDGs).

Phase two of the programme (ESIRP II) was guided by the *Education Strategic Framework 2007-2015* (ESF) and the *National Education Action Plan 2007-2009* (NEAP).

The ESIRP aims to support the goals of the ESF and the NEAP for:

1. Improved access and equity at all levels leading to Universal Basic Education by 2015;
2. Improved quality of education, particularly at primary and junior secondary school level;
and
3. Strengthened sector management and planning.

Details of roles, responsibilities and funding arrangements relating to these phase two documents were included in a 2007 Letter of Arrangement (LOA) signed by the Solomon Islands Government (SIG), the EC and NZAID. This LOA continued the partnership approach (SWAp) established to formalise the support of the phase one ESIRP. The LOA is effective for the same duration, 2007-2009, as the NEAP.

The first NEAP and phase two ESIRP (2007-2009) are now in their last year of implementation. Planning for the next three-year cycle has already begun, with new Provincial Education Action Plans (PEAPs) for 2010-2012 produced and a second draft NEAP, covering the years 2010 to 2012, currently being costed. This NEAP is referred to as NEAP II in some consequent documentation. An evaluation of the NEAP (2007-2009) was undertaken in June of 2009 as a precursor to the planning for the next phases of the education reforms. A Performance Expenditure Review (PER) is also nearing completion and its results and recommendations will also inform the planning process.

A diagrammatic representation of the linkages between the key educational documents that underpin the SWAp in the education sector is included within the seminar notes set out in Annex Seven.

This review of the formal arrangements between the SWAp partners sets out to broadly assess the success of the SWAp and its general processes. The review sought to identify strengths, weaknesses, significant issues (that have or may impact on implementation and intended results), gaps in design and implementation, and key lessons learned from the relationship approach. To a large extent those lessons were evidenced by the findings of the reviews of the implementation of the NEAP 2007-2009 programme under the ESF. In addition to identifying these strengths, challenges and issues, the review sets out recommendations for the approach that will improve planning, budgeting, co-ordination, implementation, monitoring, review and communication of the agreed arrangements between the partners.

Since the turn of the century and the 'new aid era' there has been an increasing push towards the adoption of aid delivery mechanisms that are perceived as promoting greater aid effectiveness. Within the Pacific, three assumptions have guided the shift in donor approach:

1. That donor activity is more effective when it is coordinated and harmonized to reduce unproductive transaction and reporting costs, and funding agency and government efforts are integrated;
2. That donor activity is more effective when donor activity is aimed at putting more control and leadership into the hands of recipient governments and is more in-line with their 'credible' strategic plans; and
3. That donor activity is more effective when donor activity strengthens government management systems (Ward, 2003: 39).

Within the international development community, Education has emerged as one of the two key sectors for which a SWAp is perceived to be the most suitable mode of aid delivery. The expectation is that the improved service delivery arising from more effective co-ordination of aid amongst development partners, under the leadership of the government partner concerned and in support of an accepted sector plan, will obtain better educational results - through more

equitable provision, higher quality learning outcomes and greater relevance to wider development objectives.

A SWAp is therefore consistent with research findings that noted disappointing education outcomes in several Pacific Island countries despite considerable attention from both donors and governments. Key contributing factors included donor activity that was not meshed with national sector plans, ill-coordinated donor efforts and weak accountability linkages (World Bank, 2005).

Underpinning the SWAp adopted to support the ESIRP is the Paris Declaration of Aid Effectiveness, endorsed in March 2005, and the 2008 ACCRA Agenda for Action which followed. An analysis of the support for these principles in the 2007 LOA signed by MEHRD, the EC and NZAID is set out in Section 4.1.1 below.

As Ward, Sikua and Banks noted in an article specifically on the SIG Education SWAp at its inception, the conditions necessary for a successful SWAp in the Solomon Islands would be:

- o a comprehensive sector policy;
- o a sectoral expenditure program;
- o a sound macro-economic framework, in which sector and macro-expenditure are consistent;
- o government-led donor coordination within these frameworks, with common implementation and management arrangements and the use of government systems;
- and
- o the participation of key stakeholders (2004: 37).

2.2 Origins of the SI Education SWAp

The review team was fortunate to have time exploring with one of the authors quoted immediately above, [redacted], the motivations for the SWAp arrangement's establishment and the decisions informing its particular structure. As [redacted] was one of its key architects. He commented that his experience of aid projects in the 1980s-90s - with their parallel structures, constant flows of Technical Assistants who worked for donors rather than the Solomon Islands' ministry, their confined timeframes and narrow focuses that meant too many things were missed out - led to his conviction that *"there has got to be a better way"*. When his investigations uncovered the SWAp as a mode of aid delivery, his perception was that such an arrangement could address many of the dissatisfactions MEHRD had experienced with project aid.

S.9(2)9
S.9(2)(ba)

[redacted] referred to specific advantages of a SWAp as follows: *"A SWAp is more holistic ... it helps strategic and systemic thinking ... and its real beauty is that it is locally owned"*.

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He reported a key motivation for the Solomon Islands Education SWAp as being: *"... now the technical advisors work for us, not the project – they are commissioned by MEHRD and report to MEHRD"*.

According to [redacted] having just two Development Partners involved at the start of the SWAp helped:

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Our experience encouraged us to identify which donors were more likely to work in ways that suit us through a SWAp arrangement - they agreed to our request that they guide and lead [the ministry] to an extent but not overpower; let them learn from their mistakes ... and provided really good technical advisors – a key ingredient of the SWAp success; we know who we want and they work for us.

The review is mindful that the Education SWAp is the first such arrangement in Solomon Islands- thus it provided important lessons for other ministries and development partners when considering moving in the same direction as has now happened in Health. As [] further commented: *“Having only two donors involved meant other DPs could assist other ministries – we steered AusAid to Health and the beginning of another SWAp”.*

] s.9(2)a
s.9(2)(ba)

While [] expected the number of DPs within the education sector would have grown over time, the reason that that has not yet happened was because the two DPs involved increased their funding as new funding needs were identified. It was commented that this is unlikely to continue and the time is right for expanding the number of DPs working within SWAp arrangements, but it is *“very important that new players fit in where they are needed”*

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2.3 Uniqueness of the SI Education Swap

It is important to acknowledge the distinction between an abstract SWAp ideal and the uniqueness of a SWAp developed within context.

The preconditions for a SWAp, as set out by Ward et al. (above), were not all in place at the time the first formal SWAp arrangement was established in 2004. As noted by one official involved in its early stages: *“The SI SWAp was floated on a sea of hope.”*

Without these preconditions there has been an inevitable focus on strengthening those aspects which might have been considered as essential starting points; these structural improvement aspects are discussed below. The reviewers note, however, that the commitment and optimism of, and strong relationship between, the prime actors have to a large extent paid off, despite the absence of preconditions. This highlights that the SWAp ideal is not necessarily a precursor to success, although ongoing consequences of their absence have hampered the SWAp arrangement’s operations and development to a degree.

The ESIRP I documentation provided a framework for the governance, implementation, monitoring and review of the arrangement between the SIG and the EC and NZAID. A significant feature of the Memorandum of Understanding (MoU), signed in June 2004 was an agreement that the arrangement would be managed by the SIG, with the responsibility for overall supervision of the ESIRP assigned to the Permanent Secretary, MEHRD and the senior management team of the Ministry. This agreement aligns with the principles of ownership, alignment, and predictability as set out in the Paris Declaration of Aid Effectiveness, endorsed in March 2005, and the 2008 ACCRA Agenda for Action which followed.

Key aspects of the SWAp are also upheld by the recently developed Pacific Education Development Framework (PEDF)¹. Two of its guiding principles and values are:

- Harmonisation: a shared commitment between countries and development partners to align development activities with partner countries' national priorities; and giving importance to the national leadership role in coordinating development assistance with a focus on managing for results.
- Partnerships: Education and training involves governments, parents, teachers, students, community organisations and development partners. This PEDF is based on recognition that Pacific learners will not reach their potential if governments and key stakeholders work in isolation from each other. Encouraging and sustaining meaningful partnerships in education is central to realisation of the Framework's Vision (PIFS, 2009).

3. Methodology and Methods

This section describes the approach taken by the reviewers and outlines the processes followed.

3.1 Approach

This review has been undertaken with a particular emphasis on affirming successes and providing advice about strengthening relationships under the current approach. The review was undertaken as a forward-looking exercise based on the experience of the current SWAp to date, with a focus on identifying springboard achievement to support objectives in the next three-year planning cycle.

The activities of gathering information, analysis, review and formulating recommendations for the relationship were to:

1. review the:
 - effectiveness of the NEAP (2007-09) and ESF (2007-15); and
 - efficiency and impact of the mechanisms and structures in the contribution to achievements, as set out in the reports of June/July 2009;
2. support the development of a programme to strengthen:
 - processes such as planning and budgeting, monitoring and review, communication process; and

¹ In October 2005 the Pacific Forum Leaders endorsed the Pacific Plan with the goal of enhancing and stimulating economic growth, sustainable development, good governance and security for Pacific countries through regionalism. Improved education and training is one of the strategic objectives of the Plan in support of this goal. At their 2007 meeting, the Education Ministers decided that a comprehensive evaluation should be undertaken of the Forum Basic Education Action Plan (FBEAT) 2001 during 2008. Following extensive discussions and consideration in March 2009 Ministers decided that the outcome of the review would be a revised document to be known as the Pacific Education Development Framework (PEDF).

- mechanisms (including financial, human resource development, organisational, monitoring); and
3. formulate recommendations about strengthening the relationships between SIG and Development Partners and the management of the SWAp.

Meeting these objectives required:

- Desk-based analysis of key documents and internal reports. A key concern was to identify significant changes to the assumptions, baseline data and descriptions and management/political assumptions informing the SWAp.
- In-country discussions, including facilitating a seminar, over a period of eighteen days with MEHRD officials, partnership representatives, and education sector (field) representatives both in Honiara and in Western Province. A key concern was to promote thinking and debate amongst stakeholders on critical issues relating to the strengthening of the SWAp.
- A thorough consideration of the education SWAp and programme objectives, management structures and processes, implementation plans, legal and formal agreements, outputs and outcomes to date. A key concern was to provide clear direction for future arrangements.

The review provides an independent appraisal of where the SWAp arrangements and its management have been effective in the support of the implementation of, in particular, the phase two NEAP and the ESF.

The review set out to document the lessons learnt and make recommendations in order to improve. The focus of the review was on the effectiveness, relevance, results, impact, efficiency and sustainability of the SWAp. The review aimed to develop a series of pragmatic recommendations for strengthened relationships between the SIG and Development Partners.

These recommendations are expected to assist MEHRD to more effectively manage the Solomon Islands education sector through partnership arrangements with a wide range of Development Partners.

More broadly, this review aspect comes as MEHRD, after almost completing two three-year phases of the ESIRP, completes a broader review of the programmes, including a Performance Expenditure Review (PER) which is expected to provide a measure of the effectiveness of the current formal SWAp arrangement.

3.2 Schedule and Stakeholder Participation

Stakeholders included the Prime Minister, MEHRD Permanent Secretary, Senior Managers and other relevant officials, Education Authorities, school communities, aligned Ministries, Development Partners' representatives; international and local consultants; and relevant non-government organisations.

The following major activities were carried out prior to the in-country visit:

- a. Development and approval of a Review Work Plan (attached as Annex Three).
- b. Desk review of available documentation (see Annex Four).

The following major activities were carried out during the in-country visit, 18 August—4 September 2009:

- a. Review of locally-based MEHRD and Development Partner documentation.
- b. Discussions with the Prime Minister.
- c. Discussions with Permanent Secretaries of Education and Public Service.
- d. Series of discussions with the Undersecretaries of Education and key senior officials
- e. Discussion with the resident NZAID officials associated with the education sector.
- f. Discussion with the Permanent Secretary for Finance, Chief Accountant and finance officers associated with education programmes.
- g. Discussions with officers of the Office of the Auditor General.
- h. Discussions with associated locally-based Development Partners: EC, UNICEF (Honiara and Gizo - RARP), JICA, World Vision,
- i. Teleconference discussions with World Bank (Canberra), AusAID (Canberra) officials.
- j. Discussions with Education Authority officials at both the provincial and church representative levels.
- k. Discussions with Provincial Government ministers.
- l. Site visits to schools to discuss linkages with MEHRD and Development Partners, policy implementation and to seek comment about impact and sustainability.
- m. A seminar for senior MEHRD officials and Development Partners. Detailed documentation is attached as Annex Seven.

A full consultation schedule is attached as Appendix Five, and a full list of personnel consulted is attached as Appendix Six.

4. Review Findings

This section sets out the significant accomplishments, progress and constraints to the achievement of the key objectives of the plans supported by the two SWAp arrangements in the period 2004 – 2009.

The achievements discussed are drawn largely from the findings of: V. Catherwood's evaluation report on the NEAP 2007-2009 (August 2009), MEHRD's Performance Assessment Framework (July 2009), V. Levine's draft Public Expenditure Review (July 2009), and M. Grinsted's progress review of ESIRP Phase I (October 2006). We also draw extensively on our interviews with key stakeholders and observations at the national, provincial and school levels.

The reviewers have responded to the five aspects detailed in the objective set out in the Terms of Reference. These aspects have been rearranged in presentation to clarify and emphasise the relational focus of the review as well as to avoid overlap and repetition.

4.1 SWAp and Sector Wide Management

4.1.1 Review Focus

From both readings of subsequent documentation, including reviews, and discussions with key stakeholders, a confusion emerges between the relationship mechanism and the programme(s) being implemented. This confusion is also evident in the terms of reference for this review. The Sector-Wide Approach or SWAp is a description of a partnership relationship focused on strengthened sector capacity, whereas an education sector-wide programme is a programme of work that encompasses the full learning pathway from early childhood to adult learning. The role of the SWAp is to strengthen the capacity to deliver the sector programme – the SWAp does not define the sector programme, 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.

This review is very clear that its prime focus is the set of mechanisms and relationships that supports the ministry's delivery of services to learning communities throughout the country.² More specifically, the extent to which the review has attempted to integrate the recent evaluation of NEAP 2007-09, planning for NEAP 2010-12 and the PER, is in so far as there is a perceived direct link between the SWAp and learner outcomes.

² An evaluation of these programmes was completed shortly before the commencement of this review. See Catherwood's Evaluation Report (August 2009).

The current formal SWAp arrangements with the EC and NZAID have provided a considered opportunity to develop strong relationships within the framework of partnership principles consistent with the Paris Declaration principles. The successful formalising of donor coordination has given MEHRD and SIG the confidence to include a wider range of Development Partners in a similar set of arrangements.

4.1.2 Commitment to the SWAp ‘as a way of working’

While a SWAp ideal is a single arrangement whereby Development Partners pool their untagged budget support funds within local systems and processes, significant variations are observed for this current SWAp. NZAID’s approach more closely aligns with the ideal albeit with tagged funding and conditional draw down arrangements. Both the EC, as a SWAp partner and UNICEF as a Development Partner, hold funds separate from the SIG financial system and are managed according to each organisations rules. The review notes that MEHRD is authorised to access and make payments from these separate accounts. Ministry officials were clear in their preference for the NZAID approach which is largely embedded within local financial systems. This allowed for more timely access. Major concerns about delays in payment and consequent impact on effective programme implementation were expressed regarding funding through non-local systems.

This review confirms Catherwood’s observation in the recent NEAP evaluation report of the high-level awareness of the Education SWAp amongst Development Partners (DPs). Regular Development Partners’ meetings are held in order to ensure open and transparent communication between DPs and MEHRD on progress, successes and challenges in the operations of the SWAp arrangement and implementation of the NEAP. Other stakeholder ministries in the Solomon Islands such as the Ministry of Finance and the Ministry of Development Planning and Aid Co-ordination are also involved in the SWAp (see below). An Education Sector Governance Committee recently has been established to promote Government to Government dialogue. This Committee meets twice annually. A very significant step forward in DP coordination and harmonisation is the ‘Statement of Partnership Principles’ document which all key DPs have either signed or indicated their intention of doing so.

NZAID’s willingness to act in a Coordinating Development Partner role has assisted improved communication and co-ordination between donors and SIG. This role within the context of the Development Partners Coordination Group (DPCG) is an important feature to the sustaining and strengthening of the SWAp arrangement into the next phase. An important outcome of this coordination has been a containment of the administrative burden on MEHRD in the management of external support. NZAID has effectively taken the initiative to manage this aspect in a way that minimised the compliance cost and maximised the growth of institutional capability, particularly in the area of managing technical assistance. We comment further about this critical aspect in the “Future Support of the Principles” section of the report. However, Catherwood also noted that ongoing attention is needed to improve liaison between MEHRD and other key Government ministries (MoF, MDPAC and MPS). Effective communication between the core ministries is critical to secure the effective delivery of the education programmes. Again this aspect is further explored in the “Future Support of the Principles” section of the report.

In further support of the Paris declaration, the 2007 LOA signed by MEHRD, the EC and NZAID, the recently developed 'Statement of Partnership Principles', and comments from local stakeholders, all reference the principles as indicated in the following table:

Principle	Reflected in LOA through...	Partnership Principles	'On the Ground' Comment ³
<p><i>Ownership</i> - Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.</p>	<p>Local government's leading role in deciding on the programmes and priorities which comprise the education SWAp (e.g. ESIRP, NEAP).</p>	<p>MEHRD will provide clear leadership and guidance of the development of the education sector (4.a.i).</p>	<p>"In the beginning most work was done by technical assistants, but since [2007] we have seen a big difference; we have enhanced capacity and now many of the local officers are doing presentations, etc. After projects [in the past] the PM team would end and all would go back to square one. Now capacity building is sector wide. So the SWAp has transferred knowledge/capacity to local people."</p>
<p><i>Alignment</i> - Donor countries align behind these objectives and use local systems.</p>	<p>DPs signing on to use SIG systems (e.g. financial, procurement, etc) wherever possible (2.2.ii).</p>	<p>DPs will move towards ensuring that all financial and technical contributions to the education sector are in response to requests from MEHRD, and in line with the MTDS, ESF and NEAP.</p>	<p>"It is important that MoE is taking the lead and we hope donors will respond to this and not dictate to us. They need to let go." "We have a strong process already and I think we are strongly managing...we do some things differently but [DPs] must adhere to our ways."</p>
<p><i>Harmonisation</i> - Donor countries coordinate, simplify procedures and share information to avoid duplication.</p>	<p>The reduction of bilateral conditions, e.g. reporting requirements from separate DPs (2.2.iv).</p>	<p>DPs will participate in the DPCG, established as a platform to discuss key issues for feedback to MEHRD, settling any</p>	<p>"That's one of the challenges of a SWAp – all the partners want to raise their own interests/activities/agendas. It needs strong donor coordination – there are so many requests for information – this needs to be</p>

³ Comments reported here were made either to the reviewers during their consultation or during research conducted by one of the reviewers.

Principle	Reflected in LOA through...	Partnership Principles	'On the Ground' Comment ³
<p><i>Results</i> - Developing countries and donors shift focus to development results and results get measured.</p>	<p>The establishment of a Performance Assessment Framework (PAF) (see, e.g., 2.2.viii).</p>	<p>disputes within the group (4.c.ii) MEHRD and DPs will increasingly use the PAF and MEHRD (semi) annual reports as the key mechanisms for monitoring and reporting on results (4.d.iii)</p>	<p>coordinated.” “It’s clearer now – the budgetary benefits – they are clearer and performance-based – we can see outcomes.”</p>
<p><i>Mutual Accountability</i> - Donors and partners are accountable for development results.</p>	<p>The signing of the LOA in a “spirit of partnership” which reflects the joint accountability of SIG and the DPs (3).</p>	<p>MEHRD and DPs will participate in governance meetings, and undertake joint appraisal, analysis, monitoring, reporting and evaluation (4.e.i).</p>	<p>“[A SWAP is] where all development partners share mutual responsibility for results and activities. If results are poor it’s not just the government or the development partners to blame.”</p>

4.2 Processes

4.2.2 Planning

The support given through the SWAp arrangement clearly has been effective in developing this critical aspect of ministry functionality. Long-term sector planning is evidenced by the Education Sector Framework, medium-term by the three year action plans developed at national (NEAP) and provincial (PEAP) levels and short term planning through annual work plans. Another significant planning initiative at individual school level has resulted from the MEHRD focus on moving towards school-based management (SBM) and the provision of School Grants through the SWAp. Intensive planning and budgeting training and a School Development Planning manual have been provided and 90% of schools have produced plans. The training for all schools on whole school development planning has initiated a focus on community participation.

Planning processes and documented plans themselves are noteworthy in their structure and attention to detail with good linkages between strategic and action plans. The review noted a high level of understanding of the role and process of planning at the national, provincial and school levels as demonstrated by the following comments to the review team, the first from a member of MEHRD's PCRU, the second from the Western Province EA and the third from one of the schools visited.

The ESF is good for raising awareness about what needs to happen by the magical year of 2015 ... the ESF and NEAP complement each other - ESF is about 'what' and 'why', NEAP about 'how' and 'when'. Both are used for developing annual plans

Our first PEAP was developed in 2007 after the ministry plan – but it had no teeth ... The latest PEAP is supposed to contribute to the new NEAP so the other way around, not so top-down.

I work with our school board to develop a do-able plan – we work out how which of our needs can be covered by the grants from the ministry and what other funds we need for extra buildings and equipment ...

The linkage between action plans and actions, although improving, is still not strong. Grinsted, in his review of ESIRP Phase I, noted that only 16% of the intended actions for the period 2004-06 had been completed, while Catherwood notes that only 30% were completed, with a further 45% partially completed. Both these evaluators conclude that the plans for these phases of the SWAp were ambitious.

This particular aspect was one of the key focuses of the seminar workshop facilitated by the reviewers. One conclusion was the imperative for achievable plans. An essential step in creating workable plans is realistic and timely costing followed by a prioritising process. These aspects are expanded upon in Section 5 of this report.

The SWAp has supported the development of a series of underpinning policies to support the achievement of the goals set out in the ESF. These policies, often developed with technical assistance, include ECE, TVET, Tertiary Education, Grants to Schools, Grants to EAs, Teacher Education and Development, Warehouse Management and Distribution of Curriculum Materials. A crucial Language and Literacy policy is under development. The review observes a need for an overarching policy framework which allows for coherence in the linkage of these policies to the strategic goals. Such a framework would assist the planned revision of the Education Act. Nonetheless, the development of policies to date is a very worthwhile achievement that makes Solomon Islands a leader in the region and provides a sound basis for future planning. This aspect is expanded in Section 5 of the report.

4.2.3 Financial Processes

The recent draft PER describes the details of the wider SIG financial processes and funding mechanisms as they impact on the functions of MEHD. Levine notes the strong commitment by MEHRD to improve planning and budgetary processes recognising 'chronic problems in budget preparation and execution...' (Levine 2009: 9). Levine further observes that while his report identifies significant deficiencies in MEHRD planning and budgeting, '... these are not uniquely a function of weaknesses in MEHRD processes, but rather reflect a systemic weakness in national budget process' (Levine 2009: 10).

Catherwood observes that 'There is now a comprehensive process for all divisions of MEHRD to interact with the MEHRD Budget Committee in order to develop the annual Recurrent and Development budget, which is largely due to the PAF (linked to SIEMIS) that was developed in 2007 and refined in 2008 and 2009' (Catherwood 2009: 100). This observation reinforces the view of a strong commitment to strengthening financial processes and is consistent with this review's observations of the extent of the development of institutional capacity supported by technical assistance under the current SWAp. In particular, the observed feature of MEHRD having in place processes for identifying the nature and extent of technical assistance required to support its objectives.

The effective management of financial processes in a transparent and accountable manner is crucial to maximising the use of available resources in the delivery of education programmes. In the context of a SWAp arrangement such management is essential to the adherence by partners to the principle of *Alignment*. Section 5 of this report explores the interdependencies between the essential cycles of planning, budgeting and reporting with recommendations for improving the synergies between the processes.

This review concurs with Levine's view that there is a disconnection between budgeting and planning. This disconnection is most pronounced between the preparation of the national budget and planning cycles. The reviewers observed that the preparation of budget bids as part of the national budget process occurred independently of the *costing* of the NEAP. This creates a potential disconnection between planning and service delivery.

A viable, reliable and authentic information system is critical for not only monitoring progress but also as the basis for policy making and costing, and wider financial forecasting. SIEMIS has

the potential to capture data from all schools. Policy costing and financial forecasting could be within the planning division of MEHRD. Financial forecasting is an essential element of effective resource management and in its absence, expectations and planning are likely to be disconnected from the realities of available resources. The recent evaluation of the NEAP identified an overly ambitious plan which may have been more realistic with careful costings applied as part of the planning process.

There is a stronger linkage between planning and the budgeting of tagged funds received from NZAID. Through the SWAp arrangement, funding for activities through the separately tagged fund from NZAID is held in an MEHRD trading account⁴, executed by MEHRD officials and accounted for separately within the local system. MEHRD officials noted this local bank account setup streamlines the payment processes.

Funding for support of EC activities is separately accounted for outside of local systems. We note that UNICEF funding for the Child-friendly School initiative is accessible to MEHRD at the national and provincial level and expended according to MEHRD annual plans. Although the funds are held in separate bank accounts and are managed according to UNICEF financial rules as opposed to SIG financial instructions, payments are authorised by MEHRD.

This review also notes serious chronic weaknesses in the management of financial processes. These weaknesses are outlined in recent reports by the Office of the Auditor General and those of technical assistance provided directly to support the Accounts section of MEHRD. The technical assistance has been considerable over the past two years and appears not to have been able to significantly reduce the recognised system-wide risks of financial mismanagement in the Solomon Islands public service. The review understands that to strengthen the fiduciary control in the ministry, MoF is considering taking over accounting functions. This move is supported by the Permanent Secretary for Education. The OAG audit of the NZAID account is underway. The findings will contribute to discussions and the decision as to whether this aspect is also drawn into the MoF direct control.

Centralising accounting functions where there is both capacity and capability to provide fully accountable and transparent financial services is sensible within a small state. This move is not inconsistent with the principles of Paris Declaration principles of *Alignment*, as SIG systems will still be used, and may assure other DPs that local systems are robust and will meet their conditions – potentially strengthening the education SWAp overall.

4.2.4 Monitoring and Review

MEHRD has initiated, with strong support through the SWAp and from other DPs, a number of sector-wide reviews and evaluations including Griffith et al (2005), Grinsted (2006), Catherwood (2009), Levine (2009). A significant number of sub-sectoral reviews have also been commissioned involving Teacher Development, School Grants, Curriculum Reform, Language and Literacy, Distance and Flexible Learning, Enrolment Projections.

⁴ A voucher system between MEHRD and MoF operates to execute national budget expenditure, ie MEHRD does not hold national budget funds in a bank account.

A notable structural achievement has been the development and implementation of an education sector-wide information system, Solomon Island Education Management Information System (SIEMIS). The development of a credible information system is at the very heart of a successfully functioning government department and improvements in access to and quality of education.

Catherwood notes:

MEHRD has developed a transition plan for the development of SIEMIS, in co-operation with the technical assistance from UniQuest, and has put it in place. Training was provided for MEHRD staff in 2008 in using the data in SIEMIS. Follow up training inputs are scheduled for September 2009 and early 2010. The aim of the transition plan is to transfer responsibility to the MEHRD, and to give it more leadership. The return rate of survey forms in 2009 is expected to be 85%. However, progress in implementing the transition plan is slow, largely as a result of poor performance by MEHRD staff responsible for SIEMIS and IT. (Catherwood 2009: 104)

This review raises two key associated issues for discussion and resolution. These are:

1. A survey return rate of only 70% from schools in 2008 significantly limits the usefulness of SIEMIS data for forecasting planning and policy. The reviewers are puzzled that much of the non-return over a number of years is from Honiara schools, including the country's preeminent national secondary school, rather than the more likely locations of remote provincial schools. The usefulness of the data is further eroded when one considers that the non-returning schools include many of the larger schools.
2. The intellectual property rights over SIEMIS software appear to be vested in the technical assistance that helped develop the system, rather than in the SIG. The implications for expansion of software and future maintenance should be thoroughly investigated.

There is a SIEMIS training team in place, established in 2007. Its function is to train all MEHRD officers in the use and application of SIEMIS but not all MEHRD staff have yet been trained. All MEHRD divisions are encouraged to draw on SIEMIS data to develop their work programmes and monitor/report progress and achievements.

Associated with the development of SIEMIS has been, since 2005, the annual publication of a Digest of Education Statistics, and more recently the Performance Assessment Framework (PAF) which is based on information drawn from the database. The PAF is a significant step forward in providing a sound basis for policy analysis, monitoring progress and moving toward ESF goals. This information also provides an objective basis to reviewing the effectiveness of current policy implementation and enables accurate reporting against global commitments to MDGs and EFAs, and regional measures under the FBEAP.

The collection and collation of reliable data and information is an essential element to a successful SWAp arrangement. MEHRD and DPs have worked effectively to achieve the

establishment of an information system that has the potential⁵ to effectively support the underpinning structural processes of policy development, financial forecasting, programme implementation and policy effectiveness monitoring and evaluation. SIEMIS and PAF together are now providing strength to the processes that underpin the current SWAp and will, importantly support future education sector arrangements with SWAp characteristics, between DPs and the SIG. This will be particularly so in the aspects of ownership and leadership.

A technical working group on monitoring, which includes DPs and the establishment of which is a direct outcome of the SWAp, was revitalised in 2008. A reporting and monitoring officer (a new position established in early 2008) supervises monitoring team visits to schools – the team comprises members from across all MEHRD divisions, relevant Education Authority officials and school inspectors. Seven provincial visits have been undertaken since it began its work. Three monitors visit each school for a period of three-four hours and check such things as school grant expenditure against retirement report information and check storage facilities for teaching and learning materials. This initiative supports mutual accountability for development results in a demonstrated professional collegial approach and is commended as a pragmatic workable response to the Paris Declaration Principles.

The role and function of the Inspectorate is currently under review. This review understands that the inspectorate will take on a greater advice and guidance role. We are of the opinion that this direction will provide important and strategic support for the implementation of School-Based Management (SBM). This will have implications for the functions of the Education Authorities and the roles of MEHRD officers appointed to provincial positions.

4.2.5 Communication

With a focus on strengthening the internal processes of the ministry, within and between the various divisions, the SWAp arrangement has effectively supported technical assistance to coordinate a series of key processes. In particular, the development and coordination of communication channels has been a significant factor in improving the effectiveness of MEHRD personnel's capacity and capability in fulfilling their roles. Communication about the various structures, processes and procedures within MEHRD shows an ease of discussion and palpable confidence in discussing each feature. Initiatives such as the Coordination Team and the Secretariat have played an important role in this. The Education Sector Coordinator position, funded explicitly through the SWAp arrangements, has been crucial to the development of effective communication within and beyond the ministry. The success of the Annual Joint Review (AJR) as a key stakeholder forum for appraisal, monitoring and reporting lies in the ownership and management of the process by MEHRD. Senior MEHRD officials consider the AJR as a key activity that supports their divisional processes as well as being an expression of mutual accountability within the SWAp arrangement. The TWGs further reinforce this.

Strong inter-departmental communication is critical. This review strongly supports the recognition of the need to strengthen communication between MEHRD and the core ministries;

⁵ The current annual school return rates at about 70% are too low to provide reliable data to support valid analysis. This review supports the recommendations of other recent reviews for a more effective regime of advice, guidance, incentives and sanctions to be applied to boost return rates.

MoF, MDPAC and MPS. MDPAC is a nascent organisation with the potential to play a significant role in further developing the education sector through country-led coordination of development and wider cross-sectoral Development Partnerships coordination and management. Technical assistance to support such development could further strengthen education sector SWAp arrangements of the future. This support could have a focus on co-ordination but, consistent with the partnership principles, it is essential that the initiative is country-led.

The MPS plays a critical role in the efficiency of human resource management (in the education sector) with the centralisation of personnel management above L3 for all government departments by the Ministry of Public Service. This review observed time delays in actioning personnel-related requests. These delays potentially impact negatively on the implementation of SWAp-supported programmes. The current HRD initiatives will contribute to strengthened personnel management within MEHRD and possibly reduce dependence on MRS intervention.

A wider viewpoint might suggest that a SWAp be undertaken to support inter-departmental coordination. In discussions about the health sector SWAp, recurrent themes of lack of communication and coordination emerged as barriers to fully realising the potential benefits of external support under SWAp-like arrangements.

Under the current SWAp, NZAID has taken an appropriate lead role in supporting the NEAP2007-2009 focus on improving quality basic education. Catherwood reports solid progress in a number of key areas of the NEAP 2007-2009 where a focus on improving quality has been evident. (1.1.6). This review notes the contribution that the DPCG and the lead that NZAID takes within this group, to ensure coordination of the support of DPs outside of the current SWAp. This is a positive spin-off from the efforts to adhere to the LOA of 2007 and has worked to create a positive climate for other DPs to seriously consider a SWAp arrangement for their ongoing relationship with the SIG. This is evidenced by the participation of a range of DPs, including the EC, JICA, WB and UNICEF, in the preparation of the Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners (March 2009).

A further important aspect of MEHRD communication is with school communities. This communication is either direct from the centre or through the Education Authorities. The review recognises the difficulties for MEHRD in maintaining regular communication, particularly with remote schools. This will become more of an issue as school-based management initiatives proceed within the next NEAP. While strengthening communication at this level is not within the direct mandate of a SWAp or this review, it is suggested that a more formal and regular update of NEAP initiatives and progress be provided to schools through such means as the school broadcasts and newsletters.

Communication between the school and the community is also critical to the life of a school. The UNICEF RARP initiative provides an excellent model for community participation. This approach could easily be expanded beyond the infrastructural aspect to include participation in learner-focused school development and school-based management.

4.3 Tools

4.3.1 Human Resources, Management and Development of Education Staff

As to be expected given the SWAp focus on building capacity in order to improve service delivery to the sector, at national (MEHRD) level there have been concerted efforts over the past two years to develop the human resources available, with much of the effort spearheaded by the Education Sector Coordinator. An Institutional and Organisation Assessment (IOA) of all MEHRD divisions was undertaken in 2007, followed by job descriptions being reviewed and redeveloped. Training of MEHRD senior managers in the undertaking of performance appraisals has been provided. The findings of the IOA have informed Human Resource Development (HRD) plans for 2008 and 2009. HRD initiatives at the national level are producing, in general the intended results. This review supports the shift of focus to the provincial level.

Building management capacity and developing human resources at provincial level was a key focus of 2008's Year of the Provinces. Training was organised on education planning, reporting, monitoring and financial management. Another initiative was to revise the job descriptions of PEA staff and the development of a new Job Description form is being developed within the MEHRD HRD framework. Working in collaboration with the Ministry of Public Service, through the Public Service Improvement Programme (PSIP), MEHRD plans to introduce an Institution and Organisation Assessment at the provincial level (Catherwood 2009: 136).

In terms of strengthening school level management, a number of human resource development initiatives have been introduced to meet the NEAP goal of "provid[ing] capacity building programmes to improve management skills of Head Teachers/Principals" (MEHRD, 2007c: 115). Leadership and management training was conducted through the Teacher Training and Development Office of MEHRD in each of 2007, 2008 and 2009.

In addition, early in 2009 a national programme of intensive training on financial management was developed and delivered for school managers (Head Teachers and Principals). The programme included awareness raising on grant policies, training on retirement of funds, and financial management. The programme was outsourced to local consultants and run under the management of MEHRD (Accounts Division). Some of the training was run by MEHRD staff (Catherwood 2009: 92-3).

The reviewers' observations and consultations with MEHRD officials and school principals confirm the NEAP evaluation in its conclusion that major progress has been made within the general area of financial management at school level. Very effective streamlining of the system for allocation and management of school grants was made according to the recommendations of a 2007 review. Policy statements and guidelines for school and education authorities' grants have been developed. The training provided by local consultants engaged to provide support to schools and education authorities on managing and retiring the grants was reported to be effective. This progress is a very positive aspect of the support provided under the SWAp to implementation of the School Based Management policy.

The fourth level of educational management being enhanced through the ESIRP is that of classroom management. The key success factor in education reform and quality improvements is effective teachers. For the new curriculum to be successfully implemented in classrooms requires teachers who understand and accept the outcomes-based curriculum approach, who have good knowledge of subject content, and who are able to effectively use the pedagogical and assessment skills that will ensure the achievement of learning outcomes for all students. The importance of effective classroom management is well recognised in the review and upgrading of SOE's pre-service teacher education programmes, the Teacher-in-Training in-service programme for unqualified teachers, and the in-service courses provided through the Curriculum Development Centre on the use of the new curriculum materials. This review concludes that a sustained focus on this aspect of the programme will begin to yield tangible and measurable results at the learner level as a consequence of earlier investment in institutional strengthening at the central and provincial levels.

The review notes a variety of capacity development and training approaches provided as technical assistance under the SWAp arrangement to support initiatives at all four levels discussed above. Each form has strengths. The particular circumstance of the training need and the skill of the provider will determine the effectiveness of the technical assistance. It is beyond the parameters of this review to comment on the specific quality or relative benefits of a particular approach. These aspects will have been evaluated elsewhere. We would however expect to see a further growth in the use of local technical assistance over time consistent with the partnership principles.

4.3.2 Organisation and Organisational Reform

For Solomon Islands, a multitude of islands in 1.3 million square kilometres of ocean, the challenge of nation building is a particularly difficult task, exacerbated further by the extent of cultural and linguist diversity and the historically developed governance structure. There are two levels of government, National and Provincial, with National Government being responsible for allocation of funds to the nine Provincial Governments empowered to pass ordinances not in conflict with National policy or legislation. There is, however, a tension between the role of Provincial Government as an extension of National Government with the role of delivering services on behalf of government ministries and as a means of representing provincial interests and perspectives. Furthermore, it is reported that the link between the Provincial Government and village communities is weak and that informal systems of governance (traditional, church and kinship) are influential at the village level (Cox & Morrison, 2004).

The overall structure of the education sector needs to be discussed and confirmed. The discussion should focus on roles and relationships between MEHRD sections at the national and provincial levels, roles of education authorities at provincial and church levels, and relationship with schools and communities within policy of School Based Management. Roles have tended to evolve in reaction to initiatives and have been ad hoc in nature without clarity of a wider overarching and strategic view or sustainable mandate. The outcomes of such discussions will provide a valuable and necessary input into the revision of the Education Act. The new Act will mandate the structure as the most appropriate framework for supporting the policy of SBM. Where the rationale for a structure and approach is well understood, then an enabling approach

to legislation is likely to be the most effective. This approach to legislation was signalled in the review's discussions with the Prime Minister.

Catherwood highlights initiatives taken through the NEAP2007-2009 to better define and strengthen relationships:

MEHRD has started work to improve coordination between the MEHRD and provincial and private EAs. MEHRD's work in this area seeks to ensure on agreed procedures for more effective joint or decentralised decision-making on policies with significant financial implications for central Government. It is anticipated that issues involving coordination between MEHRD and provincial education authorities will be addressed in the proposed review of the Education Act. (Catherwood 2009: 109)

Other significant improvements have been made regarding effective communication between MEHRD's National Office and the provincial EAs was important to this process. For example, revised procedures for appointing and transferring teachers within and between EAs were approved and implemented in 2007. (Catherwood 2009: 110)

Under the current LoA, the two DPs have engaged at all levels; national, provincial and school. We note that there has been active and effective engagement by DPs at all levels. For example, UNICEF at community/school (RARP) level, the World Bank at the national level (PER). Engagement at each of the levels by external support will be easier to support and manage with better definition of the structure, roles and relationships.

This review notes the approach taken to engage school communities under the RARP initiative and commends this approach as a sound base for developing effective community/school governance relationships under the SBM policy that go beyond infrastructural considerations to encompass management and learning.

4.4 Effectiveness

The effectiveness of performance by MEHRD under the ESF and NEAP in providing more equitable access to education and higher quality learning outcomes is the focus of discussion here. Given that the SWAp is only the arrangement as discussed earlier and not the programme itself, achievements under NEAP and ESP are briefly presented with reference to the recent evaluation (Catherwood, 2009) and observations by the review.

Challenges to further achievement are considered in so far as a direct link between the SWAp arrangement and the NEAP objectives and ESP goal and strategies related to equitable access to quality education is perceived.

4.4.1 Achievements

The August 2009 Evaluation Report on the Solomon Islands National Education Action Plan 2007-2009 found that, of the 106 outputs and activities planned in the NEAP, about 75% had been completed or partially completed.

The areas in which positive developments and significant progress were made included:

- Access to quality basic education in line with EFA and MDG objectives;
- Improving quality of education;
- Financial management in the sector;
- Community understanding of Government policies relating to financial support for schools;
- Commitment to fee-free education;
- Curriculum development;
- Teacher education and development;
- Underpinning policy work (e.g. teacher education and development; EC; educational grants; curriculum materials)
- SIEMIS; and
- Capacity building in MEHRD, to EAs and schools

Also reported, compared to the progress on NEAP goals, achievements under the Education Strategic Framework (ESF), 2007-2015 were less impressive: only around 16% of the 267 activity milestones in the ESF have been met.

The reasons for this discrepancy are many and varied, but discussions with NEAP evaluation report consultant Vince Catherwood, as well as the expectations of the SWAp joint review team, indicate that the longer term focus of the ESF poses problems for those involved at ground level in implementing shorter term goals like those of the NEAP. The question of strategic direction and the relation of long- and short-term planning documents (those with a three-year planning horizon as opposed to, say, a ten-year horizon) needs to be addressed before the next round of plans are developed.

4.4.2 Review Observations

During this review many stakeholders applauded the arrangement of the SWAp in enabling many worthwhile achievements, in particular those related to building capacity in planning and policy development at Ministry level and the management of resources made available through the SWAp. The review also noted those achievements with direct impact at school and classroom level. In summary, the SWAp arrangement has supported:

- the development within MEHRD of strengthened leadership, management and administrative systems. Intensive management and financial management training has been conducted with effective results at national, provincial and school levels;
- national and provincial planning processes has been provided and documented plans are noteworthy for their structure and attention to detail;
- school grants funding which has improved access and supported school-based management through whole school development planning – almost all schools have now completed development plans;
- the development of policies for a number of sub-sectors including ECE, TVET, Tertiary Education, Grants to Schools, Grants to EAs, Teacher Education and Development, Warehouse Management and Distribution of Curriculum Materials;
- the development and implementation of an education sector-wide management information system, SIEMIS, and the establishment within MEHRD of a SIEMIS training programme;
- the development of an annual Statistics Digest and more recently the Performance Assessment Framework (PAF) which collates and analyses information drawn from the SIEMIS. The PAF is a significant step forward in providing a sound basis to evaluating the effectiveness of policy and planning implementation and enabling accurate reporting against global commitments to MDGs and EFAs;
- pre-service and inservice teacher development programmes. Notable achievements are the reviewing and upgrading of SICHE's pre-service teacher education programmes and the associated capacity building for SICHE/SOE staff, and the graduation of 250 previously untrained teachers through the teachers-in-training programme;
- the review and development of a new, needs-based, culturally relevant and appropriate national school curriculum, aimed at improving access to and quality of primary and secondary curricula while increasing local capacity for the Curriculum Development Centre. To date a national curriculum statement and a full range of primary and junior secondary syllabuses have been produced with new high quality and relevant teaching and learning materials coming on stream through the Pearson Plan;
- a three-level cascade in-service training programme to assist teachers in the implementation of the primary curriculum – it is reported that this has been well planned and organised and its delivery has been generally well received by participants. Also supported through SWAp funding were 'syllabus awareness' workshops for junior secondary teachers in three provinces as the means of introducing the newly drafted syllabuses to schools and getting feedback from teachers in the respective subjects. For many teachers this was their first in-service professional development experience and they reported being excited by the opportunity to engage in dialogue about issues of educational importance.

4.4.3 Challenges

As discussed above, improvements in school and classroom conditions have resulted from programme initiatives such as school grants, curriculum and materials development, and teacher development – all of which were funded under the SWAp arrangement. Despite this, a major concern expressed to the reviewers by people at each level of the sector was the length of time the SWAp has been in existence without significant impact at classroom level. This is

reinforced in documents reviewed including the most recent; Catherwood notes '... a major weakness to date has been in implementing the MEHRD policies and the activities of the plan to make a practical difference "at the chalk face"' (2009: 8). The prevalence of this perception requires a concerted outward focus for the next NEAP.

As noted above, while the SWAp as a relationship between Development Partners and the Government (through MEHRD) is distinct from the sector-wide programme represented in the ESF and NEAP, one of the expected outcomes of a SWAp arrangement is that it will lead to more effective service delivery and improved educational outcomes. The challenges identified below are those perceived by the reviewers as requiring renewed focus so that accelerated movement towards the ESF/NEAP objectives (and PEDP, EFA and MDG targets) makes possible their achievement by 2015.

Under any new development arrangements (SWAp), there needs to be a significant focus on school quality and learning to meet the challenges discussed below.

Particular challenges to universal/equitable access (Goal One) to primary schooling and 100% transition to junior secondary education by 2015 relate to a number of overlapping issues and concerns:

- Infrastructural pressures: provision of adequate classroom buildings and teacher houses and meeting minimum standards relating to sanitation, libraries, dormitories etc.;
- Growing school-age population numbers between now and 2015 (as detailed in the recent UniQuest assessment), particularly at junior secondary level;
- Addressing irregular attendance and low retention especially at primary level: while 94% net enrolment is a laudable achievement a reported Yr 6 completion rate of 62% is a major concern, as is the still low transition rate to Year 7 of 31%;
- Girls' retention being less than boys;
- Special needs children's learning opportunities being largely unaddressed.

Particular challenges to improved quality in primary and secondary education (Goal Two) relate to:

- Effective Teachers: Despite worthwhile development noted above, many issues remain unaddressed. The institutional relationship between MEHRD/SICHE/SOE gives rise to a number of tensions which require solution. A very high proportion of untrained and under-trained teachers, gender imbalances in the teaching service, high teacher absenteeism, are all very real challenges to improvements in this crucial area. During the life of the SWAp a number of reviews on how to address those often-stated concerns have been reported and very strategically and educationally sound recommendations made, the most recent being from Wrightson (2008) and Richardson (2009). There is an urgent need to establish strategies, identify resource needs and sources, and take action in this crucial area.
- Curriculum reform: international research indicates good quality, relevant and sufficient teaching and learning materials as the most cost-effective means of achieving quality improvements in developing country school systems.. For the expected return on the investment made in this area so far to be realised, it is essential that the ongoing investment required for completion of the Pearson Plan be provided according to established timelines. The two-stream secondary curriculum – developed to improve

- links between the school system and labour market needs - has resourcing implications in regard to the practical and technical-vocational equipment required for achievement of intended learning outcomes. Also needed is a revised policy for secondary education.
- Assessment: the learning outcomes focus of the new curriculum provides the foundation for improved school-based assessment. Pre-service reorientation and intensive in-servicing at the provincial and school levels will be needed. The need for an assessment/ examinations policy will become increasingly urgent as the new curriculum is rolled out if student learning is to be assessed appropriately at Years 6, 9 and 11. Plans to phase out the secondary entrance examination have been signalled for some time but it is acknowledged that this may be premature so long as Year 7 places are less than those needed for all children to make the primary-secondary transition. A possibility would be support under a SWAp arrangement for piloting its abolition in a province that already has 100% transition. (Isabel Province)

Encompassing these particular issues is a significant challenge for SIG/MEHRD in bringing about equitable access and improved quality throughout the schooling system: the need to address differential education provision and outcomes across provinces. This may, for example, mean that MEHRD with a Development Partner could focus resources on particular provinces.

The ESF itself documents (p.17) the key critical constraint to achieving its overarching goal of 10 years universal access to quality basic education by 2015: 'gaining access to the financial resources required to maintain current services and to implement the Framework and the associated planning documents ... the government of the Solomon Islands will require access to substantial investment or development funds it is to provide the teachers, buildings and materials required to expand the system and to improve the quality of services delivered'.

A further challenge relates to the establishment of clear learning pathways through and beyond the school system so that further education and training is matched to wider development needs (as outlined by the 2007 World Bank study). As commented by the Prime Minister: *"We need to be reminded of the question, 'What are we educating our young people for?'"*. He saw the need for national level debate around the question prior to the development of policy dialogue with DPs. He identified the World Bank as having valuable experience in this area. Consultations with other stakeholders revealed some frustration with delays in implementing the TVET policy. This will be an important focus for ongoing support under a SWAp arrangement.

4.5. Efficiency of the Tools

The extent to which SWAp mechanisms and processes - of processing budget and other support, fulfilling agreed duties, monitoring the utilisation of contributions, and accountability - is summarised in this section.

Quantifying the extent to which the mechanisms described within the SWAp agreement have supported the achievements of the programmes of work under the NEAP and ESF assumes baseline information about agreed measurable indicators, defined relationships between observable variables, and the possibility of comparative analysis in the use of agreed mechanisms in other settings and/or over time. In the absence of ready availability of this

information to the reviewers, comments about the effectiveness of the mechanisms in their deployment in support of the programmes of work are restricted to conclusions drawn from recent reviews and anecdotal comment by stakeholders during the reviewers' fieldwork.

In large measure, the discussions in the preceding sections have included comment about the extent of support that the current SWAp arrangement has provided in the implementation of programmes. However we take the opportunity to reiterate the following significant contributions and achievements.

1. The establishment and maintenance of a mechanism for the processing of NZAID budget support to MEHRD. This mechanism effectively utilised local financial processes and through a two step process, the first using a SIG Revenue Account, and the second an MEHRD trading account for the accessing of funds. The review notes that the Agreement stipulated that the second step be to a Trust Account. The review was able to observe usual financial controls on the trading account. This approach was an important factor in giving MEHRD a strong sense of ownership and control. The protocols for the quarterly release of funds to the nominated SIG Revenue Account and subsequent release of funds to the MEHRD bank account were established to provide predictability of cash flow as well as requiring prudent cash management. This management extended beyond budget management and account reconciliation to include the approval of annual work plans, consideration of the place of these funds within the overall MEHRD budget including SG funding, as well as Ministerial approval. The Office of the Auditor General provided assurances of an audit programme that included a comprehensive audit of the Ministry. This review understands that an audit of the NZAID Account within MEHRD is currently underway. The results will be a timely measure of the effectiveness of the controls and requirements associated with the account and mechanism.
2. The agreed funding mechanism for European Union funding is through the STABEX 1999 transfers. The modalities of use and sectors supported are set out in the Framework of Mutual Obligations (2001), modified in 2005 to extend the period of implementation to 2009. Funding is made available through a process of programme estimates presented jointly by MEHRD and the EC EDF National Authorising Officer with subsequent endorsement of the EC Head of Delegation for PNG, Solomon Islands and Vanuatu. It is noteworthy that overall, the current SWAp arrangement successfully accommodated funding arrangements that were largely outside of local mechanisms. While the existence of the EC Project Implementation Unity (PIU) within the MEHRD undermined the partnership principles, there was a commitment to diminish the role of the PIU over the period of the SWAp. This demonstrates the observation made in the sections above of each SWAp arrangement having unique qualities reflective of the circumstances of the partners.
3. Comments about the measures put in place for SIG to fulfil its duties are confined to communication and reporting obligations. These have been commented upon in previous sections and we restate the observations of Catherwood of observed success in the MEHRD's communication and understanding of its vision by the sector and key stakeholders. Evidence of the development of robust planning processes and lead taking in discussions with DPs and other stakeholders is referred to in previous sections.

4. The discussions in previous sections have highlighted the initiatives and activities, particularly of NZAID, that evidence adherence to the principles of the Paris Declaration of Aid Effectiveness (2005). The reviewers are of the opinion that this SWAp arrangement is one of the more successful in the region both in the positive collegial nature of the relationships established between the partners and the extent to which the underpinning principles of currently accepted best practice in aid provision are adhered to.
5. The review has discussed in the sections above details of the extent to which MEHRD leads the implementation of ESIRP II. Moreover the observable extent to which MEHRD capacity has developed over this second phase of the SWAp arrangement. The Sector Secretariat effectively supports joint monitoring and reporting mechanisms (ESCC) and the AJR process. The establishment of mechanisms that support tagged funding has allowed for ease in tracking expenditure against agreed programmes of work and specific activities. Financial statements are made available to ECC and the AJR. SIEMIS is now functional to the point of being able to service the needs of the PAF. These tools are crucial to quantifying progress towards meeting programme objectives.
6. The SWAp arrangement stipulates that both EC and NZAID funds will be subject to SIG's existing and statutory accounting and audit procedures, including those of the OAG. Technical assistance is provided through the SWAp arrangement almost on a fulltime basis to the Accounts Division of MEHRD. Weaknesses in financial management within this division have been discussed in the sections above and measures to provide better accounting services have also been discussed. With respect to the audits carried out, there has been timely support through the SWAp arrangement to assist MEHRD remedy the identified shortcomings. Strengthening financial systems procedures and execution of funds is an ongoing and critical focus for both SIG and DPs.

In concluding this section, the reviewers refer to a recent discussion paper Management and Procurement of International and Local TA and HRD Support (NZAID July 2009). This provides good evidence of timely encouragement of a partnership approach to strengthen MEHRD management of sector-wide education service delivery.

5. Future Support of the Principles

This section considers how the MEHRD can best position itself to assure Development Partners that it has the capacity and capability to manage development aid within its own structures and in a planned and accountable manner.

5.1 Introductory Comments

The Solomon Islands is heavily dependent on donor assistance. MEHRD expects that education sector donor support will continue at least at the same level but realistically at an increased

level in order to support the education reforms into the medium to long term. MEHRD is determined to take control of this dependency in a true partnership approach based on the experiences of the SWAp. This will require a clear identification of:

- what the SIG is realistically able to support through the consolidated funding mechanism; and
- what the Development Partners can provide through budgetary and other support.

This section takes a forward looking stance acknowledging the significant growth of MEHRD in its organisational capacity over the period of the first two phases of the SWAp since 2004. This institutional capacity has developed from a situation of virtual collapse during the *tensions* to one of supporting increasing enrolments and better access to educational services. This growth is the result of substantial investment in capacity building at the centre. This review recognises that there are still difficulties in effectively maintaining some core administrative activities. The recent evaluation of the NEAP 2007-2009 and the draft PER identified processes and systems associated with annual school returns, tertiary scholarships and the allocation of teaching posts as examples of systems and processes needing improvement. Comment on the detail of these systems or detailed recommendations for strengthening capacity are outside of the terms of reference of this review.

5.2 Building on the Partnership Principles

An important move to develop a viable stance has been the drafting of the Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners. As well as those Development Partners in the current Arrangement, others have also contributed to the development of the document and have indicated a preparedness to be signatories. This document is a robust statement of commitment to the Paris Declaration on Aid Effectiveness (2005), the Pacific Principles on Aid Effectiveness (2006) and the Accra Agenda for Action (2008).

Commitment to these principles forms a sound base and a natural progression of the approach characterised by the SWAp since 2004. This natural progression includes the potential to engage a wider set of Development Partners to support the identified education sector development needs. As a precursor to developing a recommended approach in partnership programmes, this section of the review report will firstly consider:

- the conditions and processes for the identification and quantification of those strategic areas of the ESF and aspects (activities) of the NEAP 2010 -2012 that require Development Partner support. and
- how such identification can be timely in manner to meet both internal structural processes obligations and Development Partner timeframes. The identification process is expected to be substantially more than merely identifying financial and resourcing shortfalls to maintain the status quo.

This review suggests that a learner focus within the framework of planned reforms and with identified outcomes, the driver for external support. This represents a fundamental shift from

the current largely input-driven approach to planning (and SIG funding). A transition plan will need to be developed. The review notes that budget allocations are made to programmes as a shift from a pure input focus. Concurrent with such a shift will be the need to undertake research to develop and monitor indicators that will quantify the impact of interventions in the critical areas of access and learning outcomes.

The planned development of a Medium Term Expenditure Framework (MTEF) for the education sector by MEHRD will identify funding and resource gaps for support by Development Partners. It is expected that the framework will formally address the processes of prioritisation. This section provides a way forward that is expected to complement the future MTEF. This review is of the opinion that the level of expertise and experience required to develop and sustain an MTEF does not currently exist within MEHRD.

5.3 A New Approach

The processes discussed in this subsection represent a step by step approach. The approach was developed in a conceptual form as an output of the seminar workshop held in early September for senior MEHRD officials and Development Partners. The following discussion draws on the comments and conclusions of the Seminar and Workshop facilitated by the reviewers in September. (See Annex Seven for details of the programme and approach for the Seminar Workshop.)

A start point for MEHRD is to have a very clear understanding and commitment to meeting (internal) structural and statutory requirements and obligations. Continuing the strengthening of the associated processes is wise and appropriate but a more outward focus should emerge for this next NEAP. The experience of the reviewers in developing education systems does caution against the pursuit of excellence in systems as an end in itself rather than systems and processes as tools to ultimately support effective learning. The point will be reached where the systems and processes are good enough and the return on investment in capacity building in management and administration is likely to be higher at the provincial and school levels.

An aspect of realistic expectation that should be explored further is the extent to which a small nation can realistically be expected to develop and maintain an efficient and effective bureaucracy that delivers on all administrative, management and governance expectations. The exploration should consider those activities that might be considered as core bureaucracy and those that could be provided in some other effective way. The options developed have implications for the extent and form of longer term support from Development Partners. These explorations could well be part of a more specific assessment of current institutional capacity to cope with increasing assistance from Development Partners. (The terms of reference and allocated time for this review precluded any quantitative assessment of institutional capacity.)

This review notes the intention of the Ministry of Finance to draw back some accounting functions from line departments. This move recognises that the skills and experience in some departments are not sufficiently developed to provide robust accountable financial services. Although MEHRD functions at a better level than most other departments, the Permanent Secretary requested and is supportive of such a move recognising that centralising some

functions is a necessary consequence of a thin spread of capacity and capability across the public service.

5.4 Cycles of Departmental Activity

There are three essential cycles of departmental activity that must be adhered to in a coordinated manner to identify and quantify the areas of desired support from Development Partners.

The three interdependent cycles are:

- Programme planning
- National Budget preparation
- Reporting

The following simplified diagram sets out to show the essential linkages between the key aspects of each of these cycles in an ideal situation. These linkages are referred to in the following discussion to illustrate the need for the timely coordination of activities to maximise the opportunities to achieve planned objectives and outcomes. The reader is directed to the ESF, draft NEAP 2010-2012 and the draft PER for detailed descriptions of these linkages.

Time Frame	Programme Planning	Financial Management	Reporting
FEBRUARY	<p>Vision</p> <p>Strategic Plan (ESF 2007-2015)</p> <p>Policy Framework to support ESF: eg</p> <ul style="list-style-type: none"> ◦ School-based management ◦ Curriculum Reform ◦ Teacher Development ◦ TVET ◦ FFBE 	<p>Government Budget Cycle</p> <p>Forecasting (Rolling three out-year horizon)</p> <p>Recurrent Budget</p> <p>Core Functions</p> <ul style="list-style-type: none"> ◦ Payroll ◦ MEHRD ◦ National office Provincial ◦ Sec Schools (x2) ◦ School Grants (FFBE) <p>Development Budget</p> <p>New Policies and Projects</p>	<p>Source</p> <p>SIEMIS</p> <p>PAF</p> <p>Financials</p> <p>MYOB</p> <p>Cash Book</p> <p>ANNUAL</p> <p>Audit</p>
MARCH	<p>NEAP</p> <p>Activities</p> <p>costed</p> <p>PEAP</p>	<p>Budget Schedules Drafted</p> <p>Budget Bid</p> <p>Annual Budget Confirmed</p>	<p>Tabled</p> <p>Semi Annual Report</p>
JUNE	<p>Priorities</p> <p>Established</p> <p>Core</p> <p>Development (Budget)</p>		
JULY	<p>Draft Annual Plans</p>		
AUGUST	<p>Approved Annual Plans</p>		
SEPTEMBER	<p>Divisional</p>		
NOVEMBER	<p>EAS</p>		
CONCURRENT PROGRAMME IMPLEMENTATION			
JANUARY	<p>Planned activities monitored at central, provincial, and school levels.</p> <p>Progress monitored, reported against PIs and programme adjustments agreed and made as required by circumstances</p>	<p>Monthly Cycles of Financial Management</p> <p>Govt Budget</p> <p>DP A/Cs</p>	<p>Monthly financial reporting to HoDs</p> <p>Education Coordination Committee (quarterly)</p> <p>Semi Annual Report</p> <p>AJR</p> <p>Preparation of Annual Report, PAF</p>
DECEMBER			

5.4.1 Costed Planning

The following discussion identifies both strengths and weaknesses in the actual linkages and general recommendations are made to strengthen the overall system. This strengthening is essential to meeting statutory obligations and requirements. Furthermore, in the context of this review, a strengthened position will assist MEHRD to enter into workable agreements with Development Partners that will lead to measurable impact on the learner.

Section 4 recognised the development of strong processes of planning. Clear vision and mission statements with associated key goals underpin a longer term strategic plan and medium term action plan. Annual plans derived from the medium-term action plan (NEAP) are a developed organisational capacity feature. The overly ambitious nature of existing plans has been noted.

Creating plans that are achievable in scope and that match the available resources, capacity and capability of the organisation requires well developed and practiced managerial processes. This review identifies the lack of costed plans (NEAP) as a major constraint in developing achievable plans.

It is noteworthy that MEHRD is currently seeking technical assistance to cost the draft NEAP 2010-2012. However this comes at a time well after the annual government budget bid process commenced in June. As a consequence, budget bids for 2010 programmes and the agreed annual Vote Education budget will not reference directly to the planned NEAP programme until the budget bid for 2011 in July 2010. Mitigating the impact of this misalignment in planning activity are the current severe government budgetary constraints on all departments, with a high probability that the first calls on expenditure of payroll (teachers and public servants salaries) and associated core activity costs will leave little, if any room for planned activity (development budget) beyond that core set. The impact aside, there remains a strong need to better coordinate planning activities and financial management.

5.4.2 Establishing a Policy Framework

This review notes there are well prepared and documented MEHRD policy statements. Technical Working Groups (TWGs) have been instrumental in the development of policies approved by the National Education Board and subsequently by Cabinet. This review suggests that a Policy Framework complementary to the ESF be developed to ensure that all policies needed to support the ESF as a strategic plan to realise the Vision and achieve the overarching goals, are identified. The ESF (S 12) identifies eighteen key policy areas and articulates a linkage between policy development and investment requirement. Such a framework will ensure coherence and sustainability of evidence-based rationale underpinning the plans at all levels. The framework will further identify those areas such as assessment, secondary education and special needs support where there is a need for new policy development and others that need strengthening and expansion such as school-based management and the education structure (national, provincial and community level). This framework will further reinforce interdependencies between key policies and provide a powerful guide to priority setting at the strategic through to annual plan levels.

Developing a Policy Framework that encompasses the entire education pathway is a critical precursor to the revision of the Education Act which will provide the legal mandate for the education reforms to date and those intended within the ESF and the government priorities set out in the Policy Translation and Implementation Framework (2007-2009) of the Coalition for National Unity and Rural Advancement (CNURA) Government.

The review has previously discussed the critical importance of a viable, reliable and authentic information system as the basis for not only monitoring progress but also as the basis for policy making and financial forecasting. Now that SIEMIS is established and has the potential to capture data from all schools and institutions through the deployment of a suitable incentive/sanction regime, this review suggests that consideration be given to the development of the capacity and capability within the planning division of MEHRD to use the data to forecast financial and other resource needs. A simple three-year rolling out-year approach is further suggested to support the action planning approach. Forecasting is an essential element of the prioritisation process.

As well as forecasting based on extrapolated historical data and trends⁶, there is a need to seek efficiencies within the current financial practices. This review notes the current Education Sector Public Expenditure Review (PER) identifies an urgent need to assess efficiency of the existing system and to develop strategies to restrain the wage bill and to maximise investments in quality improvement.

*A notable general recommendation of the draft PER is that **planning and budgeting need to be strengthened and credible budget submissions need to be supported by verifiable evidence. There needs to be increased engagement with central ministries in developing long term sector policies within the context of realistic resource projections. (10.2.5)***

Programme planning and pragmatic quantity surveying (QS) requires frequent positive interdepartmental liaison. Regular informed dialogue with the Ministry of Finance, Ministry of Public Service and the Ministry of Development Planning & Aid Co-ordination (MDPAC) is essential to ensure policy and medium to longer term priorities are established within a more sustainable planning horizon. Economic modelling (MoF Economic Reform Unit) and coordinated education reform within wider social sector reforms could be considered with a more realistic understanding of possible government budget constraints and cross-sectoral dependencies such as the introduction of complementary health and education initiatives at the community level.

The planned development of a Medium Term Expenditure Framework (MTEF) by MEHRD will require a close working relationship with other core ministries.

5.4.3 Setting Priorities

With timely costed plans within a policy framework, the setting of priorities is the next logical step in the identification of gaps. The setting of priorities will require an agreed set of criteria against which to determine relative importance and sequencing of planned activities. The reviewers noted that in discussing this aspect of prioritisation during the seminar workshop,

⁶ These may need to be weighted or adjusted to account for the one-off impact of new policy such as the introduction of FFBE.

senior MEHRD officials were quick to draw on strategic planning experience (ESF) to single out possible prioritisation criteria. These discussions tended to focus on overarching goals, key policy decisions and the need to sequence policy implementation in ways to ensure linkages were supported appropriately.

The prioritisation process will initially differentiate between core functions required to maintain the system and those activities associated with new policy implementation and targeted support. Within the government budgetary process these are differentiated by recurring and development budget categories. Medium term planning will recognise that development budgeting for new policy is likely to migrate to the recurring category. MEHRD planning takes on a pragmatic and 'do-able' edge when the quantity surveying is closely linked to the government forecasting and annual budget processes, as well the policies of the deployment of public servants.

The next step in the prioritisation process will be the identification of the education activities that the SIG is able to support within the NEAP in the medium term and within the budgetary cycle, the annual plans of each of the divisions of MEHRD. The prioritised list of activities unable to be fully supported or even partially supported by the SIG forms the basis for determining the form and level of Development Partner support that will be sought. In the spirit of a partnership agreement it is likely that Development Partners will be engaged in dialogue with MEHRD at this point of the process so that negotiated support best meets the needs and conditions of each partner or group where more than one Development Partner combine to provide support.

The dialogue will establish accountability mechanisms to monitor the activity. Agreed baseline and progress indicators may exist within local systems or may need to be established. These discussions will provide the opportunity to bed in a learner-centric approach with monitoring instruments that track the impact of the support investment through to the classroom. Existing data and information collection processes and reporting approaches will be discussed to ensure expected timing and quality protocols and standards are met. These standards will include international benchmarking to facilitate comparative analysis and research.

Underpinning these discussions and final agreements will be a strong sense of ownership by MEHRD and Development Partner alignment with national strategies and processes. An outcomes or results basis for defining the support within the existing (enhanced) planning processes will provide an intrinsic motivation to achieve short, medium and long term plans.

5.5 Technical Assistance

A crucial aspect of technical assistance that has been provided under the current SWAp is the Education Sector/Coordinator. This assistance has been successful in facilitating the strengthening of the institutional capacity of MEHRD at the central level. A call for expressions of interest in providing similar technical assistance is currently underway. This review suggests that the role of this technical assistance be defined to include advice and guidance in the coordination of the three essential cycles of activity discussed above. The technical assistance should take a more outward stance in the building of institutional capacity at the provincial and community/school level within the context of strengthening school-based management and governance. To a large extent many of the pieces are present within the system. Putting the pieces together in a strategic and coherent way is the essential skill of the technical assistance.

A significant amount of DP support is by way of technical assistance. The prioritisation will identify those areas where technical assistance is desirable. The process of TA identification is already established and contractual processes tend to be largely managed by NZAID on behalf of MEHRD. MEHRD, in co-operation with NZAID has worked diligently, particularly over the past three years to upskill ministry staff in terms of reference drafting, selection and report appraisal. Technical assistance is contracted largely through both a limited but growing local pool of expertise and the NZAID Approved Contractor Scheme. NZAID holds the contracts for international technical assistance and as such protocols and requirements of New Zealand procurement are adhered to.

An important aspect of the positioning process is to provide assurance that MEHRD has the capacity to identify, recruit and manage its own technical assistance. The management of technical assistance for either service delivery or institutional capacity building requires systems and capacity to be in place. Currently these procurement and management systems are still developing. NZAID has recently (July 2009) initiated discussions with MEHRD to develop transition plans to lessen the dependence on NZAID. This is a natural reaction to increasing institutional capacity and commended as an initiative to reduce dependency. Associated TA funding may need to be integrated into sector budget support, though tagged for accountability and reporting purposes.

5.6 Development Partners

The Solomon Islands Government is greatly dependent on external assistance and is expected to remain dependent on Development Partners for the foreseeable future. Official development assistance increased by over 50% between 2006 and 2008. The Central Bank of the Solomon Islands collects aggregated data on donor assistance, MDPAC collects data based on project profiles and MEHRD collects education-sector specific data.

As a major social sector department, the MEHRD will continue to rely heavily on Development Partner support in meeting its major goals. Key Development Partners have indicated a strong willingness to continue to support MEHRD in its quest. Further there is a strong commitment to enter into agreements characteristic of the SWAp. Development Partners will expect and seek assurances of measurable and sustainable impact of their support. Positioning MEHRD in a way that does not compromise the Paris Declaration Principles and provides assurances and delivers to partner expectations was discussed above. A critical aspect of developing a relationship that honours the principles is the need for high levels of effective coordination between the Development Partners.

The reviewers consider that the Solomon Islands Education SWAp has addressed the deficiencies identified with previous arrangements as identified by Dr Sikua (and in international literature on aid delivery). The SWAp arrangement is not confined by timeframes and limited targeting. Donor funding is more predictable and the national sector plan guides where that funding is directed. This SWAp promotes a more holistic, strategic and systemic approach through local ownership and national vision.

This reviews notes that Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners addresses harmonisation among Development Partners in detail. (4.c) The mechanism of a Development Partners Coordination Group (DPCG) is a worthy development. This mechanism is in place and meets regularly. NZAID is the current Coordinating Development Partner and has assumed the responsibility to provide secretariat services to the group. NZAID is commended for taking the initiative to establish and maintain this essential mechanism as part of the current SWAp. It is also noteworthy that the coordination extends beyond the current SWAp partners to include the range of Development Partners providing non-budget support. (NZAID provides about \$SBD40 million in budget support under the current Agreement.) One of the agreed conditions within a partnership agreement may well be active participation (eg a willingness to chair) in the DPCG

The DPCG provides a forum for the discussion of key support related issues, coordination of effort and resolution of issues of relationship between partners including SIG. It is noted that MEHRD sits at the table. Key issues include determining ways to minimise individual partner calls on MEHRD time and resources, and the coordination of proposals for new initiatives, studies and reviews to avoid duplication. A similar mechanism in the health sector takes the approach of a revolving chairing responsibility. This approach not only spreads the onus of coordination but also minimises the risk of developing a perception of capture of the ear of the Ministry by a particular Development Partner. The mechanism of course should not curtail bilateral relationships – its primary function is to minimise compliance costs on the local government department.

The minimisation of the establishment of additional systems and processes to meet Development Partner conditions with a focus on using local systems (enhanced as required) is an important approach to monitoring and reporting results. This is well covered in 4.d of the Statement. Expected full participation in joint and partner initiated meetings ensures open communication and transparency of agenda.

The approach set out in this section to developing a robust relationship consistent with the Paris Declaration allows for the development of relationships that are unique to the circumstances of SIG/MEHRD and the motivations of the Development Partner. The SWAp ideal suggests budget support as the most appropriate form of assistance. We are of the opinion that a functional SWAp can accommodate either budget (line) support through the mechanisms of the Central Bank, Treasury and the Ministry of Finance or non-budget support paid directly through the financial mechanisms of the Development Partner.

Further we are of the opinion that the approach to determining those aspects of the MEHRD plans that receive external support implies that the funding is targeted to a particular aspect of the plan. The current SWAp Arrangement explicitly defines the area of support and funding is tagged.

The current financial mechanisms associated with the NZAID support is set up for the monitoring of expenditure against tagged funding. The regime and conditions of tranche disbursement to a separate MEHRD trading account has allowed for ease of funds retirement by MEHRD.

To accommodate a variety of approaches, it is recommended that a series of SWAp agreements be established to explicitly reflect the unique relationship between that Development Partner and SIG. The Solomon Islands Government has already evolved a unique approach to its

arrangements under the current SWAp and the recommendations of this review affirm that success.

Consistent across all agreements should be the Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners. This could be an agreed annex and referred to in the substantive body of the agreement. It could even be subsumed as part of the terms and conditions set out in the body of the agreement. Additional technical annexes will include those that define the form, quantum and value of the support, the targeted aspect of the education sector to be supported, the monitoring and reporting expectations, including indicators, and financial protocols to be adhered to.

The format of the agreements will follow the usual conventions of the substantive section setting out the terms and conditions with a series of technical annexes. We are of the opinion that these documents continue to be referred to as 'arrangements'. This term appropriately refers to the parameters and protocols of the agreed relationship.

6. Conclusions and Recommendations

Some significant themes for considering the way forward emerge from the review. These themes lead to the general recommendations. The major emerging themes are:

- The current commitment to the principles of the Paris Declaration of Aid Effectiveness (2005) forms a sound base and a natural progression of the approach characterised by the SWAp since 2004 to future arrangements. This natural progression includes the potential to engage a wider set of Development Partners to support the identified education sector development needs.
- The development of an overarching policy framework which allows for coherence in the linkage of policies to the strategic goals. The ESF identifies eighteen key policy areas and articulates a linkage between policy development and investment requirement. Such a framework will ensure coherence and sustainability of evidence-based rationale underpins plans at all levels.
- There are three essential cycles of departmental activity that must be adhered to in a coordinated manner to identify and quantify the areas of desired support from Development Partners. The three interdependent cycles are programme planning, national budget preparation, and reporting.
- Technical assistance under the current SWAp has been successful in facilitating the strengthening of the institutional capacity of MEHRD at the central level. Key focuses for future technical assistance include advice and guidance in the coordination of the three essential cycles of activity as well as supporting a more outward stance in the building of institutional capacity at the provincial and community/school level within the context of strengthening school-based management, governance and effective teaching.

- The identification process to determine priority areas for Development Partner support is expected to be substantially more than merely identifying financial and resourcing shortfalls to maintain the status quo. A learner focus within the framework of planned reforms and with identified outcomes is a key driver for external support. Such a shift will need research to develop and monitor indicators that will quantify the impact of interventions in the critical areas of access and learning outcomes.
- SIEMIS has the potential to capture reliable data from all schools and institutions. This data and information can be used to forecast financial and other resource needs. Forecasting is an essential element of the prioritisation process alongside the realistic determination of resource needs to achieve the NEAP and annual plans.
- Regular informed dialogue with the Ministry of Finance, Ministry of Public Service and the Ministry of Development Planning & Aid Co-ordination is essential to ensure policy and medium to longer term priorities are established within a more sustainable planning horizon.
- Future SWAp agreements need to accommodate a variety of approaches. SWAp agreements should be established to explicitly reflect the unique relationship between the Development Partner and SIG. Consistent across all agreements will be the Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners.

Recommendations

The recommendations are set out in two general groups; those that support the strengthening of existing SIG and MEHRD structural processes in the context of a SWAp, and those about Development Partner relationships.

It is recommended that:

Group 1

1. the overall structure of the education sector including roles and relationships between MEHRD sections at the national and provincial levels, roles of education authorities at provincial and non-government levels, and relationship with schools and communities within policy of School Based Management be discussed and confirmed as a precursor to the reform of the Education Act, (p 24);
2. a Policy Framework complementary to the ESF be developed to ensure coherence and sustainability of evidence-based rationale for all policies to support the ESF as a strategic plan and provide a powerful guide to priority setting at the strategic through to annual plan levels (p36);
3. the question of strategic direction and the relationship between long- and short-term planning documents be addressed before the next round of plans are developed (p26);
4. a mechanism be established to ensure regular informed dialogue between MEHRD and the Ministry of Finance, Ministry of Public Service and the Ministry of Development

Planning & Aid Co-ordination to ensure policy and medium to longer term priorities are established within a more sustainable planning horizon (p37);

5. a shift from the current largely input-driven approach to planning (and SIG funding) to a learner outcome focus within the framework of planned reforms and with identified outcomes as a prime driver for external support (p33);
 - 5.1. a transition plan for the shift be developed to include the undertaking of research to develop and monitor indicators that will quantify the impact of interventions in the critical areas of access and learning outcomes (p33).
6. there be a significant focus on school quality and learning under any new development arrangements to meet the challenges associated with;
 - 6.1 an urgent need to establish strategies to strengthen the teaching service, (p28),
 - 6.2 a revised policy for secondary education (p29),
 - 6.3 plans to phase out the secondary entrance examination (perhaps through support under a SWAp arrangement for piloting its abolition in a province) (p29),
 - 6.4 differential education provision and outcomes across provinces which may, for example, mean that MEHRD with a Development Partner could focus resources on particular provinces (p29).
7. the three interdependent structural cycles of planning, budgeting and reporting in MEHRD are harmonised and strengthened in their linkage (p34);
8. better coordination of planning activities and financial management be supported through targeted technical assistance (p36);
9. policy costing and forecasting capacity and capability within the planning division of MEHRD be fostered to effectively utilise SIEMIS for a simple rolling three-year approach to support the action planning approach (pp 18,37);
 - 9.1 MEHRD takes proactive measures to improve the current return rate for its annual school census.
10. the extent to which a small nation can realistically be expected to develop and maintain an efficient and effective bureaucracy be explored and thought be given to those activities that might be considered as core bureaucracy and those that could be provided in some other effective way, before discussions about structural assistance (p33);
11. technical assistance be sought to provide advice and guidance in the coordination of the three essential cycles of activity (p38);
12. structural technical assistance generally take a more outward stance in the building of institutional capacity at the provincial and community/school level within the context of strengthening school-based management and governance (p38);

13. MEHRD be supported to strengthen the capacity to identify, recruit and manage its own technical assistance as part of the positioning process to lead SWAp arrangement negotiations (p39);

Group 2

14. the design of future SWAp agreements accommodate the variety of approaches and Development Partner support motivations (p40);
15. the approach to future SWAp arrangements explicitly reflect the unique relationship between the DP and the circumstances of SIG (p40);
16. consistent across all agreements should be the Solomon Islands Education Sector Statement of Partnership Principles between Solomon Islands Government and Development Partners (p40);
17. a wider set of Development Partners enter into SWAp agreements with the SIG to support identified education sector development needs (p39);
18. high levels of effective coordination between the Development Partners continue to be fostered through the mechanism of the Development Partners Coordination Group (DPCG) (p39):
 - 18.1 to include all Developmental Partners whether they are involved in a SWAp agreement or not;
 - 18.2 active participation being one of the agreed conditions within a partnership agreement; and
 - 18.3 a protocol of a revolving responsibility for chairing the Group be considered.

Annexes

Annex 1: Glossary of Acronyms & Abbreviations

AJR	Annual Joint Review
AusAID	Australian Agency for International Development
CDC	Curriculum Development Centre
CHS	Community High School
CRRP	Curriculum Review & Reform Programme
CSSF	Community Standard for School Financing
DPs	Development Partners
EA	Education Authorities
EC	European Commission
ECE	Early Childhood Education
EFA	Education for All
ESF	Education Strategic Framework 2007-2015
ESIRP	Education Sector Investment and Reform Programme
ESP	Education Strategic Plan 2004-2006
ESSC	Education Sector Coordinating Committee
ESGC	Education Sector Governance Committee
EU	European Union
IST	In-service Training
JICA	Japanese International Co-operation Agency
LOA	Letter of Arrangement
MDG	Millennium Development Goal
MEHRD	Ministry of Education and Human Resource Development
MDPAC	Ministry of Development Planning & Aid Co-ordination
MOF	Ministry of Finance
MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
MTR	Mid-Term Review
NEAP	National Education Action Plan
NESU	National Examination and Standards Unit
NFE	Non-Formal Education
NGO	Non-Government Organisation
NSS	National Secondary School
NZAID	New Zealand Agency for International Development
OBE	Outcomes Based Education
PBEAP	Pacific Basic Education Action Plan
PCRU	Planning, Coordination and Research Unit, MEHRD
PD	Professional Development
PDF	Professional Development Framework
PEAP	Provincial Education Action Plan
PEO	Principal Education Officer
PILL	Pacific Island Literacy Level

PIU	Programme Implementation Unit, MEHRD (EU)
PRIDE	Pacific Regional Initiative for the Delivery of Basic Education
PSS	Provincial Secondary School
ROC	Republic of China
RTC	Rural Training Centres
SIEMIS	Solomon Islands Education Management Information System
SIG	Solomon Islands Government
SICHE	Solomon Islands College of Higher Education
SSS	Senior Secondary School
SWAp	Sector-Wide Approach
TA	Technical Assistance
TTDO	Teacher Training & Development Office
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UBE	Universal Basic Education
UPE	Universal Primary Education
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USP	University of the South Pacific
WB	The World Bank

Annex 2: Terms of Reference

TECHNICAL ASSISTANCE TO THE JOINT REVIEW OF THE SOLOMON ISLANDS EDUCATION SECTOR WIDE APPROACH

1 BACKGROUND

- 1.1 In 2004 the Solomon Islands Ministry of Education and Human Resources Development (MEHRD) with its development partners, the European Union (EU), and the New Zealand Agency for International Development (NZAID), launched a sector wide approach (SWAp) for the *Education Sector Investment and Reform Programme (ESIRP), phase I, 2004-2006*, which was accompanied by the *Education Strategic Plan (ESP), 2004-2006*. In April 2004 a Letter of Intent and in June 2004 a Memorandum of Understanding was signed by the Solomon Islands Government (SIG), EU and NZAID to formalise the management, co-ordination, financing and monitoring of the ESP. The EU integrated the Stabex funding into the ESIRP, which was based on a Framework of Mutual Obligations between SIG and EU, signed in 2001 for a total amount of almost 30 million Euro. NZAID supported the three years of the ESIRP with an annual amount of SBD 40 million. The ESIRP was expected to deliver three overall benefits: improved access and equity at all levels leading to Universal Basic Education by 2015, improved quality of education, particularly at primary and junior secondary school level and strengthened sector management and planning. In July 2005 and in October 2006, NZAID and EU respectively organised mid term reviews of their support to the ESIRP. NZAID initiated a second progress review on the SWAp in September 2006.
- 1.2 The second phase of the ESIRP, *2007-2009* started with the formulation of the *National Education Action Plan (NEAP) 2007-2009* and the *Education Strategic Framework (ESF) 2007-2015*, which represent the strategic planning framework for the education sector in Solomon Islands (SI). They establish priorities and a plan of action to improve the access, quality and management of education in the medium and longer term and to meet the Millennium Development Goals in 2015. The same development partners, SIG, EU, NZAID jointly signed a Letter of Arrangement (LOA) in April 2007 which details of responsibilities, roles and funding arrangements. The EU support to the ESIRP II is 9 million euro and NZAID support totals SBD 120 million and NZD 3 million for international technical assistance. The LOA, which is still in place, aims to underline the principles of the Paris Declaration of Aid Effectiveness (2005) and the Accra Agenda for Action (2008). The LOA also aims to facilitate SIG and MEHRD with co-ordinated financial and technical assistance, which is aligned as much as possible to government systems of finance and reporting. Integration of the EU's Project Implementation Unit into the Ministry is another aim of this LOA.
- 1.3 MEHRD manages the NEAP and the SWAp. Apart from the main partners already mentioned (SIG, EU and NZAID), the programme is also supported technically and financially by other Development Partners such as United Nations International Children's Fund (UNICEF), United Nations Educational, Scientific and Cultural Organisation (UNESCO), Republic of China-Taiwan (ROC), Japanese Embassy, and non-government organisations (NGOs) e.g. OXFAM New Zealand, Save the Children Australia.
- 1.4 The NEAP I and ESIRP, 2007-2009, are now in their last year of implementation. Planning for the next three year cycle (to which this review will contribute), has already started. Provincial Education Action Plans for 2010-2012 have been produced. A Technical Assistant (TA) was contracted to review the Outputs of the current NEAP and assist MEHRD to write the following NEAP II (2010-2012), based on an analysis of what were the strengths and weaknesses since 2007. MEHRD will carry out a costing of the NEAP II, 2010-2012. However this is unlikely to be completed before this review is carried out.
- 1.5 Additionally a Public Expenditure Review (PER) of the education sector was initiated at the end of last year, with the aim to collect insights on the relationship between budgets and expenditures; to what extent the budget and expenditures do actually target the objectives and selected beneficiaries. The focus of the PER was on the last two years (2007 and 2008) and aims to improve the budgeting, planning and implementation process.

- 1.6 The broader SWAp review should in part draw on the review of the NEAP (2007-2009), the new NEAP II, (2010-2012) and the PER which have already been carried out. Ideally this review would be closely coordinated with the EU review of their project which has been part of the SWAp since 2004. Whether this is possible depends on the timing of the EU review, which is yet to be finalised.

2 PURPOSE

- 2.1 MEHRD, after completing almost two three-year phases of the SWAp would now like to carry out a broader review of the effectiveness, relevance, results, efficiency and sustainability of the SWAp and the processes used in planning, budgeting, co-ordination, implementation, monitoring, review and communication (the so called 'sector dialogue'). The main goals of the review are to document the lessons learnt and make recommendations in order to improve in the next two phases, 2010-2012 and 2013-2015. This will assist MEHRD to more effectively manage the Solomon Islands education sector.

3 APPROVED PERSONNEL

- 3.1 The Services will be undertaken by two international TAs as per the Approved Personnel named in Clause 7.
- 3.2 The Team Leader will provide processes design, facilitation, planning and writing skills. The Team Leader will be responsible to NZAID/MEHRD for producing the Outputs specified under Section 4. Scope of Services.
- 3.3 The Team Member will work with the Team Leader and will provide stakeholder management, policy analysis, planning and writing skills for the project.

4 SCOPE OF SERVICES

4.1 Objective

To carry out a review of the planning, budgeting, management, co-ordination, implementation, monitoring and communication in the SWAp and make recommendations for improvement. The following aspects should be considered but not limited to:

A. The processes

- The planning and budgeting process.
- The management, co-ordination and implementation of activities.
- The monitoring and review process.
- The internal and external communication process.

B. The tools

- Finances, funding and funding mechanisms.
- Human resources, management and development of education staff at all levels (national, provincial, schools).
- Organisational (divisions at national level, Education Authorities (EAs) at provincial level and schools) and organisational reform.
- Monitoring framework.
- SWAp or sector wide programme.
- Partnership documentation for the next three years of funding.

C. Effectiveness: results, outcomes and impact of the NEAP, 2007-2009 and ESF, 2007-2015

- Achievements, challenges for the different expected outcomes in the NEAP and ESF for access/infrastructure, quality and management. (This will be mainly based on the outcomes of the review of the NEAP 2007-2009 carried out in June/July. This review report will need to be integrated into this wider SWAp review.)

D. Efficiency of the tools (see B) in achieving these results and outcomes

- To what extent have available finances, funding mechanisms, monitoring framework, human resources, human resource management (development), organisation (including organisation

reform) of the SWAp contributed to achievements or hindered good progress and caused the challenges?

E. *SWAp and sector wide management*

- To what extent have signatories adhered and contributed to the LOA of 2007, the SWAp principles, their expected roles and the objectives of the ESIRP/NEAP and its achievements?
- Review support by Development Partners and make recommendations for areas of support in the (near) future.
- To what extent have other stakeholders contributed to the SWAp, the NEAP, its objectives and achievements? Have they (also partly or completely) contributed to challenges expressed under C? To what extent could this be improved?
- How effective are current Development Partners' coordination mechanisms in reducing the administrative burden on MEHRD, in sharing information effectively and in allowing MEHRD to coordinate activities of all partners in the education sector? How can they be improved?

4.2 **Tasks**

The following are provided as a guide. An Evaluation Plan will be finalised prior to TAs' travel to Honiara.

- Produce a work programme and an Evaluation Plan in consultation with MEHRD.
- Desk Review, analysis of documentation.
- Consultation with MEHRD management/coordination teams, Planning, Coordination and Research Unit (PCRU), NZAID.
- Detailed briefings, meetings, workshops with stakeholders in small groups, including schools, principles, EAs, school management committees, including a trip to another Province if time allows.
- Incorporate key and relevant lessons from the earlier review of the NEAP 2007-2009 and the PER.
- Produce a first draft review report.
- Organise and facilitate a two day stakeholders' consultation workshop to share the first draft of the review report.
- Produce a second draft review report based on feedback from the stakeholders' workshop.
- Organise a final, smaller half-day consultation with MEHRD management/co-ordination teams and representatives of other stakeholders to discuss the second draft review report.
- Finalise review report and submit to Permanent Secretary (PS) of MEHRD.

4.3 **Outputs**

NZAID and MEHRD expect the following outputs:

- Agreed work programme and evaluation plan.
- First draft review report of the SWAp.
- Two day stakeholders' workshop.
- Second draft review report of the SWAp, incorporating feedback from stakeholders' workshop
- Final review report of the SWAp accepted by MEHRD/NZAID (maximum 40 pages, plus Annexes).

5 **WORKPLAN**

5.1 The total work will take not more than 32 days in country, four days travel and 16 days of pre and post travel desk work, making a total of 52 days. The final invoice is to detail which days are worked by whom.

Dates	Activity
10-14 August 8 full time equivalent (fte) days	Desk Analysis of documents. Preparation of Evaluation Plan/work programme
17 August (approx) 2 fte days	Travel to Honiara

Dates	Activity
18 August – 3 September 32 fte days	Fieldwork, presentations/meetings, prepare first and second draft of review
4 September (approx) 2 fte days	Return from Honiara
7-14 September 8 fte days	Finalise Report
TOTAL 52 fte days	

6 METHODOLOGY

- 6.1 The Team Leader will develop an evaluation plan, in consultation with the Director PCRU, identifying key activities necessary in order to achieve the outputs.
- 6.2 The review will be a joint consultation process, in which many stakeholders are actively involved.
- 6.3 The review process should be participatory and transparent in order that all stakeholders have the possibility to actively contribute to the review of the SWAp and management of the education sector. A variety of individual, group and divisional meetings will be organised jointly by PCRU and the Team Leader, as well as a two-day and a final half-day stakeholder workshop. Comments and reactions will be encouraged via e-mail in relation to the review reporting. The Development Partners, with their expertise in the region and elsewhere, should be constructively involved. NZAID as co-ordinating development partner will assist in consolidating the different comments from donors on the review reporting.

7 MANAGEMENT AND REPORTING

- 7.1 The Team Leader will report to the Director PCRU for the daily management and progress of the review. Regular progress meetings should be held where the Team Leader will report on progress and any difficulties encountered. The Director PCRU will inform the PS of MEHRD and other stakeholders.
- 7.2 The first, second and final draft review report must be submitted to the PS of MEHRD, through the Co-ordination Team. There is no other reporting needed on this process.
- 7.3 The final report will be appraised before being considered for public release by NZAID's Evaluation and Research Committee.

8 REQUIREMENTS OF TA

- 8.1 The Approved Personnel must be able to demonstrate the following knowledge, skills and longer term working experience in
- The Education Sector, in particular in the SWAp.
 - Pacific Region, particularly Solomon Islands.
 - Facilitation, organisation of workshops, group meetings.
 - Analysing, reviewing, evaluating sector wide education progress
 - Continuous editing and producing review/evaluation reports and facilitation and correctly capturing of feed back from stakeholders
 - Working with a team in a government Ministry.
 - Meeting deadlines.
 - Working under pressure.

9 RELEVANT DOCUMENTS

- Mid Term Review, July 2005, NZAID
- Final report of the Mid-Term Review of the EC Stabex 99 component-Education Sector Investment and Reform Programme, November 2006
- ESP, 2004-2006
- NZAID-Progress review, September 2006
- The Government policy on education as outlined in the Coalition for National Unity and Rural Advancement (CNURA) Policy Framework, 2008-2010
- Letter of Intent ESIRP, April 2004
- ESIRP, Memorandum of Understanding, June 2004
- EU/SIG, Stabex 99 Framework of Mutual Obligations, 2001 and amended in 2005
- Education Sector Plan, 2004-2006
- ESF 2007-2015
- NEAP 2007-2009
- Solomon Islands Study to Support the Development of a National Skills Training Plan, March 2007
- Asian Development Bank/Pacific Islands Forum Secretariat (PIFS) Skilling the Pacific, 2008
- MEHRD, Education for living, approved policy on Technical, Vocational Education and Training, March 2005
- MEHRD, Annual Report 2008
- MEHRD, Digest of Education Statistics 2005, 2006 and 2007
- MEHRD, Performance Assessment Framework (PAF) 1st draft, 2008
- MEHRD, Draft Policy statement and guidelines for Tertiary Education in Solomon Islands, April 2008
- MEHRD, Policy Statement and Guidelines for Grants to Schools in Solomon Islands, October 2008
- MEHRD, Policy Statement and Guidelines for Grants to Education Authorities in Solomon Islands, October 2008
- MEHRD, National Early Childhood Education Policy Statement, April 2008
- MEHRD, National Teacher Education and Development Policy Statement, June 2008
- MEHRD, National Curriculum Statement, draft October 2008
- MEHRD, Draft Policy Statement, Warehouse Management and distribution of Curriculum Materials in Solomon Islands, draft October 2008
- Solomon Islands Government, Mid Term Development Strategy (draft and under development), 2008-2010
- The Pacific Education Development Framework (PEDF), draft 16th of February 2009
- PER
- Review of NEAP 2007-2009 by Vince Catherwood

Annex 3: Evaluation Methodology and Implementation Plan

Introduction

The Ministry of Education and Human Resource Development (MEHRD) has initiated a review of the Education Sector Wide Approach (SWAp) within the framework of the Education Sector Investment and Reform Programme (ESIRP). This approach commenced in 2004 with the phase one Education Sector Plan and continued in 2007 with the phase two National Education Action Plan (NEAP) and the Education Strategic Framework (ESF). Underpinning the approach was a desire to establish priorities and a plan of action to improve the access, quality and management of education in the medium and longer term and to meet the Millennium Development Goals.

The Review sets out to broadly assess the success of the approach and/or mechanism and its processes. The review will seek to identify strengths, weaknesses, significant issues that have or may impact on the implementation of the programmes, as set out in the planning documents, intended results, gaps in design and implementation, unanticipated capacity shortfalls, and key lessons learned in the implementation of the NEAP and ESF programmes. In addition to identifying these strengths, challenges and issues, the review is expected to set out recommendations for the approach to the relationship between Solomon Islands Government and Development Partners that will strengthen current processes with a view to ensuring a tangible investment impact in the classroom.

The goal of the review is to provide a set of recommendations about the relationship mechanism that will improve planning, budgeting, co-ordination, implementation, monitoring, review and communication.

This work plan includes an evaluation approach for the assignment.

Methodology and Work Plan

In this section the proposed review team sets out the rationale, proposed processes, and general and specific tasks that will deliver the outputs described in the Terms of Reference (ToRs). We use standard industry project development and monitoring programmes to support facilitation, monitoring and reporting. The assignment will be managed through these agreed plans⁷.

For the purposes of this assignment, we include the following tasks:

- development of an agreed work plan,
- research and preparation of key information,
- desk analysis,
- field work,
- effectiveness review, and
- development of recommendations to strengthen current approaches to the relationships between SIG and the development partners.

⁷ Agreement reached through the negotiation phase of the project.

We will work with MERHD and through the Contract Manager (NZAID) according to the agreed work plan to identify the best ways to access the essential information sources, and arrange for briefings. This occurs within the first three days of the on-site period of the assignment. The review team will take every measure in its approach to minimise the additional workload that the review will generate on MEHRD staff. It is agreed that the point of contact will be the MEHRD secretariat, (Audrey Rusa).

Definitions:

We suggest the following core understandings:

Stakeholders are those people and organisations who may affect, be affected by, or perceive they may be affected by the SWAp.

Consultation is a process of informed dialogue between the reviewers, MEHRD and the identified stakeholders about the approach before making decisions about the development of the final recommendations.

Facilitation is the process of making easier: helping identified stakeholders contribute in a meaningful and effective way and put in place the necessary processes to develop a quality set of recommendations that can easily be translated into action in support of a strengthened relationship between the SIG and the development partners..

Developing the Work Plan

The work plan is underpinned by an approach that is characterised by:

- the facilitation of active participation by as many of the relevant education sector key stakeholders as possible;
- a transparent and open agenda;
- an appreciation of the limited time and capacity of MEHRD personnel to participate;
- using the results of recent reviews (NEAP) as a springboard and to avoid covering the same ground unnecessarily;
- a pragmatic relational focus consistent with the immediate implementation needs of the ESF and NEAP;
- describing action plans of what, how, who and when; and
- consultation that is partnership mutual in dialogue about
 - seeking information;
 - informing about progress;
 - creating an understanding about the issues; and
 - seeking feedback.

Draft Work Plan

The effective assignment dates are the beginning of Week 2 August 2009 to the end of Week 4 September 2009. This period includes both off- and on-site work.

The main purpose and expected output of the review will be a series of pragmatic recommendations for strengthened relationships between the SIG and development partners in

support of planning, budgeting, management, coordination, implementation, monitoring, review and communication in the sector wide programmes defined in the draft NEAP. The focus will be on the effectiveness, relevance, results, impact, efficiency and sustainability of the SWAp.

The proposed activities of gathering information, analysis, review and formulating recommendations for the relationship will support the key objectives of:

1. supporting the development of a programme to strengthen infrastructural:
 - processes (identified above); and
 - mechanisms and structures (finance, human resources, organisational, partnership arrangements).
2. making observations about:
 - effectiveness of the NEAP (2007-09) and ESF (2007-015); and
 - efficiency and impact of the mechanisms and structures (in 1 above) in the contribution to achievements,
as set out in the reviews of June/July 2009.
3. formulating recommendations about strengthening the sector wide approach and management within the contexts of 1 and 2 above.

Meeting these objectives will require a thorough consideration of education programme objectives, management structures and processes, implementation plans, legal and formal agreements, outputs and outcomes to date. This work will include off-site analysis of key documents and internal reports, on-site discussions with MEHRD officials, partnership representatives, and education sector (field) representatives both in Honiara and in one or two outer islands. (e.g., Western Province)

The review will provide an independent appraisal of where the SWAp arrangements and its management have been effective in the support of the implementation of, in particular, the phase two NEAP and the ESF.

It is suggested that the Review Report be structured in five parts:

1. Introduction: present overall context of the review, including a summary of the current review and new planning of the Provincial Education Action Plans (PEAPs), 2010-2012 and the National Education Action Plan II, 2010-2012.
2. Assessment of infrastructural processes and mechanisms (as identified in the key objectives), and an approach for improvement where necessary.
3. Integration of the review results of June/July 2009 about the effectiveness of the NEAP (2007-09) and ESF (2007-015) and a commentary about the efficiency and impact of the mechanisms and structures (identified in the objectives of the ToRs as deriving from the June/July 2009 reviews) in the contribution to achievements.
4. The sector wide approach and management within the contexts of 2 and 3 above and recommendations for areas of support in the near future by the development partners and other stakeholders that have contributed to the results and outcomes of NEAP, 2007-09 and ESF 2007-15.

5. Conclusion: summary of findings and a listing of the principal recommendations to improve strategic planning, policy development and implementation with a view to strengthen the Solomon Island's medium-to-long term prospects in education.

Proposed Review Team Key Activities:

Key Activities	Team Time Allocation
<p>1. Review of the Context</p> <p><i>What:</i> identify significant changes to the assumptions, baseline data and descriptions, and management/political expectations</p> <p><i>How:</i> interviews with key stakeholders (NZ and Solomon Islands), briefings from NZAID, prior accessing of all previous reviews, evaluations and documentation related to the project and relevant to the work plan.</p> <p><i>Who:</i> Donor/Sponsor representatives; international and local consultants; MEHRD Permanent Secretary/Senior Managers; Ministers (Education; Finance and Planning and Reserve Bank); essential stakeholders; Steering Group.</p> <p>Focus: Expressions of the relationship through the intersections between ESIRP, NEAP and ESF – are these working to reinforce each other?; local capacity building – is this working?; next phases of NEAP programme – forward thinking, sustainability?; relationships with other international donors as identified in ToRs); meetings with relevant non-government organisations.</p> <p>Key context meetings to be scheduled early on include:</p> <ul style="list-style-type: none"> • Meeting with Permanent Secretaries of key ministries – Education, Finance, Development and Planning and Aid Coordination, and Public Service. • Meetings with Ministers of these departments as appropriate. 	<p>8 full time equivalent (fte) days off-site prior to visit 6 fte days on-site – initial/inception activities</p>

<p>2. Objectives Directed Field Work</p> <p>The focus will be on the effectiveness, relevance, results, impact, efficiency and sustainability of the SWAp in supporting the sector-wide programme planning, budgeting, management, coordination, implementation, monitoring, review and communication.</p> <p>Detailed briefings/meetings/workshops with stakeholders in small groups.</p> <p><i>Site Visits:</i> range of schools – primary/secondary, government/non-government, Honiara/and one province, given the time constraint. Meetings with Education Authority officials, and principals in individual and group settings.</p> <p><i>First Report Draft</i></p>	<p>16 fte days on-site</p>
<p>3. Stakeholders Seminar</p> <p>Preparation and presentation of a one day workshop focused on strengthening the SWAp relationship in support of the implementation of NEAP III.</p> <p><i>Draft 2.</i> based on workshop outcomes</p>	<p>4 fte days prep - on site 2 fte days presentation – on site</p>
<p>4. Feedback on Report Draft 2</p> <p>Seminar with key stakeholders (as identified in ToRs) – Description of observed context: what’s working - what’s not; and what next?</p>	<p>4 fte days prep – on-site 4 fte days presentation – on site</p>
<p>5. Report Final</p> <p>Draft completed by 14 September</p>	<p>8 fte days off-site</p>
<p>Proposed Days for Team</p>	<p>32 on-site fte days 16 off-site fte days 48 in total.</p>

Schedule of Dates

Dates	Activity	Outputs
August 2009 3-7 August	MEHRD/NZAID to provide electronic copies of key documents, contracts, MoUs and reports by 7 August.	Essential Docs provided
10-14 August 8 fte days	Desk Analysis of documents	Context established On-site tasks confirmed
18 August – 3 September 32 fte days 4 travel days	Fieldwork, analysis and report draft 1 preparation, workshop 28/29 Aug Draft 2, workshop 1 Sept. 2 Sept final presentations/meetings. Depart pm 3 Sept.	Draft Report by 1 September. Feedback by 3 September
7-11 September 8 fte days	Final Report prepared	Final Report by 11 September

The review team will not undertake a fiduciary review of procurement or financial management issues. However, where available, the team will review internal and independent assessments of procurement and financial management activity, including the annual budget and financial audit processes, and the recently completed Public Expenditure Review. Where appropriate recommendations will be included for the development of the MTEF planned for September-October.

This work plan assumes full access to all documentation from past programme supervision missions by development partners, annual joint reviews. It also assumes timely access to documents and reports produced by the Government of the Solomon Islands and MEHRD in the context of all related education programme plans and implementation activities including any impact or effectiveness analyses. Any wider government reports about the SWAp, either in general or specific to Education, are also assumed to be made available. We understand that a SWAp exists for the health sector.

Risk Management

The immediate significant risks to the project are:

- *Provision of relevant background materials* in a timely and accessible manner. The review team will work closely with the MEHRD to mitigate this risk during the negotiation phase. We assume full cooperation and accessibility at no cost. Where barriers emerge, we will work with MEHRD to facilitate access.
- *Time constraints*. The development of the recommendations through adequate consultation with the sector, analysis and review will be tight and any slippage will constrain the both the extent of consultation and depth of analysis impacting on the effectiveness of the recommendations.

Work Plan and Evaluation Summary Framework

Summary	Key Tasks	Verification/Evaluation	Key Risks/Constraints	Risk Management
<p>Theme One</p> <p>Review of the Context</p> <ul style="list-style-type: none"> o identify significant changes to the assumptions, baseline data and descriptions, and management/political expectations 	<ul style="list-style-type: none"> o interviews with key stakeholders, briefings from NZAID, prior accessing of all previous reviews, evaluations and documentation related to the project and relevant to the work plan. o review existing background information o agree list of stakeholders with MEHRD o Key context meetings to be scheduled early on include: Meeting with Permanent Secretaries of key ministries – Education, Finance, Development and Planning and Aid Coordination, and Public Service. o Meetings with Ministers of these departments as appropriate. 	<ul style="list-style-type: none"> o policies, reviews and other documentation read; discussions with key officials and authority visits o stakeholder accessible information o Stakeholders include donor representatives; international and local consultants; MEHRD Permanent Secretary/Senior Managers; Ministers (Education; Finance and Planning and Central Bank); essential stakeholders including relevant non-government organisations; discussion (process, approach) completed, feedback incorporated 	<ul style="list-style-type: none"> o essential documentation not available o full information not readily accessible o not all groups or individuals with a contribution to make are identified. o not completed in time or with identified groups o project plan not completed or agreed to 	<ul style="list-style-type: none"> o realistic schedule and representative officials identified o base approach, format and level on previous experience o communications strategy to inform all known and potential stakeholders o realistic schedule, manage communication o partnership approach

Summary	Key Tasks	Verification/Evaluation	Key Risks/Constraints	Risk Management
<p>Theme Two Objectives Directed Field Work The focus will be on the effectiveness, relevance, results, impact, efficiency and sustainability of the SWAp in supporting the sector-wide programme planning, budgeting, management, coordination, implementation, monitoring, review and communication. Te activities will promote thinking and debate amongst stakeholders on critical issues relating to the strengthening of the SWAp.</p>	<ul style="list-style-type: none"> ◦ stimulate and facilitate discussions through detailed briefings with stakeholders ◦ settings to include visits to a range of schools – primary/secondary, government/non-government, Hontara/and one province, given the time constraint. Meetings with Education Authority officials, and principals ◦ seminar for senior officials and donors 	<ul style="list-style-type: none"> ◦ a range of ideas and options are suggested ◦ a range of ideas and options are suggested ◦ high attendance and level of participation 	<ul style="list-style-type: none"> ◦ there is little interest or understanding of the SWAp as a process ◦ little understanding of the linkage between effective relationships, planning and implementation 	<ul style="list-style-type: none"> ◦ effective facilitation - starter discussion points prepared, background material available ◦ effective communications; starter discussion points prepared
<p>Theme Three To seek views of different stakeholders on specific recommendations and/or options</p>	<ul style="list-style-type: none"> ◦ facilitate formal responses to specific options 	<ul style="list-style-type: none"> ◦ agreed (options response) consultation process completed ◦ high formal response levels 	<ul style="list-style-type: none"> ◦ lack of stakeholder interest or formal response to strategy options 	<ul style="list-style-type: none"> ◦ effective communication and consultation processes ◦ realistic timeframes

Annex 4: List of Data Sources

SOLOMON ISLANDS EDUCATION SECTOR DOCUMENTS

- SIG/MEHRD, *Education Sector Plan 2004-2006, 2nd Edition*. April, 2004.
- SIG/MEHRD, *National Education Action Plan 2007-2009*. April, 2007.
- SIG/MEHRD, *Education Strategic Framework (ESF) 2007-2015*.
- SIG/MEHRD, *The Government policy on education as outlined in the Coalition for National Unity and Rural Advancement (CNURA) Policy Framework, 2008-2010*.
- SIG/MEHRD, *Solomon Islands Education Sector: Statement of Partnership Principles between Solomon Islands Government and Development Partners*. March, 2009.
- SIG/MEHRD, *Solomon Islands Education Sector: Coordinating Development Partner Roles and Responsibilities*. March, 2009.
- SIG/MEHRD, *Solomon Islands Education Sector: Outline of Governance, Management and Communication Structure*. March, 2009.
- MEHRD, *Education for Living: approved policy on Technical, Vocational Education and Training*. March, 2005.
- MEHRD, *Digest of Education Statistics 2005*.
- MEHRD, *Digest of Education Statistics 2006*.
- MEHRD, *Digest of Education Statistics 2007*.
- MEHRD, *National Early Childhood Education Policy Statement*. April, 2008.
- MEHRD, *National Teacher Education and Development Plan, 2007-2009*.
- MEHRD, *National Teacher Education and Development Policy Statement*. June, 2008.
- MEHRD, *Policy Statement and Guidelines for Grants to Schools in Solomon Islands*. October, 2008.
- MEHRD, *Policy Statement and Guidelines for Grants to Education Authorities in Solomon Islands*. October, 2008.
- MEHRD, *Draft Policy Statement, Warehouse Management and distribution of Curriculum Materials in Solomon Islands*. October 2008
- MEHRD, *National Curriculum Statement (draft)*, October, 2008.
- MEHRD, *Draft Policy Statement and Guidelines for Tertiary Education in Solomon Islands*, May, 2009.
- MEHRD, *Policy Statement and Guidelines for Basic Education in Solomon Islands*, May, 2009.
- MEHRD, *Performance Assessment Framework (PAF) 2006-2008*, July, 2009.
- MEHRD, *Semi-Annual Report January-July 2008*. July, 2008.
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- ESIRP, *2004-2006 Programme Submission*. June, 2004.
- ESIRP II, *Arrangement 2007-2009*. NZAID CT File Ref: MOU /25/1: April, 2007
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Annex 5: On-Site Consultation Schedule

Day	Key Activities
August Tues 18 th	Travel to Honiara Briefing – NZAID
Wed 19 th	MEHRD: Permanent Secretary; ESIRP Coordinator Workplan development : CE, ESIRP Secretariat NZAID: identification of further documents for review
Thurs 20 th	MOF: Permanent Secretary MEHRD: Heads of Divisions; ESIRP Coordinating Team
Friday 21 st	MEHRD: Director, Planning; Monitoring & Reporting Officer, Monitoring Subcommittee members EU: Education Attache Director SOE/SICHE World Bank (teleconf): Education Advisor
Sat 22 nd	Document review Information processing
Sunday 23 rd	Fly to Ghizo
Mon 24 th	PEA Officers Ghizo Community High/Primary School RARP UNICEF office Provincial Govt: Dep-Premier; Minister of Education
Tues 25 th	Return to Honiara MEHRD: Update programme NZAID: Debrief re Ghizo visit
Wed 26 th	Visits: Bitekama Adventist College King George VI College St John's Community High/Primary School Meet: AusAID Health Specialist re SI Health SWAp
Thurs 27 th	MOF: Actg Accountant General/ Asst Accountant General, Mgmt. SSEC Ed Authority UNICEF Office of Auditor General
Friday 28 th	Curriculum Development Centre NZAID MEHRD: Financial Controller
Sat 29 th	Document Review Meet: ESIRP Coordinator Seminar planning
Sunday 30 th	Information processing/analysis Seminar planning
Monday 31 st	JICA SICHE Acting Director Ministry of Public Service Ministry of Development Planning and Aid Coordination
September	Seminar preparation

Tuesday 1st	Prime Minister AusAID Seminar preparation
Wed 2nd	SWAp seminar: MEHRD senior officials/allied Ministry representatives/Development Partners
Thurs 3rd	Process seminar activities/feedback/consultation notes Shaping of Review report
Fri 4 th	Debrief MEHRD Permanent Secretary/Education Sector Coordinator Debrief NZAID Return to New Zealand

Annex 6: List of Personnel Consulted

SOLOMON ISLANDS GOVERNMENT

[] Prime Minister

Ministry of Education & Human Resources Development

[]

Permanent Secretary
Under-Secretary, Administration
Under-Secretary; Tertiary
Education Sector Coordinator
CE, ESIRP Secretariat
Director, Planning
Financial Controller
Director, Human Resources
Director, Inspectorate
Director, Secondary Education
Acting-Director, Curriculum
Director, Teaching Service
Chief Education Officer, TVET
Monitoring & Reporting Officer
Monitoring & Reporting Team Member
Monitoring & Reporting Team Member

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Ministry of Finance

[]

Permanent Secretary
Acting Accountant General
Assistant Accountant General, Management

Office of the Auditor-General

[]

Group Audit Director
Audit Manager
Audit Senior
Audit Senior

Ministry of Development Planning & Aid Co-ordination

[]

Education Manager
Chief Planning Officer
Director, Budgeting

Ministry of Public Service

[]

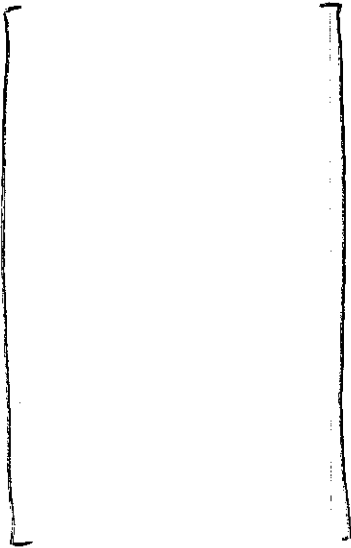
Permanent Secretary

Ghizo Provincial Government

[]

Deputy Premier
Minister of Education

DEVELOPMENT PARTNERS



- NZ High Commission, First Secretary
- NZAID, Programme Officer for Solomon Islands
- European Union, Education Attache
- Japanese Embassy
- JICA, Project Formulation Advisor
- JOCV, Coordinator
- UNICEF, Field Officer for Solomon Islands
- UNICEF RARP Office, Ghizo, Project Manager
- World Bank, Education Advisor
- World Vision, Country Program Manager
- AusAID, Education Pacific Branch
- AusAID, Senior Education Advisor, Pacific
- AusAID, Senior Health Development Program Specialist

EDUCATION AUTHORITIES/DIVISIONS/INSTITUTIONS

Ghizo Provincial Education Authority



- Senior Education Officer
- School Inspector
- Senior Education Officer, Non-Formal Education
- Education Officer, Early Childhood Education
- Accountant
- Project Coordinator, EU/PIU
- University of South Pacific Coordinator

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Solomon Islands College of Higher Education



- Acting Director
- Director, School of Education
- Dean, Academic Services

Curriculum Development Centre



- Technical Assistant, Secondary
- Technical Assistant, Primary

South Seas Evangelical Church Education Authority



- Education Officer

Seventh Day Adventist Education Authority



- Principal, Bitekama Adventist College
- Business Manager
- Chair, Bitekama Adventist College Board

Ghizo Community High School

[] Principal

King George VI College

[] Principal

St John's Community High School

[] Principal

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Annex 7: Seminar Details

This annex includes copies of the seminar agenda, presentation notes, workshop activities and the results of the activities. A list of participants is also included.


SECTOR WIDE APPROACH REVIEW

SEMINAR AGENDA

WEDNESDAY 2 SEPTEMBER 2009

- | | |
|---------------|---|
| 9.45 – 10.00 | Morning Tea |
| 10.00 – 10.30 | Welcome and Introductions |
| 10.30 – 11.15 | Context for the Review <ul style="list-style-type: none">◦ Focus◦ Characteristics◦ Relationships |
| 11.15 – 12.00 | NEAP II <ul style="list-style-type: none">◦ Where we have come from? (Access, Quality and Management at each of the levels of the centre, province and community/school, through ESF, NEAP)◦ Where are we now? (ESIRP I and II, relationships)◦ Where we are going? ESF, NEAP II◦ Getting there (Focus: How can the relationship between SIG and the Development Partners best support ESF, NEAP II?)◦ Setting the scene for the afternoon's workshop |
| 12.00 – 12.45 | Lunch |
| 12.45 – 2.30 | Group Work and Presentations <ul style="list-style-type: none">◦ Creating realistic achievement targets◦ Working towards effective partnership relationships |
| 2.30 – 3.00 | Plenary <ul style="list-style-type: none">◦ Future Arrangements |
| 3.00 – 3.15 | Afternoon Tea |

Slide 1




SECTOR WIDE APPROACH

AGENDA

10.00 – 10.30	Welcome
10.30 – 11.15	Context
11.15 – 12.00	NEAP II
12.00 – 12.45	Lunch
12.45 – 2.30	Group Work
2.30 – 3.00	Plenary

Slide 2



CONTEXT FOR THE REVIEW

FOCUS

- definitions
- forward looking
- strengths

Slide 3



CONTEXT FOR THE REVIEW

What's a SWAp?

- a way of working
- sector focused
- locally led
- a unique arrangement

Slide 4




CONTEXT FOR THE REVIEW

Relationships

The real strength of a relationship is when the partners know and agree about what is wanted from it.

Slide 5

Where have we come from?



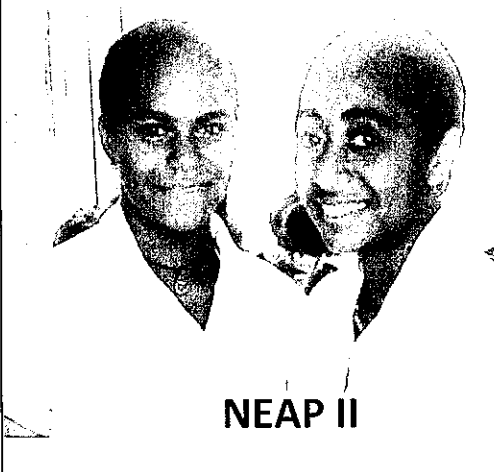
NEAP II

Education Sector Framework
NEAP 2007-2009

- Access/Equity
- Quality
- Management

Slide 6


Where are we now?



NEAP II

ESIRP I and II
Relationships

Slide 7



Where are we going?

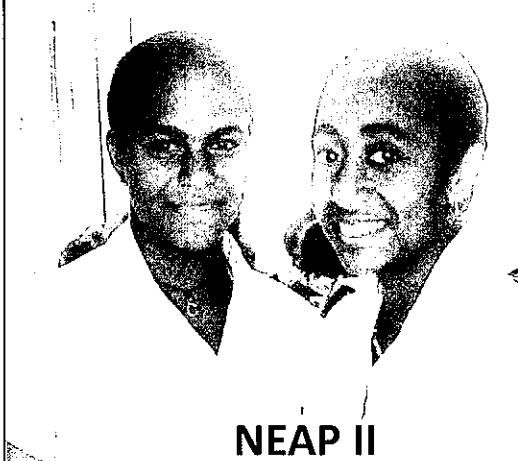
ESF

NEAP II

NEAP II

The image shows two men in white lab coats. The man on the right is pointing towards the man on the left's chest. The text 'NEAP II' is printed on the man's chest. To the right of the image, the text 'Where are we going?' is at the top, followed by 'ESF' and 'NEAP II' on separate lines.

Slide 8



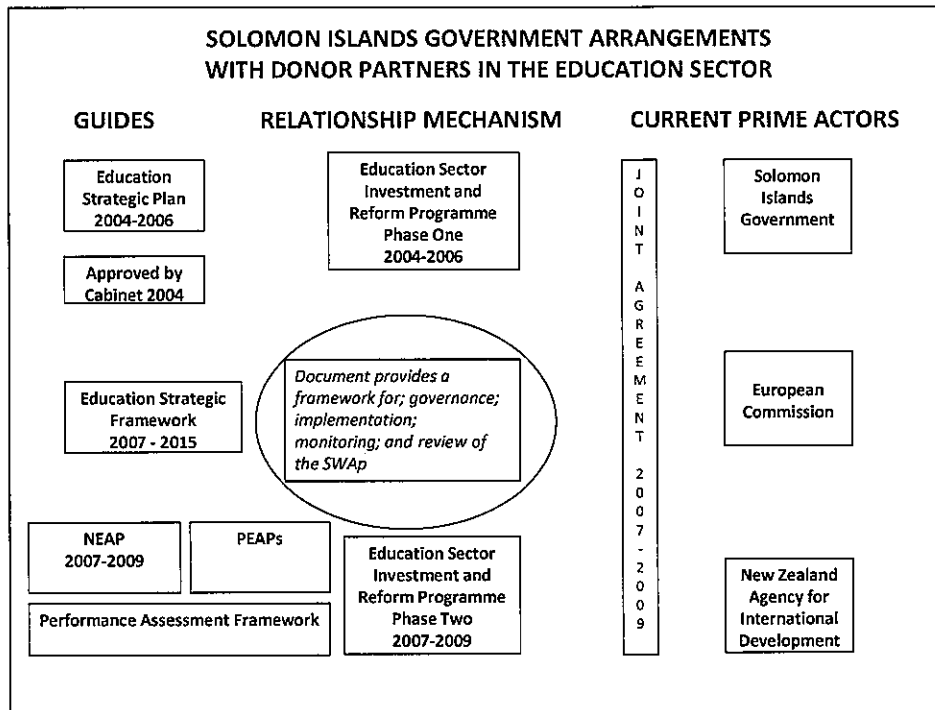
Getting there.....

How can the relationship between SIG and the Development Partners best support ESF, NEAP II?

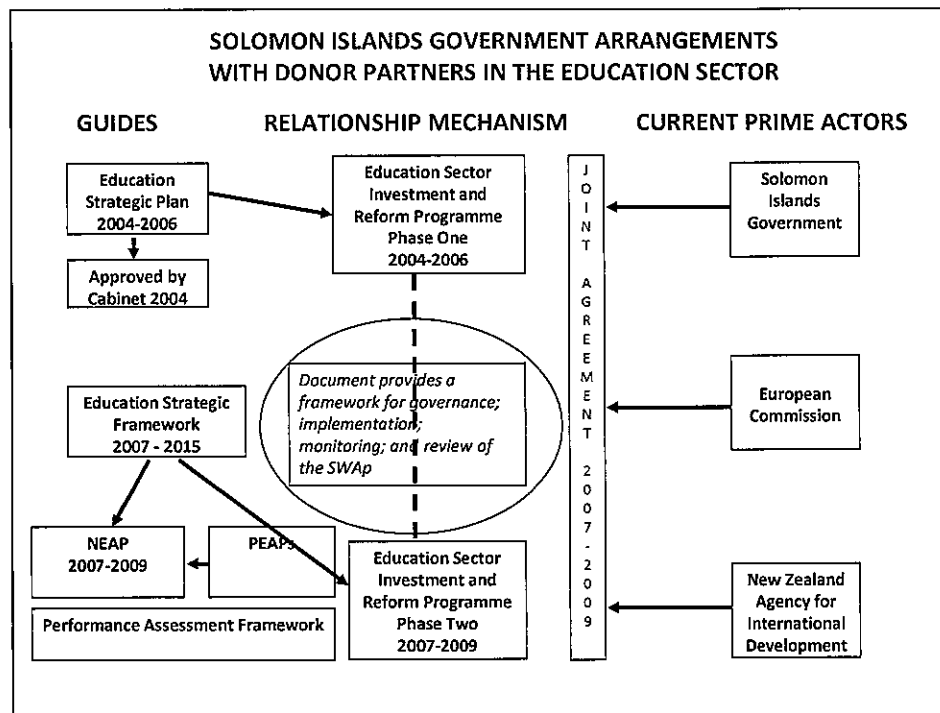
NEAP II

The image shows two men in white lab coats. The man on the right is pointing towards the man on the left's chest. The text 'NEAP II' is printed on the man's chest. To the right of the image, the text 'Getting there.....' is at the top, followed by a question: 'How can the relationship between SIG and the Development Partners best support ESF, NEAP II?'

Slide 9



Slide 10



Slide 11

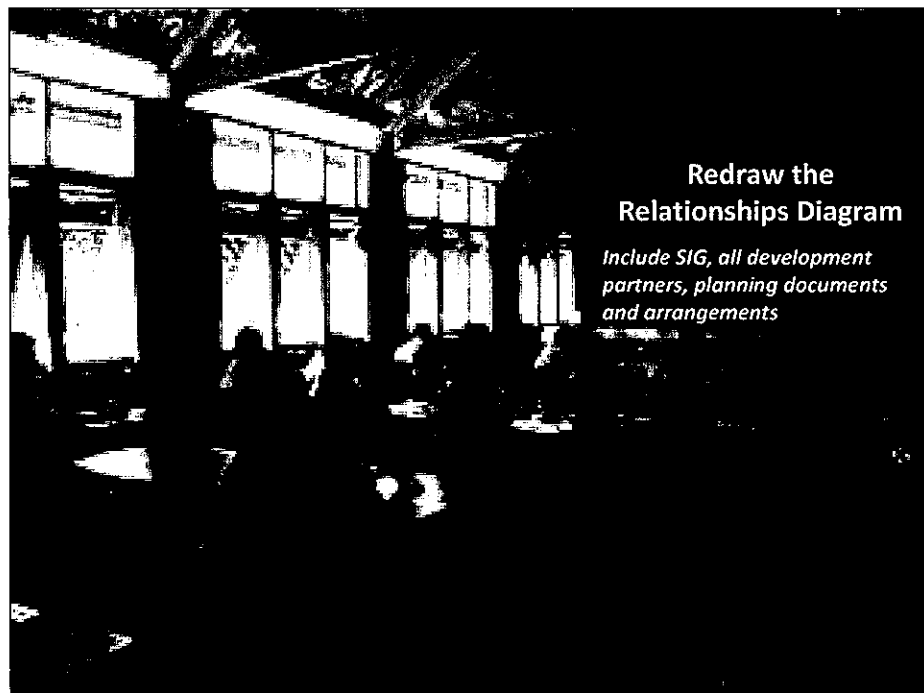


Group Work

Your task is to *describe* a set of actions that will ensure achievable improvements in the key strategic goals of agro-ecological management.

Your group will present its suggestions to the seminar. (10 minutes)

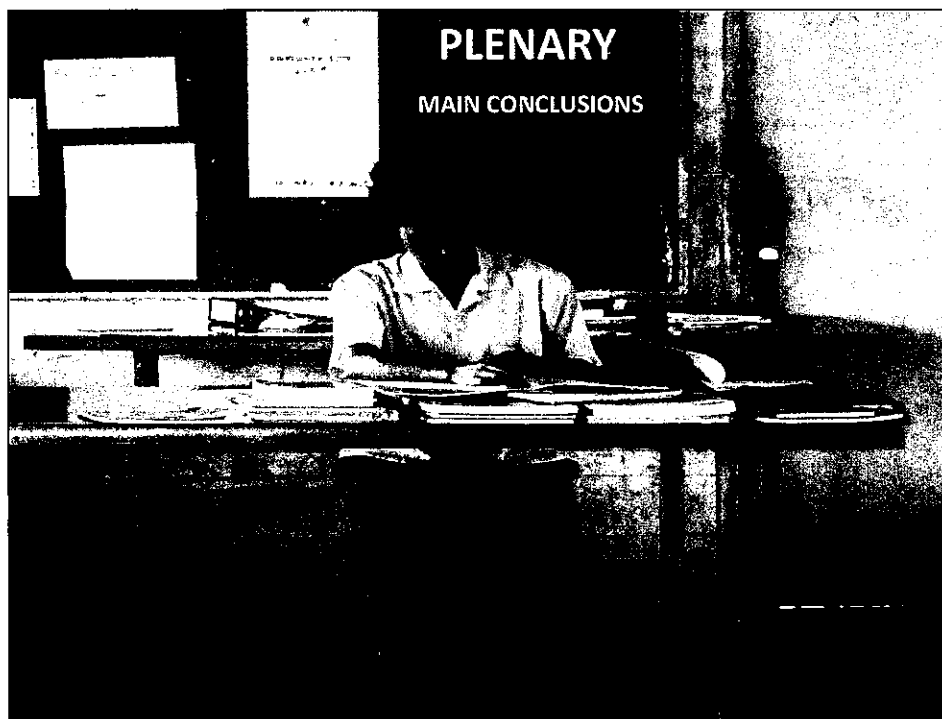
Slide 12



Redraw the Relationships Diagram

Include SIG, all development partners, planning documents and arrangements

Slide 13



Group Activity One

NEAP 2010-2012 draft, Section 10, Sector Management, Finance and Monitoring; 10.1, Issues and Constraints, includes the following:

'... national education planning is not closely linked with Budget planning, and the NEAP has not been costed, with the result that there is a lack of connection between the objectives set in MEHRD planning documents (Annual Work Programmes, the National and Provincial Education Action Plans, and the Education Strategic Framework) and the financial resources provided in the Annual Budgets to support the education system.'

MEHRD is about to undertake a costing exercise. It is likely that the total costs will exceed the funding available. That means planned actions will not be able to be completed.

Your task is to *describe a set of actions* that will ensure achievable improvements in the key strategic goals of access, quality and management. (See Resource A)

The start point of your actions begins with receiving the costs of the planned activities set out in the NEAP.

Your set of actions may include the consideration of:

- the more urgent learner centred improvements that should be focused on for each of these strategic goals;
- sources of funding; (Resource B makes some suggestions)
- other resources and conditions such as time constraints for completing planned activities;
- the strengthening of relationships with development partners

Your group will present its suggestions to the seminar. Each 10 minute presentation will be based on a flow chart of the actions suggested. Please limit your discussions of each action to process, initiators and participants in the actions, linkage, sequence and preconditions, and result.

Useful Resources

From the draft NEAP 2010-2012:

Resource A.

3.4 Objectives

The following objectives are derived from the strategic goals and outcomes:

ACCESS

1. To increase access to all levels of education by provision of an adequate number of schools or centres and other school infrastructure, guided by school infrastructure programmes which include provision of an adequate number of classrooms, desks, dormitories and other infrastructure;
2. To increase access to all levels of education by provision of financial support (grants and other specific financial support) from government and other stakeholders;
3. To improve equal access to all levels of education for students and people with special needs;
4. To improve equal access to all levels of education for girls and boys by improving the quality of basic education and decreasing drop-outs, in particular for those in isolated locations;
5. To maintain an appropriate gender balance in all levels and types of education;

QUALITY

6. To develop, revise or finalise appropriate policies for the different sub sectors or cross cutting areas by continuing the work of the technical working groups on policy;
7. To improve quality at all levels of education by provision of an adequate number of qualified teachers and other workers in the education sector, preferably through distance and flexible learning modes;
8. To improve quality at all levels of education by developing, distributing and using relevant, high quality and modern national and local school curricula;
9. To improve quality at all levels of education by provision of an adequate number of modern, relevant teaching and learning materials, facilities, and equipment;
10. To provide on-going professional development for all education staff, ideally through distance and flexible learning;
11. To monitor and assess standards of student literacy, numeracy and progress in other subjects;
12. To continue with the revision of the inspectorate framework and approach;
13. To strengthen community participation in education, community awareness on school committees and boards, and the formulation and implementation of whole school development plans;

MANAGEMENT

14. To manage the sector-wide approach to education as the basis for provision of adequate technical and financial support to the NEAP, with the aim of improving service

delivery at all levels, harmonising support, and actively involving an increased number of stakeholders (National, Provincial Government, Education Authorities, Development Partners and NGOs);

15. To develop coherent and outcome oriented annual budgeting, planning and reporting in a timely way;

16. To develop a 3-year, outcome-oriented Medium Term Expenditure Framework (MTEF);

17. To develop a Monitoring and Evaluation Framework that includes strengthened use of SIEMIS and a Performance Assessment Framework;

18. To strengthen the role of Provincial Government and Education Authorities and help make them more effective in planning, implementing, monitoring and reporting on the National Education Action Plan 2010-2012 and Provincial Education Action Plans 2010-2012;

19. To continue the development and implementation of a programme of Human Resource Development and capacity building;

20. To develop an improved teacher management system and more efficient teacher management processes.

Resource B

3.5 Outputs

An output is a product or a service that can be delivered. The agreed outputs provide a basis for costing the *National Education Action Plan 2010-2012*.

The outputs proposed in this section should be the focus of MEHRD's work programme over the next three years. They are directly aligned with the MEHRD 2009 Annual Work Programme, as a way of ensuring that all the existing "regular business" of MEHRD is covered. These output statements have been designed as a way of assisting MEHRD to make the transition from an input-based approach to constructing the budget to a more performance-based approach to designing it. Each output has also been designed to link to the main programmes in the education budget, and is thus related to the work of each Division. Each output will be linked to specific performance indicators, arranged according to quantity, quality, and timeliness. These performance indicators will be used to monitor the implementation of the work programme. Over time these outputs will be refined and streamlined as circumstances change and as efficiency gains are made.

Continuity Outputs: The first priority is to ensure continuity of existing programmes and services, with no compromise in quality or standards. Existing programmes will have first call on funds available from Solomon Islands Government sources. These outputs have traditionally been funded from the Recurrent Budget, but some Development Budget funding has also been provided to supplement and support identified high priority objectives, such as Delivery of (Universal) Basic Education.

Development Outputs: The MEHRD wishes to implement an ambitious development programme to improve the range, quality, and efficiency of educational services, and to aim at achieving the Education for All (EFA) and Millennium Development Goals (MDGs) by 2015. The proposed "Development Outputs" are designed to improve existing education services, and have both qualitative and quantitative dimensions. Without support from Development Partners, the Solomon Islands Government is at risk of not achieving the EFA and MDG goals. Development Partners have therefore agreed to provide support to MEHRD strategic education goals in the National Education Action Plan as part of an education Sector-Wide Approach (SWAp), funded mainly through the Development Budget.

Transformation Outputs: In order to be fully responsive to the strategic goals developed in this National Education Action Plan, to make a transition to outcome oriented budgeting, and to attain long-term financial sustainability through efficiency gains, a programme of transformation will be required. The proposed Transformation Outputs are designed to assist in this process, but will depend on provision of financial support from external sources in order to achieve them. In a climate of fiscal restraint, if trade-offs need to be made, these are the outputs that may not be able to be funded. The following are the proposed outputs for MEHRD:

Continuity Outputs (Funded Mainly from the Recurrent Budget + from Some Development Budget Funds)

- Provision of Provincial, School & RTC Grants (Accounts, ECE, Primary, Secondary, TVET)
- Financial Management and Budget Formulation Services (Accounts, PCRU)
- Human Resource Development and Human Resource Management, including Capacity Building & Staff Development (All Divisions, Accounts, and Teachers & School Committees, NZAID)
- Curriculum Development (CDC, ECE, Primary,)
- Provision of Learning Resources (CDC, ERU, NZAID)
- Policy Advice & Policy Development (ECE, Primary, Secondary, CDC, PCRU)
- Provision of Ministerial Advice, Co-ordination & Services (PS, CT, UNESCO, National Education Board)
- Provision of Planning, Monitoring, Reporting and Research (PCRU)
- Contract Management and Co-ordination of Technical Assistance (PCRU, Secretariat)
- Communication and Customer Service (ICT, Secretariats, and all Divisions)
- Delivery of Basic Education (ECE, Primary, Secondary, PCRU, NZAID)
- Delivery of Secondary Schooling (Secondary, King George VI, Waimapuru)
- Evaluation of School and Teacher Performance (Inspectorate)
- Assessment & Evaluation, & Management of Examinations (CDC, NESU)
- Library Services (National Library Service)
- Provision & Management of Scholarships (NSU, Tertiary)
- Planning, Co-ordination and Research Services (PCRU, TTDO)
- Infrastructure Planning and Support & Management of School Property (including Provision of Teacher Housing) (PCRU, Infrastructure Unit, Donor Support, Primary, Secondary, TVET)
- Provision of Provincial Support (PCRU, TTDO, Provincial EAs)
- Teacher Education & Development (Primary, SoE at SICHE, TTDO, CDC)
- Whole School Development (Primary, Secondary, Inspectorate)
- Provision of Tertiary Education Services (Tertiary, TVET)
- Provision of Vocational Education and Training (EU, TVET)
- Effective Management and Planning (PS, CT, EU, NZAID)
- Teacher Management and Services (TSD, PCRU, TTDO)
- Provision of Education Services (Delivery of Payroll) (TSD, Admin, Accounts, MoF)
- Improved Teacher Supply and Development (TSD, PCRU, TTDO)

Development Outputs (Funded from the Agreed Development Budget)

- Development of Life Skills and Child Education (UNICEF)
- Provision of Scholarships & Training Awards, including in-country and short-term awards (PNG, AUSAid, Japan, NZAID, ROC)
- Rehabilitation of Tsunami-affected Schools (EU, NZAID)
- USP Campus – Extension Programme (SIG)

- Provision of Support for Post-Secondary Education – SICHE Upgrading Programme (SICHE)
- Provision of Tertiary Education Services (Tertiary, link to MDPAC & the National Skills Training Plan)
- Development of Provincial Education Action Plans (PCRU, Provincial EAs)

Transformation Outputs (Possible New Activities if Donor Support is Available)

- Provision of Education for People with Special Needs (Primary, Secondary, Donor-Supported TA)
- Tertiary Education Development (USP “Fourth campus”, National University, linked w MDPAC) (Donor Support)
- Development of Qualifications Framework (TWG on Policy, TA w Donor Support)
- Infrastructure Development (Capital works) (Donor Supported, linked w MDPAC)
- Development of Adult and Literacy Programmes

Possible Matrix for Financing

MEHRD will consider the development of a matrix that will be informed by the findings of the Public Expenditure Review. Such a matrix could underpin the design of the Medium Term Expenditure Framework and could lead to the formulation of the 2010 Education Budget. It would be broadly structured to include strategic goals, outcomes, objectives, outputs, activities, performance indicators, recurrent budget dollar figures and development budget dollar figures, as follows:

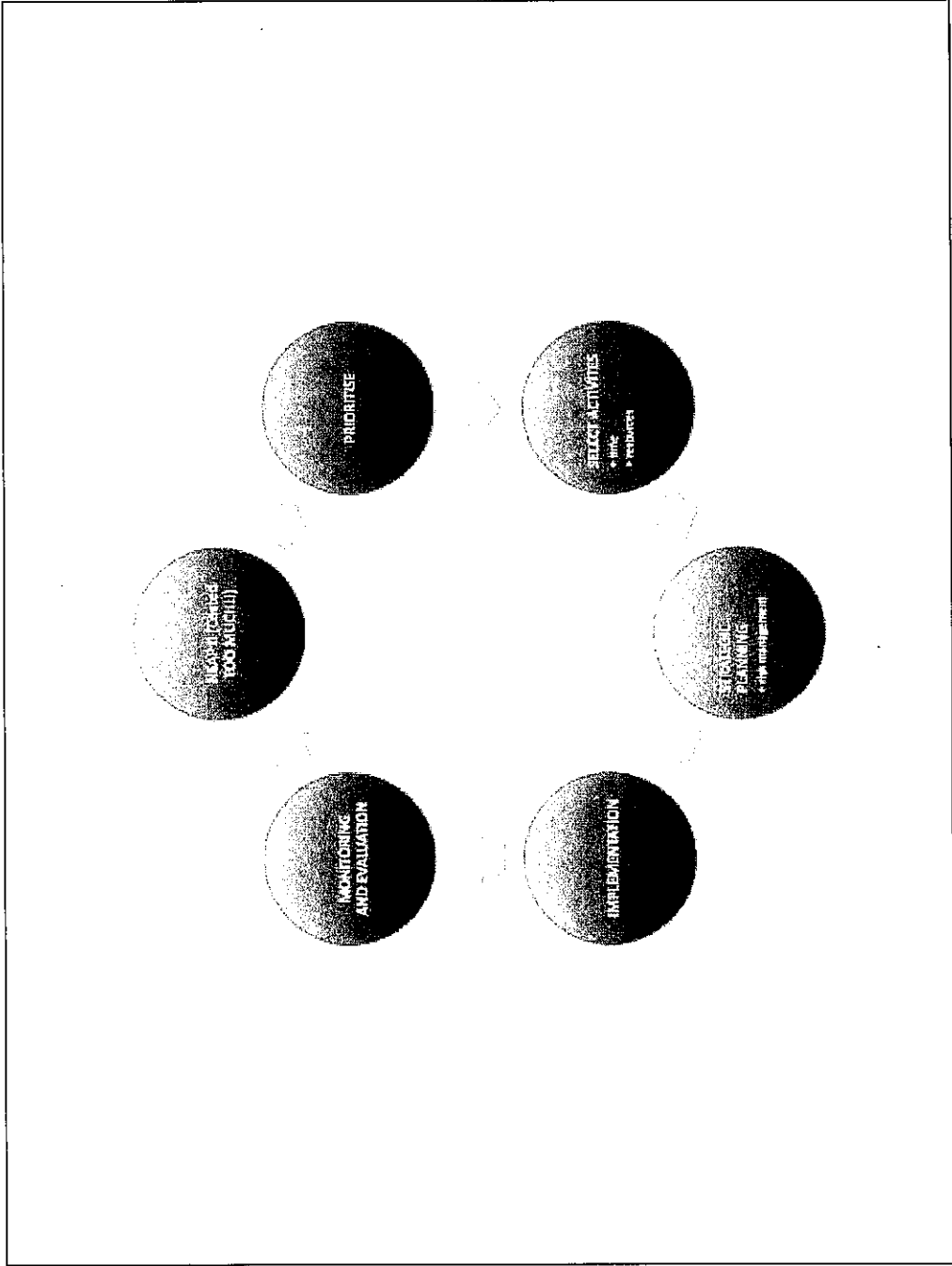
Strategic Goal			
Outcome			
Objective			
Output Activity	Performance Indicator	Recurrent \$	Development \$

Group Activity Two

Draw a diagram that shows a possible set of strengthened relationships between the range of Development Partners (SIG and others), strategic plans, three year and annual action plans, MEHRD at the national and provincial levels, education authorities, and the community/school.

Use arrows to show the direction of the linkage and add a few key words to describe the linkage.

Show, with a suitable description, the mechanism that will formalise the relationship between Development Partners.

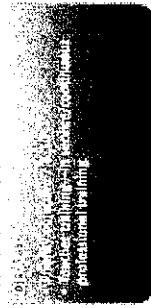
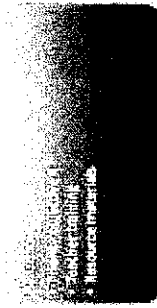


ACTIVITY ONE RESULTS

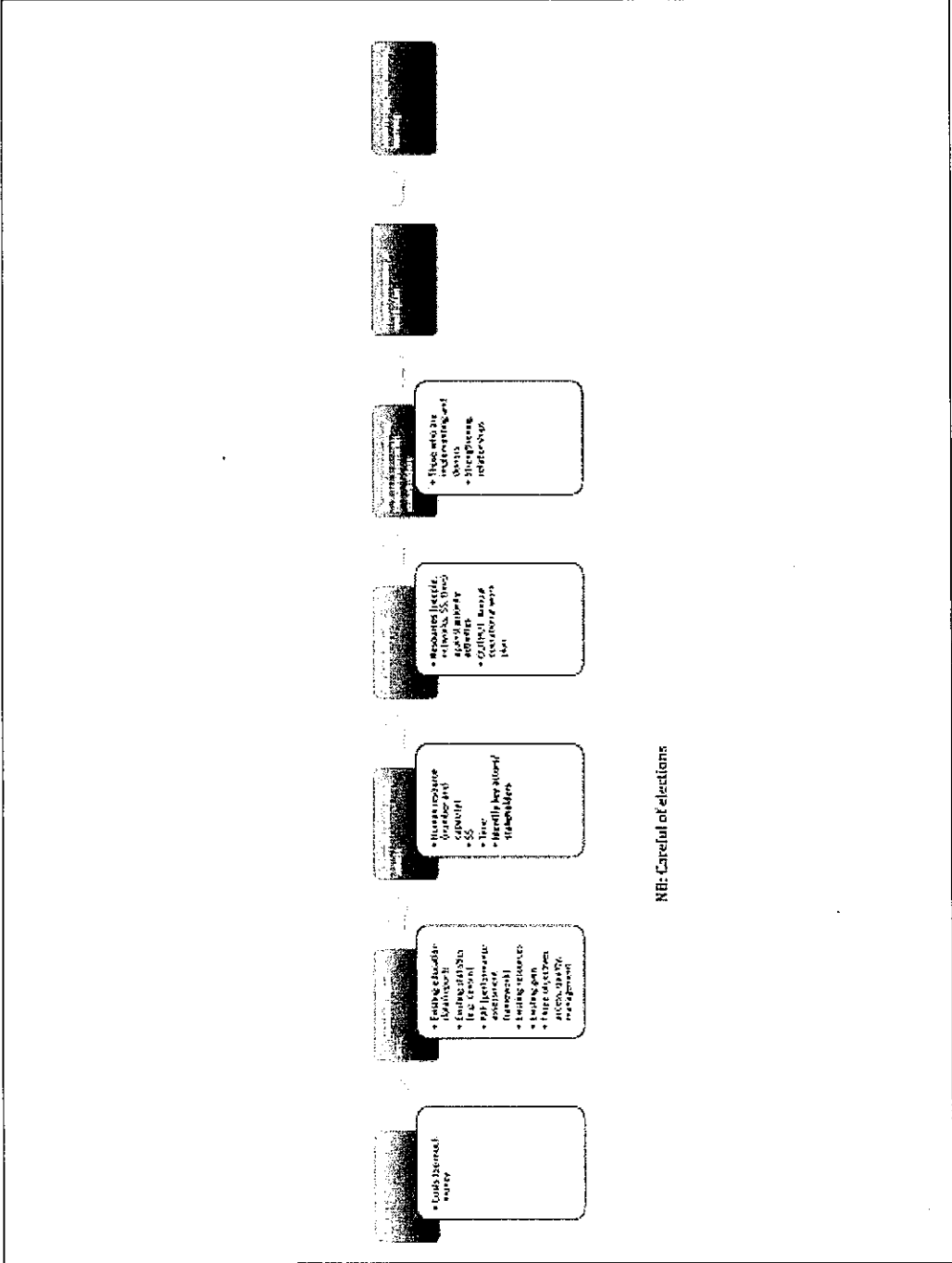
1. COSTED PLAN

2. SET PRIORITIES

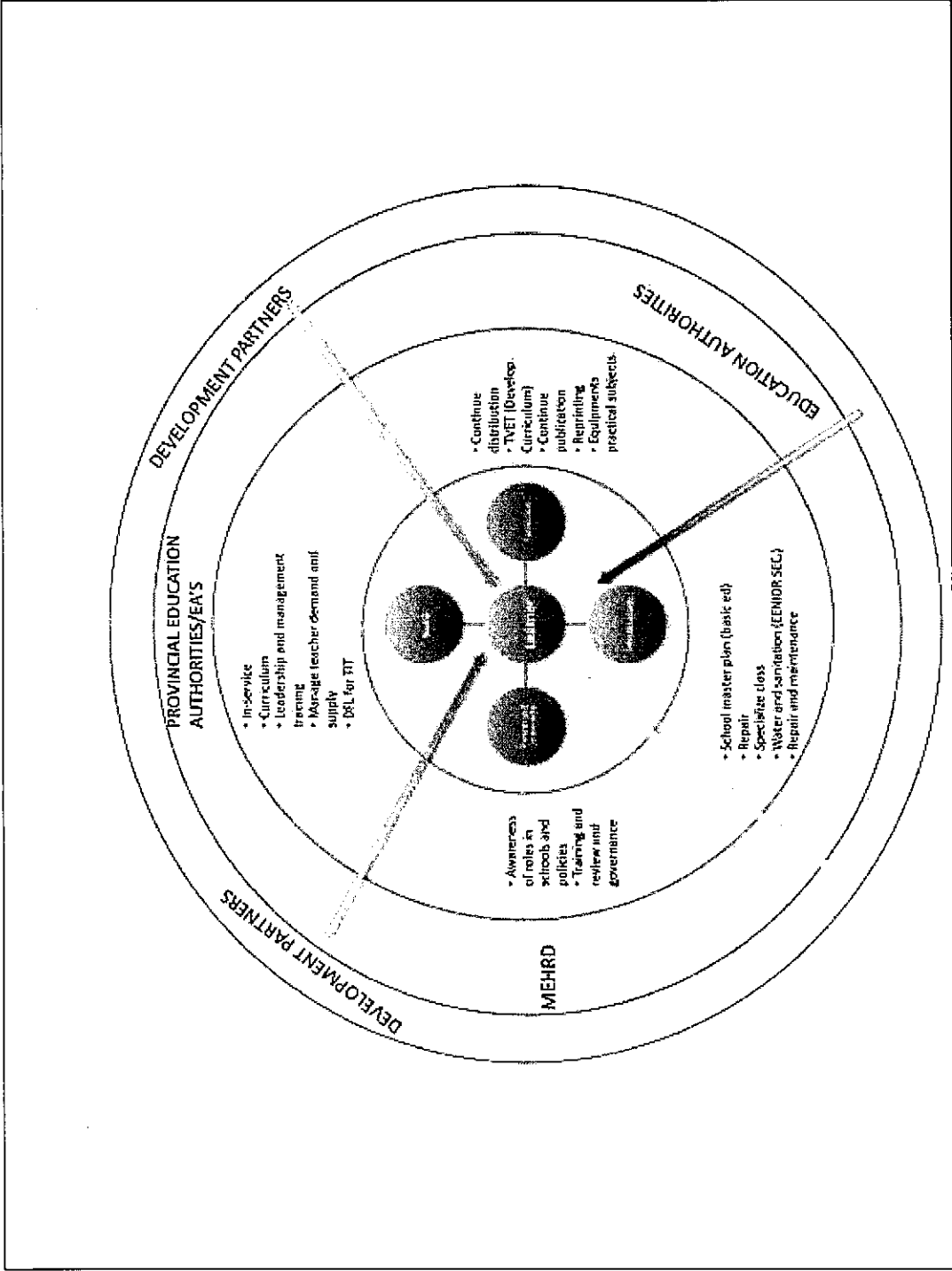
3. STRATEGIES TO DO THINGS (e.g. outsourcing)



ACTIVITY ONE RESULTS



ACTIVITY ONE RESULTS



Site Development Partners

- Donors
- NGOs

Multi-Development Partners

- Donors
- NGOs
- Provincial education authority
- School boards/ community
- Students and teachers
- Parents and community

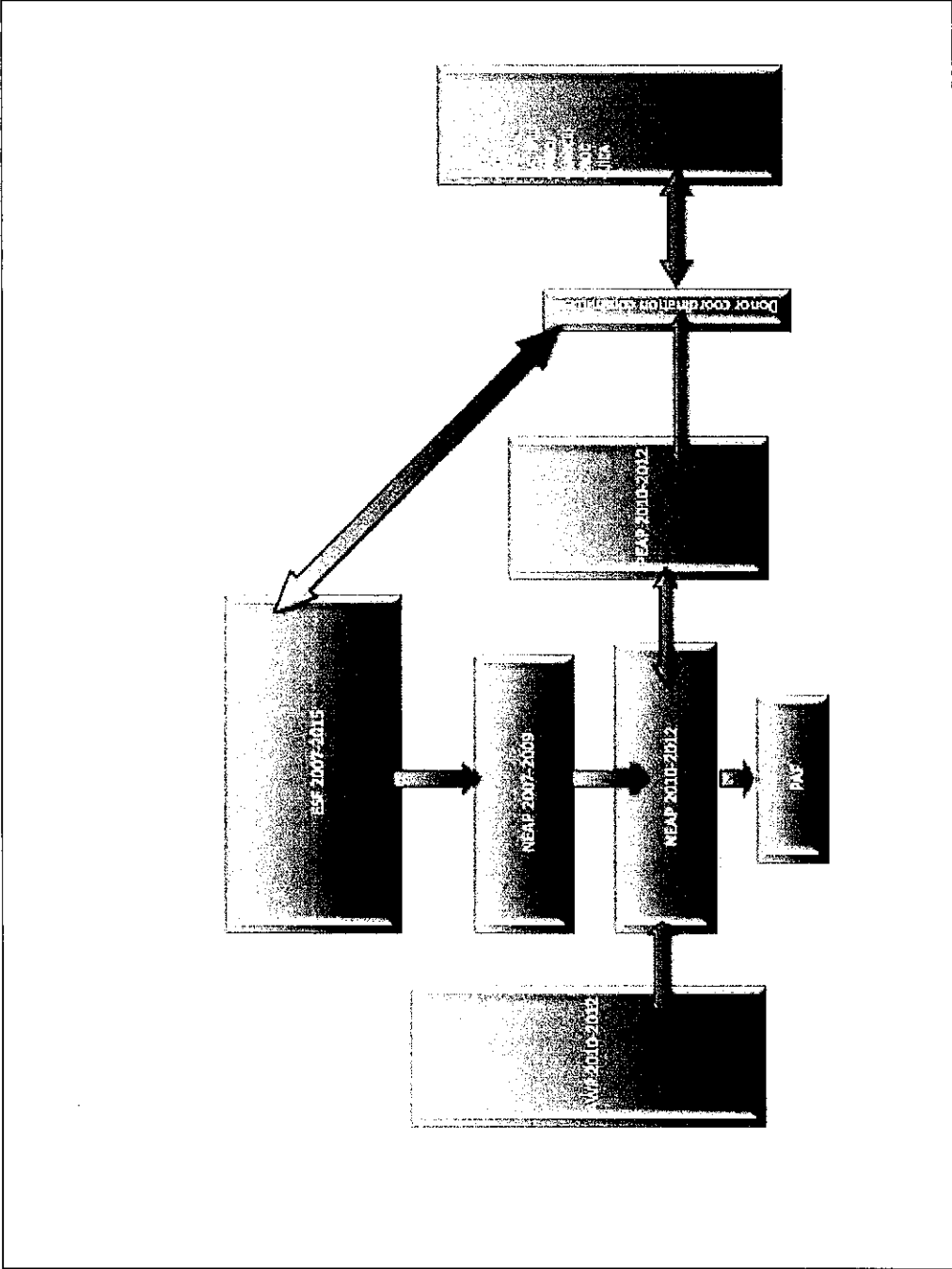
ESRP-2010-2011

- Policies

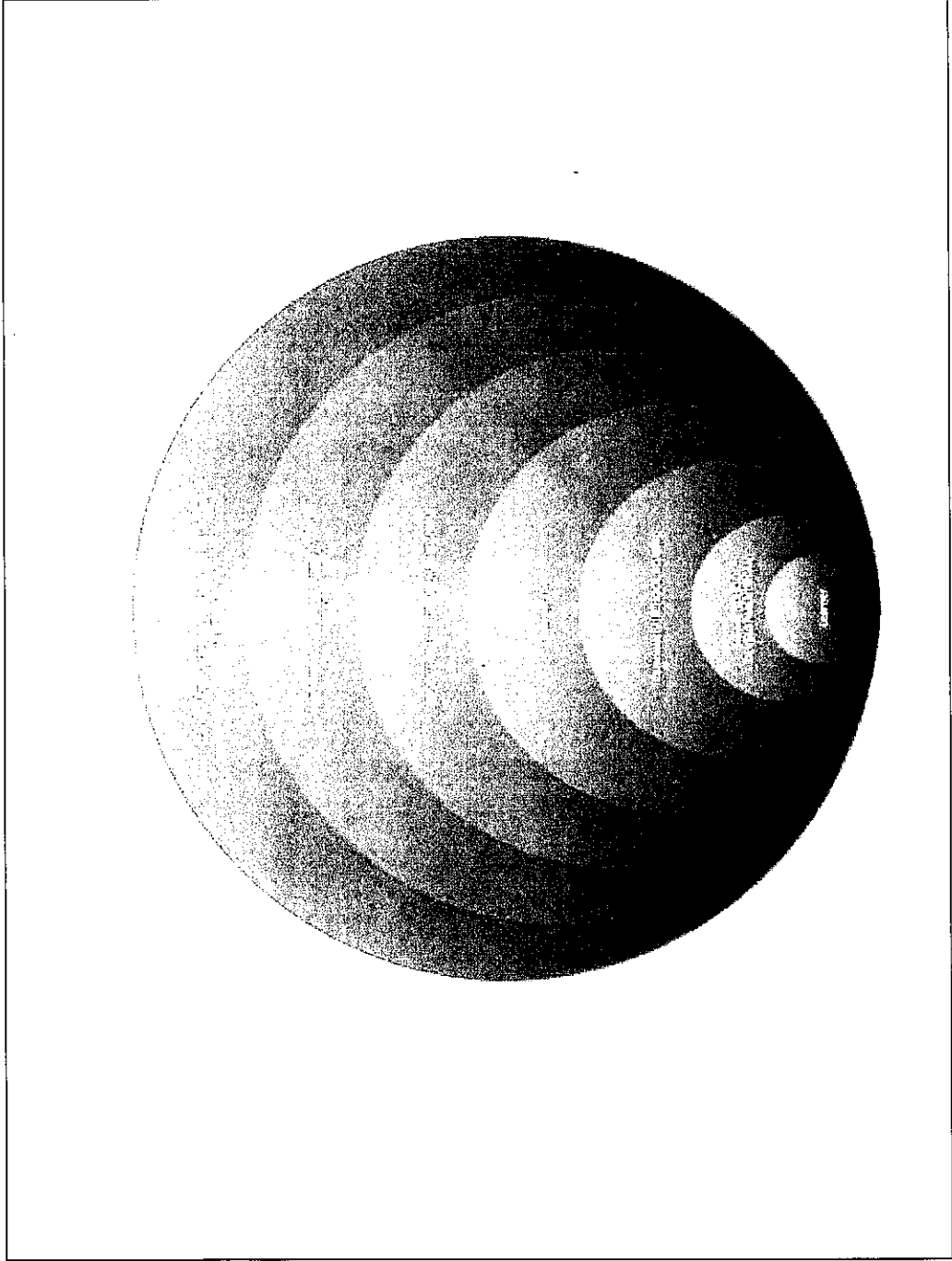
Education Documents

- ESF
- NEAP
- PEAP
- SDP

ACTIVITY ONE RESULTS

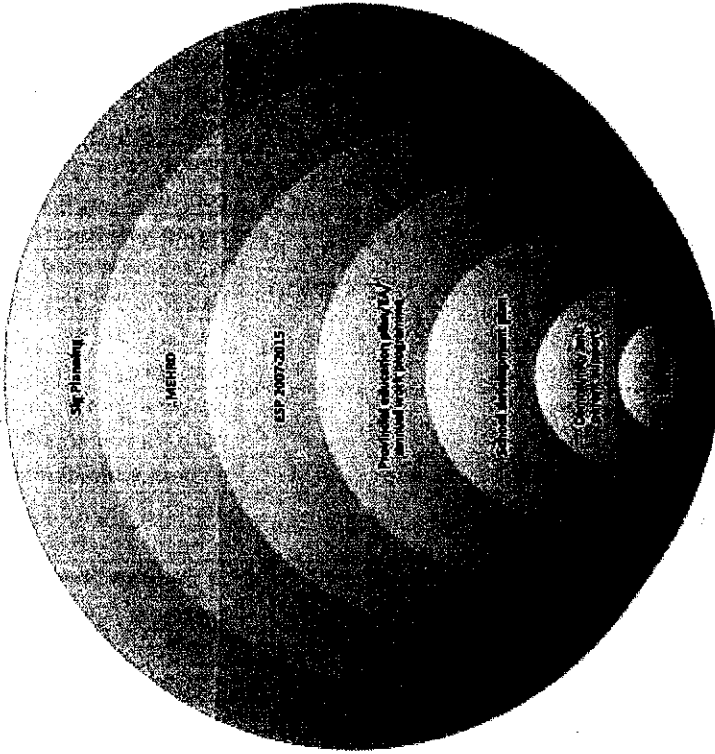


ACTIVITY TWO RESULTS



ACTIVITY TWO RESULTS

Global and development
partners/AMULI



ACTIVITY TWO RESULTS

SECTOR WIDE APPROACH REVIEW

SEMINAR ATTENDANCE

WEDNESDAY 2 SEPTEMBER 2009

NAME	ORGANISATION	EMAIL ADDRESS
	MEHRD	
	SICHE	
	MEHRD	
	World Vision	
	World Vision	
	MEHRD	
	SSEC Education	
	SICHE	
	MEHRD	
	Catholic Education	
	MEHRD	
	MEHRD	
	National Library Division	
	MEHRD	
	MOFT	
	NZAID	
	NZAID	
	MEHRD	
	NZAID	
	MEHRD	
	MEHRD	
	MEHRD	
	MEHRD	
	MEHRD	
	MEHRD	
	Save the Children	
	MOFT	
	MOFT	

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