



Solomon Islands Police Development Program 2017-2021 Design Document

This document outlines the proposed program design for the Australian Federal Police development program in Solomon Islands from 1 July 2017 to 30 June 2021.

Solomon Islands Police Development Program (SIPDP)

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Executive Summary

1.1 Purpose of Design

“Design is a process. A design document is the result. Impact is the purpose.”¹

This design assists program implementers and development partners by: refreshing the strategic context of the program; identifying end of program outcomes and indicative activity areas; advising how progress towards these outcomes could be monitored and evaluated; and informing planning and decision making. The design sets out a rationale for the investment, three component areas for investment and points towards possible activities; it is not prescriptive in its allocation of activities to component areas as this will be done through the planning phases of program preparation and implementation.

The Solomon Islands Police Development Program’s (SIPDP or the ‘Police Program’) Program Logic provides a foundation for annual planning activities, such as project initiation documentation, action and/or work plans. These will be formed around specific outcomes to be achieved either by SIPDP or on a co-delivered basis through the other two complementary programs (Justice Program and Governance Program).

1.2 Background

The Solomon Islands (SI) archipelago of largely small and isolated communities is one of the most diverse and geographically fragmented countries in the world. The post-conflict environment in which the Government of Solomon Islands (SIG) operates poses significant challenges to providing basic services of state to the population. The majority of the rural population, and particularly women, youth, children and people with a disability, struggle to access adequate health, education and law and justice services, including policing services.

The Australian Aid Investment Plan to Solomon Islands (2015-2019) provides a strong rationale for Australia’s continuing support to the justice sector and policing capabilities.² Public administration in SI remains weak, hindering SIG’s capacity to maintain law and order and deliver services. There are significant capacity gaps in the Royal Solomon Islands Police Force (RSIPF) and strong perceptions from Solomon Islanders that there is unfair and unequal application of the law by police and the courts.

The Police Program can be understood as a key component in a major, multi-decade, state-building commitment by Australia in SI. This design document sets out the key elements of Australian Government support for policing in SI. It is one of three program designs, complemented by an overarching delivery strategy, which provides a comprehensive package of assistance for policing, the justice sector, and governance support.

¹ John Gargani (2016) Closing Plenary speech at the 2016 Australasian Evaluation Society Conference in Perth

² Australian Aid Investment Plan for Solomon Island 2015-2019

SI is one of Australia's nearest neighbours and Australia has important national interests at stake in supporting the development of a stronger, more capable policing capability in SI,³ one which is capable of delivering law and justice services and access to justice for all its citizens. As SI's largest donor (by far), the international community expects Australia to take a lead in SI's development. Australia's international and regional credibility is tied to its role in SI.

Australia has consistently committed considerable resources to stabilising and rebuilding SI's policing capability and reforms to the rule of law in SI generally. Assistance to the law and justice sector makes up approximately 83 per cent of Australia's bilateral assistance to the country. Regional Assistance Mission to the Solomon Islands (RAMSI), together with bilateral development assistance, has been instrumental in establishing law and order following 'The Tensions' and other periods of uncertainty in recent SI's history. RAMSI's non-policing development programs (including Governance and Law and Justice) were merged into Australia's bilateral aid program in 2013. The Police Program will support Australia's long-term national interests in SI. It will also support all three strategic objectives of the Australian Department of Foreign Affairs and Trade (DFAT) Aid Investment Plan for Solomon Islands by supporting stability, enabling economic growth, and enhancing human development.⁴

1.3 Program Strategy

This Program will deliver support to the RSIPF as part of a broader program of assistance for the SI policing, justice sector and governance support. The Australian Federal Police (AFP) is primarily responsible for the implementation of this design. Program implementers will work with RSIPF and other key stakeholders to identify specific activities consistent with this design, during the Program mobilisation phase, prior to Program implementation (1 July 2017).

SIPDP will contribute to four overarching strategic goals for SI:⁵

1. Safer communities
2. More confidence in the justice system and police
3. Better government led service delivery
4. Macro-economic stability.

In order to contribute to these strategic goals, SIPDP will work towards achieving two broad goals:

- RSIPF is more capable and responsive, community-oriented, and able to maintain security and

³ The 2016 Defence White Paper (p48) reads: '*Instability in our immediate region could have strategic consequences for Australia should it lead to increasing influence by actors from outside the region with interests inimical to ours. It is crucial that Australia help support the development of national resilience in the region to reduce the likelihood of instability.*'

⁴ DFAT, Aid Investment Plan Solomon Islands: 2015-16 to 2018-19, 30 September 2015, p. 3

⁵ As described in the Overarching Strategy

- Increasingly integrated justice stakeholders.

In order to achieve these two broad goals, three core components have been identified:

- Institutional Strength and Capability
- Community-level Service Delivery
- Stakeholder Collaboration.

Under each component, a series of activities will be undertaken. Section 4 in this design (*Program Logic and Outcomes*) describes the links between all goals, outcomes' areas, core components and indicative activity areas in more detail.

This Program is consistent with the program goals, objectives and progress to date of the RAMSI Drawdown Strategy 2013-17 (RDS) and this document sets out the alignment between this Program and the RDS.

1.4 Program Delivery

This Program uses a bilateral, direct delivery style that continues the institutional partnership between AFP and RSIPF. It will primarily be delivered using the modality of technical assistance and mentoring in the form of advisers who will work jointly with RSIPF counterparts on agreed activities under components of SIPDP's design. To support the provision of capacity development assistance via advisory support, flexible deployment of other key modalities such as the provision of training, procurement of certain goods and services, twinning placements and service providers or expertise external to AFP may be employed in situations where expertise or services are scarce and cannot be adequately found from within existing AFP resources. The key distinction between previous iterations of AFP programming in SI and the work envisaged under this program design is a reduced budget and a continued shift in emphasis away from capacity replacement towards capacity development. Capacity development is the "process of enhancing, improving and unleashing capacity; it is a form of change which focuses on improvements". Capacity building are the activities undertaken in support of achieving improvements. This definition is drawn from Baser, H and Morgan, P in *Capacity, Change and Performance – Study Report*. ECDPM, April 2008.

1.5 How will progress be measured?

Progress will be measured against a range of key performance indicators, which are described in this design's Monitoring, Evaluation & Learning (MEL) Framework.⁶ These frameworks are informed by a program logic, which describes how change will occur over time as a result of achieving certain outcomes.⁷ There are three main purposes of this MEL framework:

⁶ See Annex C for further detail.

⁷ Also known as a 'theory of change'

- **Management:** The AFP Commander, supporting executive and RSIPF will use the system to provide information that will track progress, inform decision-making and resource allocation, support continuous improvement and inform knowledge products.
- **Learning:** SIPDP aims to sustain and further develop the capacity of the RSIPF, so it is critical the program implementers can understand how to continuously improve their work and discontinue approaches that are ineffective. There are also other AFP programs in the region that could benefit from sharing these lessons learned and vice versa.
- **Accountability:** SIPDP, and by extension the AFP, is accountable to many stakeholders, not only financially but also for the outcomes and impacts resulting from program activities, including reporting against the Aid policy on how the funding was invested and what it achieved.

The MEL framework has four interrelated elements:

- A detailed **program logic** diagram that articulates the end of program outcomes we expect to realise by the end of SIPDP, if all of the assumptions hold true.
- A set of **key evaluation questions** that provide the overarching conceptual framework for MEL. These questions ultimately need to be answered by comparing expected performance to actual performance.
- A set of **monitoring questions** and related key indicators that further breakdown the key questions and provide a framework for collecting evidence.
- A description of **proposed methods and tools** for gathering the evidence needed to answer the key questions.

Program performance will continue to be evaluated through two main mechanisms: six-monthly routine assessments through Mission Performance Reporting⁸, and the conduct of evaluations.⁹ These processes also include management response mechanisms to adjust programs when required.

1.6 Resourcing

Detailed activity planning and associated budget development was not part of this design process. Full activity, resource and budget planning will be undertaken by AFP during the planning and initial implementation phase of this Program. The SIPDP design has been developed on the basis of a budget of approximately AUD \$79 million over four years from July 2017 to June 2021.

⁸ This reporting is consistent with the *AFP Corporate Plan 2016-17* and contributes to DFAT reporting requirements under the Aid Quality Check process. Key criteria for this reporting includes relevance, effectiveness, efficiency, sustainability, monitoring and evaluation, and gender equality. Aid Program Performance Reports may also be required in order to include SIPDP in annual SI program reporting. This will require further consideration during implementation.

⁹ The AFP conducts a range of evaluation types, including strategic, thematic, sectoral, country and program evaluations.

1.7 How will SIPDP collaborate and coordinate with other programs in Solomon Islands?

In order to better coordinate efforts with other aid programs in SI, an Overarching Strategy has been developed.¹⁰ This Overarching Strategy is designed to drive a coherent strategic direction across the programs, and assist DFAT and AFP better manage the Solomon Islands Governance, Policing and Justice Programs. It serves the following purposes:

- To outline the key dimensions of security and stability in SI, and identify those elements that Australia can and should contribute to within the context of supporting stability.
- To provide direction for ongoing alignment of Australia's investments with the SIG's own development directions, and recommend a mechanism for its realisation.
- To provide strategic direction to the programs, and identify the shared themes and principles that underpin the designs.
- To generate efficiencies in program management that translate into more cost effective implementation.
- To realise value-added benefits across the three programs, thereby increasing the overall achievement of outcomes.
- To ease the burden of donor program liaison management for the SIG.

The Overarching Strategy proposes government-to-government level coordination and joint buy-in to the investments, and strategic level coordination between DFAT and AFP. It is intended that this also eases the burden of donor program liaison and management for the SIG.

¹⁰ Titled: Overarching Strategy for the Australian Government's Governance, Policing and Law and Justice Sector Programs 2017-2021 (Overarching Strategy); See Section 2, Overarching Strategy for further details.

2. Analysis and Strategic Context

This section provides background on Australian assistance to SI, and an overview of the strategic context relevant to this Program. Analysis in this section forms the basis for how strategic and Program goals have been established for this design.

2.1 Country/Regional and Sector Issues

Evidence gathered in the design process indicates there are several key crosscutting thematic issues significantly impacting upon achieving safer communities and increasing community confidence in the justice system and police. These are in addition to specific policing challenges.

Governance, Law & Justice Sector Context

The SI has made significant progress since the civil conflict during 1998–2003, but challenges remain. The World Bank estimates it takes up to 30 years for countries to recover from conflict;¹¹ SI ranks 157 out of 187 in the Human Development Index and lower still (172) in gross national income per-capita.¹² Most of the labour force is in subsistence farming, logging and fishing—industries affected by seasonal cyclones, tsunami and earthquakes.

The majority of SI law and justice infrastructure and government personnel are in the capital city, Honiara. As a result, the effects of the centralised system of governance in SI are amplified. This means that several challenges to resourcing and enabling access to and delivery of frontline services throughout SI appear to be similar. This is a crosscutting issue that is explored later in this design.

Geographical factors (SI being an archipelago) coupled with limited mobility and roads impacts on delivery of, and access to, law and justice services. The issue of accessibility is further amplified as around 80 per cent of Solomon Islanders live in rural locations.¹³

The SIG has limited revenue-earning capacity and the RSIPF's performance in providing services to citizens often falls below desired service delivery standards.¹⁴ The most recent general elections in 2014 passed without significant public disturbances. However, major security issues emerged in 2006 and smaller-scale disturbances in 2010 for similar events. These factors, combined with the drawdown of RAMSI, may result in a surge of private security firms in the future – as has been the experience in Papua New Guinea. These risks are amplified in situations where logging and mining are involved, noting that reported incidents of the most

¹¹ World Bank (2011) *World Development Report*

¹² United Nations Development Programme (2014) *Human Development Report*

¹³ Sinclair Dinnen (2012) *Solomon Islands and RAMSI, Transition and Future Prospects* and Jon Fraenkel Et Al. 14 July 2014, pp. 38–44

¹⁴ As indicated in the RAMSI People's Surveys; 2013 stated that 60% of respondents were not satisfied with RSIPF assistance (citing poor responsiveness and /or lack of help as a key reason)

serious crimes are low by regional and international standards. However, community crime concerns remain, especially regarding family and gender-based violence (GBV).¹⁵

Policing Context

Police development assistance to date appears to have provided the RSIPF with the skills and competencies required to deliver core policing functions and some specialist functions. In light of the ongoing drawdown of RAMSI-Participating Police Force (PPF) resources, the PPF and RSIPF have spent considerable time assessing future RSIPF needs. This effort is reflected in jointly developed bodies of work such as the *RSIPF Appropriate Cost of Policing Report* and PPF support for RSIPF-led strategies like the *RSIPF Crime Prevention Strategy 2016-18* (CPS). Further, a comprehensive assessment of the RSIPF was conducted in 2016 in order to develop the *RSIPF Capability Plan 2016-2020*.

The RSIPF reports its establishment was 1,431 people in April 2016,¹⁶ with around 16.6 per cent of the force being female. Given that the majority of current RSIPF members have joined the agency post-civil conflict, many members are largely inexperienced. This however, also suggests there is an opportunity to harness a generational shift to increase the professionalism of the organisation.¹⁷ There have been notable improvements in the RSIPF to date in which capacity has been developed. These include:

- National Response Division (NRD):
 - Significant effort has been invested into the NRD. This appears to have resulted in a quality Police Response Team (PRT) capacity to deliver a public order management (POM) capability for the RSIPF. Given the fragility of circumstances within SI, particularly in key population areas such as Guadalcanal, Honiara, Gizo and Auki, the NRD will continue to be a vital division when it comes to maintaining capabilities that can respond to significant periods of public disorder. It has been noted that the RSIPF plans to pre-position some NRD resources in Gizo (Western Province) and Malaita (Auki) in line with ongoing increases in reports of crime, and fragility/poor-social cohesion, particularly when resource extraction industries (private sector) are involved.
 - PRT and Officer Safety Training (OST) capability was also worthy of note, which has recently began providing training to other Pacific Island Country police services such as Nauru, Vanuatu, and Samoa.¹⁸ As the limited-rearmament process continues,

¹⁵ Secretariat of the Pacific Community for Ministry of Women, Youth & Children's Affairs (2009) *Solomon Islands Family Health and Safety Study: A study on violence against women and children*.

¹⁶ As estimated in the RSIPF Capability Plan 2015-2020 in (April 2016)

¹⁷ Estimate of current RSIPF officers who have joined as a percentage of the total establishment since the tensions was provided to the design team by RSIPF Executive during consultations

¹⁸ Consideration should be given to ongoing use of RSIPF training teams to deliver capacity development/professional development opportunities to other Pacific Islands police services. The AFP Pacific Police Development Program appears to be the ongoing avenue for consideration of such activities.

of which units in the NRD are principally involved, the ongoing monitoring, evaluation and learning of RSIPF's implementation of various governance, oversight and POM related activities will require greater focus if the RSIPF is to retain community confidence through using this capability.

- To capitalise on capacity development gains to date, focus is needed on the ongoing implementation, promulgation, monitoring, enforcement and review of NRD initiatives to ensure that ideas, policies and procedures become embedded in the day to day practice of the NRD.
- Data collection and analysis:
 - Various RSIPF units continue to provide fit-for-purpose reporting across the provinces, with a notable concentration of reporting occurring within Guadalcanal Province and Honiara itself.¹⁹ This is probably expected given the concentration of RSIPF resources in the capital, and is a sound indicator that this basic capability exists, basic statistical analysis occurs, and primary reporting products (including against the RSIPF Annual Plan) are provided to RSIPF decision makers.
 - The ongoing development of this capability will be critical for any future *RSIPF CPS* initiatives, including the ongoing development of an intelligence-led policing model – which may be core to sustainable policing approaches in SI.
- RSIPF National Intelligence Department (NID) and National Criminal Investigations Department (NCID):
 - There are demonstrated benefits of using cultural networks (*wantokism*) to provide value-added information otherwise gathered through formal reporting pathways. These departments will be important to any ongoing implementation of the RSIPF CPS, which places emphasis on community engagement and the development of an intelligence-led policing model.²⁰

Despite improvements in RSIPF service delivery since 2003, longer-term challenges continue to slow the emergence of strong RSIPF policing capabilities.²¹ These challenges include:

- developing a sustainable model of policing for SI
- delivering effective supervision, discipline and support, including from headquarters (HQ) to provincial levels
- using externally managed corporate services, including budget and human resource management²²

¹⁹ RSIPF Strategy and Policy division is the principal area that collects, collates and analyses most RSIPF crime statistics. This area provides a range of reporting products for RSIPF decision makers, including quarterly and annual reporting.

²⁰ There is no single definition of ILP, but ILP is commonly understood as the collection and analysis of info to produce an intelligence product designed to inform law enforcement decision making at both the tactical and strategic levels.

²¹ Sinclair Dinnen (2012) *Solomon Islands and RAMSI, Transition and Future Prospects* and Jon Fraenkel Et Al. 14 July 2014, pp. 38–44.

- providing responsive policing services across widely dispersed island communities, impacting on RSIPF reach into the provinces
- communicating key components of the rearmament process and maintaining public support (impact of geography, mobility, competing priorities, fiscal costs and timeframes will restrict outreach)
- working within an uncertain fiscal and economic environment (the cost, affordability and sustainability of broader policing services into the future, with or without donor support).²³

Further, the RSIPF still experiences challenges with:

- internal organisational oversight and management
- slow budget and procurement processes
- timely recruitment, retention or replacement of skilled and seconded individuals (e.g. from other SIG departments) including non-sworn members to perform specialist administration and technical roles
- discipline within the RSIPF
- HQ support to provincial police stations (including logistics, mobility and allowances).

Recent community perception surveys and in-country consultations suggest there is public confidence in RSIPF and provincial government support for the RSIPF, and that this has grown over the last two years.²⁴ However, these consultations also reveal ongoing unease with even the limited rearmament of the RSIPF, given the role police weapons played in ‘The Tensions’. The broader community consultations on rearmament suggest Solomon Islanders are coming to terms with the need for rearmament.

Governance across SIG

Governance challenges across SIG, in terms of public financial management (PFM), procurement and accountability systems, significantly impacts on the delivery of government services. This includes the quality of services provided by the RSIPF. These governance challenges face many Government of Australia (GoA) programs operating in the SI. The most relevant to improved police capability and police community services are:

- PFM risks and procurement bottlenecks that impact organisational capacity to deliver services (across most sectors), and can be seen to demotivate public servants.

²² Aurion and HRM are provided by the Ministry of Public Service and Finance services from the Ministry of Finance and Treasury.

²³ Deloitte (2015) Appropriate cost of Solomon Islands police service. Also see the Public Financial Management Assessment and Procurement Risk Assessment reports for further information.

²⁴ RAMSI People’s Survey 2013 (30% said RSIPF have definitely improved; 34% said they had improved in some ways)

- Human resource management, including slow recruitment and a lack of effective performance management systems (particularly an absence of the right incentives and penalties for performance).
- Limited reach, maintenance and use of government ITC systems, restricting workflow and autonomy (particularly from the Honiara centre to the provinces). As a result, these systems struggle to service Honiara-to-province linkages, impacting on the ability for various communication, coordination, planning, and governance system functionality.

Access to Justice

The challenge in providing access to justice in the SI is that the legal system is largely inaccessible by SI in remote communities. This reality is multiplied by governance issues cited above. In SI, where the greater proportion of the population (approximately 80 per cent) live outside Honiara, it is important to not only support and advance the capacity and capability of formal justice institutions and the police, but also recognise that those formal institutions may always have limitations that impact on reach to communities. In those circumstances the programs should leverage in the following ways:

- Work with existing or emerging structures and frameworks to reach to the community, e.g. the RSIPF CPS
- Examine and explore opportunities for working with other justice stakeholders in the community, e.g. through initiatives such as the World Bank-led Community Governance and Grievance Officer project²⁵
- Improve the communication, coordination and resourcing decisions between central line agencies and provincial government to enable basic service delivery more broadly in SI.

The Justice Information Management System (JIMS) has been developed to improve case management across the whole justice sector. JIMS implementation is ongoing. JIMS aims to deliver more effective and efficient services, address problems of case-flow management/bottlenecking through tracking cases through the system, improving accountability, and thereby addressing the back log of cases in the judicial system both in criminal and civil case lists. The full operational implementation and use of JIMS is seen as a critical factor in improving citizen's access to better quality justice services.

Ending Violence Against Women (EVAW) and Children

The justice system has failed to protect victims of violence, most of which are women and girls.²⁶ The Solomon Islands has one of the highest incidences of violence against women and children

²⁵ Noting that this project is currently funded through SIJP 2013-2017.

²⁶ Law Reform Commission. Review of the Penal Code and Criminal Procedure Code, Second Interim Report, Sexual Offences, June 2013

in the world. It is also arguably the most prolific crime type in the SI. To further complicate matters, the implementation of the *Family Protection Act 2014* (FPA), gazetted in early 2016, has been highly challenged. Ongoing Program support for SIG's implementation of the FPA will be required, particularly in the RSIPF police prosecutors' division regarding its ability to collaborate with court apparatus.

Other opportunities to advance gender equality in the RSIPF include:

- developing clear gender equity strategies for recruitment
- developing a male-targeted gender equality strategy
- continued support to the RSIPF's involvement in local and regional women's advisory networks (WAN)
- supporting effective dialogue with civil society organisations and law and justice sector agencies on gender-related issues.

Gender and social inclusion

In the SI, the 'socially excluded' include women, youth, girls, people with disabilities, lesbian, gay, bi-sexual, trans-gender and/or intersex (LGBTI) people, rural poor and people of certain ethnic backgrounds. Further, gender discrimination disproportionately affects women and girls—not enough has been done in previous development interventions to address gender and social inclusion challenges such as violence against women and children (outlined above), the youth bulge and rural poor. In the policing context, this includes addressing the inwards and outwards culture of police, with a specific focus on providing positive policing outcomes for victims of gender-based violence and police accountability for such results.

The new police, justice and governance designs will need to focus more on these challenges, which, left unaddressed, will inhibit inclusive economic growth and stability in SI. The three designs all include collaborative and cohesive approaches to key thematic issues including gender and social inclusion. Joined-up approaches for improving outcomes for women and children include collaborative efforts in:

- the implementation of the FPA
- the increased implementation, use and access to JIMS across the justice sector
- increasingly integrated justice services
- increased numbers of female police through employment targets
- the implementation of the RSIPF CPS
- strategic use of long-term gender advisers (technical advisers) across the sectors
- the development of much improved gender-specific MEL applications to assist in getting better information to inform direction.

2.2 Evidence Base/Lessons Learned

The iteration of evaluations and program designs in the SI and other AFP capacity development activities over 13 years has identified a plethora of lessons in what are complex environments

for capacity development. To design the SIPDP 2017-2021, the design team examined the following documents in order to produce the key lessons informing the program in this section. Documents include:

- Current RAMSI-PPF planning, reporting and guiding documentation, including the RDS
- Current RSIPF planning and strategic direction, such as the RSIPF Strategic Directions 2014-16; RSIPF Crime Prevention Strategy 2016-18; RSIPF Capability Plan 2016-2020; and RSIPF Appropriate Cost of Policing Report (2015)
- Current SIG planning and strategic objectives, as contained within the SIG National Development Strategy (2016-2035) and the SIG Medium Term Development Plan 2016-2020.

These lessons also take account of the policy imperative to consolidate RSIPF gains and RAMSI investments to date, the feasibility and sustainability of programming with smaller resourcing envelope of SIPDP, SIG stakeholder considerations across the sector, and risks at the political and programming levels.

Shift focus of capacity development to the institution

Training, equipment and workplace mentoring, by itself, rarely improves organisational capability. Changing the focus towards developing a sustainable police force through institutional strengthening is imperative. This involves supporting activities around leadership, governance, corporate functions, systems and enabling services (back-of-house functions). It is critical these capabilities are translated to service delivery at the community level.

Working at the district/provincial level is resource intensive

Direct Districts/Provinces capacity development has not proven successful due to its resource intensity and host police counterparts' constant changes or lack of support. Therefore, a focus on centralised institutional strengthening and supporting the host police to push development into the Provinces is preferable, particularly given the reduced budget envelope for this Program.

Long-term but flexible planning

A fundamental lesson from international experience working in fragile and conflict-affected states is the importance of appropriate long-term planning and commitment.²⁷ While SI has not seen a reversion to large-scale violence since the arrival of RAMSI in 2003, the lesson remains an appropriate one for this design. Accordingly, an evolution of existing support, not abrupt change, is recommended. Given the dynamic nature of SI policing context, important lessons have been learned about the need to be adaptive rather than rigid in program implementation.

²⁷ <https://dfat.gov.au/about-us/publications/Documents/aid-fragile-conflict-affected-states-staff-guidance.pdf> accessed 25 August 2016

This program design outlines indicative activity areas and components for work but deliberately allows time during the commencement phase of the project for joint planning of specific activities.

Success of the demand driven and locally led approach

Building on local strengths and using AFP comparative advantage has been crucial to AFP successes in the past. A key lesson from Australian support for public sector reform in SI over more than a decade has been the significantly greater success of a demand-driven approach as opposed to a donor-led supply-driven approach.²⁸ In the area of public service performance, such a strategic shift was taken by RAMSI around 2011 and has seen significant gains in public sector reform, even if the momentum has now slowed somewhat. Whilst capacity substitution may still occur under this program, wherever possible AFP will ensure RSIPF drive reforms with Australian support, and not the other way around.

Crucial importance of integrated Monitoring, Evaluation and Learning

Well-resourced and effective monitoring, evaluation and learning structures along with a focus on tangible outcomes, rather than outputs, is essential to making evidenced-based decisions by program management and undertaking regular health checks to ensure that the program remains responsive and relevant in the context of SI justice sector dynamics.

2.3 Strategic Rationale for Australian Government Engagement

Rationale

Australia has an enduring interest in a stable SI, underpinned by inclusive economic growth and viable institutions able to respond to the needs of Solomon Islanders. Australia has a long history of supporting the government and people of SI through both RAMSI and bilateral assistance. Continued assistance to the RSIPF, and the justice and governance sectors is consistent with the Australian priority placed on improving institutional resilience in SI to assist economic management, conflict resolution, delivery of services to citizens, promotion of gender equality and, in doing so, improve security and stability in the SI.

Both the Australian and SI governments are aware that changes in policy and a transition of support, such as the drawdown of RAMSI in mid-2017, may result in a period of instability. As a result, the Australian Government is committing to a significant bilateral package of support, proposed through the delivery of three critical programs (Governance Program, Policing Program, and the Justice Program), as described in the Overarching Strategy.

The SIPDP will be led by the AFP. The AFP program of assistance is one of many AFP-led initiatives in the Pacific. This program reflects the broader whole of Australian Government

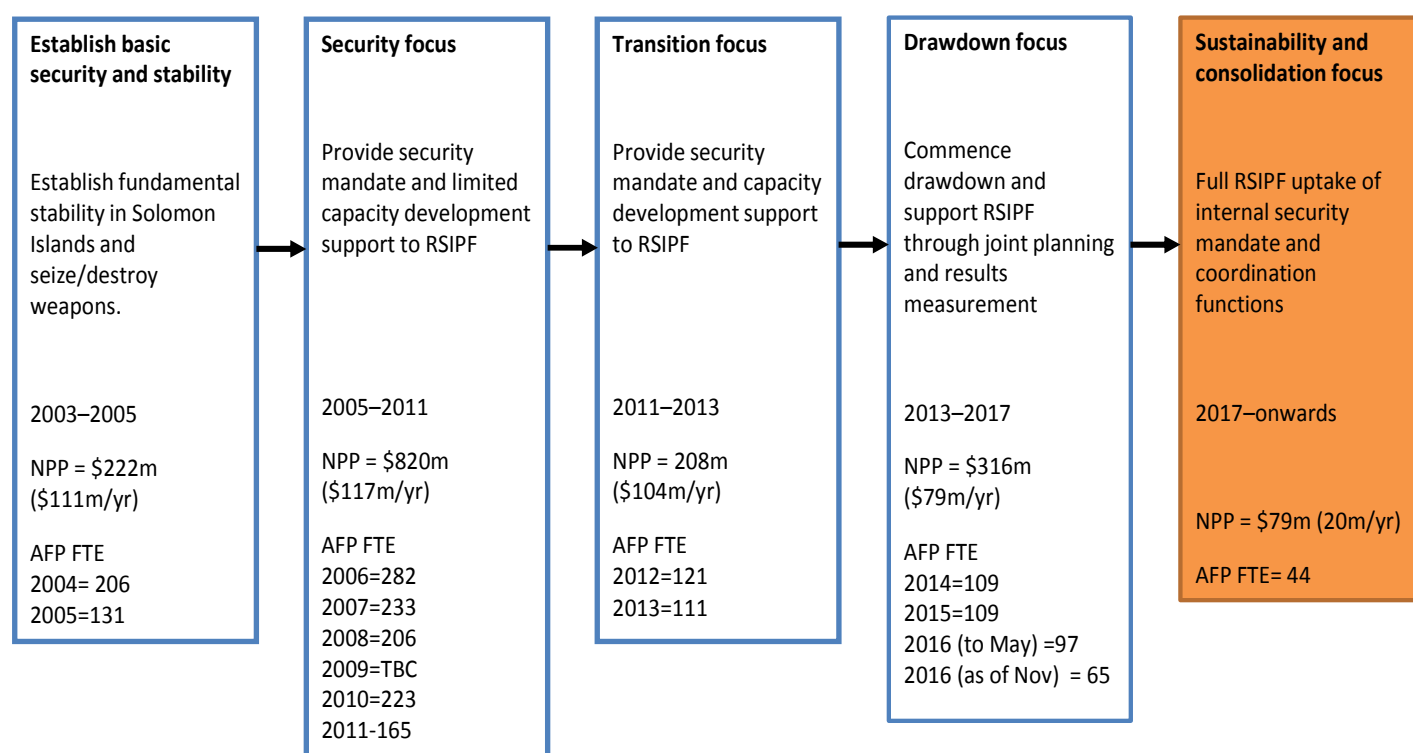
²⁸ SIGOV Case Study 5 Strengthening Public Sector Leadership, 2015

effort to promote prosperity, reduce poverty, and enhance stability through Australian aid.²⁹ This also reflects wider AFP efforts to contribute to Australian national security by providing international police assistance in the Indo-Pacific for enhanced rule of law in developing, fragile and conflict-affected states.³⁰

Further context is provided in the Overarching Strategy for the Australian Government's Governance, Policing and Law and Justice Sector Programs 2017–2021. (See Section 2 for further details)

Australian assistance to date

The RAMSI PPF has provided assistance to the RSIPF since 2003.³¹ The current phase of RAMSI sees decreasing support to frontline policing and a greater focus on working jointly with the RSIPF on planning and capacity development. Funding for the PPF's current phase of support expires on 30 June 2017, when the RSIPF is expected to take full responsibility for SI' internal security. This is in line with the *RDS*. The PPF has moved from a security focus through a transition focus to the current drawdown, in preparation for the RSIPF's future sustainability.



*Data in figure above is indicative only.

²⁹ DFAT, 2014, Australian aid: promoting prosperity, reducing poverty, enhancing stability.

³⁰ AFP Corporate Plan 2016-17: Covering 2016-17 to 2019-20.

³¹ On average, 70 per cent of the PPF have been AFP officers, 11.8 per cent from New Zealand and 18.2 per cent from the Pacific island nations; Jon Fraenkel, Joni Madraiwiwi & Henry Okole (14 July 2014), *The RAMSI Decade: A Review of the Regional Assistance Mission to Solomon Islands, 2003–2013*, pp. 36–37

2.4 Innovation and Private Sector Engagement

Innovation and research are important to many program initiatives and there is a growing trend for targeted and in-program research that arises from taking opportunities. The new Policing Program has the following innovative activities built into its design.

Innovation and research initiatives

In order to be innovative, the Policing Program will need the ability to identify and then trial alternative methods as opportunities arise. The design incorporates a specific budget allocation for innovation and research initiatives (shared with partner programs) to allow it to take advantage of opportunities as they arise.

This new GoA Policing Program design and the Justice and Governance Program designs present an opportunity for innovation in SI development through genuine joined-up, collaborative and cohesive approaches to problem solving common major issues. This will result in achieving collective tangible outcomes that could not have been attained independently, particularly with decreasing levels of GoA resourcing and increasing budgetary issues in SIG.

Innovative approaches under such a collaborative structure may include:

- the formation of temporary/full time task forces, committees, steering groups, consultative groups and advisor secondments as necessary to collaboratively problem solve
- supporting or collaborating with CSOs/NGOs, e.g. World Bank-led Community Governance and Grievance Officer project, safe houses
- joint resourcing/funding of initiatives, including research and innovative pilot projects under the Innovation and Research Initiative
- combining efforts in the Information and Communication Technology (ICT) Support area
- a shared capacity development specialist resource or pool of flexible adviser/s
- development of a shared MEL team.

Continuous improvement in advising practice

Whilst the use of technical assistance itself is not innovative, the Program will employ innovative and adaptive methods of long-term adviser (LTA) and short-term adviser (STA) placement to help the Program transition from capacity replacement to capacity development and sustainability, implementing lessons learned in SI relating to the success of locally led initiatives and principles of effective capacity development. Quality AFP capacity developers are essential for Program effectiveness. Therefore, AFP has instituted appropriate pre-deployment and capacity development training programs and much-improved selection processes through dedicated Human Resource support roles both in-country and A-based.

The Program will ensure that all placements of technical assistance (TA) officials are on projects that are agreed priorities between RSIPF and SIPDP. Proactive management of advisers will

mitigate typical TA risks including tendencies towards technocratic solutions and capacity replacement, lack of role clarity, cultural insensitivity, and a lack of coaching and mentoring skills. Open communication between TA managers and RSIPF counterparts will be crucial. Specific capacity development training, or adviser-counterpart collaboration training are key parts of supporting effective working relationships with RSIPF officials and counterparts, and for setting expectations for TA approaches to capacity development.

Engaging the private sector

SI' private sector is a key beneficiary of a stable and functioning police force and should, in principle, be a strong advocate for reform. Opportunities to identify appropriate partnerships and/or engagement with the SI' private sector should be actively explored during activity design and implementation. Collaborations could take the form of outsourcing of training activities to local providers, engaging local enterprises to sponsor events and champion change (for example in relation to domestic violence, drugs and other social issues), working with local media enterprises and civil society to build community policing profiles and enhance citizen-police relationships. Ongoing engagement of the private sector to support ICT projects will continue. It should be noted that RSIPF is already engaged with the private sector in various forms, and that this engagement can be complex in situations where the private sector has direct involvement in illegal operations and enterprises.

3. Overarching Strategy

Whilst the Policing Program is an independent program with particularised research and background providing the basis for this design document, it is nonetheless situated in the context of a portfolio of Australian aid programs that includes the Governance Program and the Justice Sector Program. The benefit of this portfolio of programs being designed collectively, and thus managed jointly, is that improvements under one program can influence and inform others.

Please refer to the Overarching Strategy (attached) for information about the interaction between Programs and overall management functions, including the Steering Committee under whose direction this Program operates.

The Overarching Strategy proposes a number of linkages between the three programs, for example by way of joint efforts on specific initiatives. Importantly, the programs will share a single over-arching goal, and four program level goals that contribute to achievement of the overarching goal, and three end of program outcomes.

The overarching goal that the three programs contribute to is:

Communities in Solomon Islands are safer and experience better access to services

The four Program Goals that the programs will contribute to are:

- Safer Communities;
- The community has greater confidence in the justice system and police;
- Better government led service delivery; and
- Macro-economic stability.

The End of Program Outcomes that the programs will achieve are:

- Communities have greater access to a credible justice system that supports the rule of law;
- RSIPF is more capable, responsive, community orientated, and able to maintain security; and
- Government agencies more effectively support economic growth and service delivery.

The Program architecture diagram (below) provides a visual depiction of how these three programs deliver the outcomes and goals, and intersect. Key points to notes are:

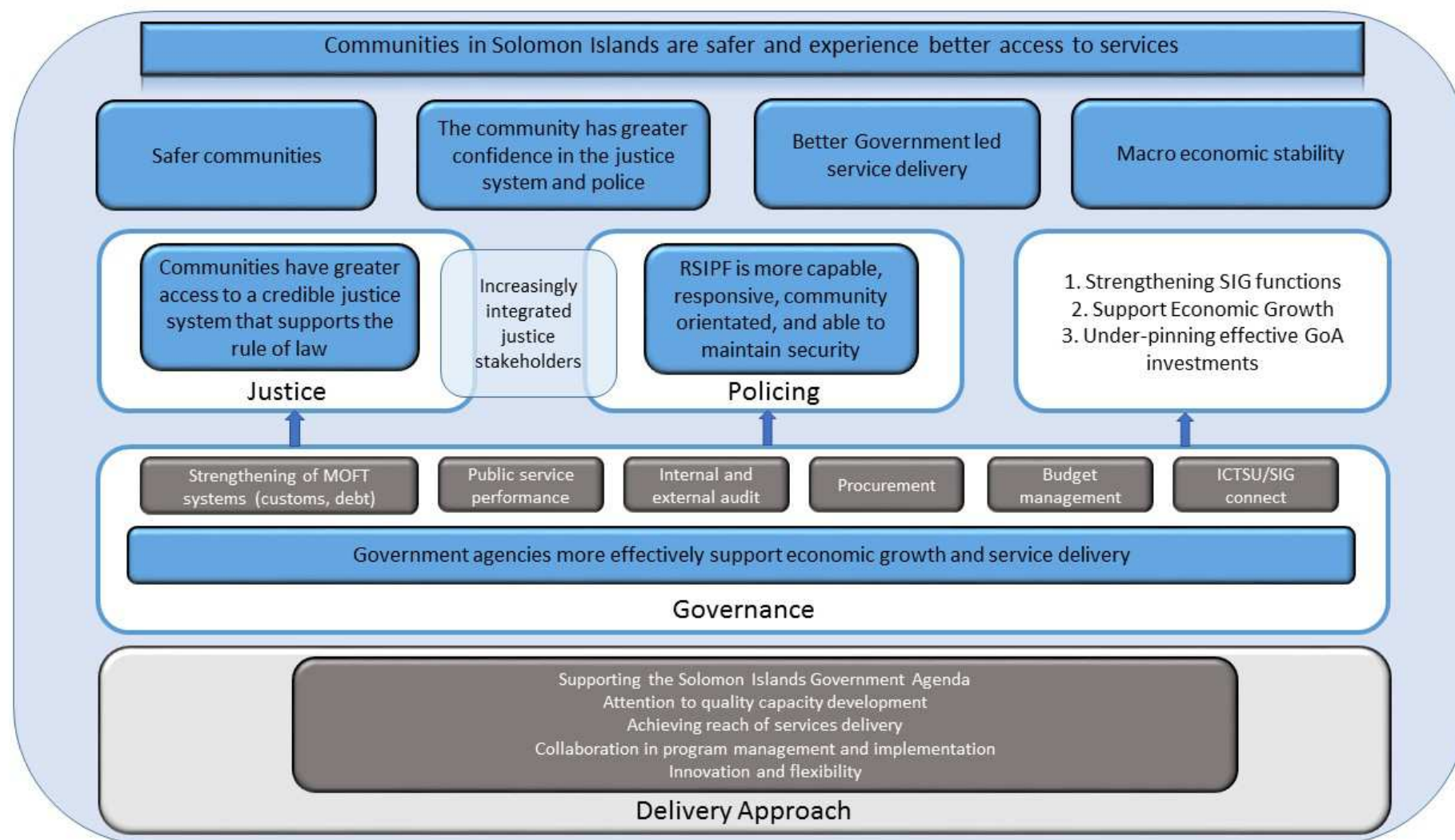
The governance program contributes to both its own end of program outcome, to achievement of outcomes across SIG and across all Australian aid investments, and to the outcomes achieved in the justice and policing programs.

The governance program end of program outcome contributes directly to Australian Government Aid Investment Plan economic growth goal, as well as to the Australian Government funded sector programs such as health and education.

The justice and policing programs are discrete programs of the Australian Government, however the achievement of outcomes in these sectors is co-dependent, hence the need for increasing lines of intersection between the two programs.

The delivery approaches are cross-cutting and foundational to achieving the best possible outcomes across all three programs.

Figure 1: Whole of Program architecture



4. Program logic and outcomes

This section describes what the Program is expected to achieve over the immediate to longer term and the theory or reasoning behind those expectations. It is a road map, or theory of change, to guide stakeholders through a staged process of achieving and/or building upon smaller outcomes on the way to achieving specific higher level end of program outcomes. It also provides the basis upon which relevant performance indicators can be identified, and effective monitoring, evaluation and learning can be undertaken to ensure a program is achieving optimum results.

4.1 Principles

The following set of principles has informed the design and will underpin implementation. These principles are:

1. The program should be adaptable and flexible in a changing environment.
2. The program needs to be able to learn, adapt and respond to opportunities as they arise.
This may include:
 - a. The use of management action response processes resulting from the conduct of Aid Quality Checks and evaluations
 - b. Targeted research.
3. The Police Program needs to predominantly focus on improving core functions in Honiara, particularly in leadership and management, to better enable RSIPF leaders to drive sustainable policing outcomes in the Provinces and beyond.
4. In order to effect change through a police program, it is critical that reform works from not only 'top down' but also 'bottom up'. What this means is that decisions at various levels, particularly at the top (where a small number of people have considerable power) and the working level (where the bulk of front-line service delivery occurs), are driving organisational change/reform initiatives.
5. Open, frank and consultative communication must be conducted with SIG/RSIPF on all proposed development encouraging leadership and ownership of development outcomes within SIG/RSIPF. This includes an imperative to align proposed development assistance with the *SIG National Development Strategy (2016–2035)*, the *SIG Medium Term Development Plan 2016–2020* and the various Ministry of Police, National Security and Corrections and RSIPF strategic and operational guidance documents.
6. Capacity development³² should focus on problem solving approaches that assist RSIPF in finding and implementing solutions to achieve tangible outcomes in community-level

³² Capacity development is the 'process of enhancing, improving and unleashing capacity; it is a form of change which focuses on improvements.' Capacity building are the activities undertaken in support of

service delivery. This includes a focus on addressing those obstacles that impede improved capability being translated into outcomes in service delivery.

7. 'Capacity development' is preferential to 'capacity substitution' (doing the job for someone), except in critical areas of development where it is assessed as vital to sustain or to engender the environment in which essential capacity development initiatives can be implemented.
8. Effective monitoring and evaluation of the AFP program and joint GoA agency programs must be undertaken to underpin evidence-based decision making in capacity development. The absence of this leads to an overreliance on intuition and judgment by program staff, increasing the effects various biases have in decision making, reducing program performance.
9. Joined-up collaborative approaches between GoA stakeholders, and external development stakeholders, in addressing the common or interdependent problems leads to better results for all stakeholders involved.
10. The identification and mitigation of risks through stakeholder collaboration, problem solving approaches, innovation and evidence-based decision making.

4.2 Program Logic

The Policing Program's specific contribution to the broader goals is that *the RSIPF is more capable and responsive, community oriented and able to maintain security*. This statement aligns directly with the SIG National Development Strategy (2016-2035), the RSIPF CPS and the Australian Government's ambitions under the Solomon Islands Aid Investment Plan 2015/16 to 2018/19.

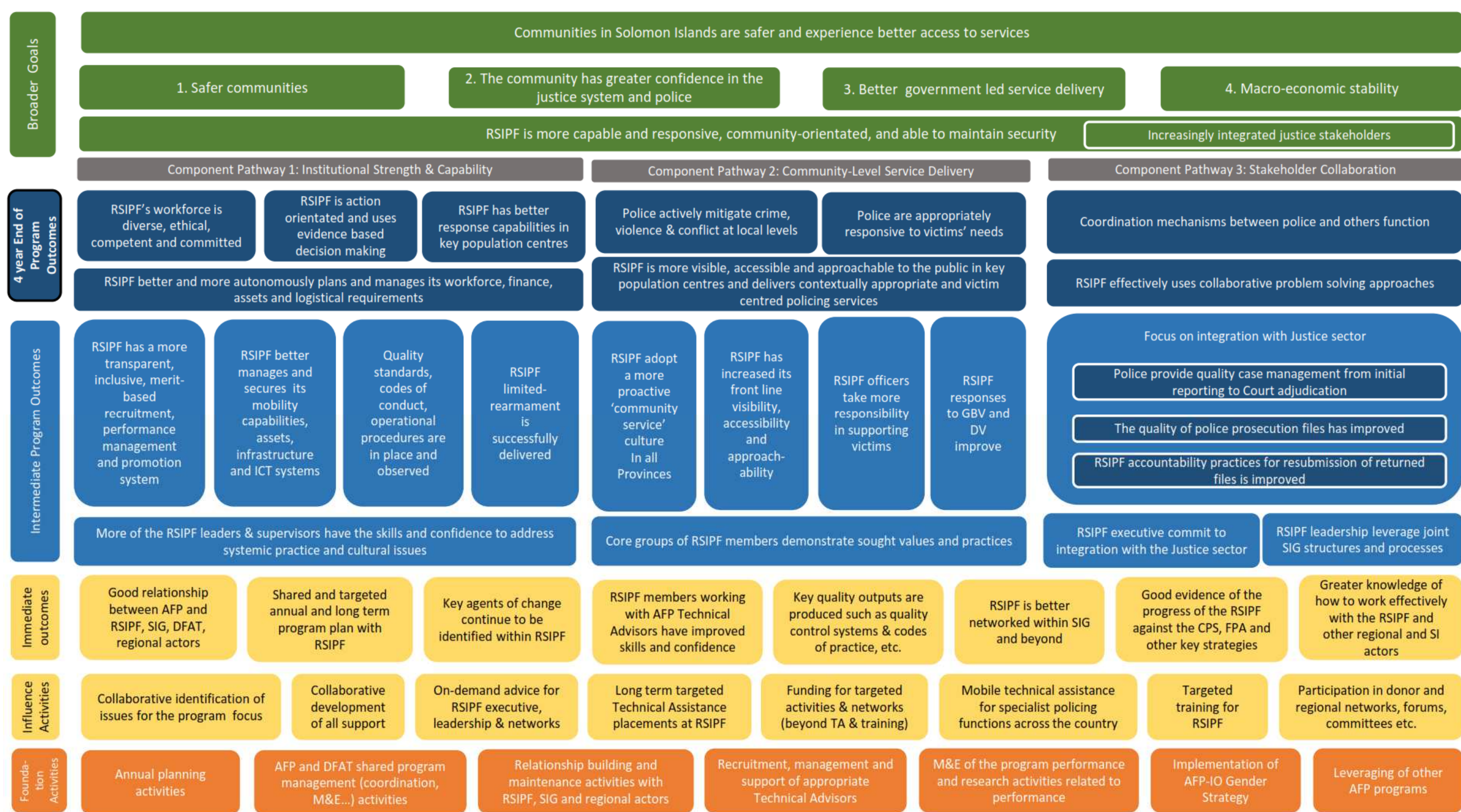
In addition, the Policing Program also commits to *increasingly integrated justice stakeholders*. This additional commitment has been included to highlight the cross-program commitment to better integrated and functioning SIG.

The program logic for the Policing Program is structured into three interrelated streams, or outcome pathways. The relationship between these pathways is important. The program logic proposes that we will see improvements in the RSIPF's policing service if the program focuses on three key areas of work: 1) Institutional strength and capability, 2) Community level service delivery, and 3) RSIPF's ability to collaborate with other stakeholders (SIG, justice sector and others). Outcome pathway 1 underpins the other two. See Figure 1 below.

Figure 2: Three outcome pathways



Figure 3: Program Logic Diagram



4.3 Theory of Change

Outcome pathway 1 – Institutional strength and capability

This outcome pathway is designed to address the RSIPF's capability in terms of its people and its organisational ability to deliver effective services to the community. Accordingly, it encompasses operational capability, corporate support services capability, organisational accountability, ethics, and a capability to be self-improving (see Analysis and Strategic Context).

The four-year end of program outcome is that *RSIPF better and more autonomously plans and manages its workforce, finance, assets and logistical requirements*. It is expected that if improvements have occurred in this area, the RSIPF should be able to demonstrate that it has also improved in the areas of:

- RSIPF's workforce is diverse, ethical, competent and committed
- RSIPF is action orientated and uses evidence-based decision making
- RSIPF has better response capability in key population centres.

To arrive at these outcomes, the Program proposes that the RSIPF will need to demonstrate improvements in the following areas:

- Recruitment, performance management and promotion system – these will need to become more transparent, inclusive, merit-based
- Workforce planning – this is needed to ensure the right people are in the right positions, areas of policing are adequately resourced and civilianisation of appropriate RSIPF positions
- Mobility capabilities, infrastructure and ICT systems – these will need to be better managed and secured
- Quality standards, codes of conduct, operational procedures – these will need to be in place and observed
- RSIPF limited rearmament– that this capability can be ethically and accountably delivered by the RSIPF
- Evidence-based decision making and an 'action orientated' culture – this will need to be improved at all levels.

Outcome pathway 2 – Community level service delivery

This outcome pathway is designed to address RSIPF's delivery of community-policing services that meet community expectations. SIPDP will need to have a development focus on outcomes that enable the RSIPF to achieve greater tangible outcomes at the community level.

The four-year end of program outcome is that *RSIPF is more visible, accessible and approachable to the public in key population centres and delivers contextually appropriate and victim-centred policing services*. It is expected that if improvements have occurred in this area, the RSIPF should be able to demonstrate that it has also improved in the areas of:

- Police actively mitigate crime, violence and conflict at the local level
- Police are appropriately responsive to victim's needs.

To arrive at these outcomes, the program proposes that the RSIPF will need to demonstrate improvements in the following areas:

- RSIPF front line service is more focused on community level service delivery and more visible, accessible and approachable to the community
- RSIPF leadership and supervision – that leaders and supervisors have the skills and confidence to address RSIPF systemic practice and cultural issues and are more engaged with the community
- A community service culture – that RSIPF officers are demonstrating appropriate values and practices and are taking more responsibility in supporting victims.

Outcome pathway 3 – Stakeholder Collaboration (with SIG, justice sector and others)

This outcome pathway is designed to address RSIPF's engagement with SIG stakeholders in collaborative problem solving approaches, particularly in being 'increasingly integrated with justice stakeholders'. Similarly, the SIPDP will need to engage more effectively with development stakeholders, particularly GoA programs, in a joined-up and collaborative approach to these common issues.

The four-year end of program outcome is that *RSIPF effectively uses collaborative problem solving approaches*. It is expected that if improvements have happened in this area, the RSIPF should be able to demonstrate that it has also improved in the area of:

- Coordination mechanisms between police and others function.

To arrive at this outcome, the program proposes that the RSIPF will need to demonstrate improvements in the following areas:

- Integration with justice sector, requiring that:
 - RSIPF executive commit to integration with the justice sector
 - Police provide quality case management from initial reporting to Court adjudication
 - The quality of police prosecution files has improved
 - RSIPF accountability practices for resubmission of returned files is improved.
- Across SIG collaboration, requiring RSIPF leadership to more effectively collaborate with SIG sectors in problem solving approaches including leveraging off joint SIG structures and processes.

4.4 Theory of Action

The Program aims to activate these three outcome pathways by establishing a program structure which:

- Represents value for money

- Is the best practical option for achieving intended outcomes
- Presents problem solving approaches for the delivery of outcomes under the three pathways
- Supports joined-up and collaborative approaches amongst all development stakeholders
- Produces key knowledge products from its monitoring, evaluation and learning activities to inform evidence-based decision making for the Program.

4.5 Program Logic Assumptions

A number of assumptions underpin the outcome pathways. The most important assumptions are:

- Honiara focused support will have positive effects on RSIPF both inside and outside of Honiara.
- The three GoA programs of police, justice and governance can effectively work together in a joined-up and cohesive manner to address common programs issues.
- The AFP can do enough to minimise the influence of socio-cultural and political factors that undermine policing.
- Training law and justice officials translates into change over time (e.g. FPA training).
- Mentoring/advisory support provided by AFP members is valued by RSIPF and SIG counterparts and is translated into workplace decisions and outcomes.
- The level of investment in the program is sufficient to achieve SIPDP's stated objectives (as per the Program Logic).
- RSIPF has a critical mass to affect specific reforms.

5. Delivery approach

Australia's investment in the SI policing capability since 2003 initially focused on restoring law and order. This new design continues the shift towards a more diversified approach to aid delivery to the policing sector by expanding the aid modalities and strengthening the notion of 'partnership with SIG'. This design sets out three component pathways under which indicative activities sit. During the inception phase of the Program and to operationalise this program design, the mission will need to develop annual action plans. These plans should guide project implementation and highlight specific details, including joint work, budget and monitoring arrangements consistent with this design and in the context of other DFAT-funded programming in SI. The mission should revisit and update risk assessment and treatments plans as per standard AFP practice. This annual planning process will support informed decision making, reporting and improve program performance.

5.1 Aid modalities

Delivery mechanisms for the design include a range of aid modalities to deliver activities under each component. These include:

- Long-term adviser support and some short-term advisory inputs (where identified)
- Consideration for contracted TA and/or locally engaged staff (e.g. in specialist areas such as MEL and corporate support)
- Limited capacity substitution where vital to sustain or to engender the environment in which essential capacity development initiatives can be implemented
- Training
- Mentoring
- Opportunities to explore a range of aid delivery modalities such as twinning/shadowing/exchanges/secondments
- Grants/conditional cash transfers (research activities e.g. PFM, Capability Plans and Cost of Policing reports; monitoring activities e.g. Community Perception Surveys)
- Payments/support provided to regional institutions/ other programs (see Annex D: implementing partners)
- Funding innovation/pilot projects, where appropriate
- Supply of goods (assets, equipment and infrastructure; services)
- Consideration for budget support/payment of costs associated with various SIG & RSIPF activities e.g. Community Engagement activities; mobility for complementary projects (noting recommendations and guidance provided in the SIG PFM and procurement risk assessments conducted periodically; most recently in 2016).

In utilising these modalities, AFP will remain alive to the need for adaptability and flexibility of the program in what is a changing environment. AFP will also take a more focused approach to addressing key crosscutting thematic issues that impact negatively upon the ability of the RSIPF to deliver effective services at a community level, i.e. governance across SIG, access to justice

and violence against women and children. Importantly, AFP will consolidate on past program successes in the development of policies and procedures by ensuring significant attention is paid to supporting effective implementation in each of the activities outlined below. Ensuring that the RSIPF has the required policies and procedures in place is of significant importance, however ongoing support is required to implement, monitor, enforce and review such policies – both within RSIPF (e.g. professional conduct related policies) as well as those for which RSIPF has responsibility for implementation (e.g. *FPA*).

5.2 Cross program collaboration

A joined-up collaborative and cohesive approach with DFAT and other stakeholders, e.g. the Attorney-General's Department (AGD), NZ and World Bank, will engender strategic level coordination and governance mechanisms that support a holistic and coordinated management of GoA investments in policing, justice and governance.

Improving outcomes across the governance, policing and justice sectors also necessitates a joined-up approach between three programs, particularly in areas of planning, monitoring, evaluation and learning, and support for innovation and research. In addition, the programs will achieve better outcomes in specific cross-sector areas through collaborative efforts such as support to implementation of the *FPA*. Some examples of where and how the three programs could work together include:

- Each of the programs are focused on support to SIG that helps it to extend the reach of its own services to the provinces and more remote communities. A task force could be formed between the three programs, together with DFAT and relevant SIG officials, to articulate and trial ways to address the obstacles that impede service delivery outside of Honiara. The programs may draw upon the innovation and research allocation to support this work. For example, the Public Service Commission might agree to a trial that incentivises public servants to re-locate to the Provinces, or extend their services.
- The rollout of the *FPA* requires support from across the three programs to facilitate effective implementation. After appropriate consultation with the RSIPF on areas where SIPDP can assist with the integration and implementation of the *FPA*, the Program can support these initiatives.
- ICTSU: the roll out of SIG-Connect and JIMS has positive enabling implications across policing, justice and governance. In addition to the ongoing technical support requirements, the three programs will require continued technical and financial support. But there are also more targeted requirements that include JIMS incorporating a Help Desk facility, the continued movement forward of E-filing through the National Judiciary, which will also include working with SIG-Connect.
- Corruption: building upon what is already being done under the Governance Program, there is an opportunity for all three programs to work together in a strategic way to address corruption and support SIG to pass and implement the Anti-Corruption Bill (2016). The Police Commissioner recently signed an MOU (August 2016) with the

Ministry of Finance and Treasury (MOFT) to combat corruption, with transparency and sharing of information, and closer collaboration on investigations under the *Financial Management Act*, taxation and customs legislation.

- Programming approaches which are mutually supportive as identified during regular cross program meetings.
- Common approaches to capacity development with a focus on enhanced functionality and building a community of practice for capacity development advisers.
- Shared innovation and research initiatives that embed lessons learned within the programs via reporting methodology, engagement with SIG, and shared lessons learned with the whole of SIG.
- Generic public sector skills development: the three programs can work together to offer skills development to staff across the sector in generic areas such as strategic planning, information gathering, policy development and implementation, etc. The programs could offer cross sector workshops, roundtables and continuing education forums, including mentoring and partnering across the three sectors aimed at senior and middle level management.

5.3 Problem solving approach

Internal or joint external problem solving approaches, which address risks/obstacles to a successful outcome with an activity, must be employed in planning processes. It is imperative it is not assumed that an activity, intended to increase RSIPF capability, will logically result in improved outcomes and/or sustainability of policing services. Broad evidence strongly indicates that many positive capacity development initiatives fail in achieving sustainable outcomes because there were too many factors restricting their application in the workplace. These restricting factors in the host police force may include, but are not limited to:

- a lack of action-orientated approaches to work activity and outcomes
- a lack of leadership or management capability, e.g. oversight by supervisors
- the period between training and actual implementation, e.g. loss of skills
- no follow-up advice or mentoring support, e.g. loss of confidence
- the impact of cultural values and personal ties on corruption and gender e.g. nepotism in hiring policies
- limited organisational capacity and leadership to enable projects to become sustainable e.g. poorly functioning team administration and strategic direction
- a lack of appropriate enabling systems to support the activity, e.g. HR support
- funding issues, e.g. insufficient budget, slow processes for payment (per diems)
- a lack of logistical support, e.g. vehicles, fuel for patrols or responses.

A problem solving approach for these types of issues may be the forming of a specific team to address the issues in support of teams delivering activities, which are likely to be compromised in their effectiveness. For example, this may involve a team identifying and coordinating support to a training program at the police college to ensure the implementation of the skills in

the workplace (a common problem). This may require coordination and support activities across a number of teams and directly with the RSIPF.

Accordingly, in planning and approaches, the question always has to be asked, “what will impede/stop these skills, mentoring advice or equipment/resources being normalised and sustained in the workplace”. Problem solving measures will need to be put in place to deal effectively with the obstacles, otherwise, in the absence of appropriate measures, the activity may be severely compromised in its effectiveness.

5.4 Alignment with RAMSI Drawdown Strategy (RDS)

The RDS 2013–17 outlines the continued transition and eventual drawdown of the PPF’s security obligations under the RAMSI Mandate and has been used to guide the PPF, SIG and RSIPF in focusing its programming and support to the RSIPF.³³ This program design carefully takes account of the RDS goals and progress to date in determining the future footprint of AFP operations in SI. The Program continues the RDS focus on increasing the capability of the RSIPF through capacity development (for example through support for training, leadership, corporate support, policy, governance and community policing) and operational support for long-term initiatives including limited rearmament. The key difference between the Program’s operation during the period of the RDS and how it will operate under this program design is in the capacity development approach to activities as outlined throughout this document. Many of the activities undertaken to implement the RDS may continue during the life of this Program, however it is anticipated that by the conclusion of the first year of this Program, all activities undertaken by AFP in SI will fall within the program components outlined below.

5.5 Value for Money

The delivery of this approach represents value for money and is the best practical option for achieving intended outcomes. The most significant factors being:

- A smaller program of assistance to be provided by AFP in 2017–2021, resulting in the Program being predominantly Honiara-based but needing to strongly influence Province level outcomes in service delivery, particularly in support of the implementation of the CPS.
- A need to sustain existing gains made by RAMSI over past years, particularly in sustaining the capability and accountability of the rearmament process.
- The need to translate RSIPF capability gains into more effective policing services at community level.

³³ RAMSI Drawdown Strategy 2013-17 p. 3.

- The need to better leverage off joined-up collaborative and cohesive approaches by development partner stakeholders such as GoA programs of justice and governance, and external partners such as AGD, New Zealand (NZ), World Bank and other NGOs.

Partnering with regional institutions and development partners such as AGD, NZ Police and World Bank will also represent value for money as these bodies have skilled staff, separate funding sources, local networks and support mechanisms in place that the policing program can access at a lower cost than establishing these same resources through a commercial managing contractor.

5.6 Program components

The following breakdown of the three component pathways describes the key activities to be undertaken for each component.

Figure 4: Program Components Summary

Core Components		
1. Institutional Strength and Capability <ul style="list-style-type: none"> •Strengthen Professional Standards •Infrastructure, mobility and maritime support •Gender and social inclusion •Learning and Development <ul style="list-style-type: none"> •Leadership development •Support to RSIPF limited-rearmament •Strengthening corporate functions 	2. Community-level Service Delivery <ul style="list-style-type: none"> •Victim support initiatives •RSIPF Crime Prevention Strategy implementation <ul style="list-style-type: none"> •Support to FPA (2014) implementation •Police visibility and reponse •Provincial police capability strengthening •Support to fire and disaster reponse 	3. Stakeholder Collaboration <ul style="list-style-type: none"> •Collaboration across the justice sector •Collaboration across SIG WoG •Support for regional networks and programs <ul style="list-style-type: none"> •ICT support •Support to RSIPF executive functions

Component 1 – Institutional strength and capability

This component is focused on developing the RSIPF's capability in terms of its people and its organisational ability to deliver effective services to the community. It encompasses operational capability, corporate support services capability, organisational accountability, ethics, and a

capability to be self-improving. Each activity will focus on developing RSIPF's capacity to more autonomously plan and manage its workforce, finance, assets and logistical requirements. This provides the foundation upon which RSIPF can deliver better community-level services.

Activity 1.1: Strengthen Professional Standards

The first activity of this component will be the provision of technical advice to RSIPF to increase accountability of its members and internal discipline in addressing systemic practice and cultural issues. Advisers will be based with the RSIPF's Professional Standards and Internal Investigations (PSII) Division. They will focus on:

- applying professional standards and codes of conduct
- further implementation of provisions within the RSIPF Police Act (2013)
- ongoing effort to improve the RSIPF's legally mandated duties of investigation under the FPA
- working with the next generation of RSIPF officers exploring opportunities to increase accountability, discipline and professionalism
- increasing RSIPF understanding of the impacts of conflict of interest on the reputation of the RSIPF in matters of SI business ownership such as private security, procurement management and wantokism
- working with RSIPF leadership to embed sustainable levels of morale, confidence and performance, including supervision at mid-level of the RSIPF (i.e. organisational resilience)
- the continuation of the RSIPF Standards Project. This may be facilitated through ongoing advisory support to RSIPF Strategic Policy and Planning division.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF professional standards development.

Activity 1.2: Infrastructure, mobility and maritime support

The second activity of this component requires the provision of technical advice and funding support to further develop and maintain RSIPF's capability to achieve improvements in mobility capabilities, infrastructure and maritime so they are better managed and secured by RSIPF. Advisers will be based with the RSIPF's Director Infrastructure and Logistics and the Director Maritime. They will focus on supporting and developing the RSIPF in:

- identifying, procuring and managing appropriate infrastructure, equipment and mobility assets

- maritime capability. Note: Advisers will have to work closely with the Australian Defence Force, Defence Cooperation Program (DCP) (Specifically, HADR and maritime support) in development of the maritime capability.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Grants/conditional cash transfers for priority activities
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support for targeted activities for RSIPF development and to sustain mobility and essential infrastructure of the RSIPF.

Activity 1.3: Gender and Social Inclusion

The third activity of this component is the provision of technical advice towards RSIPF becoming more conscious and accepting of gender and social inclusion issues, and their policing responsibilities with these issues. Areas of focus include:

- activities in training, mentoring and system implementation, which seek to change negative inward and outward cultures of police
- working cross-program to provide advisory support to RSIPF in a gender context with the implementation of the CPS, the FPA, JIMS, and establishing improved access to justice by female victims including a more effective quality control system on police prosecution files (including resubmission of returned files) that relate to victims of family and sexually based violence
- assisting RSIPF to meet gender specific targets with increased numbers of female police including increased numbers in supervisory/leadership positions
- engaging in collaborative efforts with other key stakeholders in a coordinated and cohesive approach to achieving positive outcomes for women and children victims at the community level. Other key stakeholders working in this space are:
 - Australian AGD
 - AFP Pacific Police Development Program
 - NZ Police.
- applying a gender lens on activities to determine the development of appropriate monitoring, evaluation and learning to inform future direction with gender issues
- improving RSIPF multi-sectoral gender focused coordination amongst government and non-government stakeholders, at the national and local levels through:
 - developing and implementing RSIPF national, provincial, municipal gender focused plans of action for preventing violence against women
 - supporting RSIPF and interagency task forces on violence against women

- conducting RSIPF mentoring and awareness-raising activities
- collaborating on training and capacity building of the RSIPF and local stakeholders across all sectors.
- ongoing implementation of the AFP International Operations Gender Strategy. Each project SIPDP supports will identify and work toward gender objectives.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Grants/conditional cash transfers for priority activities
- Support to regional institutions and related programs
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development.

Activity 1.4: Learning and Development

The fourth activity of this component is the provision of technical advice and supporting the continuation of training activities for the development of RSIPF to a point where they can be autonomous in the development and delivery of all training activities, both recruitment and in-service. Advisers will be based with the office of the Director for Learning and Development. They will focus on:

- the development of recruit and in-service training
- the development of supervisors to understand and focus on organisational priorities such as JIMS, FPA, CPS and Data
- training leaders and supervisors on how to conduct meetings where; actions, persons responsible and timeframes are recorded and revisited in subsequent meetings for accountability
- working with other key stakeholders in this space such as:
 - Australian AGD
 - AFP Pacific Police Development Program
 - NZ Police.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Grants/conditional cash transfers for priority activities
- Support to regional institutions and related programs
- Funding for innovations and pilots

- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and to support essential services for the RSIPF training in various locations, including in-service training.

Activity 1.5: Leadership Development

The fifth activity of this component is the provision of technical advice for the continued development of RSIPF leadership at all levels. This development is critical if RSIPF is to further develop as a professional organisation that is committed to a community service culture and to autonomous self-improvement. In particular, this will require capacity development efforts to assist in developing an organisational culture around 'action-orientated' approaches and evidence-based decision making. This activity is a 'whole of program' responsibility to be integrated into all facets of RSIPF policing functions and therefore a range of advisers and modalities will be working on this issue in parallel. Advisers will focus on:

- training/mentoring leadership, including supervisors, on how to conduct meetings where; actions, persons responsible and timeframes are recorded and revisited in subsequent meetings for accountability
- mentoring for leaders on organisation priorities including JIMS, FPA and CPS
- improvements in data collection and analysis coupled with intelligence-led policing approaches
- office administration development.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Grants/conditional cash transfers for priority activities
- Support to regional institutions and related programs involvement
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF leadership development.

Activity 1.6: Support to RSIPF limited-rearmament

The sixth activity of this component is the provision of technical advice to the RSIPF limited rearmament for its successful delivery and sustained ethical and accountable standards. This long-term endeavour aims to support RSIPF develop an effectively delivered capability. Initial rearmament will include specialist units (Police Response Teams and Personal Protection Units) and armed police response at the international airport in Honiara. Given the fragility of circumstances within SI and the pressures of corruption and the resource extraction industries (private sector), it is imperative the limited rearmament of RSIPF is successfully delivered and

standards are ethically and accountably maintained. Advisers will be based with the NRD. They will focus on:

- working with RSIPF, SIG and communities in SI to support RSIPF rearmament as agreed between the SIG and RAMSI
- a range of infrastructure, training, policy and governance/regulation related projects
- ongoing implementation, monitoring and evaluation of compliance with respective governance and oversight arrangements.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Support to regional institutions and related programs
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for identified activities for RSIPF rearmament and ongoing development.

Activity 1.7: Strengthening corporate functions

The seventh activity of this component is the provision of technical advice to enable RSIPF to more autonomously plan and manage its workforce, finance, assets and logistical requirements. Corporate service functions of the RSIPF are challenged by across-SIG issues of PFM and procurement and accountability systems, which significantly impact upon the delivery and quality of police services. Advisers will be based with the corporate functions areas of RSIPF and the Ministry for Police, National Security and Corrective Services, as required. They will focus on:

- organisational oversight and management
- workforce planning and implementation – assisting RSIPF, over time, to place the right people in the right positions and to ensure areas of policing are adequately resourced
- the civilianisation of appropriate RSIPF positions, where supported;
- recruitment, performance management and promotion systems and their implementation – assisting RSIPF with these systems and processes, with both sworn and non-sworn members in specialist administration and technical roles, to become more timely, transparent, inclusive and merit based
- improvement of budget and procurement processes including enhancing those involving approvals within the RSIPF and Ministry, and wider SIG
- RSIPF Appropriate Cost of Policing Report – assisting RSIPF to have it updated annually to inform the budget process

- RSIPF Capability Plan 2016–2020 – assisting RSIPF with its costing and an implementation plan developed
- The use of the DFAT-funded assessments to guide Program-related decisions: PFM Assessment (2016).

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges in RSIPF and Ministry as required
- Grants/conditional cash transfers for priority activities
- Support to regional institutions and related programs
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF corporate development.

Component Two: Community level Service Delivery

This component is focused on translating improved institutional strength and capability in the RSIPF into achieving tangible outcomes in policing services at the community level. Each activity will focus on developing RSIPF's capacity to be more visible, accessible and approachable to the public in key population centres and to be delivering contextually appropriate, victim-centred policing services. It will require a SIPDP focus on 1) RSIPF front line services being more focused on community-level service delivery and being more visible, accessible and approachable to the community, 2) RSIPF leaders and supervisors having the skills and confidence to address RSIPF systemic practice and cultural issues, and 3) Developing a community service culture in the RSIPF where police officers are demonstrating appropriate values and practices and are taking more responsibility in supporting victims. The other component pathways, particularly RSIPF's collaborative efforts with justice stakeholders, will support this component pathway.

Activity 2.1: Victim support initiatives

The first activity of this component is the provision of technical advice to develop RSIPF officers to be more conscious and accepting of their policing responsibilities in supporting victims, particularly their role in supporting GBV victims and their access to appropriate justice and support services. This is a 'whole of program' responsibility to be integrated into all facets of RSIPF policing functions and therefore a range of advisers will work on this issue in parallel. Advisers will focus on:

- training, mentoring and system implementation, which seeks to change negative inward and outward cultures of police and make police more accessible and approachable

- establishment of RSIPF practices and processes, and across RSIPF knowledge of, for the referral of family and sexual based violence victims to appropriate services
- the effective implementation of the FPA
- the effective establishment and use of JIMS across the RSIPF.

The likely aid modalities to support this activity are:

- Consideration for contracted support
- Training activities
- Twinning, secondments and exchanges
- Grants/conditional cash transfers for priority activities
- Support to regional institutions and related programs
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development, establishment of practices and processes and support for victim services, where appropriate.

Activity 2.2: RSIPF Crime Prevention Strategy implementation

The second activity of this component is the provision of technical advice to successfully implement the RSIPF CPS to more effectively mitigate crime, violence and conflict at local levels. This will include collaborative efforts with the NZ Police program to ensure crime prevention activities are jointly aligned in achieving outcomes. Advisory support will be provided to the office of the ACP National Capital and Crime Prevention. This support will focus on:

- The implementation of the RSIPF CPS
- RSIPF community policing and crime prevention initiatives
- Working with RSIPF, SIG, NZ Police, key stakeholders and communities in the SI in collaborative efforts with crime prevention support activities.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Grants/conditional cash transfers for priority activities
- Support to regional institutions and related programs
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and crime prevention support activities.

Activity 2.3: Support to *Family Protection Act* (2014) implementation

The third activity of this component is the provision of technical advice to develop specific ongoing advisory support to RSIPF to assist in the implementation of police responsibilities under the FPA, most notable being police responses and treatment of victims of domestic violence. Ongoing implementation of the AFP International Operations Gender Strategy will also contribute to this activity. This is not a dedicated technical adviser/s role but rather a 'whole of program' responsibility to be integrated into all facets of RSIPF policing functions and therefore a range of advisers are to be working on this issue in parallel. Advisers will focus on:

- Increasing the awareness and adherence to responsibilities of RSIPF officers, under the FPA
- Improving RSIPF responses for the issue and/or applications for, and the service or enforcement of, Safety Notices, Protection Orders and Interim Protection Orders
- Improving procedures and processes for assistance to victims with referrals to places of safety, counselling, medical or legal services
- Working collaboratively with other key stakeholders in this area such as DFAT, Australian AGD and NZ Police.

The likely aid modalities to support this activity are:

- Training activities
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and FPA implementation support activities.

Activity 2.4: Police visibility and response

The fourth activity of this component is the provision of technical advice to RSIPF to strategically improve its visibility and responses to calls for assistance, to be largely driven through intelligence-led policing approaches. It is particularly important that this be pushed into the Provinces with a view to expand regular scheduled provincial patrols as corporate support services and SIG governance issues improve. Adviser support will be required in several specific areas of RSIPF that support this activity such as Provincial Policing, National Operations, Emergency Management and Events Planning (NEMSEP) and National Intelligence Division. However, this is also a shared responsibility across many operational areas of RSIPF receiving technical adviser assistance. Advisory support will focus on:

- ACP Provincial Policing - patrols planning and scheduling, communications systems and responsive practices
- Collection and analysis of data for use in intelligence-led policing approaches
- Implementation of the CPS
- Advisory support to coordination of all police and disaster management communications and referral management. Includes maritime response, search and

rescue (land and sea), disaster response coordination with local agencies and donors – a cross portfolio role/function.

The likely aid modalities to support this activity are:

- Advisers
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and initiatives to improve police responses.

Activity 2.5: Provincial police capability strengthening

The fifth activity of this component is the provision of technical advice for continued support to provincial commanders to improve the reach of RSIPF services, particularly in support of the implementation of the CPS and improvements in community level service delivery. This is a very similar function to the Police Visibility and Responses strategic activity however, it is targeted at supporting RSIPF operational capabilities across all provinces. As such, it will involve LTA assistance to Provincial Commanders and RSIPF Functional Executive to support police activities and improve provincial capabilities as required. They will focus on:

- RSIPF performance oversight functions and resource planning/allocation support
- Emergency or urgent responses by police
- Patrols planning and scheduling, communications systems and responsive practices
- The collection and analysis of data for use in intelligence-led policing approaches
- Implementation of the CPS
- Appropriate responses by police particularly with the use of force.

The likely aid modalities to support this activity are:

- Advisor support
- Training activities
- Twinning, secondments and exchanges
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and initiatives to improve police responses.

Activity 2.6: Support to fire and disaster response

The sixth activity of this component is the provision of technical advice to RSIPF for fire, disaster and rescue capabilities across all provinces in SI. This requires the appointment of an appropriately qualified fire and rescue technical adviser. Importantly, it is also critical to the SI airport being able to maintain its international airport status for the operation of international flights. This technical adviser function has been carried out by the NSW Fire and Rescue Service

and will be continued into the foreseeable future. The position is funded under the SIPDP budget. The adviser will focus on:

- Developing the RSIPF fire, disaster and rescue capabilities across SI including in Auki, Munda, Gizo and Taro as required
- Assisting the RSIPF to maintain the required standards of fire and rescue response at the SI international airport to ensure it remains operational for international flights.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and initiatives to improve fire, disaster and rescue responses.

Component Three: Stakeholder Collaboration

This component is focused on developing RSIPF's capacity to engage with SIG stakeholders in collaborative problem solving approaches, particularly in being 'increasingly integrated with justice stakeholders'. It will require the building of structures and processes to engage more effectively with key stakeholders in joined-up and collaborative approaches to common issues.

Activity 3.1: Collaboration across the justice sector

The first activity of this component is to assist RSIPF in establishing and maintaining justice stakeholder collaborative structures and processes for collaborative problem solving approaches, inclusive of joint activity that improves the reliability and effectiveness of Court sittings and assists police in meeting their responsibilities in the justice system. Most notable in terms of policing responsibilities in this justice integration area are police prosecutions, provincial police commanders, officers in charge of police stations, investigation units and individual RSIPF officers with responsibilities for file submissions and victim and witness appearances in Court.

Advisers will focus on:

- The forming of collaborative and problem solving structures and processes between RSIPF and SIG justice sector areas, and assisting RSIPF in the effective operation and sustainability of those structures and processes
- Assisting RSIPF in forming appropriate collaborative structures and processes with victim support bodies, and police training in their use
- Technical assistance and advisory support to the Permanent Secretary of the Ministry of Police, National Security and Correctional Services (MPNSCS) to develop their capability to enable the changes required to support improvement of these functions in the RSIPF

- Specific ongoing advisory, training and equipment support to RSIPF to assist in the continued delivery of JIMS through the police and justice sector and to regional users.

This will include:

- Rolling out JIMS to all RSIPF police prosecution units as a priority. JIMS establishment across all justice sector agencies is a priority for the DFAT justice sector program. Police will need to be fully utilising the system for an effective across-justice system to operate
- Rolling out JIMS to all investigation and provincial level offices
- Supporting ongoing training of police on case management
- Developing a manual for specific users
- Providing a 'Help Desk' telephone contact function for users.³⁴

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and activities that support improved collaboration and integrated justice stakeholders.

Activity 3.2: Quality case management

The second activity of this component is the provision of technical advice to establish an effective quality control system for investigation/prosecution files, including improved accountability around the quality of files submitted and the resubmission of returned files³⁵. This is essential if RSIPF is to professionalise its service and improve outcomes for victims. While this is an issue across the RSIPF with the quality and accountability of files, the quality control system should first be established in the National Criminal Investigations Department (NCID) and then pushed out to all operational areas. Advisers will focus on:

- Continuing to improve the standard of investigation files submitted for prosecution
- The implementation of an effective quality control system for prosecution files in the NCID with a view to implement the system throughout RSIPF. The system will include accountability mechanisms for files requiring further work. JIMS should be viewed as a tool and opportunity for improving accountability.

The likely aid modalities to support this activity are:

³⁴ In respect of investigations and prosecution files, the design team could not find examples where police prosecutors were using JIMS, with only some examples of use by investigators.

³⁵ Police prosecutors almost unanimously stated to the design team (August 2016) that returned files for further work and resubmission were almost never returned to prosecutors.

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Budget support/payment of costs for targeted activities for RSIPF development and activities that improve the quality of investigation files and accountability for the resubmission of returned files.

Activity 3.3: Collaboration across SIG WoG

The third activity of this component is the provision of technical advice to assist RSIPF in establishing and maintaining SIG stakeholder collaborative structures and processes for problem solving approaches to the many common cross-government issues facing RSIPF. These issues impact not only on RSIPF's performance, particularly in the corporate support areas but also in the delivery of police services, but also contribute to the detrimental performance of other agencies, which RSIPF rely upon in joint processes, e.g. PFM.

SIPDP will focus on:

- The forming of collaborative and problem solving structures and processes between RSIPF and SIG sector areas, including the police Ministry, and assisting RSIPF in the effective operation and sustainability of those structures and processes
- Support to the offices of the Minister and Permanent Secretary of the MPNSCS to develop their capability to enable the changes required to support improvement of these functions in the RSIPF.

The likely aid modalities to support this activity are:

- Adviser support
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and activities that improve across SIG collaboration.

Activity 3.4: Support for regional networks and programs

The fourth activity of this component is the provision of technical advice to assist RSIPF in engaging with regional networks and programs, to leverage off cooperative structures in dealing with regional issues and to benefit from learning opportunities. There are a significant number of networks SIPDP will continue to engage with, most notable being the many PICP bodies, the AFP's Pacific Police Development Program –Regional (PPDP-R) and Pacific Transnational Crime Units activities, DFAT's Regional Pacific programs, and the AGD's activities in the Pacific. SIPDP will focus on:

- Engagement with regional networks and programs for opportunities to improve functions of RSIPF
- Identifying RSIPF personnel who might benefit the RSIPF in engaging in regional opportunities.

The likely aid modalities to support this activity are:

- Training activities
- Twinning, secondments and exchanges
- Support to regional institutions and related programs
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF professional development.

Activity 3.5: ICT support

The fifth activity of this component is the provision of technical advice to support RSIPF with systems for data collection and analysis to establish a baseline for tracking progress, and for the further development of intelligence-led policing models – as per the CPS. This includes continued information technology development and the ongoing rollout of JIMS and SIG-net access and maintenance in provinces. Adviser support is required in RSIPF Corporate Support to continue this development. Adviser support will focus on:

- The establishment and sustainment of ICT systems required by the RSIPF
- Assistance with the ongoing rollout of JIMS and SIG-net access
- Assistance with the systematic collection of data to establish a baseline for tracking progress and for the further development of Intelligence-led policing models – as per the CPS
- Working with MOFT's ICTSU to collaborate on joint ICT development.

The likely aid modalities to support this activity are:

- Adviser support
- Contracted Technical Assistance – ICT where necessary
- Training activities
- Twinning, secondments and exchanges
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF development and activities that improve RSIPF ICT capabilities.

Activity 3.6: Support to RSIPF executive functions

The sixth activity of this component is the provision of technical advice to supporting RSIPF executive and the Minister and Permanent Secretary of the MPNSCS with the management of RSIPF, including the strengthening of analysis and executive decision making. This may also

involve, if appropriate, the contracting of external expertise on a short-term basis for specialist skills in development or assessments. A mixed or innovative arrangement for long/short term support activities to the RSIPF executive team and the Ministry may greatly assist in solving key organisational problems and issues, including across-SIG issues. Advisers will be based with the RSIPF executive or the police Ministry, and could be supplemented by funding support for SIG appointments of Government Officials, such as the Commissioner RSIPF, and Accountant General. They will focus on:

- Strategic advice to the senior executive of the RSIPF
- Technical advice to the Permanent Secretary of the MPNSCS to develop their capability to enable the changes required to improve leadership functions of the RSIPF
- Identifying opportunities for innovative development of the strategic decision making ability of the RSIPF or MPNSCS
- Identifying opportunities for collaborative and problem solving structures and processes between RSIPF and SIG sector areas, and assisting RSIPF/MPNSCS in the effective operation and sustainability of those structures and processes.

The likely aid modalities to support this activity are:

- Adviser support
- Contracted Technical Assistance (e.g. to conduct research/assessments such as the Cost of Policing and Capability Plan)
- Training activities
- Twinning, secondments and exchanges including with RSIPF and its Ministry;
- Grants/conditional cash transfers for priority activities (noting 2016 Public Financial Management and Procurement Risk Assessment recommendations)
- Support to regional institutions and related programs
- Funding for innovations and pilots
- Supply of goods (assets, equipment, infrastructure)
- Consideration for budget support/payment of costs for targeted activities for RSIPF professional standards development.

5.6.1.1.1 Contribution to joint program activities - MEL and Innovation and Research Initiative

In addition to the components and activities outlined above, the SIPDP will contribute to two cross-program efforts. Firstly, AFP will provide resources to assist with the establishment of a MEL Team that works across the Policing, Governance and Justice Sector Programs. Secondly, AFP will determine an appropriate allocation of funding to the overarching Innovation and Research Initiatives, established in the Governance Program Design during the Planning Phase of the Program and in accordance with resourcing priorities.

6. Monitoring and Evaluation and Learning Framework

6.1 Purpose

The MEL framework will guide the monitoring, evaluation and learning activities for the SIPDP, and will respond to the information needs of the SIPDP and its partners (e.g. DFAT justice and governance sectors, AGD, NZ Police) and AFP. In addition, it will contribute to AFP's regional efforts and Australia's national interests. The purpose of the framework is fourfold:

1. To **support the management** of SIPDP to track progress; inform decision making; support continuous improvement and inform knowledge products.
2. To **enable accountability** to the Australian public and the AFP, including reporting against the Aid policy, on how the funding was invested and what it achieved.
3. To **learn** from police development efforts, to improve and to inform future investments, specifically to better understand how to effectively work with developing police forces and stakeholders.
4. To **build and share evidence and knowledge** across a wider range of targeted and public audiences including, but not limited to, AFP police development Missions, Australian Government agencies business partnerships, initiatives in the region and others.³⁶

6.2 Scope

The scope of the monitoring, evaluation and learning framework is broad and intends to enable us to measure, evaluate and learn from two distinct areas of program performance:

1. Internal – The performance of the Program's delivery of activities. This includes the effectiveness of:
 - The Program's application of monitoring, evaluation and learning, e.g. benchmarking, setting targets, establishing Action Plans and delivering outcomes within set timeframes
 - Project management – including time management, budget, outcomes, etc.
 - Adviser performance and accountability
 - Joined-up collaborative approaches with stakeholders, e.g. DFAT, AGD, NZ Police and others.
2. External – The extent to which the Program achieved its stated goals/outcomes (as per this design). This includes:
 - RSIPF's Institutional Strength & Capability (Core Component 1)

³⁶Example: AFP Pacific Police Development Program: Gender Thematic Evaluation, 2016

- RSIPF's Community Level Service Delivery (Core Component 2)
- RSIPF's Stakeholder Collaboration (Core Component 3).

The MEL Framework will also report on key thematic issues, including:

- Governance across SIG
- Access to justice
- Gender, EVAW and children.

6.3 Approach

The MEL Framework for the AFP policing program uses a mixed methods agile approach to enable an iterative approach to program delivery where ongoing monitoring, evaluation and learning (MEL) information is produced and analysed to inform and adapt the Program as it is being delivered. The MEL for the Program is therefore strongly focused on monitoring activities. Evaluation activities will be conducted twice during the Program to enable a point in time (mid-term and end of the Program) assessment of the overall Program.

The MEL Framework is therefore expected to produce:

- Frequent and regular (monthly) monitoring information on:
 - AFP progress against implementation plan
 - Performance of other interventions
 - Performance of the TA
 - Performance of the AFP in supporting the TA.
- Regular reflections on:
 - Program performance towards the intended outcomes and in relation to the thematic areas (GBV, access to justice, governance)
 - Program approaches (collaborative, centralised focus...) appropriateness to the RSIPF, SIG and the intended Program outcomes
 - Joined-up approach performance in supporting Program efficiency and effectiveness
 - Contextual changes that may impact Program performance.
- The conduct of evaluations as required or identified.
- The establishment of baseline data to serve as a reference point to measure Program progress and impact in the future.

The Program's MEL Framework is described in detail in ANNEX C.

7. Implementation Arrangements

7.1 Budget and Resourcing

The budget for the Policing Program \$79 million over four years (July 2017 – June 2021). The breakdown and disaggregation of expenditure will be undertaken during the initial planning and implementation phase of this Program (May-July 2017).

Solomon Islands Police Development Program Commencing 1 July 2017 and Terminating 30 June 2021			
2017-18	2018-19	2019-20	2020-21
\$23.6m	\$18.6m	\$17.9m	\$18.9m

7.2 Governance and management arrangements

Program management structure

The Governance, Policing and Justice Programs will be guided by a joint AFP and DFAT Joint Steering Committee. The Overarching Strategy document outlines the membership, roles and responsibilities of the joint Steering Committee. This section focuses on the roles and responsibilities of DFAT vis-à-vis AFP, and the key implementation personnel.

At the Policing Program implementation level, the AFP Commander is responsible for the delivery of all activities described in this design. The Commander will structure the team in order to provide adequate leadership and expertise to deliver each component of the program from experienced advisers deployed to SIPDP. The Commander or their delegate will be directly responsible for the oversight of jointly-delivered activities with other programs such as those undertaken with the Justice and Governance programs. AFP executive team members in SIPDP will also work with the Justice and Governance programs. Team Leaders will provide strategic direction to the operations of the MEL Team (a team that will work across the program portfolio). The Commander will be supported by operational staff as required, including for functions such as ICT, security, finance, HR, contracts and logistics, project management and other regular Program needs.

AFP roles and responsibilities

AFP is responsible for the implementation of the policing program and achievement of outcomes described in this design. It will manage the operational and administrative resources necessary to implement this program, as well as the technical capacity required to achieve the program outcomes. AFP will provide high-level strategic and operational oversight of the

program, support in-country management, manage accountability requirements (reporting etc.) and planning processes, manage the operational aspects and their contribution to the Joint MEL Team.

AFP will be the key conduit for maintaining consistent operational standards, quality assurance and maintaining effective communications between all key stakeholders relevant to the Policing Program.

AFP will:

- manage the recruitment, mobilisation, training and in-country management and support for advisers
- manage the development of capacity development plans collaboratively with SIG and advisers
- ensure compliance with Australian aid policies and Program standards
- support the development (with DFAT and SIG input, where appropriate) of the full suite of required strategies, plans and performance improvement activities that are detailed in this design
- provide ongoing operational, logistics and technical support to advisers
- develop and manage the budget and allocation of funds
- undertake annual planning processes, events, monitoring visits, etc.

Efficient and fit-for-purpose systems and processes will be established and adequately resourced to deliver quality human resource management, administration, finance, grants, logistics, security and marketing and communications.

AFP staffing

The structure for the placement of police advisers is arranged around the most effective and efficient means for both the development of RSIPF capability and for the overall management of the SIPDP. This will involve the deployment of advisers in a range of capacities.

The proposed SIPDP adviser structure will need to be aligned against key areas of the RSIPF in which Program activity in support of set outcomes is to occur. However, in considering the component pathways for development and the need for collaborative and problem solving approaches, the Program will need to exercise a degree of flexibility and adaption in aligning individuals/teams against individual/shared outcomes and the probable need at various times to adjust the location and duties of advisers.

The advisory layout is influenced by priority areas identified by SIG and GoA in the PPF Design (2015–17) and the positioning of advisers for achievement of SIPDP 2017–2021 outcomes through:

- Ongoing improvements to service delivery standards
- Mentoring support to all senior and select middle management roles

- Corporate services reform through ongoing assistance to corporate and back-of-house functions (finance, logistics, and human resource management), areas identified by Commissioner RSIPF as critical to future RSIPF sustainability
- Ongoing implementation of the RSIPF limited-rearmament project
- Specialist advisory support to maritime operations and fire and rescue (retained as a contractor)
- Implementation of select recommendations within the *Appropriate Cost of Policing in Solomon Islands* report
- Additional advisory supplementation through bilateral negotiations with NZ Police and Pacific Island Countries.

Please refer over the page for an indicative diagram of adviser placements for the first year of SIPDP's implementation.

7.3 Development and Implementing Partners

In order to prioritise objectives, the AFP will work closely with the SIG counterparts, DFAT and other stakeholders to identify areas where future Program staff have a comparative advantage and are therefore, best placed to assist deliver outcomes that benefit Solomon Islanders. Noting the AFP's experience lends itself to prioritising police development and DFAT's aid management experience lends itself to coordinating the broader law and justice sector support.

ANNEX B contains a list of key stakeholders including development and implementation partners.

7.4 SIPDP Branding strategy post-RAMSI

A significant activity to be undertaken during the planning phase is the re-branding of the AFP identity in SI post-RAMSI. The new program will change its current branding strategy, removing RAMSI-PPF uniforms, branding, and operational markings/accoutrements. The program will transition to using standard AFP deployment uniforms. This is consistent with broader messaging to Solomon Islanders that RAMSI has drawn down and the RSIPF is fully responsible for the ongoing delivery of policing services and for national security. It will also remove the view or perception of parallel pathways to policing services where the PPF was often considered the better option compared to the RSIPF.³⁷

³⁷ Jon Fraenkel, Joni Madraiwiwi & Henry Okole (14 July 2014), *The RAMSI Decade: A Review of the Regional Assistance Mission to Solomon Islands, 2013–2013*, p. 36

7.5 Reporting

Progress reports will be submitted six-monthly, aligned with the annual planning processes to ensure information and learning is used to inform ongoing activity planning for this Program.

Progress reports will include the following:

- Highlights from previous period
- Update on progress against the Annual Action/Work Plans targets
- Progress against the Performance Indicators (see MEL section) and analysis demonstrating progress towards outcomes
- Health checks on the relationships with RSIPF
- Innovation and Research Initiatives and outcomes
- Risks and Mitigation Strategies
- Future directions
- Financial report.

Six-monthly progress reports will be a shorter version of the annual report.

Adviser Reporting

Advisers will be required to submit reports at regular intervals (to be determined by AFP – see Annex D), outside of standard DFAT reporting processes. The reports will outline, among other things, key achievements against the assignment, challenges, opportunities (including innovation), lessons learned and recommendations for future directions. This information will guide ongoing Program decisions and inform changes in approaches to implementation and planning for future assignments.

RSIPF Inclusive Reporting

Although RSIPF is not obliged to report to AFP on the Program, it is advised that RSIPF be invited to conduct regular health checks of the relationship with advisers, and be formally invited to provide an update and regular progress report to AFP regarding the Program. This will assist the Program to ensure SIG has formal input into the ongoing management and direction of the Program.

8. Planning, Transition and Implementation pathway

Implementation of the Policing Program will occur over four years, however given the breadth of the existing programming footprint, a transition and preparation phase will commence earlier. This section describes what core activities may need to happen prior to, and throughout, the design's implementation.

Planning: January 2017 to June 2017

The first phase of the Program will consist of a start-up period commencing from January 2017. The crucial activity of this period will be joint planning and the allocation of staffing and budget to specified activities in each component area. To achieve this, the primary focus of this period will be on establishing the staffing, business and governance structures required to run the Program, establishing and re-navigating crucial relationships with RSIPF officers on priority projects and strategic direction, and undertaking recruitment. During this period, all reporting of the Program will be under pre-existing MEL arrangements. The MEL framework established by this design will commence from 1 July 2017.

Core activities:

- RAMSI drawdown activities consolidated; any carry-over activities/costs are finalised
- RDS and subsequent activities are assessed for alignment with new program design
- Steering Committee Terms of Reference established; first meeting held
- Templates for action plans/ annual planning activities are developed/approved
- Coordination mechanisms with other Program Leaders defined
- M&E structure, roles and reporting tools evaluated
- AFP post-RAMSI Branding Strategy developed for implementation
- Selection of SIPDP staff, including: advisers, contractors, and LES arrangements for the first year are finalised (noting this project must commence prior to the official Planning phase to enable time for AFP Gateways and training)
- Working locations finalised
- Media, marketing and events planning and management
- Activity plans, schedules co-drafted with RSIPF and in accordance with RSIPF Strategic Plans and priorities
- Associated budgets developed.

Transition: July 2017 to August 2017

The second phase of the Program will consist of finalising transitional arrangements to the new SIPDP Program. The crucial activity of this period will be implementing the structures and

mechanisms identified during the planning phase, and engaging in crucial communications activities both within AFP and with key stakeholders and partners to signal the shift to the new program and what this means for business as usual. Core activities:

- Contractor arrangements finalised
- Joint working structure and arrangements implemented
- MEL systems and reporting functions operating
- Steering Committee meeting schedule established
- Reporting functions deliver useful information for decision makers
- Initial activity plans and allocated budgets agreed
- Terms of reference or equivalent documentation developed for each adviser
- Dealing with teething problems emerging during the transition phase
- Activity plans and schedules finalised and agreed with RSIPF and DFAT.

Ongoing Implementation and Future Programming: September 2017 onwards

The third phase of the Program will consist of embarking on the full suite of activities envisaged under this design and the activity plans developed over the previous eight months. Monitoring, learning and evaluation will take place as stipulated in the design and the ongoing joint oversight arrangements will continue. Program evaluations and management action responses will feature throughout this phase. The documentation for this phase will be developed during phase one.

8.1 Sustainability

A number of sustainability issues, which remain relevant to SIPDP, include:

- Ensuring all activities are in line with and support implementation and reporting on the RSIPF Annual Plan and Strategic Directions³⁸
- Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable
- The recent Cost of Policing report has also identified the importance of these investments with added emphasis to the need for budgetary sustainability in order to retain existing operational capabilities, let alone addressing the challenge of developing future policing models or strategies in SI to improve service delivery³⁹
- Considering financial sustainability of the RSIPF establishment:

³⁸ This also includes consideration for various activities proposed in the RSIPF Capability Plan 2016–2020

³⁹ Deloitte (2015) Cost of Solomon Islands Police Service (commissioned by the AFP) (referred to as ‘Cost of Policing’ study)

- The current SIG budget for the 2016 calendar year is SBD2,524 million. The 2017 SIG budget has not been released.
- The total RSIPF Budget (including employee and supplier budget) for the 2016 calendar year is SBD158.9million (6.29% of total SIG expenditure in 2016), and for 2017, SBD144million. Although SIG is committed to further budget increases for the RSIPF to 2020, this may be highly problematic given significant SIG budget problems and over-expenditure/deficit troubles
- Ensure involvement of RSIPF executive and relevant managers in the identification of technical assistance needs, development of Terms of Reference, selection of advisers and scheduling of visits to ensure strong counterpart and staff participation
- Care should be taken in the selection of both long and short-term advisers to ensure that they have strong capacity development skills and that all assignments focus on capacity development rather than capacity supplementation.
- Increased sustainability of the program's investments will require a further shift in focus away from backstopping capacity gaps. Increased use of development approaches to support the RSIPF's efforts to resolve underlying causes of capacity gaps, while uncomfortable in the short-term, is a more sustainable approach. A range of options are presented above (Section 5.2: Aide Modalities). Contextually appropriate capacity development (beyond training) and regional solutions and support for regional institutional relationships and networks will also assist
- Ensuring consideration is given to the 'absorptive capacity'⁴⁰ of RSIPF with careful prioritising and scheduling of activities to focus on the most critical needs
- Opportunities to support public private partnerships would also need to be explored.

8.2 Risk Management, Treatment and Safeguards

Program Risks

A **core program risk** is that there is insufficient time to build on key guiding documents and adapt the shape of AFP support as intended by this design and the Overarching Strategy. The potential impact of this risk is that we will not be able to progress the intended goals of SIPDP and the RSIPF will not be where stakeholders expect as at 30 June 2021.

The proposed risk treatment is to ensure that the program design aligns with existing strengths of AFP support, but also that the AFP does not hesitate to implement difficult changes and withdraw support from project activities that are not centrally relevant and/or are not achieving results.

A **second key program risk** (related to the above risk) is that the program logic may not address identified RSIPF development needs or result in change throughout the continuing life of the program. The potential impact of this risk is that we may not meet the Program's goals that the *RSIPF is more capable and response, community-oriented, and able to maintain security or increasingly integrated justice stakeholders*. As a result, there may be a loss of reputation and negative impact on the relationship between the RSIPF, AFP, SIG, and other key development partners such as DFAT and NZ.

The proposed risk treatment is to ensure this program design accurately builds on existing agreements and is flexible enough to allow us to respond as needed during implementation so that we effectively focus on developing the core components described earlier.

Operational risks

Ongoing operational risks for the AFP and the Policing Program include political risks, financial risks (including fraud), social and cultural risks, environmental risks, legal risks, organisational risks and security risks.

Each of these risks and their treatments are set out in Annex F.

Drawdown risks

The program design process identified the following **transitional risks**.

There is a **core risk** that the RSIPF and the AFP have difficulty adjusting to the new program scope. The AFP, through the RAMSI-PPF, has historically provided high levels of support to RSIPF equipment, construction, mobility and investment in hands-on training of the RSIPF, including on leadership. Increased joint planning and activities, although necessary, may require shifts in approach and expectations for both the AFP and for the RSIPF, and this may take longer than expected, or prove problematic.

It is important to note that key mitigation strategies and work are underway and these include the RSIPF Capability Plan 2016–2020 and the RSIPF CPS.

A **second risk** is that there may be resistance to applying Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) criteria to various planning and project initiation proposals.

It will be important to ensure that OECD-DAC criteria are increasingly used to support sound Official Development Assistance programming by the AFP Program. Any Joint Steering Committee's

(or equivalent joint AFP-DFAT body) role in providing the necessary strategic oversight and appraisal of project activities against OECD/DAC criteria will be of increased importance.

A **third risk** is that it takes longer than anticipated to assess the RSIPF's capability and/or the gaps cannot be addressed in time. There is a risk that even if the RSIPF's capability to provide SI' internal security can be accurately ascertained there is insufficient time to sustainably address identified gaps during the Program's cycle.

Proposed adjustments to current MEL arrangements will assist in mitigating these risks by indicating changes and progress towards achieving outcomes.

A **fourth risk** is fraud against the Australian aid program which remains an ever present risk in SI although here, too, controls in place over recent years and particularly since 2013 appear to have been effective in mitigating this risk. DFAT's Aid Investment Plan for SI identifies fraud as a key risk and this will remain one of the key focus areas for the Governance program. Please see "Safeguards" for further information about fraud controls.

8.3 Safeguards

DFAT safeguards for the Australian aid program are applied to environmental protection, displacement and resettlement, and child protection. The Program will need to remain cognisant of, adhere to, and apply these safeguards. Program management will refer to the DFAT website for the most up to date versions of DFAT safeguards.

Child Protection

The Policing Program will apply the Australian Government Child Protection Policy for the Australian Government's aid program, originally released January 2013 and reprinted June 2014, and any updates released throughout the course of the program. The Child Protection Policy applies to all contractors and agencies funded by the Australian Government aid program. The Policy recognises the shared and collective responsibility of all adults to prevent child exploitation and abuse, and DFAT's own responsibilities as the Australian Government's overseas aid agency, to work with its partners to prevent and respond to child exploitation and abuse. It further recognises that child sex offenders often seek employment or volunteer placements in organisations that work with children in Australia or overseas in order to access vulnerable children. The policy is designed to protect children across the world from (or from further) exploitation and abuse, and sexual, physical and psychological violation.

The goal of the policy is to protect children from exploitation and abuse of all kinds in the delivery of Australia's overseas aid program.

The guiding principles of the policy are:

- Zero tolerance of child exploitation and abuse

- Recognition of the best interest of the child
- Sharing responsibility for child protection
- Risk management approach
- Procedural fairness.

The Policing Program is obliged, under DFAT's Child Protection Policy, to have a DFAT-compliant child protection policy (see DFAT's website). It currently consists of nine standards that provide a framework for managing and reducing the risks of child exploitation and abuse. The policy applies to any managing contractor as well as its personnel, partners and subcontractors who are using DFAT funds.

Displacement and Resettlement

The Policing Program will be required to adhere to DFAT's *Displacement and resettlement of people in development activities*, July 2015 (or its subsequent updates). Displacement may be physical or economic, and may occur as a result of development activities such as the building of economic or social infrastructure. Displacement occurs where ever communities are required to move, or when their access to land is restricted, as a consequence of the activity. Resettlement of affected communities to alternative locations needs to be well planned and supported in order to ensure positive outcomes. Appropriate risk assessments and mitigation measures need to be in place in order to ensure positive outcomes for vulnerable people who may be affected by the activities, directly and indirectly.

Although it is not envisaged that the implementation of the Policing Program will result in displacement and resettlement, it will need to be mindful of, and adhere to, the DFAT guidelines.

Environmental Protection

The Policing Program must comply with DFAT's Environmental Protection Policy (November 2014) and any updates (see DFAT's website). The Australian aid program and its activities are obliged, under the *Environment Protection and Biodiversity Conservation Act, 1999* ('the EPBC Act') to consider whether overseas work will cause, or may be likely to cause, a significant impact on the environment, and take steps to avoid and/or mitigate any negative impacts. Under the provisions of the EPBC Act, potential significant impacts on the environment from the implementation of the Australian aid program must be diligently assessed and managed as prescribed under the EPBC Act.

Policy Principles for Environment Protection under the Australian aid program include the following:

- Principle 1: Do no harm
- Principle 2: Assess and manage environmental risk and impact
- Principle 3: Disclose information transparently

- Principle 4: Consult stakeholders
- Principle 5: Work with partners
- Principle 6: Promote improved environmental outcomes.

The Policing Program is not likely to have environmental impacts through its activities.

Fraud Control

AFP have extensive fraud policies in place and in addition to this, the Policing Program must consider the DFAT fraud control policy. DFAT has a policy of zero tolerance approach towards fraudulent and corrupt activity or behaviour. This applies to departmental staff (including locally engaged staff at overseas posts) and external parties that receive Australian Government funds, including all aid program funds. Accordingly, the policy applies to contractors, third party service providers, partner governments, multilateral organisations, non-government organisations and other funding recipients.

Fraud is defined as 'dishonestly obtaining a benefit, or causing a loss, by deception or other means'. This definition extends beyond the legal definition of fraud to include benefits obtained that can be both tangible and intangible. It thus encompasses activities or behaviours broader than the misuse or misappropriation of monies or assets.

Examples of fraud include:

- misappropriation of funds
- altering documents
- falsifying signatures
- misuse of Commonwealth assets
- providing false information to the Commonwealth
- unauthorised disclosure of confidential information
- theft of aid program funds or assets
- bias, cronyism or nepotism.

A key obligation of DFAT staff and aid delivery partners is to report without delay all cases of attempted, alleged, suspected or detected fraud and corruption. All cases of fraud and corruption are handled in a confidential, prompt and professional manner. The Policing Program will ensure that all advisers and staff are made aware of the Fraud Control policy.

Annexes

ANNEX A: Definitions

- **Accompanied**—refers to a deployment model where members are posted with their spouse or partner and/or dependents. This is mentioned here to avoid confusion with **accompaniment** (see below).
- **Accompaniment**—refers to the development approach of providing support, technical expertise and advice to in-country police as and when required. This is a process of progressive support to operationalise training. It encourages in-country police to take increasing responsibility for their own functions, while offering relevant expertise in technical and operational policing and strategic development as needed to jointly solve problems and address challenges.
- **Capacity**—broadly recognised as the ability of organisations (not individuals) to carry out, effectively and efficiently, programmes of coordinated action in pursuit of formal agreed goals.⁴¹ Organisations have *capacity*, whereas individuals have *skills and competencies*.
- **Capability**—organisational *capacity*, to do things such as manage people, carry out customer research, self-improve, account for the use of monies etc. *Capabilities* are thus the building blocks of any organisations' overall *capacity* to perform.⁴²
- **Civil society**—refers to a growing range of non-government and non-market organisations where people can pursue shared interests and values for their communities and nations. Examples include community and village-based groups, charitable and faith-based organisations, independent research institutes and the not-for-profit media.
- **Development approach and development perspective**—describes a strategy or method that supports incremental performance improvement required to achieve set goals.
- **Self-improvement systems**—describes internal systems such as project management, results measurement, processes for buying in expertise and feedback of results (good and bad) into business planning.
- **'The Tensions'**—describes the civil conflict in SI during 1998–2003.

⁴¹ G. Teskey (2014) Notes on Capacity Development – with a focus on fragile and conflict-affected states

⁴² ECDPM. "Study on Capacity, Change and Performance". Interim report, January 2005, as cited in G. Teskey (2014)

ANNEX B: Key stakeholders

The SIPDP design takes account of the various partner organisations and the links with other development programs and key regional forums. This includes:

SIG:

- SIG Ministries: MOFT; MPNSCS; MPSC and others
- SIG justice agencies (including the RSIPF) and the broader justice sector
- GoA:
- DFAT programs (both within SI and regionally)
- Australian Defence Force⁴³
- Australian Attorney General's Department⁴⁴
- AFP external programs: Pacific Police Development Program (PPDP), PPDP-R, PTCN and AFP regional development and security programs/initiatives

External:

- NZ Ministry for Foreign Affairs and Trade(MFAT)
- NZ Police
- Other donors (World Bank, UNDP)
- NGOs and CSOs

Other Regional Bodies/Programs the AFP supports:

- Pacific Islands Chiefs of Police (PICP), including 21 Police Chiefs and Commissioners, the PICP Executive Leadership Team and PICP Secretariat
- PICP Pacific Police Training Advisory Group (PPTAG)
- PICP Pacific Prevention of Domestic Violence Programme (PPDVP)
- PICP Pacific Forensics Working Group (PFWG)
- Pacific Police Policy Network (3PN)
- Pacific Policing Crime Prevention Programme (4P)
- PICP Women's Advisory Network (WAN)
- The newly established PICP ICT Working Group
- PPDP-R Chiefs of Seven (C7) Biannual meetings. The C7 meetings are an informal forum in which the Commissioners of the PPDP-R priority countries can discuss regional issues and present consolidated views at the PICP Executive Leadership Team.

⁴³ Defence Cooperation Program and the Pacific Patrol Boats Program

⁴⁴ Who also provide support to Pacific Island Police agencies through PPDP-R

Australian Attorney's General Department (AGD)

SI is a priority country for AGD where it may provide services such as:

- Ongoing AFP/AGD PPDP-R support including engagement with, and support for, regional law and justice activities (e.g. PILON and PICP)
- Providing legal policy and law reform expertise including supporting SI law and justice agencies to progress any discrete legal policy or law reform projects
- Strategic contributions on future Australian programming directions
- Support to the RSIPF on the implementation of the RSIPF CPS and improved community relations
- Support to SI justice agencies on better delivery of services, particularly those that address priority public grievances and those that are aimed at ending violence against women.

New Zealand Police

NZ Police have been actively involved in capacity developing the RSIPF since 2003 as a contributor to the RAMSI program. A similar level of assistance to the police following RAMSI's drawdown is unlikely to go as far. However, MFAT is considering broad options for the delivery of future support to the RSIPF as part of a bilateral agreement. MFAT has tentatively indicated that a limited number of NZ Police may be deployed to support the RSIPF in:

- Implementing its CPS
- Implementing the FPA
- Developing a new model of community policing
- Establishing provincial Crime Prevention Councils and Plans
- Establishing clear protocols and procedures for police engagement with other stakeholders, including chiefs and other community-based actors, with a strong focus on human rights and, in particular, the rights of women and children
- Developing effective evaluation frameworks and MEL systems for measuring the outcomes of these strategies and initiatives.

The RSIPF Commissioner of Police has expressed an intention to utilise NZ Police resources in these functions.

ANNEX C: Monitoring, Evaluation & Learning Framework

Positive sustainable change in a police development environment requires the establishment of an effective capacity development structure predicated upon a flexible MEL methodology of continuous analysis, design, implementation and evaluation of effort. This is critical to the success of individual initiatives and the Program as a whole.

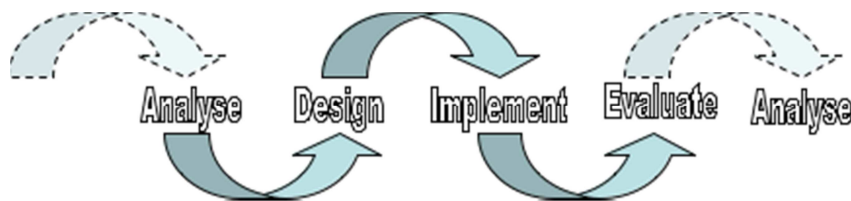


Figure 5. MEL in the Program methodology

Evaluation determines not only successes, but also failures. Without evaluation, the Program will be conducting capacity development based simply on ‘intuitive’ feel – not a planned, evidence-based or systematic approach to achieving the objectives of the Program. The data produced via analysis will highlight those applications that should be reinforced and applied to future requirements, and those applications that proved ineffective, or for which the methodology was inappropriate to the requirement.

MEL is an integral part of AFP’s approach to programming. The key drivers for MEL under this program are:

- Greater visibility over the quality and effectiveness of the technical assistance provided through the Police Program
- Continued visibility and influence over the flow of Australian funds through SIG
- Further supporting the relationship between AFP and the RSIPF and SIG more broadly by having the Program operate in ways that lead to greater understanding and trust
- Creating greater coherence across the three programs.

Purpose

The MEL framework will guide the monitoring, evaluation and learning activities for the SIPDP, and will respond to the information needs of the SIPDP and its partners (e.g. DFAT justice and governance sectors, AGD, NZ Police) and AFP. In addition, it will contribute to AFP’s regional efforts and Australia’s national interests. The purpose of the MEL framework is fourfold:

- To **support the management** of SIPDP to track progress; inform decision making, support continuous improvement and inform knowledge products.
- To **enable accountability** to the Australian public and the AFP, including reporting against the Aid policy, on how the funding was invested and what it achieved.
- To **learn** from police development efforts, to improve and to inform future investments, specifically to better understand how to effectively work with developing police forces and stakeholders.

- To **build and share evidence and knowledge** across a wider range of targeted and public audiences including, but not limited to AFP police development missions, Australian Government agencies, business partnerships, initiatives in the region and others.

Scope

The scope of the MEL is broad and intended to measure, evaluate and learn from two distinct areas of Program performance:

- Internal – The performance (efficiency and effectiveness) of the Program’s internal management of capacity development approaches. This includes the effectiveness of:
 - The Program’s application of MEL, e.g. benchmarking, setting targets, establishing Action Plans and delivering outcomes within timeframes
 - Project management – including time management, budget, outcomes, etc.
 - Advisor performance and accountability
 - Joined-up collaborative approaches with stakeholders, e.g. DFAT, AGD, NZ Police and others.
- External - The impact of the program on RSIPF effectiveness. This includes its impact on:
 - RSIPF’s Institutional Strength & Capability (Core Component 1)
 - RSIPF’s Community Level Service Delivery (Core Component 2)
 - RSIPF’s Stakeholder Collaboration (Core Component 3).

The MEL will also report on key thematic issues, including:

- Deficient governance across SIG
- Limited access to justice
- Violence against women and children.

Key evaluation questions (KEQ)

Five key evaluation questions guide the MEL activities for the SIPD. These questions have been developed to enable reporting on the shared areas of interest, such as impact on the reach and quality of government service delivery, and concern, such as quality of technical assistance management. The KEQ are:

1. What impact is the Program having on policing service delivery in the SI? (consider equity of access to services – geographic, gender and social inclusion – quality of services – timeliness, spread, and more)
2. How well has the RSIPF’s capacity been built through the Program? (consider organisational and individual capacity and integration with other justice stakeholders)

3. How well is the AFP and its contracted technical assistance performing? (consider cultural, capacity development skills, technical competencies, social inclusion and gender skills, quality of relationships and achievements against Program and SIG expectations)
4. To what extent is the Program's approach supporting the Program's performance? (Consider the collaborative approach, the use of technical assistance and the Centre to provinces approach, social inclusion and gender strategies and approaches)
5. In what ways are the joined-up approaches adding value to the SIPDP? (consider AFP's involvement in the joined-up approaches including inputs – funds / staff / expertise / networks / time, activities, other and how the joined-up approaches contribute or not to the performance of the SIPDP – gains/losses or benefits/non-benefits)

Learning

Drawing on the results and findings produced for each KEQ the Program management team will be in a position to reflect on the following areas:

- **What is working and not working**, in relation to how the Program is: engaging with RSIPF and SIG, recruiting and managing technical assistance, etc.
- **What are we learning about RSIPF and SIG**, in relation to its capacity, need and support for the Program, etc.
- **In what ways can AFP be working differently** to be more effective and efficient, in relation to the way in which AFP engage with DFAT, RSIPF and with SIG.

Principles

The following principles inform the way in which the MEL activities should be planned and delivered:

1. Socially inclusive: to enable data to be collected, analysed and reported disaggregated by gender, age, people with disability and for all MEL activities to be delivered in a gender and socially inclusive and sensitive way. This means recognising the power dynamics, enabling participation of women and others and ensuring that people are not adversely affected by taking part in the MEL activities.
2. Adaptability and flexibility: to be responsive to new opportunities and RSIPF demand.
3. Learning focused: ensuring that MEL contributes to broad-based learning on RSIPF and enables the Program to adapt quickly.

Performance measures

Performance measurement can be complex, so it is useful to clarify some core concepts so the Program is using uniform terminology. A standard performance classification scheme considers four elements — inputs, activities, outputs and outcomes. Inputs are the resources available to the

organisation; the activities are the processes carried out by those resources. The outputs are the specific goods and services delivered, and the outcomes are the effect on the environment of those goods and services (Collier 2006).

The results framework provides a series of potential indicators to track Program performance against its intended outcomes and thematic focus. These indicators focus on high level effectiveness indicators and management indicators. All data should be collected, where appropriate and practicable in a disaggregated form which enables reporting against the thematic issues (social inclusion, gender, provincial reach, etc.). See table below.

Table 1. Result framework

Performance area	Indicators	Measure Methods
Communities in Solomon Islands are safer and experience better access to services	<p><i>Proportion of the population accessing policing services per year (disaggregated by gender, people with disabilities, youth, distance from a provincial centre and from Honiara and per service type)</i></p> <p><i>Community satisfaction rating per year and changes in rating from year to year disaggregated by province, men, women, young women and young men</i></p>	<ol style="list-style-type: none"> 1. Police response readout from JIMS (i.e. broad tracking of incidents, particularly violence/ public disorder related, and police responses over time). 2. Draw from the National Development Goals Tracker (Pilot) Survey and RSIPF community perception surveys to track the trends over the life of the program. 3. MEL Unit to support RSIPF to gather quantitative and qualitative data on police service delivery (potentially in pilot provinces as a start), including no. of users, types of services, incidence and responses to family violence, follow-up on service delivery, etc (also used for Justice Program).
<p><i>RSIPF better and more autonomously plans and manages its workforce, finance, assets and logistical requirements</i></p> <ul style="list-style-type: none"> • RSIPF's workforce is diverse, ethical, competent and committed • RSIPF is action orientated and uses evidence-based decision making • RSIPF has better response capabilities 	<p><i>Extent of an established RSIPF M&E structure</i></p> <p><i>Progress towards civilianisation of appropriate RSIPF positions</i></p> <p><i>Number of provinces connected to SIG Connect</i></p> <p><i>Progress of the limited RSIPF rearmament</i></p> <p><i># & types in-service and recruit training conducted in accordance with an established training calendar</i></p> <p><i># Discipline breaches and criminal complaints that are managed and have an outcome</i></p> <p><i># vacant positions, length of vacancies, and distribution of HR resources</i></p> <p><i>Budget utilization rate per year</i></p> <p><i>Proportion of budget for specific gender and social</i></p>	<ol style="list-style-type: none"> 4. Progress reporting of the development and implementation of: <ul style="list-style-type: none"> ○ RSIPF M&E plan, progress against the annual and strategic plans, submitted to MEL Unit by advisers ○ Planned numbers and positions of civilians in RSIPF, and progress against plans, as reported to MEL Unit by advisers ○ monthly reporting of progress of rearmament against the annual plan, with analysis ○ adviser reports of training conducted and training canceled for RSIPF officers, feedback on quality of training. 5. MEL Unit to support advisers and RSIPF to gather internal HR data and analyse for no. of women across all levels, officer training levels, no. and conduct of performance assessments, mis-

Performance area	Indicators	Measure Methods
in key population centres	<p><i>inclusion purposes (youth, rural poor, people with disability etc.)</i></p> <p><i>Improvements in RSIPF's management of corporate functions: finance, assets, logistics, HRM, strategic planning and policy</i></p> <p><i>Improvements in mobility capabilities, infrastructure and ICT systems</i></p>	<p>conduct cases presented, time of response, and outcome, etc. (this data is also used to measure governance program outcomes).</p> <p>6. MEL Unit to support advisers and RSIPF corporate to record finance and procurement requests, response rates and times (also used to measure governance program outcomes).</p> <p>7. ICTSU to record SIG Connect roll-out and usage disaggregated by location and track trends annually (frequency of use, purpose, etc).</p> <p>8. HR Department data and records re vacancies, training levels, personnel distribution (disaggregated by location), gender balance, disability inclusion, etc.</p> <p>9. Progress reports on the implementation of the capability plan by advisers tracking progress against plans (detailed indicators to be developed by MEL Unit).</p> <p>10. MEL Unit to develop and use rubric to assess robustness of Ministry budget preparation and execution each year over the life of the program, including ratings for gender and inclusion.</p> <p>11. MOFT system tracking of transactions and budget utilisation, (supported by MEL Unit).</p> <p>12. MEL Unit to gather data from the Defence Cooperation Program regarding mobility capability.</p>
<i>RSIPF is more visible, accessible and approachable to the public in key population centres and delivers contextually appropriate and victim centred policing services</i>	<p><i>Extent to which RSIPF officers are taking more responsibility in supporting victims</i></p> <p><i># of RSIPF delivered services in response to the FPA</i></p> <p><i># Police patrols and community engagement activities outside Provincial HQs (disaggregated by province).</i></p>	<p>13. JIMS reports provide data on responsiveness to calls for assistance by RSIPF officers, disaggregated by location and type of crime.</p> <p>14. MEL Unit analysis of annual budget and expenditure reports (measures resources allocated to outreach services, analysis of expenditure tracking, etc).</p>

Performance area	Indicators	Measure Methods
<ul style="list-style-type: none"> Police actively mitigate crime, violence & conflict at local levels Police are appropriately responsive to victims' needs 	<p><i># Incidents reported - attended by police - response times</i></p> <p><i># of crime prevention committees established and regularly meeting</i></p> <p><i>FPA Implementation</i></p> <p><i># FSBV reported incidents that are followed up police</i></p> <p><i># FSBV referrals to Court: by each police station</i></p> <p><i># Safety notices issued and served: by each police station</i></p> <p><i># FSBV referrals to support service providers: by each police station</i></p> <p><i>Extent to which RSIPF front line service is more focused on community level service delivery and more visible, accessible and approachable to the community</i></p> <p><i>RSIPF efforts in increasing public awareness of family violence and available support agencies</i></p>	<p>15. MEL Unit analysis of HR personnel and training records</p> <p>16. RSIPF records from all locations include data on rural patrols (planned and executed), and incidents reported and attended, including response times and follow-up taken.</p> <p>17. RSIPF quarterly reporting against CPS plans and implementation includes crime prevention committees established and meeting.</p> <p>18. FPA implementation: compile information from log book records at each police station.</p> <p>19. JIMS data re FPA reports and responses</p> <p>20. MEL Unit to conduct a series of case studies and focus groups discussions to obtain qualitative data on a range of indicators</p>
<p><i>RSIPF effectively uses collaborative problem solving approaches</i></p> <ul style="list-style-type: none"> Coordination mechanisms between police and others function 	<p><i>SIG</i></p> <p><i># of cases going through the courts</i></p> <p><i># and resolution of vacancies in RSIPF</i></p> <p><i>Budget utilisation rate per year</i></p> <p><i>Rate of resolution of Imprest Accounts</i></p> <p><i>Extent of collaboration with MoFT and MPS (e.g. regular meetings occur; planning documentation developed and executed/funded etc.)</i></p> <p><i># & % Police Investigation Units/ Provincial HQs/ Police Prosecutions fully utilising JIMS</i></p> <p><i># Proposed Court sitting days versus the number actually held & reasons</i></p> <p><i># Arrest warrants executed and the number remaining</i></p>	<p>21. ICTSU records and collates JIMS usage disaggregated by agency, location and position.</p> <p>22. MEL Unit to support adviser and Police Prosecutions to gather prosecutions data and analyse for trends (also supports Justice Program MEL).</p> <p>23. Court records regarding number of court sittings (and cancellations), number of arrest warrants executed, types of cases, processing times, adjournments, etc (disaggregated by gender, location, etc).</p> <p>24. MoFT data (collected under the governance program) regarding Imprest account management</p> <p>25. MPS data (collected under the governance program) regarding vacancies in RSIPF, handling of mis-conduct (resolution,</p>

Performance area	Indicators	Measure Methods
	<i>unexecuted</i> <i># of cases under the FPA, Child Protection Laws, etc. per year</i>	timeliness, etc).

Approach

The Program requires on going monitoring of its activities on the ground and robust evaluations of its impacts. To ensure evidence-based decision-making is effective, a proficient monitoring, evaluation and learning structure must be implemented. The structure must receive the appropriate priority and resourcing if it is to provide appropriate feedback into decision making by Program management.

The MEL for the SIPD encourages a mixed methods agile approach to enable an iterative approach to Program delivery where ongoing MEL information is produced and analysed to inform and adapt the Program as it is being delivered. The MEL for the Program is therefore strongly focused on monitoring activities. Evaluation activities will be conducted twice during the program to enable a point in time (midterm and end of the program) assessment of the overall Program.

The monitoring for the Program will be focused on producing data to respond to KEQ 2, 3, 4 and 5. The monitoring will need to focus on the management of the program, the management and performance of the contracted TA, the performance of the Program and the relationship with the Governance and Justice programs. The monitoring data needs to be produced sufficiently regularly to allow the Program to make rapid adjustments to changes in contexts, the relationship with the RSIPF and to effectively performance manage the contracted TA. Furthermore, the monitoring activities will need to be set up to allow for monitoring data to be produced in a disaggregated way. Lastly, monitoring for the Program includes both performance and situational monitoring.

Situational monitoring, where the Program would provide AFP with information to inform the positioning of this and other DFAT programs. This may include observations from TA or overall assessments from the Program team on the current capacity of RSIPF, RSIP drivers and priorities, and more.

The AFP has its own Performance Development Agreement (PDA) process to ensure Advisor goals and performance targets are established. Project Management mechanisms also fulfil some aspects of this performance monitoring framework. Responds to KEQ 2 and 3.

Monitoring of Program performance would draw on some of the data produced through the TA performance monitoring activities (particularly on impacts of TA on RSIPF staff and systems) and could also include technical audits of targeted RSIPF functions and systems. Other monitoring activities would focus on AFP progress against implementation plans, the performance of non-TA interventions. Responds to KEQ 2, 3, and 4.

Monitoring of value of the joined-up approach would draw on monitoring of input allocations and facilitated systematic reflections from AFP, DFAT, contracted TA and program management across the three programs. Responds to KEQ 5.

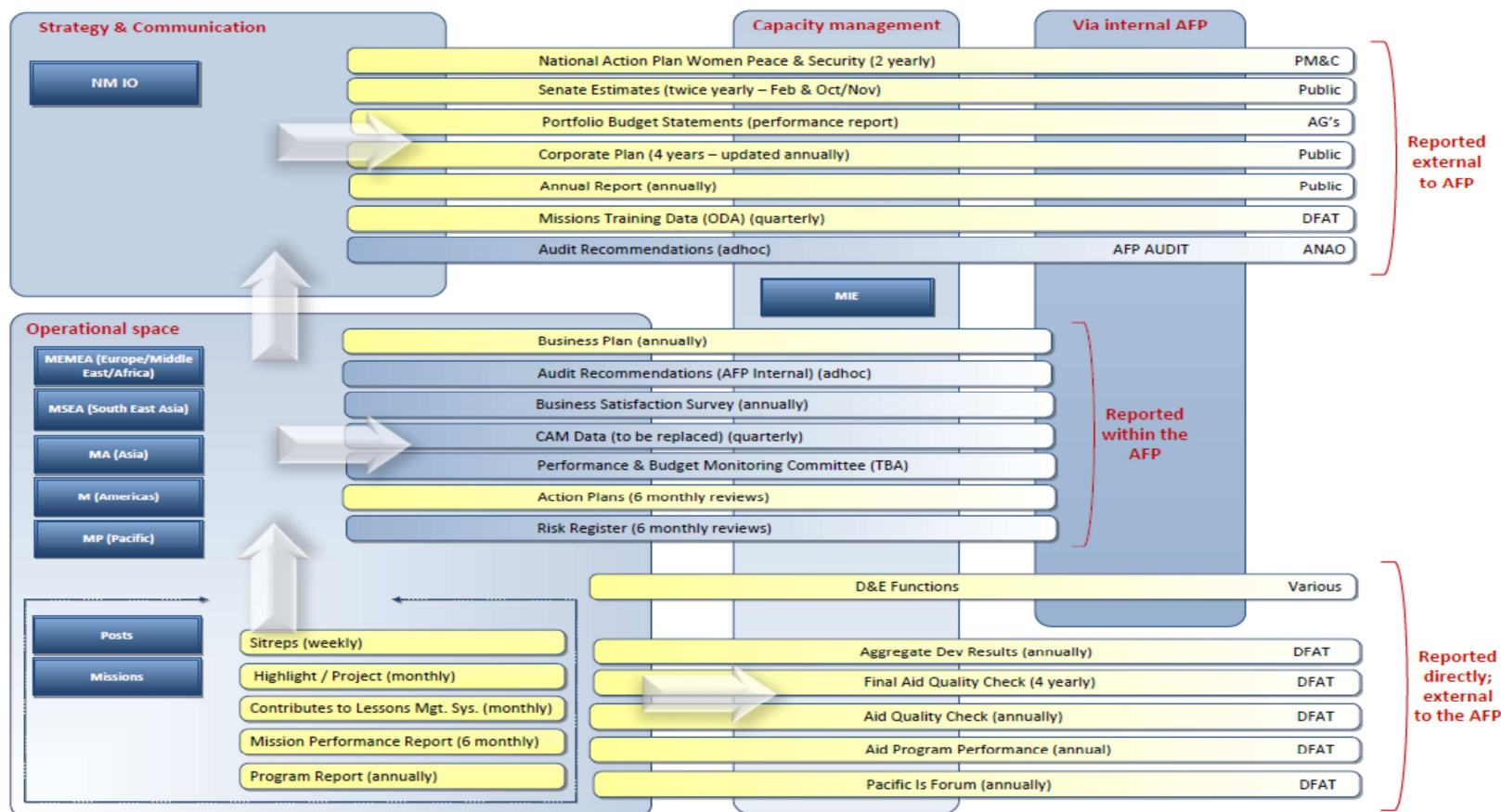
The evaluation activities for the program focus on responding to KEQ 1 and 2. They aim to quantify, describe and demonstrate the difference the program has made to RSIPF and to communities in SI. Proposed evaluation activities include:

- **A baseline study of current RSIPF service reach, quality, and relevance** – this could be scoped to a) all RSIPF services, b) limited to a sample of policing services that will most indicate change. The baseline will need to ensure the selection of government services that are directly relevant to women and other socially excluded groups.
- **An impact evaluation** to assess the difference the Governance program has made to the quality (including equity) of and access to government services. This evaluation will respond to KEQ 1 and 2. This evaluation will need to utilise the baseline study. These could be part of one evaluation contract.

Annex D: AFP International Operations Sequence of Reports

Figure 6: AFP Sequence of Reports

IO SEQUENCING OF REPORTS – PRESENTING FLOW OF GENDER REPORTING



Gender specific reporting: [Yellow]

IO Governance V5 25Jul16
<http://adg.afp.int/Sections/bussupport/Section Documents/Governance/Meetings/IO Structure of REPORTS - V4 - 27Jun16.vsd>

ANNEX E: Previous RAMSI-PPF ODA-eligible Projects List

The list of projects below is not a complete list of projects and mainly includes significant projects delivered by the PPF since 2013.

Figure 7: Previous RAMSI-PPF ODA eligible project list

Project Number	Project Title	Project Description	Relevant Activities in SIPDP
CSPG001	RSIPF HR & Finance Training Program	Provide RSIPF members access to a specific tailored HR and finance training and professional development to increase their professionalism and ability to support RSIPF in achieving its Strategic Goals.	1.7 3.6
CSPG002	Police Act training	Targeted delivery of workshops to RSIPF in Honiara and provincially on the new Police Act. Police Act and Regulations gazetted in March 2014. Formal launch scheduled for 20 March 2014.	1.4; 1.7 2.5
CSPG003	Logistics & Finance training	Professional development of Logistics and Finance staff by undertaking study tour in Canberra.	1.4; 1.7
CSPG004	Thin Client Project SLA	Provide service level agreements to support RSIPF Thin Client and Server infrastructure by provision of monitoring and fault resolution agreements (project runs to 30/6/17).	1.2 3.1; 3.2 3.5

CSPG007	SIGNET Communications Network	To provide the RSIPF with SIGNET Communication; a working IT solution that can be expanded at a later stage.	1.3; 2.5 3.1; 3.2; 3.5; 3.6
CSPG014	RSIPF ICT Capacity Project	To continue the investment in IT solutions to facilitate the RSIPF in modernising the Police Force.	3.5
CSPG019	RSIPF Corporate Communications	Ongoing development, technical support and upgrades to RSIPF website and intranet. Including development of the RSIPF Communications and Marketing strategy and provision of support to strengthen public trust and confidence in the RSIPF before RAMSI concludes.	3.1; 3.2; 3.5; 3.6
CM086	RSIPF IT Infrastructure Project	Upgrade IT infrastructure and computers at Rove and some Honiara police stations (project runs to 30/6/17) to support the roll-out of SIGNET. Auki [CSPF009] ,Tetere [CSPF010] , Kukum & Central [CSPG012] IT projects are also cross-referenced here.	2.5 3.1; 3.2; 3.5; 3.6
MIL001	Vehicle Mobility 2014	This project identifies the method by which the PPF can support and contribute to the RSIPF's capability to meet its objectives by providing funding to accelerate the RSIPF vehicle replacement program. Vehicles are due for delivery by June 2014.	1.2 2.4; 2.5
MIL002	Maritime Mobility	Procure additional vessels and one barge to support inter-island deployment capability including search and rescue, as well as a	1.2 2.2; 2.4; 2.5

		logistics capability to service remote locations.	
MIL003	Auki Police Station	Build new police station at Auki. Completed in 2016.	1.2 2.4; 2.5
MIL004	Armoury Honiara	Construction of a new Armoury at Rove Police Headquarters. Project delayed January 2013 until 2014 – 15. And aligned with staged limited rearmament program over progressive years	1.2; 1.6
MIL005	RSIPF capability, maintenance and projects funding	General repairs and maintenance to police stations in the Honiara area.	1.2
MIL006	Sexual Assault Squad Refurbishment	Construct a purpose built and private facility for the sexual assault team to undertake investigations. Construction commenced in January and is due for completion in June 2014.	1.2 2.1; 2.2; 2.3
MIL007	Auki Police Barracks	Build police accommodation by renovating old Police Station when new Police Station is complete (project will run to 30/6/15). Project cancelled due to unsuitability of land.	1.2 2.4; 2.5
MIL009	RSIPF Central Fire and Rescue Station Phase 3 (extended to 31 Dec 2016)	Provide the RSIPF with a new Fire and Rescue Station.	1.2 2.6
MIL010 TO MIL022	Various Infrastructure Projects and Police Station upgrades	12 minor infrastructure projects ranging from IT upgrades, power and water service connections and new police station construction around SI	1.2 2.5 3.5
MIL025	Stabicraft Vessel Servicing	To fund and support the operation and servicing of Stabicraft patrol	1.2

	and Spare Parts	vessels.	2.6
MIL026	Forensics and Administration Building	To provide the RSIPF with a Forensics and Human Resources building.	1.2; 1.7
MIL027	Naha Police Station and Business Continuity Centre	To provide the Naha community and RSIPF officers with a modern and inviting professional Policing environment.	1.2 2.5
MIL028	RSIPF Fire and Rescue Tactical Training facility	Relocation of GBR containers to a location suitable to construct a purpose built facility for Fire and Rescue training.	1.2 2.6
NE001	Fire Service Training and Equipment	Improve the technical skills of the RSIPF Fire & Rescue Service fire fighters to perform their functions outlined in the <i>Police Act 2013</i> . Provide the RSIPF with the appropriate fire service vehicles, safety equipment and training assets to improve their capacity to prevent and respond to land based emergencies. Training facility at Hells Point on hold due to land ownership issues (project runs to 30/6/17).	1.2; 1.4 2.6
NE005	RSIPF Fire and Rescue Training and Gifting Maintenance	Support RSIPF to conduct maintenance training, including rescue and disaster relief based drills and exercises and provide pre-gifting servicing and roadworthiness repairs of fire trucks and other FRNSW vehicles.	1.2 2.6
NE006	Noro Fire Vehicle Replacement	Funding to purchase and deliver replacement Fire Service vehicle to Noro.	1.2 2.6

CM001	Family Violence Project	<p>RSIPF cultural change initiatives, community engagement including the Channels of Hope program, as well as educational awareness (project runs to 30/6/17). This program works in conjunction with Community Policing and actively engages with stakeholders and communities throughout the SI.</p> <p>Links to Domestic/Gender based Violence prevention program (Channels of Hope) CP001 and Seif Ples Project (CP002)</p>	<p>1.3</p> <p>2.1; 2.2; 2.3</p>
CM002	Intelligence Policing Project	<p>To increase the awareness of intelligence-led policing to all RSIPF members, to change their mindset in relation to strategic thinking and to incorporate the IT rollout to the RSIPF in relation to Intelligence requirements.</p> <p>Links to Investigation Enhancement Capability Project [CSPG013]</p>	<p>1.4</p> <p>2.2; 2.4; 2.5</p>
CM003	Community Policing	<p>RSIPF education and awareness, school visits and community engagement, encourage and support crime prevention committees and provincial patrols (project runs to 30/6/17).</p> <p>This program works in conjunction with Community Policing and actively engages with stakeholders and communities throughout the SI.</p>	<p>1.4</p> <p>2.2; 2.4; 2.5</p>
NS001	Environmental Crime Review	<p>The development of an 'Environmental Crime Manual', to be produced following a legislation/literature review, stakeholder analysis and consultation and development of a manual on 'Environmental Crime' which would include legislation references, responsibilities and SOPs (project runs to 30/6/17).</p>	<p>3.1; 3.2; 3.6</p>

NS002	Hells Point Range	<p>To provide the RSIPF with a small arms rifle range at Hells Point to practice and train with the use of their fire arms.</p> <p>The project is on hold because of land ownership issues at Hells Point. The SIG has advised it will seek compulsory acquisition of the land (not likely to be resolved until mid-2014).</p>	1.2; 1.6
NS003	PRT Development	Ongoing support for Public Order Team and advanced specialist police tactical team. Develop and advance PRT needs, skill sets and develop safe and effective operating procedures	1.4; 1.6 2.4
NS004	RSIPF Radio Communications	Expansion of VHF radio communications to selected provinces.	1.2 2.5 3.1;3.2; 3.5; 3.6
TL001	Operation Safety Training	Provide ongoing training and re-accreditation of RSIPF members; and train, refresh and requalify OST trainers.	1.4; 1.6 3.3
TL002	RSIPF Capability Development (rearmament)	<p>To provide support, training and advice to the RSIPF to become an independent and sustainable police force (project runs to 30/6/17).</p> <p>The SIG has approved the PPF to commence preparations with the RSIPF for staged limited rearmament (with a proviso that final approval for rearmament will be determined by SIG). Consultants were engaged to develop Project Initiation documents and a Project</p>	1.6 2.2 3.3

		Plan. Training has commenced to prepare specific areas of the RSIPF for future rearmament and this is RSIPF-led training.	
TL004	Leadership Development Project	Provide leadership development training opportunities for members of the RSIPF.	1.4; 1.5 3.3
TL005	Literacy & Numeracy	Deliver literacy and numeracy training to RSIPF members.	1.4; 1.5
TL006	Professional Development Program (PDP)	To provide a program of professional development for senior RSIPF members at the Commissioned Rank level for future leaders of the RSIPF (project runs to 30/6/17). Twenty senior RSIPF members undertook University of South Pacific studies during 2013 and eight of those undertook a study tour in Australia in November/December 2013.	1.5 3.3
TL008	RSIPF Academy Professionalisation	Improve the professionalism of the RSIPF Training Academy by providing appropriate vocational training and professional development opportunities for Academy staff, together with the establishment of an appropriate working environment equipped with sufficient technology support to enable the Academy to deliver the expected training outcomes required by the RSIPF (project runs to 30/6/17).	1.4 2.5

TL009	In Service Training	Identify and arrange delivery of specialised programs for RSIPF members.	1.4; 1.5 2.2; 2.3; 2.5
TL011	RSIPF Driver Training	Deliver 6 driver train the trainer courses to RSIPF members and purchase two driver training vehicles (project concluded on 31/12/14).	1.4
TL012	RSIPF ICCS Project	Deliver 6 Incident Control Command System (ICCS) training courses including train the trainer components to enhance major incident management capability of the RSIPF. Training scheduled for April/May 2014.	1.4; 1.5; 2.6; 2.5
TL013	RSIPF CPP Project	To advance the RSIPF CPP skill sets and develop safe and effective operating procedures whilst keeping up to date with international trends.	1.4; 1.6
TL018	RSIPF Contribution to the UN	To facilitate 8 RSIPF members undertaking the AFP pre deployment course in date and date.	1.4 3.3

ANNEX F: Risk Assessment and Treatment

AFP produces specific risk assessments, as required for standard reporting purposes. The matrix below represents key risks identified for the AFP Program, and includes program-level and transition risks. The matrix is based on previous program documentation and includes program and transition level risks. It will be updated during planning by AFP.

Risk: AFP Program is assessed as medium-high.

Figure 8: Policing Development Program Risk Matrix

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
External: Security—political/civil unrest erupts in SI, particularly associated with rearmament of the RSIPF.	Could result in significant AFP Program implementation delay if unrest is protracted. Re-invoked security mandate may be required and program scope revised. Some programmed activities may not take place as scheduled.	Likely	Very High	Severe	If unrest emerges, AFP would be required to rely on Australia-based rapid security response capabilities. RAMSI would negotiate with the SIG on revised drawdown timetable.	AFP Commander

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
External: Security—Political/civil unrest, or human rights concerns (particularly GBV-related criticisms) associated with the RSIPF in SI, results in international and domestic political pressure on the AFP about its role supporting policing in Solomon Islands.	AFP would be the subject of media coverage and parliamentary discussion in SI and in capitals. There could be pressure from international non-government organisations and the United Nations. Community dissatisfaction with AFP could also result.	Possible	Major	Severe	Media responses prepared indicating that the AFP is also concerned about such issues and is working with RSIPF/SIG on the ground to improve the situation. AFP public affairs sections, in consultation with DFAT would prepare appropriate communications and media strategies.	AFP Commander DFAT
External: RSIPF does not address key constraints, including discipline, planning, budgeting, lack of staff,	Sustainability of AFP Program outcomes is diminished. Capacity development will not occur in the absence of	Likely	High	Major	Efforts to secure data to support evidence-based budget and joint planning to support increased resourcing. Use Board of Management and	AFP Commander DFAT/ key stakeholders

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
particularly in corporate services, and improve service delivery.	willing counterparts.				joint planning processes to highlight the need to recruit RSIPF with potential, including unsworn specialists. The AFP Program's approach targeting attitudes, skills and knowledge is expected to improve service delivery.	
External: Key RSIPF counterparts, such as Provincial Police Commanders, may be transferred to different Provinces or areas within the RSIPF.	Churn of individuals in positions will disrupt realisation of AFP outcomes.	Likely	Moderate	Moderate	Ongoing dialogue with RSIPF Commissioner about the importance of consistency in staffing appointments would help minimise this risk. Joint planning is expected to maximise information sharing about staff rotations.	AFP Commander AFP Advisors
External: Some communities and stakeholders (CSOs)	Some communities may not be reached, lessening the	Likely	High	Major	The AFP Program will remain in close contact with the SIG and with the law and justice	AFP Commander AFP Advisors

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
<p>unwilling to engage with AFP and RSIPF, due to RSIPF reputation and past performance. RSIPF may not be able to reach targeted communities (lack of boats, fuel etc.).</p>	<p>opportunity for dialogue between RSIPF and communities on crime detection and crime prevention.</p>				<p>sector, as well as other programs and partners working in SI to manage media.</p> <p>Where misconduct by senior RSIPF remains unaddressed, the AFP Program will raise such issues with the RSIPF executive.</p> <p>The AFP Program will strengthen perceptions of the program and of the RSIPF by supporting RSIPF engagement with communities, in both proactive and reactive measures.</p> <p>This approach is expected to have stronger influence on</p>	

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
					communities' perceptions of RSIPF service delivery than a small number of 'rogue' RSIPF officers.	
External: RSIPF internal culture, SI' cultural context, <i>wantokism</i> , and tensions between different ethnic groups inhibits effective RSIPF leadership and management, influencing decisions of leaders and managers, particularly about discipline.	Relationships or tensions might cut across formal functions within the RSIPF, inhibiting leaders and managers from making difficult but necessary decisions. RSIPF discipline may not be addressed or maintained.	Possible	Moderate	Moderate	<p>Ongoing dialogue with the RSIPF executive team about discipline, together with helping RSIPF members think through the implications of their decisions and actions.</p> <p>Re-enforcing the RSIPF code of conduct and applicable laws and role modelling good decision-making and behaviours.</p> <p>Harnessing links with the community and churches to encourage 'rogue' RSIPF officers to amend their</p>	<p>AFP Commander</p> <p>AFP Advisors</p>

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
					behavior.	
External: Private security providers emerge in significant numbers following the conclusion of RAMSI.	Resources diverted or transferred from RSIPF to private security firms (as is the case in Papua New Guinea), undermines role of policing in L&J and guarantor of security in SI.	Moderate	High	Major	Development of appropriate governance that addresses conflict of interest and involvement of RSIF members in the private security industry, and RSIPF member education on policy as part of governance implementation and future compliance.	
External: Mismanagement of AFP Program funds, assets, equipment (fraud etc.).	AFP Program activities are negatively affected. Loss of trust in AFP Program by communities and negative perceptions of RSIPF are reinforced.	Possible	High	High	AFP Commander holds fiduciary responsibility for any AFP Program funds dispersed to partners (i.e. CSOs).	AFP Commander

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
Internal: There is insufficient time to adapt the shape of AFP support as intended by the design.	The AFP Program is not able to progress the intended objectives and the RSIPF will not be where its stakeholders expect it to be by 30 June 2017.	Possible	Moderate	Moderate	Ensure that the AFP Program aligns with existing strengths of current PPF support, but do not hesitate to make difficult changes and withdraw support from project activities that are not centrally relevant and/or are not achieving results.	AFP Commander AFP Advisors Development Specialists
Internal: AFP Program logic may not address identified RSIPF development needs or result in sustainable change.	The AFP Program does not achieve its objective of improving the RSIPF's operations, leadership and management, corporate series and community engagement capacities by 2017.	Possible	Moderate	Moderate	Design is responsive, focusing on capacity development and mentoring of RSIPF, targeting corporate services and leadership, and supporting the RSIPF to work with communities. Activities target key entry points to gain maximum benefits.	AFP Commander Development specialists

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
	There may be a loss of reputation and negative impact on the relationship between the RSIPF, the AFP and SIG.					
Organisational: The AFP is unable to recruit, secure release from AFP police services, and to retain a sufficient number of suitably qualified police members willing to deploy under difficult conditions in SI.	The AFP Program outcomes would not be realised or would be delayed. Effectiveness (and value for money) of AFP's investment reduced.	Possible	High	Major	Timely recruitment and orientation of potential staff members. AFP recruits' skill sets and experience carefully matched with identified AFP Program needs.	AFP Commander
Financial: Costs to run the activities increase or the budget is reduced.	The PPF Program timetable may be disrupted as financial	Possible	High	Major	PPF Program executive will maintain contingency plans to cover this.	AFP Commander

Risk Category and Description	Potential Impact	Probability	Potential Risk	Potential Consequence	Proposed Risk Management	Responsibility
	resources are depleted prior to schedule.					
External: The RSIPF/SIG decides on an unsustainable model of policing.	Program outcomes not realised fully or only realised in part.	Possible	High	Major	Design based on RSIPF/SIG policies through consultation and on lessons learned. Good relationships with RSIPF, SIG and the law and justice sector, particularly through the BoM, will alert AFP Program to policing models.	AFP Commander DFAT/ key stakeholders

Likelihood identifies the level of likelihood of the risk occurring:

Probability/Likelihood Scale	
Measure	Description
Almost Certain	<p>Probability: There are indicators that the event is imminent or the event may already be happening, and/or high level of recorded incidents and/or strong anecdotal evidence, and/or a strong likelihood the event will re-occur</p> <p>Likelihood: Is expected to occur in most circumstances</p>
Likely	<p>Probability: There are indicators to suggest that this event is likely to occur if current conditions remain or data/intelligence predictions are accurate, and/or regular recorded incidents, and/or considerable opportunity, reason or means to occur</p> <p>Likelihood: Will probably occur in most circumstances</p>
Possible	<p>Probability: There are indicators to suggest that the potential for this event to occur may increase if not managed effectively, and/or few, infrequent, random recorded incidents</p> <p>Likelihood: Might occur at some time</p>
Unlikely	<p>Probability: No or minimal indication of potential occurrence under current conditions, or as shown by available data/intelligence</p> <p>Likelihood: Not likely to occur</p>
Rare	<p>Probability: No indication of potential occurrence under current or foreseen conditions or as shown by available data/intelligence</p> <p>Likelihood: May occur only in exceptional circumstances</p>
Probability of Risk Occurring	Potential Impact of Risk Occurring

	Negligible	Minor	Moderate	Major	Severe
Almost Certain	Moderate	Moderate	High	Very High	Very High
Likely	Moderate	Moderate	High	High	Very High
Possible	Low	Moderate	High	High	High
Unlikely	Low	Low	Moderate	Moderate	High
Rare	Low	Low	Moderate	Moderate	High

Consequence identifies the level of consequence if the risk occurs:

Consequence Scale	
Measure	Description
Severe	<p>Operational The event will immediately affect the operation's current progress and/or immediately jeopardise the successful outcome of the operation.</p> <p>Organisational/corporate/non-operational/training The event will immediately place organisational, corporate, non-operational or training objectives at immediate risk of failure.</p> <p>Project/program The event will immediately place the project/program at risk of failure.</p>
Major	<p>Operational The event will affect the operation's progress and/or jeopardise the successful outcome of the operation.</p> <p>Organisational/corporate/non-operational/training The event will place organisational, corporate, non-operational or training objectives at risk of failure.</p> <p>Project/program The event will place project/program objectives at risk of failure.</p>
Moderate	<p>Operational The event may affect the operation's progress and perhaps jeopardise the successful outcome of the operation, although not in the foreseeable future.</p> <p>Organisational/corporate/non-operational/training The event may affect the organisational, corporate, non-operational or training objectives and perhaps place them at risk of failure, although not in the foreseeable future.</p> <p>Project/Program The event may affect the project/program progress and perhaps place objectives at risk of failure, although not in the foreseeable future.</p>
Minor	<p>Operational The event may cause minor inconveniences to the operation, but manageable. No identified potential for the consequences to increase.</p> <p>Organisational/corporate/non-operational/training The event may cause minor inconvenience to the achievement of organisational, corporate, non-operational or training objectives but manageable. No identified potential for the consequences to increase.</p>

	<p>Project/program</p> <p>The event may cause minor program or project slippage. No identified potential for the consequences to increase.</p>
Insignificant	<p>Operational</p> <p>The event is not expected to affect the operation and will be managed through routine activity.</p> <p>Organisational/corporate/non-operational/training</p> <p>Organisational, corporate, non-operational or training objectives are not expected to be affected and will be managed through routine activity.</p> <p>Project/program</p> <p>The event is not expected to affect the program or project and will be managed through routine activity.</p>