

## Annex A: Original ToRs

### **Terms of Reference for the Mid-Term Review (phase 2) of the Solomon Islands Education Sector Program 2 Basic Education Component**

#### **1. Background and purpose**

The Solomon Islands Education Sector Program 2 (ESP2) is made up of four components. This mid-term review (phases 1 and 2) covers the following two:

- Component A: Foundation Skills in Basic Education
- Component D: Policy, Planning and Resource Management

Together we refer to these components as the ESP2 Basic Education Component (BEC).

ESP2 BEC has the following end of program outcomes:

1. More children complete basic education regardless of socio-economic status, location, gender or disability;
2. Children in basic education achieve improved learning outcomes, especially in literacy and numeracy; and
3. Resources are managed more efficiently and effectively according to a coherent strategic plan and budget.

ESP2 is aligned with the Australia-Solomon Islands Aid Investment Plan, Australia's Pacific Education and Skills Development Agenda (PESDA), the Solomon Islands National Development Strategy (NDS), Solomon Islands Ministry of Education and Human Resources Development (MEHRD) Education Strategic Framework 2016-2030, National Education Action Plan 2016-2020 (NEAP); and the previous NEAP.

The program consolidates progress and earlier investment in education system strengthening, with a focus on improving implementation and linking policy to resources and strengthening management and accountability to achieve results. Apart from scholarships, substantive Australian engagement in the education sector is relatively recent through participation in an Education Sector Wide Approach. This constituted a three-year investment from 2012 of approximately AUD31 million to support the Solomon Islands Government (SIG) improve education access and quality.

The purpose of this mid-term review (MTR) is to:

- assess whether ESP2 BEC's current Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets remain relevant and achievable.
- assess ESP2 BEC's performance and provide recommendations on how performance can be improved for the remainder of the current program (up to July 2019). This will include consideration of a recent Public Financial Management (PFM) and Procurement Assessment (phase 1 of the MTR – already complete).

- provide recommendations for the future direction of Australia's support to education (including but not limited to basic education) in Solomon Islands following the completion of ESP2 in mid-2019.

## **2. Evaluation scope and questions**

- How relevant and achievable are ESP2 BEC's Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets?
  - Does the fundamental rationale and assumptions for them still hold? This should include consideration of the changing context including New Zealand's reduction of budget support and introduction of the new Leaders and Education Authorities Project (LEAP).
  - Are they aligned with current need in the sector?
  - Are they aligned with current Australian and SIG development priorities as reflected in Australia's Aid Investment Plan for Solomon Islands, Australia's 2014 Aid Policy; Solomon Islands National Development Strategy and current SIG Policy Statement?
  - Are they aligned with the priorities of Australia's 2017 Foreign Policy White Paper?
  - Are they realistic and achievable within the current program cycle?
- How has ESP2 BEC performed and how could it improve?
  - What has ESP2 BEC achieved (or not)?
  - To what extent have program activities and outputs been delivered to agreed quality standards, timeframes and budgets?
  - Is the program pursuing the Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets or has the direction changed to some degree?
  - Is the program gender-sensitive and is it supporting benefits for children from diverse backgrounds including the very poor, children with disabilities and children in remote areas?
  - Does the program adequately manage its impact on the environment?
  - Is the program effectively supporting reform?
  - What role has technical assistance played in the delivery of the program? Is technical assistance targeted at the right priorities and areas?
  - Has the delivery approach (modality and governance mechanisms) been effective? This should include consideration of any impact of the removal of advisers in the Ministry of Finance and Treasury.
  - Are the governance arrangements effective in resolving program issues and supporting compliance, transparency and accountability of program decisions and expenditure (in line with the Direct Funding Agreement)?
  - Is ESP2 BEC's use of partner systems helping to strengthen those systems?

- How robust is ESP2 BEC's monitoring and evaluation?
- What steps should ESP2 BEC take during the remainder of the program to improve, in particular:
  - how could ESP2 BEC better identify lessons from what it does, and apply this to adjust programming on an ongoing basis?
  - what kinds of activities should ESP2 BEC persist with, refine or cease?
  - what key challenges/issues (if any) are hindering ESP2 BEC performance?
- What recommendations can be provided for the future direction of Australia's support to education (including but not limited to basic education) in Solomon Islands following the completion of ESP2 in mid-2019?

### **3. Roles and responsibilities of team members**

The Evaluation Team will comprise three members: the Team Leader who will be an Education Monitoring and Evaluation Specialist; a Solomon Islands Education Specialist and a representative (with observer status) from the Solomon Islands Post.

- The Team Leader will lead the evaluation process, including participating in the initial briefing, assigning tasks and responsibilities to the other team members, and presenting preliminary evaluation findings in the Aide Memoire. The Team Leader will also bear primary responsibility for delivering the following outputs, and will delegate/utilise the expertise of the other team members as necessary:
  - develop the overall approach and methodology for the review;
  - manage and direct the Evaluation Team;
  - represent the Evaluation Team and lead the Evaluation Team's consultations;
  - manage, compile and edit inputs from other Evaluation Team members, ensuring high quality of all reporting outputs;
  - produce the Aide Memoire, based partly on inputs from the Team Members;
  - produce the draft Mid-Term Review Report; and
  - produce the final Mid-Term Report.
- Under direction of the Team Leader, the Solomon Islands Education Specialist will be responsible for providing advice, written inputs and other assistance to the team regarding:
  - the education policies, priorities and interests of SIG and their implications for the review;
  - the context and practice for the education sector in Solomon Islands;
  - the wider social, political and cultural context of the Solomon Islands, and their implications for the evaluation; and

- the meaning of culturally-nuanced messages and insights conveyed during the in-country interviews.
- Under direction of the Team Leader, the Post Representative will be responsible for providing advice and other assistance to the team regarding relevant DFAT development priorities, interests and processes and their implications for the evaluation.

#### 4. Evaluation time frames and outputs

No	Task	Number of allocated days			Indicative date
		Team Leader	Solomon Islands Education Specialist	Post Rep	
1	Conduct a desk review of relevant documentation provided by DFAT	4	3	2	30 April – 3 May
2	Develop evaluation plan, including methodology, identification of key respondents, identification of further documentation required, logistics and responsibilities of team members	5	2	2	4 – 8 May
3	Travel time from the country of residence	1	1	0	9 May
4	Conduct meetings in Honiara, including initial briefing session with DFAT staff and MEHRD SMT and advisers	8	8	8	10 – 21 May
5	Conduct meetings in Gizo? Malaita? Guadalcanal?	2	2	2	
6	Conduct preliminary analysis of the interview results and prepare an aide memoire for submission at the end of the in-country mission, outlining the major findings and preliminary recommendations.	1	1	1	
7	Presentation of the aide memoire to DFAT-Australian Aid Program including Senior Management	0.5	0.5	0.5	
8	Travel time to the country of residence	1	1	0	22 May
9	Further data analysis and drafting of the Mid-Term Review report	10	3	5	23 May – 1 June
10	Submission of draft report	0	0	0	1 June
11	Receive consolidated comments on draft report	0	0	0	2 – 22 June

12	Preparation of final report	Up to 10, depending on extent of changes required	2	Up to 6, depending on extent of changes required	23 June – 2 July
13	Submission of final report	0	0	0	2 July
	<b>Total number of days</b>	<b>42.5</b>	<b>23.5</b>	<b>26.5</b>	

- Evaluation plan

This plan (maximum 10 pages) will outline the scope and methodology of the evaluation. The plan will include: the methodology to be used for assessing the outcomes of the program; the process for information collection and analysis, including tools such as questionnaires and/or questions to be asked during discussions; identification of any challenges anticipated in achieving the evaluation objectives; allocation of tasks of the evaluation team; key timelines, a consultation schedule identifying key stakeholders to be consulted and the purpose of consultations; and other activities/research to be undertaken. It is expected that the Evaluation Plan will be submitted to DFAT by 8 May 2018.

- Aide memoire

On the last day of the in-country mission (21 May 2018), the Team Leader with support from the Team Members will submit and present an aide memoire of up to 5 pages with key findings. The aide memoire will be prepared in dot-points based on a template to be provided. The team will have approximately one day to work on the aide memoire prior to presenting it to DFAT.

- Reporting

The team will produce the following reports:

- The first draft of the mid-term review (maximum 50 pages) should be submitted to the relevant DFAT Counsellor at Honiara Post for comments approximately two weeks after the end of the in-country visit.
- The mid-term review (maximum 50 pages) should be a clear and concise summary of the evaluation findings, implications and recommendations. Annexes should be limited to those that are essential for explaining the text.

## Annex B: Detailed Contextual Background

### Geographical and Cultural Context

The population of Solomon Islands is relatively small (584,000)<sup>1</sup> and inhabit 90 of the almost 1,000 islands which make up the country with a population density of 20.8 people per km<sup>2</sup>. More than 80% of the population reside in rural locations, with rural villages often comprising less than 20 households. Its population<sup>2</sup> is made up of mostly Melanesian with minority populations of Polynesian and Micronesian. Migrant groups include Chinese and Caucasians. Solomon Islands is culturally and linguistically diverse, with about 70 distinct languages, Solomon Pijin (the lingua franca) and English spoken in Solomon Islands. While English is the official language it is estimated that only 1-2% of the population use it according to a self-report survey<sup>3</sup>. The total land size of Solomon Islands is less than half the size of Tasmania and scattered across vast ocean (2896km<sup>2</sup>): from Choiseul Province in the northwest to Santa Cruz Islands 1,500 km to the southeast. Not only is the population divided by oceans between their islands but by rugged mountainous terrain within most of its nine (9) provinces. A combination of steep topography, poor soils, and very high average levels of rainfall in many places means that agricultural land represents only 3.9% of the total land area<sup>4</sup>. The country is vulnerable to natural disasters including cyclones, tropical depressions, flash floods, tsunamis, storm surges and king tides. Rural and urban households are both vulnerable to personal and property loss from natural disasters. Rural households are vulnerable to weather, pest, disease and natural disaster-related agricultural and fisheries losses including cash crops. Urban households are vulnerable to food and fuel price spikes and to the loss of income due to unemployment<sup>5</sup>.

### Socio-economic Context

A World Bank diagnostic report<sup>6</sup> for Solomon Islands notes that as a post-conflict country, there are major sources of fragility arising from the limited reach and effectiveness of the State with uneven development across the country and vulnerabilities associated with climate change.

---

<sup>1</sup> This estimate is the latest reported in the WDI for 2015. The Solomon Islands National Statistics Office (SINSO) estimates the population at 642,000 for 2015.

<sup>2</sup> 94.5% Melanesian; Polynesian (3%) and Micronesian (1.2%) with Chinese and other migrant groups. Solomon Islands is predominantly Christian (92%) with prominent Anglican (35%) catholic (19%), South Seas Evangelical Church (17%), United Church in Solomon Islands (11%) and Seventh Day Adventists (10%). The remaining 8% adhere to Islam, Jehovah Witnesses, the Church of Jesus Christ of Latter-day Saints (Mormons), the Bahai faith and aboriginal beliefs.

<sup>3</sup> Solomon Islands Population. (2018-06-16). <http://worldpopulationreview.com/countries/solomon-islands-population/>. Please note that as with most data of this type, this is based on self-report and follow up questions related to the type of use (e.g. speaking, reading, using for communicative purposes) which would have been useful were unavailable.

<sup>4</sup> World Bank (2017) Solomon Islands Country Diagnostic Study.

<sup>5</sup> IMF2016, Solomon Islands Economic Documents – Medium Term Development Plan 2016-20.

<sup>6</sup> World-bank 2017 Solomon Islands Country Diagnostic Report.

The ethnic conflict according to the report has cost Solomon islanders dearly in economic terms, with people poorer on average today than they were two decades before the conflict. During the period since the tensions, Solomon Island's economy has grown<sup>7</sup> quite strongly driven by logging, agriculture, and the post-conflict expansion in public sector spending. Its recent growth averaging five percent has primarily been driven by logging<sup>8</sup>. Findings from a 2012-13 Household Income and Expenditure Survey in Solomon Islands notes including that:

- Absolute Poverty<sup>9</sup> in Solomon Islands is highest in Guadalcanal province, which has the combination of higher poverty risk as well as larger population size, accounting for the biggest share of persons living in poverty. Almost three-quarters of people living below the poverty line are in Makira and Malaita.
- Rural communities are more likely to be poor compared to urban households. About 87% of the poor in Solomon Islands live in rural areas. Those who are severely poor also live in rural areas<sup>10</sup>. The depth and severity of poverty are higher in Makira (by 2.5 times the national average and 3 times when weighted for severity) and Guadalcanal provinces (by 1.7 times the national average and 2.9 more than the national average when weighted for severity)<sup>11</sup>.
- The risk of someone falling into poverty is highest in Honiara compared to anywhere else in the country because despite nominally higher incomes of households in Honiara, the cost of living in Honiara is significantly higher.
- The poverty risk in Makira is much higher than in Honiara despite much lower cost of living there, indicating that, in Makira, low income is the primary driver of poverty, while in Guadalcanal, though nominal incomes are higher than in many other provinces, they are not sufficiently high to compensate for the higher price level there, likely influenced by the higher prices in the capital city<sup>12</sup>.
- Poverty increases with age of the head of the household and is highest for people in households where the age of the household head exceeds 50 years. On the other

---

<sup>7</sup> 2002 real GDP 24.4% below previous 1998 figures. Next six years growth averaged 7.3 percent per year.

<sup>8</sup> World-bank 2017 Solomon Islands Country Diagnostic Report page 32.

<sup>9</sup> SINSO 2012-13 HIES measures living standards as total consumption expenditure, specified as the total monetary value of all food and non-food goods consumed by the household. This welfare indicator is expressed "per adult-equivalent" to take account of the age composition of households.

**Component A: Foundation Skills in Basic Education (Literacy and Numeracy)**

**Component B: Skills for Economic Growth**

**Component C: Higher Education Scholarships**

**Component D: Policy, Planning and Resource Management**

The program was originally planned for an eight-year timeframe to 31<sup>st</sup> December 2022 with the aim of "consolidating progress in system development from the past investments to deliver measurable results on the ground" (DFAT and MEHRD, 2014 p.vi)<sup>9</sup>. The program was planned to be delivered in two phases with phase 1 ending on 31<sup>st</sup> December 2018 with measurable progress towards End of Program y commodities vary across provinces, the value of consumption is adjusted to account for differences in inter-province prices. A Solomon Island-specific "poverty line" is specified as the minimum expenditures needed to obtain basic food and non-food goods considering prevailing consumption patterns in the country. All households whose expenditures fall below the basic needs poverty line are deemed to be severely poor.

<sup>10</sup> Ibid

<sup>11</sup> Ibid.

<sup>12</sup> Ibid

hand, the poverty risk for female headed households is slightly less than for male headed households. Male headed households account for 92% of the total number of people that live in poverty.

- There is a correlation between poverty and the level of educational attainment. About 40% of those that are poor in Solomon Islands live in households in which the head of the household does not have at least six years of primary schooling. The number of poor households declines clearly and steeply with higher education attainment of the household head.
- The very small size for the province of Rennell-Bellona limits an accurate estimation of poverty measures for the province for statistical purposes and thus Rennell-Bellona is included as part of Central Province. Administratively, prior to 1993, Rennell-Bellona was part of Central province.<sup>13</sup>

## Historical Context

Solomon Islands is a young country and turned 40 recently on 7 July 2018, having gained independence from Britain in 1978. Its unitary system of Government consists of two main tiers, central and provincial governments, mirroring the British system that had gone before it.<sup>14</sup> Efforts to improve service delivery through decentralisation are yet to be fully realised.

Since independence successive governments have pursued decentralisation of certain powers and functions to provincial governments to improve service delivery. Following the collapse of the government in 2000<sup>15</sup> and subsequent peace negotiations under the Townsville Peace Agreement, renewed interest in decentralisation (through greater autonomy to the Provinces) and efforts to replace<sup>16</sup> the 1978 constitution commenced in a move towards a shift to a federal system of Government<sup>17</sup>.

Our consultations showed mixed views in this area. Motivations for this change were said to be consistent with historical sentiments and include: (a) views that central government is unable to provide effective service delivery for its people; (b) provincial governments are agencies of central government with minimal power to effect or provide adequate services for constituencies; (c) the constitution inherited at independence did not adequately reflect

---

<sup>13</sup> Clarification From Moses Tongare: RenBell's population was too small to be classified as a province so it was grouped with Central Province

<sup>14</sup> Nanau G L (1998) Decentralisation efforts in Solomon Islands

<sup>15</sup> Civil unrest experienced (1998-2003).

<sup>16</sup> Draft federal constitution completed in July 2018 – Forum Solomon Islands 2 August.

<sup>17</sup> Blunt P & Turner M (2007), Chapter 7 Decentralisation in the Asia Pacific. In: Decentralising Governance Emerging Concepts & Practises pp115-130; Turner M (1999), Central-Local Relations: Themes & Issues. In: Central-Local Relations in Asia Pacific, International Studies Program Working Paper. S.I.: School of Policy studies, pp.08-30; Scales I (2007), The coup nobody noticed: The Solomon Islands Western State Movement in 2000. The Journal of Pacific History, 42(2) pp.187-209



or embrace the diversity of Solomon Islands; (d) inequitable revenue sharing and distribution; and (e) would bring about lasting peace and a stronger sense of nation-hood<sup>18</sup>.

While such decisions are of a sovereign nature, DFAT's education program is able to assist MEHRD with strengthening its administrative decentralisation efforts which so far have remained a challenge in its efforts to strengthen governance at provincial and school levels. This has to some extent been limited by legislation but is also because downward accountabilities of Provinces to their constituents are limited by uneven capacities across the provinces to generate enough revenue to supplement small central government grants. Further details are provided in the section on effectiveness related to EAs and schools.

## Education Context

Prior to Solomon Islands becoming part of the British Protectorate in 1893, education was established by early Missions. It later moved to become part of the British protectorate and an Education Department was established as part of the administration of the Protectorate. The opening of an Education Department was a major step towards a coordinated and concerted effort in planning, administration and management of education. This resulted in the integration of the Missionary Education System into the Protectorate Education System. These establishments were formally recognised in the 1978 Education Act (Cap 69)<sup>19</sup>.

While there had been less of a focus on Education by the Protectorate, when it did increase its focus on education, it was motivated by the need to build national unity and strengthen law and justice amongst the different ethnic and island groups. The approach to achieving this was to establish several national primary schools that enrolled students from various island groups and offered a standardized national curriculum. A Senior Primary Certificate examination was used for students who had completed primary education to standard seven (7)<sup>20</sup>.

The Administration expanded secondary education and developed a standardised national curriculum. Secondary education, up to Form II, was first offered at King George VI School, and later at church schools. The need to align the education system to an international system became apparent and the Cambridge School Certificate, a British 'O' Level School Certificate was introduced including a four-year secondary education. This resulted in the

---

<sup>18</sup> FSII F.S.I.I., (2018) Forum Solomon Islands International, Debating Solomon Islands draft Federal Constitution 2 August 2018 [online]; Mae P. M (2010), The Constitutional Reform Process in Solomon Islands: An analysis of the Peoples involvement in the making of the draft Federal Constitution [Online]

<sup>19</sup> MEHRD 2015 White Paper

<sup>20</sup> Ibid.

raising of the level of English proficiency and advanced mathematics along with Science and Social Science<sup>21</sup>.

A draft Education Bill<sup>22</sup> is in the process of being finalised and aims to provide the enabling framework for strengthening and progressing current reforms in the education sector. It aims to ensure that MEHRD and its stakeholders can:

- (a) continue to improve access, quality and management of the education system;
- (b) provide appropriate educational frameworks, structures and institutions that will govern, manage and implement educational policies;
- (c) promote values and attitudes that foster societal harmony;
- (d) foster an understanding and critical appreciation of the values - moral, spiritual, religious, social and cultural - which have been distinctive in shaping Solomon Islands society and which have been recognized and respected within the community;
- (e) nurture a sense of personal identity, self-esteem and awareness of one's personal abilities, aptitudes and limitations, combined with a respect for the rights and beliefs of others;
- (f) promote equal educational opportunity for all, including those who are disadvantaged, through economic, social, physical and mental factors, to develop their full potential;
- (g) develop intellectual skills combined with a spirit of inquiry and the capacity to analyse issues critically and constructively;
- (h) foster a spirit of self-reliance, innovation, initiative and imagination;
- (i) provide learners with the necessary education to support the country's economic development and to enable them to make their contribution to society in an effective way;
- (j) create tolerant, caring and politically aware citizens who understand their rights and responsibilities; and
- (k) ensure that young Solomon Islanders acquire a keen awareness of their national heritage and identity, and an awareness and respect and care for the environment.

(Further details of the LEAP program together with a preliminary analysis are to be found in Annex J)

---

<sup>21</sup> Ibid.

<sup>22</sup> 2015 MEHRD White Paper and Draft Education Bill vs7.

## Annex C: Discussion of Methodology and Approach of the Mid-Term Review

The ESP2 BEC MTR was undertaken in two phases. The first Phase consisted of Australia's update review of Solomon Islands Government (SIG) 2012 Public Financial Management – Education Sector Assessment of National Systems and a SIG Education Sector Procurement Assessment in late 2017. The purpose of Phase 2 was to undertake summative and formative assessments of Australia's education investments commencing 2015 to date (July 2018) of Component A: Foundation Skills in Basic Education and Component D: Policy Planning and Resource Management.

The findings of the review will be used to inform key management decisions related to ways forward in the sector, including design of the next phase of support. The primary MTR audience is the Australian High Commission Education Program and MEHRD. The MTR findings will also be used to inform the New Zealand High Commission's future Education Program.

### 1. General Approach

The general approach was primarily qualitative with data quantified where possible. It consists of: document review, semi-structured interviews and focus group discussions. Site visits were based on high, medium and low performance EAs and used an observation form. Meetings were also held with a number of Year 6 students (boys and girls). The review questions provided in the ToRs were grouped according to broad criteria and questions and sub-questions were numbered. These were cross-referenced to the instruments (See Table 1 on page 17 for the full list of review questions).

### 2. Methodology

The methodology of the MTR consisted of:

- A document analysis
- Individual consultations
- Site visits

#### **Document Analysis**

This consisted of three phases: an initial analysis of documentation prior to arrival in-country; extra background reading to supplement consultations and final in-depth reading of documents sourced during the trip to Honiara and subsequently. Information from the various documents was entered into a spreadsheet cross referenced to the questions in Table 1 above on page 17 of the main report.

#### **Consultations**

Consultations took place including with the following:

- Secretary to the Prime Minister
- MEHRD officials at all levels
- Representatives of NGOs including Save the Children Australia
- Representatives from UNICEF
- Representatives from 8 EAs: Western Province, Catholic Church, United Church, Rennell-Bellona, Honiara City Council, SSEC and Anglican
- LEAP staff including provincial mentors
- Representatives from SINTA
- Past and present Technical Advisers
- Focus groups of teachers and school principals (from a number of schools)
- Focus groups of school boards
- Focus groups of communities
- Attendance at workshop presentation giving the results of SISTA 2017

A full list is included in Annex D.

### **Site visits**

Site visits took place at six (6) schools in three provinces during which focus groups were held with teachers, communities and children. Apart from Guadalcanal, provinces were purposively selected with one province with a large urban centre and a relatively strongly performing EA and one more remote where the EA faced greater challenges.

### **Data Collection Instruments**

A range of data collection instruments were designed to cater for different stakeholders and different data collection modalities.

- 5 separate semi-structured interview schedules for various audiences. The questions in the interview schedules were cross-referenced to the Key Review Questions and sub-review questions for ease of analysis. However, the format for these was a Tokstori with the key questions serving only as prompts
- Two separate Focus group protocols: One for communities and one for teachers again using Tokstori methodologies
- Site visit checklist to look at the physical condition of school<sup>23</sup>
- Separate methodologies were used when interviewing children more appropriate to their age group than standard interview protocols

(See Annex F for sample of data collection instruments)

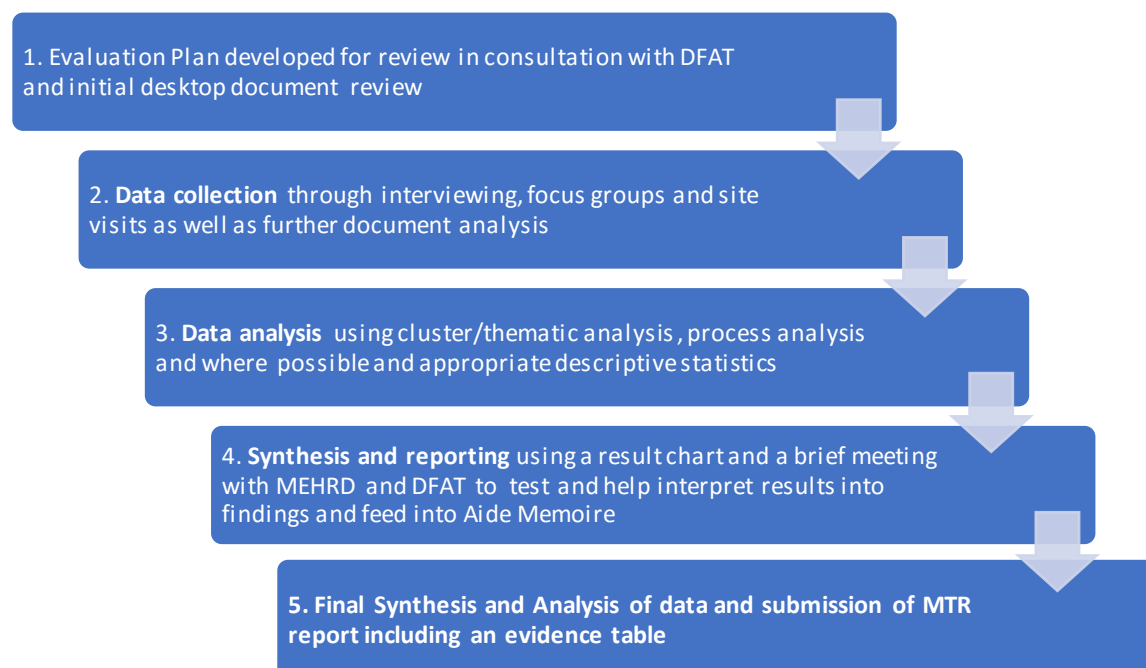
## **3. Data treatment and analysis**

---

<sup>23</sup> While the majority of instruments were useful, we were clearly unable to pilot them. The checklist for site visits in particular failed to capture a great deal of the information, we would have liked so this was substituted for making notes and taking of photos to document evidence.

Results of initial documents analysed and data collected were initially typed up into an Excel spreadsheet cross-referenced to questions. In the later stages of the exercise, data was simply typed up.

*Figure 1: Main Stages of Methodology*



After the data had been typed up, a results table was generated (see Annex K). This looked at each original question and listed our findings at the end of our time in country. The table is illustrative of our methodology and does not represent later findings since a great deal of additional information was received after we left Solomon Islands.

#### 4. Ethical Considerations

The evaluation was based on the Australian Council for International Development Principles 24. (2017). Principles and Guidelines for Ethical Research and Evaluation in Development. Great care was taken to preserve the anonymity of responses and to ensure that results were free of bias. This was achieved by:

- assuring respondents that their responses would be anonymous and that care would be taken during reporting to ensure that they could not be identified and that they had the right of refusal;

---

<sup>24</sup> Australian Council for International Development Principles <sup>24</sup>. (2017). *Principles and Guidelines for Ethical Research and Evaluation in Development*. Canberra, Australia: ACID.

- ensuring that the AHC observer did not attend any interviews where her participation might be viewed as sensitive;
- ensuring a balance of members of the team including an individual who had no previous links at all with the program; as well as individuals with deep contextual knowledge who understood the challenges of working in remote locations;
- basing the approach on semi-structured interviews and documenting the results in writing; results will be kept for a period of a year following the evaluation;
- ensuring that as far as possible, all interviews and focus groups were carried out by two people; and
- where possible, it was felt to be applicable, interviewing male and female community members separately.

Where there were disagreements between different respondents, this is acknowledged in this report.

The Team Leader had previously acted as a member of the original design team. This was declared both at the outset of the program as well as in meetings where this might have been relevant. Work which required examining the design (e.g. Annex H which consisted of cross-referencing the original design to activities which had actually taken place) was completed by the other member of the team. It should, however be noted that having a member of the Team with a deep knowledge of the design was overall an advantage.

## 5. Managing Limitations

As with all studies of this nature, there are limitations although care was taken to mitigate the risks associated with these. The team was in country for a short period of time, the team itself was small and there was little time in country to reflect on the outcomes of each day with meetings sometimes going from 8:00am through to 9:00pm in order to take advantage of possibilities to meet as many people as possible. A number of the questions in the instruments designed prior to arrival needed to be modified at short notice since the instruments had not been piloted and some items were found not to be appropriate. Some of the team had not previously met and briefings had to be quick and efficient. While we were provided with a large number of reports, some key documents were received fairly late in the team's work. The large number of questions spread across a breadth of areas also posed challenges in sourcing the information during the short period in country. There was a high level of interest in the review outcomes at senior levels within MEHRD and across development partners, meaning that a large number of comments were received for consideration for inclusion in the final report

We were helped in managing limitations through the following

1. The ToRs were very clear in terms of specificity of questions but gave no indication of likely answers that may have been sought, at first a slight source of mystification but ultimately leading to a more independent review.

2. An AHC observer was with us for the majority of the time, but withdrew where any of the team or she, herself felt that interviewees may have been constrained by her presence.
3. We found that at all levels interviewees opened up more quickly when the team included people from the region who clearly had a breadth and depth of experience.<sup>25</sup>
4. A large number of documents were made available to us prior to our time in country and more importantly we were put in touch with other AHC-funded consultants whose work may have overlapped with ours.
5. Partners including AHC and MEHRD were extremely flexible in responding to our changing needs often at short notice.
6. Accessing of key documents and key information was frequently time-consuming. However thanks to AHC staff, most documents were available.
7. The opportunity to visit provincial sites including those which are more remote was an incredibly valuable opportunity.
8. Flexibility in allowing for some slippage of time frames was very much valued in order to enable the team to respond in a thoughtful manner to the comments received as a result of the first draft.

---

<sup>25</sup> Having a Solomon Islander on the team who had a depth and breadth of knowledge of education in the Pacific as well as DFAT working procedures was invaluable. More than one respondent said that teams of this nature should attempt to source Solomon Islanders and Pasifika people before looking at the broader international context.

## Annex D. Full Aide Memoire

### Mid-Term Review ESP 2 Solomon Islands Basic Education Program

July 2018

The review team wishes to thank all stakeholders who were very generous with their time and constructive in their comments. Sincere thanks also to those involved in arranging the review schedule and ensuring that the MTR mission in Solomon Islands was successful.

#### Introduction

This document contains preliminary findings from an independent mid-term review (MTR) of the Education Sector Program 2 Basic Education Component (ESP 2 BEC – the Program), commissioned by the Government of Australia through its Education Program in its High Commission in Honiara, Solomon Islands.

The ESP 2 BEC MTR has been undertaken in two phases. The first Phase consisted of Australia's update review of Solomon Islands Government (SIG) 2012 Public Financial Management - Sector Assessment of National Systems and a SIG Education Sector Procurement Assessment in late 2017. The purpose of Phase 2 was to undertake summative and formative assessments of Australia's education investments commencing 2015 to date (July 2018) of Component A: Foundation Skills in Basic Education and Component D: Policy Planning and Resource Management.

This document forms the basis of preliminary findings from Phase 2 of the MTR consisting of:

- (a) Initial document analysis; and
- (b) stakeholder consultations in Solomon Islands

The MTR team undertook work in Solomon Islands from 26 July to 10 August 2018 consisting of further document review and school visits in Rennell-Bellona and Western Provinces and Honiara. Focus group discussions and semi-structured interviews were held with Provincial and Church Education Authorities, Head-Teachers, Teachers, School communities, Parents and Students. The MTR team also met with Solomon Islands Government representatives from the Ministry of Education and Human Resources Development (MEHRD), the Prime Minister's Office and Ministry of Development Planning and Aid Coordination. Development Partners and NGOs were also interviewed.

The findings of the review will be used to inform key management decisions related to ways forward in the sector including design of the next phase of support. The primary MTR audience is the Australian High Commission Education Program and MEHRD. The MTR findings will also be used to inform the New Zealand High Commission's future Education Program.

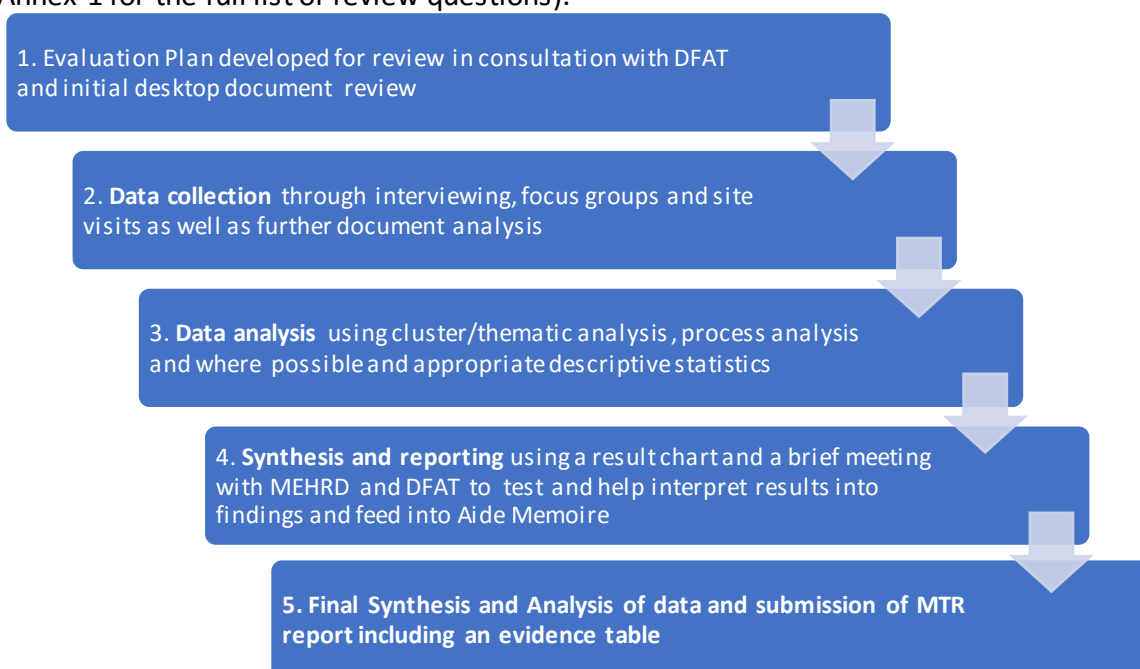
This Aide Memoire presents the review team's initial findings and recommendations to provide the opportunity for further discussion and stakeholder feedback. The Aide Memoire is based mostly on the team's recent consultations in Solomon Islands and the initial document review. The preliminary findings contained in this document represent an early stage of the exercise and feedback on this Aide Memoire will help shape further analysis and the report writing phase of the review. As such, this Aide Memoire is not the final report and preliminary findings may be subject to change as the team continues to analyse



the information gathered (including new documentation received), integrate the findings from various sources and fully develop its thinking.

## Methodology

The methodology is primarily qualitative with data quantified where possible. It consists of: document review, semi-structured interviews and focus group discussions. Site visits were based on high, medium and low performance EAs and used an observation form. Meetings were also held with a random number of Year 6 students (boys and girls). The review questions provided in the ToRs were grouped according to broad criteria and questions and sub-questions were numbered. These were cross-referenced to the instruments. (See Annex 1 for the full list of review questions).



Currently the results chart is in the process of being completed. Further document analysis will also take place using documents sourced during the in-country mission.

Full details of the methodology including interview protocols and details of the approach and methodology used with students (children) are contained in the full review report.

## Preliminary Findings

In this section, we present our preliminary findings.

### Relevance

The program continues to align closely with education priorities of Solomon Islands and Australia. It ensures that Australia is well placed to engage in meaningful policy dialogue at the system level and to leverage its investments in improving learning outcomes for Solomon Islanders.

Key points relating to relevance from the preliminary analysis of consultations and document analysis include:

- The Program is still relevant in terms of overall goals and end of program outcomes (including the SIG National Development Strategy and Medium-Term Development

Plan). The new NEAP 2016 – 2030 also focuses on the key goals of the programme while adding other priorities e.g. adult literacy

- The Program as originally designed is not well known although Australian support to education in Solomon Islands is well known and appreciated. The fact that individual program activities could not always be identified as easily as though funded through MFAT may suggest that the Australian program is well embedded in supporting the NEAP in the spirit of a true SWAp.

### Effectiveness and End Results

The Program continues to pursue intermediate and end of Program outcomes. Appetite for reform appears to be strong. This includes, teacher and school leadership professional development, support for SSU, LPMU (NZ MFAT funded), systems strengthening in procurement, financial management, planning and reporting and M & E, curriculum and pilots such as literacy boost, and Play School Ready in Choiseul as well as the vernacular pilot.

Key points relating to effectiveness and end results from the preliminary analysis of the consultation and document data include:

#### **Component A**

- While broader level goals are being pursued, some support activities have not taken place e.g. support for SIEMIS and targeted innovation grants. A number of activities have dropped away from the initial design. For example, school and cluster-based training, support to reviewing the SIEMIS platform, targeted innovation grants, textbook procurement and distribution reforms. The focus to date has been on literacy rather than numeracy which had much higher rates than literacy even at regional level
- There is an increased awareness of early literacy: a prerequisite before behavioral change can take place in the classroom
- The program is reaching the classroom level through grants, school leader and teacher training as well as curriculum reform
- The School Leadership training is highly valued and has led to classroom improvement through mentoring of teachers. It was noted by MEHRD that those who have completed this training are also more easily able to manage the school grants and are contributing to improving school-based management (observed in Honiara).
- While grants are going out to schools, there is some lack of transparency at the school level in relation to the process of decision making and how grants are allocated especially where there is little involvement by parents and the community. Where there is a strong parent / community – school relationship, and a strong board, the system of grants is working well, and the community supports the school in several ways.

#### **Component D**

- There is a clearer demarcation of functions of divisions and roles of individuals within MEHRD because of the recent restructuring as well as strong Ministry leadership combined with TA support. Performance Management and Planning commenced in 2017 and is being embedded. However, the issue of compliance remains a challenge.
- There is an acknowledgement that following government procedures is important, and that money needs to be safeguarded but there is inconsistent understanding of the SIG PFM Act 2013 and financial instructions impacting on compliance.
- Key frameworks such as MEHRD Learning and Development Framework and Implementation Plan which would support performance management and professional development of MEHRD staff and the professional development policy are in the process of or in need of review.
- Performance standards have been set for EAs using a participatory process but are yet to be implemented.

### Efficiency

The new NEAP has meant that most activities are informed by detailed long-term planning. While central MEHRD is very well resourced in terms of staff, Provincial Education Authorities (PEAs) and EAs appear to be under-resourced from an HR perspective. This limits their ability to effectively support and monitor schools, both from the point of view of finance as well as due to a skills deficit. Job descriptions of the personnel do not always reflect all the tasks required of them e.g. book distribution. There are major concerns about the underspend of Australian funds. While Technical Assistance (TA) provided by Australia is highly valued, opportunities remain to further maximize use of expertise at an individual and system level, by strengthening current capacity development approaches.

Key points from the preliminary analysis of the consultation and document data:

#### **Component D**

- Coordination and communication are generally good between DPs and MEHRD, particularly at the senior tiers of MEHRD management. There were requests for this to be strengthened, at the operational level. The link between MEHRD and EAs and EAs and schools involves some challenges. This relates to both horizontal and vertical communication and the complexities associated with MEHRD de-concentration in the Provinces.
- The partner relationship is strong, but DPs individual requirements are placing a transactional burden on MEHRD visvis DPs, which undermines the merits of a SWAp. For example, separate Mid-Term Review, annual verification of sector performance and setting of indicators and parallel projects with MEHRD outside the SWAp mechanism.
- Communication is also an issue related to development partners. For example, we were made aware at the end of the in-country mission that MFAT is funding a regional program for ECD through UNICEF which includes Solomon Islands.

- It is difficult to track whether program activities have been delivered to agreed time frames and to budget as Australia's Direct Financing Arrangement (DFA) does not detail the Basic Education Component nor is the design document annexed to the DFA.
- Although planning for TA is being embedded, it is reported to be challenging in terms of procurement (see below) <sup>26</sup>. Several requests for TA were suggested during interviews.

#### *Technical Assistance*

- TA in procurement and finance are fulfilling an important compliance role on behalf of development partners but are less engaged in capacity building (individual/institutional) activities.
- Interpersonal skills are as important as technical skills when selecting TA but such skills are not easily visible through CVs.
- There has been a lack of continuity in TAs<sup>27</sup>. Delays in mobilizing TA e.g. for M & E has meant that some activities have been delayed. Gaps between TAs fulfilling the same role e.g. Education Sector Adviser meant there was no handover and knowledge had been lost.
- There are also issues related to the management and accountability of TA.

#### *Delivery Approach*

The delivery approach of budget support aligns to best practice according to the Paris Declaration on Aid Effectiveness as well as according to the international DAC signed up to by DPs and through the Cairns Compact. Importantly, the SWAp maximises Australia's investments by extending its reach across Solomon Islands and at the same time strengthens SIG's service delivery systems.

PFM and Procurement risks are being managed well. The development risks associated with using SIG systems need to be considered since efficiency and effectiveness of that system may constrain Value for Money and minimise the potential impact of Australia's investment.

The Program M and E is in total alignment with the NEAP although the fact that the MEL was only completed in 2017 means that opportunities to monitor early activities was lost. Ideally such monitoring would have provided a feedback loop into ongoing activities. The NEAP MELP sets out monitorable outcomes and outputs and should provide Australia with the confidence required to be able to assess success for its current and future education investments.

Key points from the preliminary analysis of the consultation and document data:

- The quarterly finance and audit meetings / Finance Committee meetings do not take place on a regular basis.

---

<sup>26</sup> The team will provide a list of suggested TA for the remainder of the program including whether these positions should be local or international, short vs long-term etc. It has been agreed that SSU will have the opportunity to comment on this list.

<sup>27</sup> This includes volunteers

- The system of joint reviews is working well but coordination mechanisms tend to be used for information sharing rather than for transparent and inclusive decision making.
- There has been no separate MEL for the program or plan for any special studies which may need to be completed.

#### Cross-cutting issues

While the team has some preliminary findings related to child protection, the environment and gender, further in-depth analysis of key background data is required.

#### Future

Drawing on our consultations, observations and other key documents including research from other contexts, there are several areas that need to be considered when planning for the future.

- There are still issues related to Opportunity to Learn (see Annex 2)
- The NEAP looks at support for adult literacy which is currently not being addressed by the Program.
- There is an appetite for greater use of new technologies although the ADB initiative to put tablets in schools does not appear to have been sustained.
- Sustained gains in literacy and numeracy take time.
- The curriculum work is due to move into the next phase of implementation. Research from other contexts demonstrates that curriculum and professional development need to go hand in hand.
- The fact that MFAT is funding a regional program in ECD through UNICEF needs to be considered to avoid duplication of effort

#### Preliminary Recommendations

RECOMMENDATION	RATIONALE	FINDINGS
<p>The delivery approach, tagged if necessary, should continue. MEHRD should be helped with spend through:</p> <ul style="list-style-type: none"> <li>- TA specific to capacity building in procurement and PFM</li> <li>- Outsourcing where possible and increasing use of larger drawn down contracts</li> <li>- Provision of a clear operating manual (rules and tools)</li> </ul>	<ul style="list-style-type: none"> <li>- Best practice</li> <li>- Greater efficiency</li> <li>- Only way to reach all schools in the country</li> <li>- Australia can effectively support MEHRD achieve positive change for Solomon Islanders</li> </ul>	<ul style="list-style-type: none"> <li>- Despite only contributing to 5% of the overall education budget, donors engage in meaningful conversation with government.</li> <li>- The program is reaching schools and Australian contributions are making a difference at this level.</li> <li>- The current TA in procurement and PFM are providing the necessary compliance role.</li> </ul>
Partners should continue their focus in the current areas related to basic education	<p>Gains made need to be sustained</p> <p>Literacy is the gateway to all</p>	<ul style="list-style-type: none"> <li>- The end of Program goals and outcomes remain relevant for Australian</li> </ul>

	learning. If a child fails to learn to read, learning is closed off to them as in Solomon Islands most of the later learning takes place through text	investment.
TAs in PFM and procurement remain relevant and should continue but be supplemented by a TA specifically to help strengthen capacity in a facilitative rather than policing role. In the future, advisers should work closely with corporate services to help develop the appropriate sections of its planned standard operating manual (rules and tools) to ensure a consistent institutional approach that is driven by MEHRD corporate services.	The particular nature of the PFM and Procurement posts means that they require a breadth and depth of expertise in niche areas. It is often difficult to find advisers who have this expertise as well as the capacity development skills.	MEHRD currently has a significant 372 underspend MEHRD staff expressed the view that they needed help and support in understanding SIG procurement and finance regulations.

#### Other Preliminary Short-Term Recommendations

- Partners should adhere to the capacity development guidelines in the MDPAC policy (Annex E of SIG partnership framework)
- Partners (through TA) should support SSU / MEHRD to strengthen planning and accountability structures through a review of existing coordination structures. Expansion of the procurement and finance committees may be an opportunity if appropriate, to transition this to a quarterly governance committee which includes quarterly sector progress reporting and planning, inclusive of procurement and finance.
- MEHRD should have greater oversight of TA. Partners should expand current professional development opportunities by including EA Education Officers in the leadership training.
- Partners should support compliance across the Ministry by supporting corporate services to develop its planned standard operations manual, refer to recommendation 3 above in recommendations table.
- Partners should support MEHRD where appropriate to complete policies and other frameworks that are in draft.
- Partners should assist MEHRD to renegotiate the contract with Pears on whereby Pearson keeps the copyright and does not allow the Ministry to access soft copies of materials. This means that, for example, the Ministry is unable to provide PDFs of teachers' guides for individuals to access.
- SIEMIS provides high-level information to enable reporting against key indicators and is used for evidence-based decision making. However, the platform currently used

for SIEMIS (PINEAPPLE) is owned by an external expert and SIEMIS staff are unable to add in additional questions without the express permission and usually physical presence of the individual who owns the intellectual copyright of the platform. Partners could consider assisting SIEMIS to review the current platform.

#### Preliminary Recommendations for the design

- There are some evidence gaps which could usefully be addressed before the next design. These include a deeper dive into literacy as well as realistic potential for the use of grants.
- Partners should consider a more participatory approach to the design by including someone from Government (e.g. SSU) on team and / or a representative of EAs.
- The DPs should have a joint design and a joint financing agreement that supports implementation of the NEAP.
- The current approach to independent verification of performance indicators should be reviewed and ensure a consistent approach is used over the life of the future program..
- Design team should visit at the least provinces visited by the MTR team.
- The design must include an evaluation design identifying approach, methodology and timings - specifying key baselines, reviews, data collection etc.
- The design should respect the regulations of MDPAC in relation to timing or ensure that donors are seen to be supporting SIG policy despite the fact that such a policy may not be adhered to by others.
- Review how greater links and cohesion between the education sector SWAp and Australia's efforts in the Governance program (support to MoFT and Public Service) could be strengthened to ensure that Australia's governance strengthening efforts are in-turn strengthening its investments in education.
- The design should continue in the area of basic education but should focus on locally defined problems (as opposed to transplanting pre-conceived and packaged best practice solutions from other contexts),

## Annex 1 to Aide Memoire

### Key Review Questions and Sub-Questions

Note: Key sub-questions are signalled in bold

Key Review Questions (KRQs)	Sub-questions
<b>RELEVANCE</b>	
1. To what extent are the rationale for BEC, BEC's current Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets remain relevant and achievable?	1.1. Are they still aligned with Australian and SIG priorities?
	1.2. What has changed since the start of the program (including LEAP and MFAT positioning)?
	<b>1.3. Are BEC goals still aligned with current needs in the sector?</b>
	1.4. Does the theory of change for the program still hold?
<b>EFFECTIVENESS AND END RESULTS</b>	
2. How has ESP 2 performed?	2.1. Is the program still pursuing the original Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets ?
	2.1a. <b>What has worked well and why?</b>
	2.1b To what extent is the program effectively supporting reform ?
	2.2. <b>What has not worked well and why? What aspects could be improved?</b>
	2.3. Are the key program objectives realistic and likely to be achieved within the remaining time available? Why / why not?
	2.4. What lessons can be learned from the program to date?
	2.5. What have been the challengers and enablers to program effectiveness?
<b>EFFICIENCY</b>	
3. To what extent have program activities and outputs been delivered to agreed quality standards, timeframes and budgets?	3.1. To what extent have program activities been delivered to agreed timeframes and budgets?
4. What role has technical assistance played in the program?	4.1. What areas have TA been concentrated in?
	4.2. To what extent have TA been targeted in the right priorities and areas?
<b>DELIVERY APPROACH</b>	
5. To what extent has the delivery approach been effective?	5.1. To what extent has the delivery approach of budget support been effective?
	5.2. To what extent have governance mechanisms been effective in resolving program issues and supporting compliance, transparency and accountability of program decisions and expenditure (in line with the Direct Funding Agreement)?
	5.3. What structures are used to manage aid in the AHC?
	5.4. To what extent has ESP 2 BEC's use of partner systems helped to strengthen those systems?



	5.5. To what extent has the monitoring and evaluation of the program been robust and aligned with government M&E?
	5.6. <b>How could the delivery approach be improved?</b>
	5.7. To what extent have parallel support mechanisms been beneficial?
<b>FUTURE</b>	
6. What recommendations can be provided for the future direction of Australia's support to education (including but not limited to basic education) in Solomon Islands following the completion of ESP2 in mid-2019?	6.1. What steps should ESP2 BEC take during the remainder of the program to improve, in particular: 6.1.a. How could ESP2 BEC better identify lessons from what it does, and apply this to adjust programming on an ongoing basis? 6.1.b. What activities should ESP2 BEC persist with, refine or cease?
	<b>6.2. What support is still required in the area of basic education?</b>
	6.3. What are the key demand issues?
	6.4. Where are the blockages?
<b>CROSS-CUTTING AREAS</b>	
7. To what extent are cross-cutting issues being addressed?	7.1. To what extent is the program gender-sensitive?
	7.2. To what extent is it supporting benefits for children with disabilities?
	<b>7.3. To what extent is it supporting benefits for children from diverse backgrounds including the very poor?</b>
	7.4. To what extent does the program adequately manage its impact on the environment?
	7.5. To what extent have child protection mechanisms been taken into account?

## Annex E: Synthesised Results against Design Components A and D: Outputs and Activities

*Yellow highlights indicate those activities which did not take place*

Component A	Outputs	Activities	Results	Document Source
A1. Improved Basic Education learning outcomes (especially early literacy and numeracy)	A1.1 Linkage of early literacy policy and practice	Support to LPMU; identify and address evidence gaps; <b>pilot innovative approaches</b>	<p>- <b>2015:</b> LPMU established to focus on literacy training for teachers. Early years Learning Program carried out in provinces.</p> <p>2016: <b>Early years learning program rolled out to provinces</b> 2017: Early Childhood Education road map completed. Primary syllabuses for English, PE, ICT, Art &amp; Culture &amp; Christian Life approved &amp; pre-primary year curriculum developed.</p> <p>Early years learning program rolled out provinces.</p>	<p>2018 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p> <p>DFAT Aid Quality Check Reports 2015-16,2016-17,2017-18</p>
	A1.2 Professional development of teachers (especially literacy and numeracy)	<p><b>Design and institutionalise school and cluster-based professional development program</b></p> <p>Support upgrading of teacher qualifications</p> <p>Innovation grants to EAs for teacher training and PD especially in support of literacy.</p>	<p><b>2015:</b></p> <p><b>2016:</b> PD strategies designed to develop untrained teachers, strengthen ECE and literacy programs in the first three years of primary school. Pre-Primary Year for pre-school age children.</p> <p><b>2017:</b> 880 primary and secondary teachers and school leaders completed two formal courses towards the USP Certificate in Primary and Secondary Teaching (80) and a graduate certificate in school leadership (140).</p> <p>An additional 660 school leaders in provinces (Choiseul, Shortland Islands, Rennell-Bellona, Isabel, Central, Malaita, Western, Guadalcanal) completed the school leadership training.</p> <p>Early year literacy training conducted for 278 teachers and EA authority officers in Malaita (185) and Western Province (93). LPMU organised international literacy day event for 825 teachers themed 'Reading and Writing to change lives'</p>	<p>2016 Solomon Islands Education Sector Program Independent Assessment Report (PLA).</p> <p>DFAT Aid Quality Check Reports 2015-16,2016-17,2017-18</p> <p>MEHRD 2017 Annual Report</p>

			Three-day symposium held for 3,445 teachers. <sup>28</sup>  (NEAP target 90% of basic school teachers to be trained and qualified by 2020)	
	A1.3 Standards-based training for school leaders	Prioritise training needs, develop training materials, conduct training, evaluate outcomes	2015: No information  2016: No information  2017: First round of consultations to understand capabilities and needs of school boards undertaken. Currently developing school board training manual. Training for school leaders at USP	2017 MEHRD Annual Report
	A1.4 School supervision	Provide training and support for inspectors, especially in early literacy and numeracy,	2015: 143 probationary teachers assessed as meeting teacher standards.  2016: 51% additional teachers assessed and appraised as meeting standards by inspectorate bringing overall total number to 216.  2017: Criteria developed for minimum qualification requirements for school leaders to be used as a tool for appraisals.  Criteria for minimum qualification requirements for school teachers is included in the Whole School Inspection tool <ul style="list-style-type: none"> <li>- 42 school inspectors trained in school inspection procedures.</li> <li>- 86 school leaders (head teachers and principals) retrained for Teacher Appraisal procedures.</li> <li>- 34 school leaders completed self-appraisals in Choiseul, Western and Isabel</li> <li>- 117 Teacher appraisal reports collated and analysed.</li> <li>- Other teacher appraisals were ongoing during the design process</li> </ul>	2017 Solomon Islands Education Sector Program Independent Assessment Report (PLA)  2018 Solomon Islands Education Sector Program Independent Assessment Report (PLA)  2017 MEHRD Annual Report

<sup>28</sup> Note: NEAP targets 90% of teachers to be trained and qualified by 2020

	A1.5 Provision and distribution of selected learning resources (especially literacy and numeracy)	Implement textbook procurement and distribution reforms. Select learning materials, (especially in literacy and numeracy), procure /produce, distribute	<p><b>2015:</b> 106,000 new books available.</p> <p><b>2016:</b> 960 new readers distributed for Years 1,2 &amp; 3 (Nguzunguzu books).</p> <p><b>2017:</b> 8,337 books reprinted and distributed although not all reportedly reached schools</p>	DFAT Aid Quality Check reports 2015-16,2016-17,2017-18
	A1.6 Strengthened learning assessment	Support to NESU; support for SISTA; development of EGRA and EGMA	<p><b>2015:</b> SISTA results are analysed and compared with 2013 SISTA. 40% of EAs are undertaking planned literacy activities.</p> <p>LMPU demonstrates to teachers how to implement and analyse and how to use data for teaching.</p> <p>Supported improving national assessment system through PaBER (regional and bilateral funding).</p> <p><b>2016:</b></p> <p><b>2017:</b> A draft policy framework for classroom assessment program for years 1-3 was completed to align with the new curriculum.</p> <p><b>2017:</b> Support for SISTA.</p>	<p>2016 Solomon Islands Education Sector Program Independent Assessment Report (PLA).</p> <p>MEHRD PAR 2017</p> <p>DFAT Aid Quality Check reports 2015-16,2016-17,2017-18</p> <p>MEHRD 2017 Annual Report</p> <p>2018 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p>
A2. Expanded and more equitable access to Basic Education	A2.1 Targeted infrastructure development	Support Infrastructure unit. Construct additional classrooms and facilities, especially in primary schools and junior secondary schools	<p><b>2015:</b> 155,000 children access BE (<i>outcome information</i>).</p> <p>225 classrooms built or upgraded in 130 schools (primary &amp; JSS)</p> <p>GW and associates contracted by DFAT for provision of architectural and construction management services for MEHRD, including capacity building for AMD (technical drawings, bill of quantities, construction project management, other activities for the effective management of MEHRDs construction projects).</p> <p><b>2016:</b> 37 contracts awarded to local contractors for renovation of 26 existing specialised classrooms (science, home economics, technology). 69 new specialised classrooms as above including staff houses and ablution blocks, primary classrooms and dormitories distributed across</p>	<p>DFAT Aid Quality Check reports 2015-16,2016-17,2017-18</p> <p>2018 Final Report MEHRD AMD – GW Associates Group Pty Ltd.</p>

			<p>9 provinces.</p> <p>AMD recruited 5 new assistant project managers in 2016-17.</p> <p><b>2017:</b> Out of total of planned 95 (as above) <b>88 projects were completed.</b> Six were incomplete. However, two to be completed in 2018 and the other two terminated due to no progress.</p> <p>101 infrastructure projects completed?</p>	
	A2.2 School grants	Incorporate findings of school grants review; finance school grants; review progress	<p><b>2015:</b> Basic Education Grants provided to primary and JSS schools with overall retirement rate of 52%.</p> <p><b>2016:</b> As above. 74% of school grants were retired on time. MEHRD School financial Management Handbook requires schools to spend 40% of grants on learning materials and handbook distributed to schools. MEHRD grants unit developed a pilot training plan for schools in six EAs and implementation of the pilot commenced. 106 participants from 48 schools and 3 EA's had participated in the training. Follow up visits to schools to support principals to manage and acquit grants.</p> <p><b>2017:</b> MEHRD commences fully funding BE grants. Per-unit costs for primary and secondary increased in real terms between 2016-2017 attributed to MEHRD increases funding for grants by 29% for primary and 6% for SSS.</p> <p>84% of schools and institutions received first grant payments in February. Of this total 94% primary and JSS schools received 1<sup>st</sup> tranche of BE grant.</p>	<p>2016 Solomon Islands Education Sector Program Independent Assessment Report (PLA).</p> <p>2017 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p> <p>2018 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p>
	A2.3 Targeted incentive or supplementary grants to EAs and	Design, pilot and implement additional grants to address gender disparities, inclusion of disabled and disadvantaged, and engage with	<p><b>2015:</b> None provided</p> <p><b>2016:</b> None provided</p> <p><b>2017:</b> Innovation grants for EAs established (MFAT). LEAP baseline data on teaching practice collected but we have not been able to</p>	2017 MEHRD Annual Report

	schools	employers on gender equity in training and appointments.	access as yet . EA mentor positions established and mentors trained. Profiling process using sense making and Tokstori used to co-create improvement plans in four/six provinces.	
--	---------	--	---	--

Component D	Outputs	Activities		Document Source
D1. Policy, planning and information for management	D1.1 Increased strategic planning, policy analysis and research capacity	Support establishment and operation of SSU; finance studies; provide TA for policy analysis and development	<p><b>2015:</b> PaBER research conducted on status of classroom assessment &amp; reporting, teacher quality, Curriculum and Materials.</p> <p><b>2016:</b> Transition rates for girls increased marginally from 2015-2016 from 93.6% to 93.9% with boys increasing from 93.6% to 94% in the same period (<i>transition outcome level result</i>). 2015-16 PAR reports on disability for the first time (albeit anecdotal).</p> <p>A cultural impact study commenced and should have been completed by Feb 2017. We have been unable to source this.</p> <p><b>2017:</b> First MEHRD Monitoring and Evaluation Learning Plan completed and used to track NEAP progress and provide data at output and outcome level against agreed indicators for quarterly reporting and the 2017 MEHRD annual report.</p> <p>MELP reflects internationally recognised ethics and standards for evaluation practice set out by Australasian Evaluation Society, the OECD DAC and the AHC M&amp;E standards.</p> <p>MEHRD supported to develop and complete its first Annual Work Plan.</p> <p>Planning and reporting (quarterly and bi-annual) cycle process for EA's developed.</p> <p>Analysis of EA biannual grant retirements and annual reports from 3</p>	<p>PaBER Research Report 2016</p> <p>DFAT Aid Quality Check Reports 2015-16, 2016-17, 2017-18</p> <p>2017 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p> <p>2018 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p> <p>2017 MEHRD Annual Report</p>

			<p>church EAs completed.</p> <p>Grant retirement evaluations 8/10 PEA and 8/12 church EAs completed. Capacity evaluations undertaken for 8 provinces (Choiseul, Central, Guadalcanal, Makira, Honiara, Isabel and WP) and being used to inform EA division work.</p> <p>Buala EA conference held to discuss ways to improve management capacity of EAs to deliver education authority.</p>	
	D1.2 Information systems	<p><b>SIEMIS: Data verification &amp; training</b></p> <p>HRM/Payroll information systems</p> <p><b>FMIS: Support for utilisation of AX system in financial planning, budgeting &amp; payment and commitment management</b></p> <p>Learning outcomes: support to NESU</p>	<p><b>2015:</b> Year 4 literacy increased by 9% from 2013 – 76% in 2015 (<i>outcome result</i>).</p> <p><b>Aurion</b> data base for HRM/Payroll established?</p> <p>Gender disparity in teacher training identified. 42% of primary school teachers are female, among them, only 64.4% certified to teach.</p> <p><b>2016:</b> Data migration to SIG Aurion HRMIS completed July?</p> <p><b>2017: Support for SISTA</b></p>	<p>2016 Solomon Islands Education Sector Program Independent Assessment Report (PLA).;</p> <p>PACTAM Teacher Workforce Reform Adviser 2016 completion report.</p> <p>DFAT Aid Quality Check Reports 2015-16, 2016-17, 2017-18</p> <p>MEHRD 2017 Annual Report</p>
D2. Human and financial resource management	D2.1 Management training at central, provincial/EA and school level	<p>On-the-job training for MEHRD Senior Management Team</p> <p>School leadership training</p> <p>Training of Education Authorities and School Boards</p>	<p><b>2015:</b> 1300 school leaders registered in two PD leadership programs. 1,424 completed module 1 and 997 school leaders completed module two of the leadership program. 632/648 were primary school leaders.</p> <p><b>2016:</b></p> <p><b>2017:</b> LEAP established.</p> <p>Capacity assessments undertaken with 8 PEA's. EA management standards in draft. Process informed several initiatives including</p>	<p>2017 MEHRD Annual Report</p> <p>2018 Solomon Islands Education Sector Program Independent Assessment Report</p>

			<p>development of the new standards and forming baseline for LEAP project and EA management strengthening Program, currently being developed.</p> <p>IE training for 52 provincial stakeholders in Makira 15 teachers trained for PEARL (WB) 18 teachers trained on library literacy management</p>	(PLA)
	D2.2 Support and training for financial management, procurement and internal audit	FM training, procurement and audit support and training	<p>2015: <b>22% of national recurrent budget went to education. Budget allocation increased to 23% in 2016 budget. 50% of PFM activities achieved.</b></p> <p><b>2016:</b> The majority of planned PFM activities in the action plan were implemented. Except for external audit. Feasibility study to establish an asset register with assistance from an external TA done?</p> <p>Protection of 3.6% increase of recurrent budget for primary-subsector (<i>effects of policy dialogue? Or PLA conditionality?</i>).</p> <p><b>2017:</b> The improvement of the payment processes and payment tracking by having a physical payment lining flow system in place in making sure payments reaches MOFT in time.</p> <p>Development of the Activity budget template that incorporates AWP, budget costing, and NEAP for improved reporting and better utilisation of resources (reduced duplication of activity).</p> <p>School Financial Management Handbook approved and Training for all School Leaders on how to prepare school grant retirements developed.</p> <p>Conducted one training session for school leaders and school bursars on school financial management in Rennell-Bellona. By 5 December</p>	<p>2016 Solomon Islands Education Sector Program Independent Assessment Report (PLA).</p> <p>2018 Solomon Islands Education Sector Program Independent Assessment Report (PLA)</p> <p>2017 Daft assessment of Solomon Islands procurement systems</p> <p>MEHRD 2017 Quarter 3&amp;4 report</p> <p>DFAT Aid Quality Check Report 2015-16, 2016-17, 2017-18</p>



			<p>2018 we expect to see improvements in retirement in accordance with the new school grant system.</p> <p>2.4% increase in education budget allocated per primary school student between 2015-16 (<i>effects of policy dialogue? and PLA conditionality?</i>)</p> <p>Under oversight of SIPWG, a contract management training course has been designed, developed and delivered twice in 2017 MEHRD officials also participated in training. MEHRD a/g Head of procurement completed Certificate IV Procurement and Contracting. A second officer is undertaking the course.</p> <p>Based on 36 activities in the PFM action plan 64 percent were achieved.</p> <p>In 2018 Finance adviser has established a payment tracker than can track payments and identify where delays are occurring.</p>	2017 Solomon Islands Education Sector Program Independent Assessment Report (PLA)
	D2.3 Strengthening human resource management	HRM training Recruitment and dismissal procedures	<p><b>2015:</b></p> <p><b>2016:</b> Draft L&amp;D framework and action plan developed</p> <p>2011 Teaching service handbook fully revised and approved.</p> <p>Revised scheme of services (salary structure) and school staffing models developed by MEHRD.</p> <p>Costing comparisons completed.</p> <p>School staffing Supply and Demand Modelling completed.</p> <p>School staffing &amp; recruitment timeline &amp; major school operational plans completed to ensure all schools are staffed.</p> <p><b>2017:</b> Performance appraisal system developed in line with requirements of PSC</p>	Consultations Draft L & D framework



## Annex F: RESULTS CHART

KEY REVIEW QUESTIONS (KRQS)	SUB-REVIEW QUESTIONS	FINDINGS
<b>RELEVANCE</b>		
1. To what extent are the rationale for BEC, BEC's current Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets remain relevant and achievable?	1.1. Are they still aligned with Australian and SIG priorities?	<p><b>Document Analysis</b></p> <ul style="list-style-type: none"> <li>- The program is in alignment with Australia's Aid Investment Plan for SI, Australia's 2014 Aid Policy, Solomon Islands National Development Strategy, Australia's Foreign Policy White Paper</li> <li>- The program is still aligned with SIG priorities as described in the draft Education Bill v10, the NEAP 2 and other documents described in the full report</li> <li>- DFA contains only a brief mention of the Basic Education Component of ESP although the Skills for Economic Development is described in full. The design is not attached to the DFA, meaning that it is difficult for partners to refer back to the goals of the original design</li> </ul>
	1.2. What has changed since the start of the program (including LEAP and MFAT positioning)?	<p><b>Consultations</b></p> <ul style="list-style-type: none"> <li>- DFAT and MFAT work well together but there is a slight tendency for MFAT's work to be siloed e.g. LPMU, LEAP</li> <li>- Restructuring of MEHRD has led to greater clarity of roles and responsibilities</li> <li>- MEHRD through DFAT funding is supporting the curriculum initiatives previously funded through MFAT and has made significant progress</li> </ul>
	1.3. Are BEC goals still aligned with current needs in the sector?	<p><b>Document Analysis</b></p> <ul style="list-style-type: none"> <li>- The original design of the program was originally for 8 years "The program is planned in an eight-year timeframe to achieve the End of Program Outcomes, with measurable progress at the end of Phase 1, which runs from 2015 to 2018." (p. vii). . The original design intended this first phase to be a phase of innovation and piloting to 31 December 2018 with the second phase to 31<sup>st</sup> December 2022. However, the DFAT places the end of the program at 30 June 2019 meaning that it is difficult for all activities in the design to be delivered.</li> <li>- The new NEAP is widely referred to and adhered to in terms of planning but contains additional sections not in place at the time of the previous design e.g. adult literacy</li> <li>- The Prep year has been transformed into the pre-primary year and is now part of basic education. A curriculum exists but a plan for right age enrolment has not yet been addressed</li> </ul> <p><b>Document Analysis / Consultation</b></p> <ul style="list-style-type: none"> <li>- Alignment at level of broad goals with the new NEAP but original goals not broadly known as such</li> </ul>

	1.4. Does the theory of change for the program still hold?	<b>Document Analysis</b> - A much simpler theory of change has been developed as part of the MEL plan (EFF
2. How has ESP 2 performed?	2.1. Is the program still pursuing the original Goal, Intermediate Outcomes, End of Program Outcomes, Program Outputs and Performance Targets?  2.1a. <b>What has worked well and why?</b>	<b>Document analysis and consultations</b> - While broader level goals, and outcomes are mostly being pursued, several activities have dropped away from the initial design. For example, school and cluster-based training, targeted support to the platform for SIEMIS, targeted innovation grants, textbook procurement and distribution reforms. The focus to date has been on literacy rather than numeracy. - There is an increased awareness of early literacy: a prerequisite before behavioral change can take place in the classroom.  - The program is reaching the classroom level through grants (although this is financed by SIG), school leader training (which provides pedagogic leadership to teachers) as well as considerable efforts related to curriculum reform. Such reforms were mentioned by a number of teachers, communities and principals as attributable to Australia - The School Leadership training was highly valued and has led to positive initiatives to improve classroom learning through mentoring of teachers. Those who have completed this training are also more easily able to manage the school grants and are contributing to improving school-based management (observed in Honiara). - The School Leadership training is highly valued. It has led to classroom improvement through mentoring of teachers. Those who have completed this training are also more easily able to manage the school grants and are contributing to improving school-based management (observed in Honiara). - LEAP (MFAT-funded) has the potential to have significant impact at school and EA level as support includes strengthening PEA and School administration as well as literacy support to teachers. - There is a clearer demarcation of functions of divisions and roles of individuals within MEHRD because of the recent restructuring as well as strong Ministry leadership combined with TA support. Performance Management and Planning commenced in 2017 and is being embedded. However, the issue of compliance remains a challenge. - There is an acknowledgement that following government procedures is important, and that money needs to be safeguarded but there is inconsistent understanding of the SIG PFM Act and financial instructions impacting on compliance. - Key frameworks such as MEHRD Learning and Development Framework and

	<p>Implementation Plan which would support performance management and professional development of MEHRD staff and the professional development policy are in the process of review or such a review is planned for in the future</p> <ul style="list-style-type: none"> <li>- Performance standards have been set for EAs using a participatory process but are yet to be implemented. An assessment of capacity of EAs has also been carried out.</li> <li>- There is a clearer demarcation of functions of divisions and roles of individuals within MEHRD because of the recent restructuring as well as strong Ministry Leadership combined with TA support. Performance Management and Planning commenced in 2017 and is being embedded. However, the issue of compliance remains a challenge.</li> <li>- There is an acknowledgement that following government procedures is important, and that money needs to be safeguarded but there is inconsistent understanding of the SIG PFM Act and financial instructions impacting on compliance.</li> <li>- MFAT through LPMU and LEAP have high visibility while DFAT activities are less compartmentalized</li> </ul>
2.1b To what extent is the program effectively supporting reform?	<p><b>Consultations</b></p> <ul style="list-style-type: none"> <li>- Strong appetite for reform within MEHRD especially regarding strengthening efficiency E.g. Within SSU, planning and reporting, monitoring and evaluation and strengthening capability of procurement, asset management and HR.</li> <li>- The new NEAP is widely known and is being used to inform reform in a number of sub-sectors e.g. ECE, secondary curriculum as well as individual activities e.g. used to inform AWP's and PEAPs.</li> </ul> <p><b>Documentation</b></p>
2.2. What has not worked well and why? What aspects could be improved?	<p><b>Consultations / Site visits</b></p> <p>School maintenance – some schools visited were very poorly maintained</p> <ul style="list-style-type: none"> <li>- Lack of maintenance creates safety hazards for young children</li> <li>- Communities appear to view maintenance as replacement</li> <li>- Maintenance seen as technical - small capital works</li> <li>- Areas such as washing walls, cleaning gutters regularly to ensure drinking water from roof is clean not <b>viewed</b> as maintenance.</li> <li>- EAs are severely under-resourced and lack both financial and human capacity to carry out their roles. EA's also do not receive regular PD other than those relating to operational efficiency.</li> <li>- community engagement varied across schools visited. Observed where strong community engagement and education board /school committee these tended to correlate with better school physical school environment, higher performance, engaged teachers and policies in place to deal with teacher and student absenteeism.</li> <li>- Lack of clarity about the role of EAs and that of MEHRD and the expectation about</li> </ul>

accountabilities to MEHRD and Provincial Government. Lack of clarity about grant allocations for EA's. Provincial Government support for education differed across two PEAs visited as did engagement.

- Observed varying quality of school facilities across sites. Schools visited had concerns about lack of water and sanitation facilities and lack of teacher accommodation 2/3 sites visited.
- Overcrowding in Honiara schools is an issue that may have further implications for future planned removal of Year six exams.
- distance to school remains a concern for EA's as students in Guadalcanal can walk up 1/2 a day to get to a primary school.
- EA's and PEA's often do not know where support is being provided by NGO's unless they are approached directly. E.g. HCC Live & Learn Wash in schools Pilot in 10 schools (2015-2018).
- low compliance for performance management within MEHRD. Learning and Development Plan for MEHRD staff still in draft since 2016
- Internal Auditor Unit under resourced and do not visit provinces?
- Teacher student ratio can average 40-50 per teacher, with some schools in Honiara exceeding 100.
- Student & Teacher absenteeism a concern in isolated province. But consistent issues across the board.

#### **Documentation**

- School maintenance manual from Vanuatu or similar which details how communities can help maintain schools can provide useful practical information for communities in how to assist in school maintenance
- School grants. While grants are going out to schools, there is some lack of transparency at the school level in relation to the process of decision making and how grants are allocated especially where there is little involvement by parents and the community. Where there is a strong parent / community – school relationship, the system of grants is working well and the community supports the school in a number of ways. Some respondents said that school grants were spoiling parental involvement as communities did not feel they needed to be involved when the Government was supporting schools
- While broader level goals are being pursued, some support activities have not taken place e.g. support for improved platform for SIEMIS and targeted innovation grants. A number of activities have dropped away from the initial design. For example, school and cluster-based training, support to SIEMIS, targeted innovation grants, textbook procurement and distribution reforms.
- The focus to date has been on literacy rather than numeracy
- Key frameworks such as MEHRD draft Learning and Development Framework and Implementation Plan which would support performance management and

	2.3. Are the key program objectives realistic and likely to be achieved within the remaining time available? Why / why not?	<p>professional development of MEHRD staff and the professional development policy are in the process of or still in need of review.</p> <p>- Performance standards have been set for EAs using a participatory process but are yet to be implemented</p> <p><b>Consultations</b></p> <p>- The program i.e. BEC was not well known but this could be because it was well embedded within the Ministry</p>
	2.4. What lessons can be learned from the program to date?	<p><b>Document analysis</b></p> <p>- Tracking of achievement of individual objectives is challenging as the design has not been updated over the last three years</p> <p><i>To be answered during analysis stage</i></p>
	2.5. What have been the challenges and enablers to program effectiveness?	<p><i>To be answered during analysis phase</i></p>
<b>EFFECIEINCY AND END RESULT</b>		
3. To what extent have program activities and outputs been delivered to agreed quality standards, timeframes and budgets?	3.1. To what extent have program activities been delivered to agreed timeframes and budgets?	<p>- It is difficult to track this since original activities have dropped off the program but a large number of original activities are still taking place and an analysis against expenditure as reported in 2017 is taking place</p>
4. What role has technical assistance played in the program?	4.1. What areas have TA been concentrated in?	<p><b>Document Analysis</b></p> <p><b>- DFAT have directly procured technical assistance as follows:</b></p> <p>- FY2015-16 - School Board Strengthening services - Choiseul province; HR; Education Quality, Payment &amp; Contract management specialist; Procurement Adviser; Assessments (Psychometrician); field research specialists for PABER, Design support for Provincial Education Action Plans – PEAP; Procurement and Project Management Adviser; Architects and Construction Management Services (FY2016-17, 2017-18);</p> <p>- FY2017-18, 2018-19 - Finance &amp; Budget; Procurement and Project Management, AMD and Assessments, ESMA &amp; M&amp;E.</p> <p><b>New Zealand have directly procured technical assistance including but not limited to:</b></p> <p>Support to LPMU; LEAP</p>
	4.2. To what extent have TA been targeted in the right priorities and areas?	<p><b>Consultations</b></p> <p>While TAs may in general have been targeted in helpful areas, a number of issues remain</p> <p>- Gaps in timing between TAs / Lack of continuity of approach especially in literacy</p> <p>- Management of TAs was mentioned repeatedly. Performance assessments may not be taking place; perceived lack of strong MEHRD involvement.</p>

## DELIVERY APPROACH

5. To what extent has the delivery approach been effective?

5.1. To what extent has the delivery approach of budget support been effective?

### Consultations

- Systems have been strengthened e.g. SSU
- Interventions reaching school level
- Lack of understanding of systems related to SIG procurement regulations leading to some degree of attribution of cumbersome systems to donor requirements
- Considerable underspend in relation to donor 372 funds

5.2. To what extent have governance mechanisms been effective in resolving program issues and supporting compliance, transparency and accountability of program decisions and expenditure (in line with the Direct Funding Agreement)?

### Consultations

- Key governance mechanisms have not met regularly
- Some structures intended to be decision-making have been focused on information sharing
- TA in procurement and finance supporting compliance and accountability

5.3. What structures are used to manage aid in the AHC?

Preliminary results from consultations:

- There could be more leverage across programs and governance
- Mixed modality across programs adds to burden potentially within ESP program
- Parallel structures e.g. SCA and LEAP are possibly not as efficient as direct support but ensure that results reach school level in a timely fashion.

*Key documentation received on 25.8 so more information in final document*

- Many / most offices have now outsourced scholarships. A lot of the PICs have now moved online for the first part of the scholarship process and engage in policy dialogue once a shortlist has been identified

5.4. To what extent has ESP 2 BEC's use of partner systems helped to strengthen those systems?

### Consultations

- Government is more aware of and has itself adhered more closely to its own rules e.g. crack down on imposts
- Strengthened planning

5.5. To what extent has the monitoring and evaluation of the program been robust and aligned with government M&E?

### Documents

- MEL plan 2017 detailed and specified the divisional responsibilities. Well aligned-- Reporting against NEAP rather than the program

5.6. In what ways, if any could the delivery approach be improved?

### Consultations

- Make it more a partnership rather than donor / recipient
- Areas supported by DFAT could be even more visible.

### Document analysis

- Consider performance indicators for development partners
- Consider emphasizing that the PLA represents additional funding



5.7. To what extent have parallel support mechanisms been beneficial?

#### Consultations / Document Analysis

- Parallel support mechanisms have been beneficial in addressing gaps e.g. GW's role acting as intermediary between local contractors and centre, SCA's role in Literacy Boost / school readiness
- Parallel support mechanisms placing additional burden on post in terms of management but are more nimble in solving problems and reach their targets more quickly

## FUTURE

6. What recommendations can be provided for the future direction of Australia's support to education (including but not limited to basic education) in Solomon Islands following the completion of ESP2 in mid-2019?

6.1. What steps should ESP2 BEC take during the remainder of the program to improve, in particular:

6.1.a. How could ESP2 BEC better identify lessons from what it does, and apply this to adjust programming on an ongoing basis?

6.1.b. What activities should ESP2 BEC persist with, refine or cease?

Note: these questions require further analysis rather than consisting of findings and are therefore very preliminary and will be supplemented may therefore be subject to change

- Feedback loops through monitoring.
- Iterative approach to planning
- Learning from pilots
- Possible need for a change in culture – encourage experimentation to deal with the different contexts across SI as opposed to designing a program and expecting MEHRD to implement it exactly as designed
- Solving problems not selling solutions

Persist with:

- School leadership training
- Support TA
- Curriculum and Resources

3.3. What support is still required in the area of basic education?

#### Document analysis

- New NEAP has a focus on adult literacy. Lessons from international contexts show that parental literacy classes (especially mothers) strengthen literacy outcomes for children in basic education

#### Consultations

- Use of school buildings for other community activities not currently maximized  
Numeracy is often seen as part of literacy but has not been addressed within the program to any great degree. There is an appetite particularly at higher levels for the inclusion of financial literacy

- |      |                                 |  |
|------|---------------------------------|--|
| 3.4. | What are the key demand issues? | - Parents generally value education for a variety of reasons including: hope for better jobs, opportunity to learn English, education for its own sake etc.  |
| 3.5. | Where are the blockages?        | <ul style="list-style-type: none"> <li>- Blockages relate to distance to school, some financial difficulties, and general OTL issues</li> <li>- Broader issues outside the control of MEHRD impact on efficiency and effectiveness of Program</li> </ul> |

#### CROSS-CUTTING ISSUES

- |   |  |   |
|---|--|---|
| 7. To what extent are cross-cutting issues being addressed? | 7.1. To what extent is the program gender-sensitive?   | <p><b>Consultations</b></p> <ul style="list-style-type: none"> <li>- Some evidence of more women in higher positions in MEHRD</li> </ul>  |
|   | 7.2. To what extent is it supporting benefits for children with disabilities?                                | <p>-Original design gender-focused</p> <p><b>Consultations</b></p> <ul style="list-style-type: none"> <li>- To a limited extent only</li> </ul>   |
|   | 7.3. To what extent is it supporting benefits for children from diverse backgrounds including the very poor? | <p>Document analysis</p> <ul style="list-style-type: none"> <li>- Support for the disabled enshrined in policy</li> </ul> <p><b>Document Analysis / Consultations</b></p> <ul style="list-style-type: none"> <li>- To some extent as there is whole of country reach</li> </ul>   |
|   | 7.4. To what extent does the program adequately manage its impact on the environment?                        | <p><b>Consultations</b></p> <ul style="list-style-type: none"> <li>- Evidence that schools are addressing environmental issues directly in classrooms (Evidence also from child made posters in classrooms)</li> </ul>  |
|   | 7.5. To what extent have child protection mechanisms been taken into account?                                | <p><b>Consultations</b></p> <ul style="list-style-type: none"> <li>- Logging and mining activities are having a direct effect on education with children abandoning school as a direct result of the income generation possibilities in the camps. Children as young as 10 – 12 being employed as child labour. Sexual exploitation of young girls was also reported</li> <li>- Teachers have challenges related to positive behaviour management and may resort to violence or verbal abuse</li> </ul> <p><b>Document analysis</b></p> <ul style="list-style-type: none"> <li>- Child protection legislation in early draft processes</li> </ul> |

## Annex G: Sample of Data Collection Instrument

## ESP 2 Mid-Term Review

### Interview Protocol (C) – For EAs

#### Introduction:

- Begin with an explanation of what we are doing e.g.

*Australia and New Zealand have been funding aspects of basic education through support to the Ministry's budget. These aspects include support for training and professional development, supporting the curriculum and resource infrastructure etc.*

*This support has also included support for EAs and schools in your province.*

*As with most programs it is being reviewed to ensure that gains made under the programme are sustainable and that decisions about the future can be made. The key goal is improvement for the future.*

*Your views are really important to us. This conversation is confidential. You will not be identified. Please be as honest as you can.*

*Please let us know if you agree to this interview. If there are any questions you prefer not to answer, that is OK as well.*

- This protocol just gives the different areas we would like to look at. Frame the actual questions as appropriate and include any additional follow-up questions you feel may be necessary. Make a note of these follow up questions on this form if you can.
- Also not all questions may be relevant for all respondents.
- The interview should take a maximum of 30 minutes .
- Finish by thanking the respondents.

## ESP 2 Mid-Term Review

### INTERVIEW PROTOCOL (C) – For EAs

0	SECTION	SPECIFIC TOPIC
	Background information	VLU / BT/ AE
		Date:
		Time:
		Location:
		Position:

<b>1.</b>	<b>RELEVANCE</b>	
<b>1.1.</b>		What do you think are the Ministry's main priorities in education now and for the future?
<b>1.3.</b>		What would you say are the greatest needs in the sector
<b>2.</b>	<b>EFFECTIVENESS / EFFICIENCY/ END RESULT</b>	
<b>2.2.</b> <b>2.5.</b>		How has central Ministry supported you in basic education over the last three years?
<b>2.1.b</b>		What do you know about performance management standards for EAs? Have you been involved in setting these? How will these be used?
<b>3.</b>		Can you tell us about the annual planning process in your EA?
		Have you received any training? What training did you receive?
		What is the system for schools receiving grants What is the system for deciding how grants will be spent? To what extent are grants retired on time?
		Did principals in your EA receive training? What type of training? (literacy?) How would you evaluate this training?
		What can you tell us about SISTA?
		To what extent are communities and parents involved in the education of their children
		Has any stocktake of learning resources taken place in your EA? Do all your schools have books?
<b>2.1.a</b>		Thinking about the last three years, what has worked really well? (probe for why)
<b>2.2.</b>		What has not worked well over the last three years? (probe for why?)
<b>6</b>	<b>Future</b>	
<b>6.1.</b>		What would help you to do your job better?
<b>6.3.</b>		What do you think are the biggest needs remaining in the basic education sector? What about in the education sector overall?

Are there any other things you would like to tell us?

## Annex H: Opportunity to Learn Index

### Opportunity to Learn Index

The thinking behind the opportunity to learn index is based on a relatively simple premise. Learning is to at least some degree a function of the time spent on learning and the effort extended (time on task). Without adequate opportunity to learn, interventions at the level of the teacher, curriculum or systems are wasted. While factors such as more effective school leadership are clearly important, it stands to reason that if the school principal is absent then the benefits of any pedagogic support s/he can survive will not happen. As stated by Moore et al. (2012 p. 11)

*There is.... a direct relationship in that each factor that reduces time on task will have an impact on learning (i.e., every day that a teacher is absent reduces potential student learning for all students in the class by one day.) While factors such as more effective teaching methods are certainly important, it stands to reason that a good teacher who is absent is not producing—any teacher can achieve more in 100 hours than in 50 hours.*

The foundational elements of Opportunity to Learn based on international research are:

1. The school year has a minimal instructional time of 850-1000 hours per year.
2. The school is open every hour and every day of the school year, and the school is located within 1 km of the student.
3. The teacher is present every day of the school year and every hour of the school day.
4. The student is present every day of the school year and every hour of the school day.
5. The student-teacher ratio is within manageable limits, assumed to be at least below 40-1.
6. Instructional materials are available for all students and used daily.

Two further elements of Opportunity to Learn are:

7. The school day and classroom activities are organized to maximize time-on-task—the effective use of time for educational purposes rather than on managing the classroom.
8. Emphasis is placed on students developing core reading skills by the second or third grade.

A number of studies have found positive correlations between OTL and student performance in early grade reading.

Key assumptions of the original design were that conditions of OTL would be in place.

The mid-term review found that this was not the case with schools opening late and closing early, frequent teacher and student absences and an occasional lack of instructional materials.

### Reference

Schuh Moore, A., DeStefano, J., and Adelman, E. (2012) Opportunity to Learn: A high impact strategy for improving educational outcomes in developing countries. Washington: EQUIP 2

## Annex I: List of Potential TA to July 2019

### Policy Development Advisor / Policy Analyst

<b>Policy Development Advisor / Policy Analyst</b>	
Duration	3 months to end of Program with potential for extension (intermittent)
Procurement	International/National/Pacific
Accountability	Permanent Secretary/ Deputy Permanent Secretary DFAT First Secretary
Background	<p>Prior to 2017, there were a number of policies in various formats. These were not housed in any particular location. The ESMA worked with the Policy Analyst (who was lacking in experience and due to retire) to track down these documents. In total 22 policies were collected and a preliminary review of these was conducted. The preliminary finding showed that many of the policies were out of date and some had not been approved. Approval of policy rests with the PS but the procedure for approval was reportedly unclear with some officers reporting that SIG Cabinet approval is needed for a policy to be released.</p> <p>In 2017 – 2018, a new and enthusiastic policy team was put together. With the assistance of Australia, they developed a clear and easy to use template which will mean that all future policies follow the same format. However, the template does not come with an associated costed action plan without which any policy is by its very nature bound to be aspirational</p>
Rationale	<p>A Policy Advisor was requested by MEHRD and they were of the understanding that one would be sourced and are still hoping that this position will eventuate soon as a number of important policies are in development.</p> <p>Some key policies are still being developed in an individualistic fashion without the assistance of the SSU.</p>

Tasks	<p>Work with SSU to:</p> <ul style="list-style-type: none"> <li>• Assist MEHRD to review and document the process of policy development from drafting through consultation to final approval</li> <li>• Conduct an analysis of the initial 22 policies found in 2017 and recommend ways forward for each</li> <li>• Assist MEHRD to complete the key policies in development and support their final approval</li> <li>• Consider supplementing the template already produced to include a costed implementation plan without which any policy developed will be aspirational.</li> </ul>
Skills, Experience and Attributes	<ul style="list-style-type: none"> <li>• 15+ years' experience in Strategic Human Resources Management in a public sector setting including education</li> <li>• Sound experience in diversity and inclusion</li> <li>• Strong interpersonal and communication skills</li> <li>• Facilitation and capacity development experience (mentoring or coaching)</li> </ul>
Qualifications	<ul style="list-style-type: none"> <li>• Human Resources Management /Public Sector Management</li> </ul>

<b>PFM &amp; Procurement Support Officer</b>	
Duration	12 months to end of Program with potential for extension
Procurement	International/National/Pacific
Accountability	Under-Secretary Corporate Services/Deputy Secretary DFAT First Secretary
Background	Public Financial Management and Procurement are pre-conditions for continued sector budget support. In 2012 it was identified that efficient procurement is not just contingent on the quality of the legal and institutional framework but also on the level of understanding by staff. At the time, the legal framework had not been fully completed and staff roles and capacities were not fully clarified. The legal and institutional framework has since progressed within MEHRD including clearly defined roles and responsibilities. While capacity is developing, capability is thin.
Rationale	Given the centrality of PFM and Procurement and its cross-cutting nature, opportunity exists to look at strengthening links between MEHRD, MoFT and MDPAC to strengthen MEHRD's capability in that area for delivery on its NEAP.



Tasks	<ul style="list-style-type: none"> <li>• Work with HR, Budget and Procurement sections to develop work-plan and understand how they could be best supported.</li> <li>• Work with MEHRD to develop options for developing/ incorporating a system (if platform exists) that enables officers to easily access guidance including on procurement and finance.</li> <li>• Work with Finance and Procurement Advisers to develop training materials in consultation with MOFT and MDPAC</li> <li>• Work with HR section to develop appropriate sections of its planned standard operating procedures.</li> </ul>
Skills and Attributes	<p>Strong facilitation and communication (oral and written) skills</p> <p>Strong coordination and interpersonal skills</p> <p>Ability to adapt to changing environment</p> <p>Strong strategic thinking and analytical thinking skills</p> <p>Sound understanding of public sector policy and management including in a developing context</p> <p>10-15 years of relevant experience</p>

Strategic Human Resources Support Adviser	
Duration	12 months to end of Program with potential for extension
Procurement	International/National/Pacific
Accountability	Permanent Secretary/ Deputy Permanent Secretary DFAT First Secretary
Background	MEHRD has embarked on significant reforms to improve its ability to achieve its overarching strategic objectives articulated in its National Education Strategic Framework and associated National Education Action Plan 2016-2020. This has included a restructure that has included reorganising its business to enable it to be positioned to deliver on its National Education Action Plan
Rationale	Achieving compliance relating to SHRM and other aspects of MEHRD core business is an ongoing challenge affecting its ability to achieve its strategic objectives efficiently and effectively.
Tasks	<ul style="list-style-type: none"> <li>• Work with HR to identify areas for SHRM TA support for SMT approval including: <ul style="list-style-type: none"> <li>- finalising MEHRDs draft Learning &amp; Development Framework and Plan</li> <li>- developing SHRM options for SMT consideration for improving efficiency and effectiveness including developing standard operating procedures</li> </ul> </li> </ul>
Skills, Experience and Attributes	<ul style="list-style-type: none"> <li>• 15+ years' experience in Strategic Human Resources Management in a public sector setting including education</li> <li>• Sound experience in diversity and inclusion</li> <li>• Strong interpersonal and communication skills</li> </ul>

	<ul style="list-style-type: none"> <li>Facilitation and capacity development experience (mentoring or coaching)</li> </ul>
Qualifications	<ul style="list-style-type: none"> <li>Human Resources Management /Public Sector Management</li> </ul>

Evaluator, Vernacular Pilot	
Duration	2 months
Procurement	National/Pacific (or if international SIL)
Accountability	Permanent Secretary/ Deputy Permanent Secretary , Director School Services
Background	The vernacular pilot has been running in Makira and Malaita for nearly seven years producing materials in two national languages. The program has now moved into a new phase to include other areas
Rationale	It obviously makes sense to evaluate the pilot before going to larger scale. MEHRD is actively looking for someone to do this.
Tasks	<ul style="list-style-type: none"> <li>Work with SSU to: <ul style="list-style-type: none"> <li>Produce an evaluation plan</li> <li>Put together an evaluation team</li> <li>Conduct and report on the evaluation including recommendations for future initiatives involving the vernacular</li> </ul> </li> </ul>
Skills, Experience and Attributes	<ul style="list-style-type: none"> <li>15+ years' experience in complex sociolinguistic settings</li> <li>Strong interpersonal and communication skills in</li> <li>Previous experience in summative program M &amp; E</li> </ul>
Qualifications	<ul style="list-style-type: none"> <li>A higher degree in linguistics with specific reference to the Pacific</li> </ul>

Other areas which have been requested and can be similarly fleshed out for the final draft are:

- An overall **literacy advisor** to pull together the work being done in the various areas of literacy
  - To map all the literacy initiatives looking at alignment from both a system and technical level
  - To provide a review of the various literacy initiatives including the following criteria:
    - To provide an exit strategy for the current phase of LPMU to ensure that gains made are sustained
    - To provide early advice for future directions in the area of literacy in its broadest sense to inform the next phase of Australian support
- Evaluators** for other programs e.g. the Barriers to Learning in Western Province
- Document and research analyst.** in 2015, a research assistant began to put together all the research which had taken place in Solomon Islands related to education. This included an analysis of all the masters and PhD these from Waikato, USP as well as a

journal search. The original idea was that such research would be housed both at SINU and on the MEHRD web site. This work was never completed. This work could support, the as yet unfilled Research Position within SSU.

- **ECE Systems Specialist / Policy Adviser**

The ECE policy is being conducted in isolation from the SSU and is hoping to address child care facilities.. The policy is complex as it overlaps with right-age enrolment at 5 for all children. It is still not entirely clear whether a prep class can be stand-alone or needs to be physically within the boundaries of a primary school.. Would include a mapping exercise of ECE centres?

## Annex J: List of People Consulted

### List of people consulted 26 July- 9 August 2018

<b>DFAT/SIRF/Projects</b>
Deputy High Commissioner
Counsellor Human Development Program
First Secretary, Education and Human Resource Development
AHC Governance Team
SIRF Governance Adviser
Chief UN Joint Office
Program Director, Save the Children
Program Officer, Save the Children
<b>MEHRD/ SIG/PEAs/Authorities</b>
Permanent Secretary
Deputy Secretary
Under-Secretary National Education Services
Under-Secretary Education Authorities and Coordination Division
Secretary to the Prime Minister
Director MEHRD School Inspectorate Division
Chief Education Officer Rennell and Bellona Province
Principal Education Officer, “ “ “
Provincial Minister, Education
Provincial Desk Officer (Women)
Provincial Ministry of Works officer
Head of SSEC church
Head Teachers West and Tengoa schools
Teachers, West and Tengoa schools
MEHRD Policy and Management Adviser
MEHRD Monitoring and Evaluation Adviser
MEHRD Curriculum Adviser
Previous MEHRD Strategic Adviser
Previous MEHRD Procurement Adviser
Director GW and Associates
Strategic Services Unit Team
Human Resources Manager
Head of SIEMIS
Teacher Training and Development Division
National Exam and Assessment Division
School Grants
Director Assessments
Chief Education Officer, Western Province

Principal Education Officer	“
Deputy Premier	“
Education Authorities, Catholic and United Church	
Principal Gizo Community High School	
Primary School Teachers, “	
Principle Rarumana Community High School	
Chair Rarumana Education Board	
Curriculum Officer	
Manager learning resources and education authorities and coordination division	
MEHRD Finance Adviser	
MEHRD Procurement Adviser	
MOFT Financial Controller (Development Funds)	
MERHD Internal Auditor	
Ministry of Development Planning and Aid Coordination	
Honiara City Council Chief Education Officer	
Honiara City Council Principal Education Officer	
White River School Principal and Administration Team	
White River Primary School Teachers	
St Nicholas School Deputy Principal and Administration Team	
St Nicholas Primary School Teachers/Parents	
Education Authority South Seas Evangelical Church	
Education Authority Secretary, Catholic Diocese	
Education Authority Secretary, Anglican Church	
MFAT/Project Personnel	
Second Secretary Education	
LEAP Program Manager	
LEAP Governance Mentor	
LEAP Literacy Mentor	
MEHRD Literacy Adviser (LPMU)	

