

**Submission by Regional Assistance Mission to Solomon
Islands Special Coordinator Tim George**

**Review of RAMSI
Foreign Relations Committee,
National Parliament of Solomon Islands
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1. Summary

- The Regional Assistance Mission to Solomon Islands (RAMSI) is a unique example of a substantial regional response to a significant regional challenge. RAMSI has addressed successfully many of the challenges that had almost overwhelmed the Solomon Islands Government by 2003.
- As a regional mission, RAMSI has been committed to working in partnership with the Solomon Islands Government and people. This partnership has underpinned the Mission's achievements, and RAMSI continues to place a premium on consultation with the Solomon Islands Government and with the people of Solomon Islands.
- The RAMSI Treaty, an agreement between the Solomon Islands Government and the other 15 members of the Pacific Islands Forum, establishes the legal framework for the Mission's deployment to Solomon Islands, and reflects the mandate agreed by the Solomon Islands Government.
- The Solomon Islands' Facilitation of International Assistance Act 2003 (the FIA Act) gives effect to the RAMSI Treaty in Solomon Islands' domestic law. The Act provides powers, privileges and immunities of the type already agreed to by Solomon Islands in the RAMSI Treaty. The privileges and immunities are designed to help the mission run smoothly and are similar to those provided for other international organisations.
- RAMSI immunities only cover conduct falling within official duties, or conduct which is incidental to official duties.
- RAMSI places the highest priority on ensuring that its personnel are accountable to the appropriate authorities for their actions.
- Since its deployment, RAMSI has helped restore law and order, stabilise government finances, and strengthen the public service.
- RAMSI has a robust Performance Framework to enable it to assess its work against publicly-stated objectives. The Framework draws on the People's Survey; the annual Performance Report; detailed performance monitoring and evaluation systems in RAMSI programs and oversight by the Solomon Islands Government/RAMSI Performance Assessment Working Group.
- RAMSI and the Solomon Islands Government are developing a Partnership Framework. It will identify clear targets to be achieved together and will provide the basis for a gradual phase-down of RAMSI.
- Capacity development, which is a medium-to long term task, is central to RAMSI's efforts to give Solomon Islanders the confidence and skills to run their country. In mainstreaming capacity development throughout RAMSI, the mission has worked to shift its emphasis from 'doing' to 'supporting'. Success in capacity development will depend heavily on effective engagement between the Solomon Islands Government and RAMSI.
- There remains overwhelmingly strong support for RAMSI in the community (89% in the 2008 People's Survey) and much work still needs to be done. As the 2005 Forum Eminent Person's Group recommended, any RAMSI drawdown should be linked to progress in achieving the Mission's objectives and should be conditions-based.

2. Introduction

The Regional Assistance Mission to Solomon Islands (RAMSI) is a unique example of a substantial regional response to a significant regional challenge. Since being invited in RAMSI, in partnership with the Solomon Islands government and people, has made considerable progress in addressing many of the challenges that had almost overwhelmed the Solomon Islands by 2003. These included a breakdown in law and order, the near collapse of governance, economic paralysis, a faltering justice and prisons systems, the disappearance of many government services, widespread corruption and violence.

As a regional mission drawn from the countries of the Pacific Islands Forum, RAMSI has been committed to working in partnership with the Government and people of Solomon Islands. This partnership has underpinned the Mission's strength as well as its achievements to date, and RAMSI continues to place a premium on consultation and a close working relationship with the Government and people of Solomon Islands.

This submission provides an outline of RAMSI's mandate to assist Solomon Islands, and the relationship of that mandate to the RAMSI Treaty and the Solomon Islands *Facilitation of International Assistance Act 2003*. It also outlines RAMSI's own performance evaluation mechanisms, and the Mission's commitment to assist the Solomon Islands in developing the capacity of its institutions and its people.

3. RAMSI's Mandate

RAMSI's mandate was agreed between the Solomon Islands Government and the countries of the Pacific region, through the Pacific Islands Forum, at the time of the Mission's deployment in 2003. The mandate seeks to address the challenges that faced Solomon Islands, including civil unrest and lawlessness, economic decline and stagnation, and a dramatic decline in government standards. The mandate is outlined in the *Framework for Strengthened Assistance to Solomon Islands: Proposed Scope and Requirements* (Attachment 1), and covers the following areas:

- restore civil order in Honiara and throughout the rest of the country;
- stabilise government finances;
- promote longer-term economic recovery and revive business confidence; and
- rebuild machinery of government.

RAMSI's structure, Performance Framework and program-level priorities and evaluation tools all reflect the mandate as agreed by the Solomon Islands Government and Forum leaders in 2003.

4. The RAMSI Treaty

The RAMSI Treaty¹ is an agreement between the Solomon Islands Government and the other 15 members of the Pacific Islands Forum. It establishes the legal framework

¹ *Agreement between Solomon Islands, Australia New Zealand, Fiji, Papua New Guinea, Samoa and Tonga concerning the operations and status of the police and*

for the Mission's deployment to Solomon Islands, and reflects the mandate agreed by the Solomon Islands Government.

Article 2 of the Treaty provides:

The Assisting Countries may deploy a Visiting Contingent of police forces, armed forces and other personnel to Solomon Islands to assist in the provision of security and safety to persons and property; maintain supplies and services essential to the life of the Solomon Islands community; prevent and suppress violence, intimidation and crime; support and develop Solomon Islands institutions; and generally to assist in the maintenance of law and order in Solomon Islands.

5. The Facilitation of International Assistance Act 2003

The Solomon Islands *Facilitation of International Assistance Act 2003* (the FIA Act) gives effect to the RAMSI Treaty in Solomon Islands' domestic law. It provides for the provision of assistance by the governments of other countries and for the specification of an international agreement, such as the RAMSI Treaty, as an agreement that covers the operations of a visiting contingent.

The FIA Act operates to support international arrangements that were made when Solomon Islands requested international assistance for a public purpose and matters incidental to that. The Act provides powers, privileges and immunities of the type already agreed to by Solomon Islands in the RAMSI Treaty.

The Governor-General of the Solomon Islands has issued a notice under section 3 of the FIA Act specifying that:

- The Solomon Islands Government requested the assistance of Australia, Cook Islands, Fiji, Federated States of Micronesia, Kiribati, Marshall Islands, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Tonga, Tuvalu and Vanuatu ('assisting countries') for a public purpose
- The assistance will be provided by a contingent of persons ('visiting contingent') from the assisting countries
- the RAMSI Treaty is an international agreement that covers the operations and activities in Solomon Islands of the visiting contingent, and
- the FIA Act applies to the visiting contingent.

6. Facilitation of International Assistance Notice

The *Facilitation of International Assistance Notice* is the formal mechanism through which the Solomon Islands Government applies the provisions of the FIA Act to a visiting contingent that is named in the Notice. Tabling of the Notice provides the Solomon Islands Parliament the opportunity to debate and review the work of RAMSI at least once a year. There is, however, no legislative impediment to Parliament examining the work of RAMSI more frequently.

armed forces and other personnel deployed to Solomon Islands to assist the restoration of law and order and security)

7. RAMSI Structure

RAMSI is led by the Special Coordinator (an Australian), who is supported by a Deputy Special Coordinator (a New Zealander), and Assistant Special Coordinator (Fijian). Together with the Commander of the Participating Police Force, the Commander of the Combined Task Force (military) and the Development Coordinator, these officials are RAMSI's 'Principals' or senior executive.

RAMSI Programs are organised into three Pillars, which report to the Principals. The three Pillars are designed to reflect RAMSI's mandate and are:

- Law and Justice (including policing);
- Economic Governance; and
- Machinery of Government.

A diagram of RAMSI's structure is provided at Attachment 2.

8. Privileges and Immunities

The FIA Act provides members of the Visiting Contingent with privileges and immunities. The Act reflects agreement between the Solomon Islands Government and the other 15 members of the Pacific Islands Forum, and standard international and regional practice. The privileges and immunities are designed to help the mission run smoothly by insulating RAMSI personnel from politically-motivated or vexatious litigation, which could distract from their core objective of assisting Solomon Islanders.

(i) Privileges

Amongst the privileges accorded to members of the Visiting Contingent by the FIA Act are exemption from certain taxes, including income tax and departure tax, and the right to import personal effects free of customs, duties, taxes and other charges. The Mission also enjoys the right to import goods duty free to facilitate its work.

The provision of tax-exempt or duty-free status to the Mission and its members is not unusual and reflects standard international and regional practice in development cooperation projects, international representative missions, regional organisations and peace-keeping operations. These privileges are similar to those accorded to other donors to Solomon Islands, including Taiwan, Australia, New Zealand and the US. Exemption from local taxes is standard practice for donor-funded projects.

In mid 2007, RAMSI voluntarily introduced guidelines for the use of tax and duty free exemption on personal items imported by Mission personnel. These guidelines are in fact stricter than the requirements of the Act, and are intended to ensure that individuals do not obtain personal gain, benefit or advantage (financial or non-financial) from using the provisions of the FIA Act.

(ii) Immunities

Immunities similar to those provided to members of the Visiting Contingent are typically provided for international organisations such as the Forum Fisheries Agency and missions such as the United Nations (non-diplomatic or peacekeeping) missions, including the operation in East Timor. The 'United Nations Model Status of Forces Agreement for Peacekeeping Operations' sets out privileges and immunities very similar to those provided to RAMSI personnel. These cover civilian as well as police and military deployees. Solomon Islanders operate with similar immunities when they are deployed to such bodies.

It is important to note that RAMSI immunities only cover conduct falling within official duties, or conduct which is incidental to official duties. Unlike diplomats, RAMSI personnel are not immune in relation to their private actions. The Solomon Islands High Court confirmed in the *Nori* case that the FIA Act's immunity provisions are consistent with the Solomon Islands Constitution, and do not provide immunity for actions which infringe upon the fundamental rights and freedoms provided in the Constitution.

It is up to RAMSI contributing countries to decide whether their nationals should be entitled to immunity in relation to acts done in the course of, or incidental to, their official duties. Such decisions would be made on a case-by-case basis.

The immunities accorded to RAMSI personnel by the FIA Act remain an important safeguard for the Mission. Without them, RAMSI could be undermined and the benefits the Mission has brought to Solomon Islanders could be put at risk.

9. Accountability of RAMSI Personnel

RAMSI places the highest priority on ensuring that its personnel are accountable to the appropriate authorities for their actions. All RAMSI personnel are subject to a range of legal and disciplinary obligations related to their official and personal conduct. These include:

- A RAMSI Code of Conduct, which applies to all civilian, police and military personnel deployed to RAMSI;
- Police personnel serving with the Participating Police Force are bound by the disciplinary and criminal jurisdictions of their home countries (in cases in which home countries can assert such jurisdiction) as well as by the PPF Commander's Orders;
- All military personnel serving with the Combined Task Force (CTF) are bound by their separate national disciplinary directions;
- All military personnel serving with the CTF are also subject to local directions issued by the Commander CTF;
- Australian and New Zealand public servants serving with RAMSI must comply with all applicable Australian and New Zealand laws and regulations and the Australian and New Zealand Public Service Codes of Conduct;
- All civilian personnel are bound by the managing contractor's Code of Conduct.

The RAMSI Treaty and the FIA Act provide that contributing countries can assert extra-territorial jurisdiction over a member of the Visiting Contingent who allegedly

commits an act liable to criminal penalty while not acting in the course of, or incidental to, their official duties. The contributing country can choose not to assert jurisdiction, or may be unable to assert jurisdiction (for example, if it does not have valid extra-territorial legislation covering criminal offences). In the event the contributing country does not or can not assert jurisdiction, the Solomon Islands can choose to prosecute the alleged offender. Decisions as to whether to assert extra-territorial jurisdiction are made on a case-by-case basis by the contributing country.

Following the recent tragic death of a Solomon Island woman, Ms Hilda Ilabae, in a car accident on 13 June, the Government of Samoa decided not to assert its jurisdiction over the driver of the vehicle, a Samoan PPF officer. On 2 September, the Solomon Islands Police Force charged the driver with manslaughter and dangerous driving causing death.

10. RAMSI's Achievements

RAMSI's record of achievements in Solomon Islands is significant. Its immediate focus on deployment was on restoring law and order. This was achieved quickly, with weapons collected and militant leaders arrested. RAMSI also moved quickly to stabilise government finances with the assistance of civilian advisers deployed to the Ministry of Finance. Government revenue increased, financial discipline was achieved and balanced budgets were delivered. Following is a brief overview of achievements against the key elements of the Mission's mandate.

(i) Law and Justice

A breakdown in security was the primary reason for the RAMSI intervention and building a stable long-term security environment remains fundamental for the Mission. Since its deployment, RAMSI has removed 3,600 guns from the community and 332 new police recruits have graduated. RAMSI has made significant progress in rebuilding the Solomon Islands Police Force (SIPF), which had become severely dysfunctional. RAMSI acknowledges, though, that much work remains to be done to place the SIPF in a position where it can stand alone.

RAMSI is also supporting the Corrections Service of Solomon Islands (CSSI) with personnel and specialist advisers, training and improvements to infrastructure and equipment. Since 2006, Solomon Islands prisons have met UN Minimum Standards for the Treatment of Prisoners. A Solomon Islander is scheduled to take over the role of Superintendent of Corrections Services in October 2008.

With RAMSI's assistance, the courts system has completed 19 'tension trials', approximately 50 per cent of the total. Average remand times have been reduced by half to around 12 months. RAMSI is providing personnel, infrastructure and administrative support to key justice agencies and courts to ensure the Solomon Islands justice system is able to operate effectively, openly and fairly.

(ii) Economic Governance

RAMSI advisers in the Finance and Treasury Ministry have assisted Solomon Islands to develop balanced national budgets, improve management of revenue and

expenditure, and negotiate restructured loans to reduce the government's debt burden. Solomon Islands' economy has grown by an average of five per cent per year since RAMSI's arrival. A new Foreign Investment Act has been implemented and has led to a significant growth in planned foreign investment. Tariffs have been reduced and the overall level of debt has declined. Government revenue has increased by over 50 per cent.

(iii) Machinery of Government

RAMSI has also worked to improve planning, strengthen management systems and develop a professional and committed public service. It is helping to strengthen the formal accountability institutions such as the Auditor-General's Office and Leadership Code Commission. RAMSI is working with the National Parliamentary Office to strengthen Parliament's representative and oversight functions through improved Cabinet processes and support to Members in the performance of their roles. It is also supporting the efforts of the SIG to minimise barriers impeding women's participation in government decision-making.

11. Performance Evaluation

In 2005, RAMSI established a Performance Framework to enable it to assess its work against publicly-stated objectives. Four main tools support this evaluation process:

(i) People's Survey

The People's Survey is designed to obtain information on the views of Solomon Islanders on issues of relevance to RAMSI's work, including security, service provision and governance. The Survey is undertaken by an independent contractor employing Solomon Islander survey staff, and is based on a statistically representative sample of the population across the country. The results of the Survey feed into RAMSI's Performance Report.

The 2008 People's Survey found that 89 per cent of respondents supported the presence of RAMSI in Solomon Islands. A copy will be supplied once it is released.

(ii) Performance Report

The annual Performance Report is a key means for RAMSI to report on progress to contributing countries. The report is prepared by the Performance Assessment Advisory Team, an independent group of experts (including a capacity development specialist), and analyses progress against a RAMSI-wide Performance Framework.

The Performance Report draws on data and assessments from a range of sources, including national statistics, external and independent assessments, program-specific reviews and the annual People's Survey. It provides a basis on which RAMSI, Solomon Islands Government and the Pacific Islands Forum can discuss substantive issues.

(iii) Program Self-Evaluation Mechanisms

In addition to the RAMSI-wide Performance Report, RAMSI program areas have their own more detailed performance monitoring and evaluation systems that feed into the RAMSI-wide performance reporting cycle. These program-specific monitoring systems allow programs to assess achievements against objectives.

(iv) Performance Assessment Working Group

RAMSI's performance evaluation is overseen by the Solomon Islands Government/RAMSI Performance Assessment Working Group, which is chaired by a representative from the Office of the Special Coordinator, and includes representatives from all RAMSI program areas as well as the Solomon Islands Government and NZAID.

Attachment 3 provides a summary of RAMSI Performance Reporting for 2007-2008. Full annual reports can be found online at <www.ramsi.org>).

12. Pacific Forum Evaluation of RAMSI

The Pacific Islands Forum has twice undertaken formal reviews of RAMSI, including

- the 2005 Eminent Persons Group (EPG) to assess the overall impact of RAMSI since its deployment; and
- the 2007 Task Force to undertake a comprehensive review of RAMSI.

Both Reviews undertook comprehensive external assessments of RAMSI, and were positive about RAMSI's progress. Their recommendations related largely to improvements in processes to improve the operation of the partnership between the Solomon Islands Government and RAMSI.

In addition to these two ad hoc reviews, the Forum has also established two mechanisms through which RAMSI's work is monitored and evaluated. These are the Enhanced Consultative Mechanism (ECM), consisting of senior officials representing the Forum, the Solomon Islands Government and RAMSI, and the Foreign Ministers' Standing Committee (FMSC), comprised of the foreign ministers of the past, current and future Forum chairs, and of Australia (as the largest contributor to RAMSI) and Solomon Islands. The first meeting of the FMSC was held in Honiara on 22 February 2008.

13. Partnership Framework

The FMSC has directed that RAMSI and the Solomon Islands Government develop a Partnership Framework for consideration when the FMSC next meets in late 2008/early 2009. This Partnership Framework will be equivalent to a strategic plan for the Solomon Islands Government/RAMSI partnership. It will outline the areas in which RAMSI and the Solomon Islands Government intend to work and identify clear targets to be achieved together with who is responsible for achieving them. Where possible, each target will have an indicative timeframe. This will provide the basis for a gradual phase-down of RAMSI as targets are completed. RAMSI's performance

reporting will be realigned to track progress against the new Framework. All RAMSI activities in the Framework will be clearly linked to Solomon Islands' national priorities as identified in the Medium-Term Development Strategy and related documents.

A draft Partnership Framework reflecting Solomon Islands Government views has been endorsed as the basis for further work. It is organised around National Security, Economic Development and Public Administration pillars. Almost all current RAMSI activities are included in this draft but the Solomon Islands Government has proposed an expanded role for RAMSI in some areas, particularly in 'Economic Development'. This will be difficult to accommodate: as RAMSI has only a limited budget, it is not possible to start work in new areas without cutting back in others. Donors to RAMSI have said they do not support RAMSI expanding into areas covered by regular bilateral development programs.

As the new Partnership Framework will form the basis of RAMSI's work, it is important that both RAMSI and the Solomon Islands Government devote sufficient and timely resources toward its completion and then ongoing monitoring.

14. Capacity Development

Capacity development is central to RAMSI's efforts to assist Solomon Islanders in gaining the confidence and skills to run their country. Capacity development is a medium to long term task which needs to be jointly planned, implemented and monitored by RAMSI and Solomon Islands Government. It forms a major part of the draft Solomon Islands Government-RAMSI Partnership Framework, RAMSI's Performance Framework and program-level documents.

With the progressive stabilisation of law and order, RAMSI has placed much greater emphasis on capacity development since 2005. This was identified as a key principle in the draft RAMSI-Solomon Islands Government Medium Term Strategy which was developed by officials in 2006 and is now a focus of the draft Partnership Framework. The draft Partnership Framework specifies two medium term targets for capacity development that are now measured by the Performance Assessment Advisory Team:

- capacity development processes used by RAMSI are increasingly aligned with Solomon Islands expectations; and
- increase in the self-reliance of the Solomon Islands public service.

These performance measures are important because they bring with them the need for consultation and collaboration and they provide an impetus for Solomon Islands Government input into RAMSI priorities.

Capacity building is now mainstreamed throughout the RAMSI mission. A joint *Capacity Building Working Group* has been established to provide oversight of capacity development activities and, at a working level, a *Capacity Development Networking Group* of RAMSI advisers and their Solomon Islands counterparts meets regularly to discuss key capacity development challenges. A targeted professional development program has also been introduced.

Key lessons learned to date include the centrality of capacity development to sustainable development outcomes and that it is a complex endeavour largely outside the control of external partners. Significant progress is being made, but only in those areas where Solomon Islanders themselves recognise the need for change.

In mainstreaming capacity development throughout RAMSI, the mission has worked to shift the emphasis of RAMSI's assistance from 'doing' to 'supporting'. This may sound simple but, in fact, it raises some very complex issues. First, its success depends heavily on effective engagement between the Solomon Islands Government and RAMSI, as the Solomon Islands Government's expectations about advisers' roles and duties need to reflect the shift from 'doing' to 'supporting'. The Solomon Islands Government also needs to ensure positions are filled in a timely way so that training and capacity development can occur.

Second, it requires an openness to embrace indirect, process-oriented approaches that are much harder to measure. Especially for an intervention on the scale of RAMSI, this makes the question of how to account for progress in a way that satisfies stakeholders all the more difficult.

RAMSI has developed a Capacity Development Reporting Framework, unique to RAMSI, to meet this challenge. The Framework is designed to measure progress of capacity development so that the RAMSI phase down can be adequately planned for and RAMSI and the Solomon Islands Government can ensure that the conditions for a reduction in adviser numbers have been met.

15. Reducing RAMSI's Engagement

There are competing and conflicting calls regarding the length of RAMSI's commitment in the Solomon Islands. Some strong voices are heard calling for an early exit strategy for RAMSI. Others have asked RAMSI to stay in Solomon Islands indefinitely. It is important to note overwhelmingly strong support for RAMSI still exists in the community.

As the 2005 Forum Eminent Persons' Group recommended, any RAMSI drawdown should be linked to progress in achieving the Mission's objectives. The Partnership Framework will establish mutually-agreed, conditions-based timelines to phase down RAMSI's engagement in critical areas of government as the Solomon Islands Government's capacity continues to grow. Much work still needs to be done. RAMSI looks forward to working with the Solomon Islands Government and with the people of Solomon Islands to achieve the objectives which have been set.

FRAMEWORK FOR STRENGTHENED ASSISTANCE TO SOLOMON ISLANDS:
PROPOSED SCOPE AND REQUIREMENTS

(passed to Prime Minister Kemakeza on 5 June and subsequently published (and released publicly) as part of the document: "SI Government's Policy Statement on the offer by the Government of Australia for strengthened assistance to Solomon Islands")

I. SCOPE

Strengthened assistance will address the most serious specific threats to security and economic recovery in Solomon Islands. It should be provided by a cooperative effort between Solomon Islands and other members of the Pacific Islands Forum, led by Australia and New Zealand, engaging donors where possible, and cover both **civil order** and the **economy**.

2. Under **civil order**, the main task will be to re-establish security in Honiara, enabling government, business and the community to operate free of intimidation. Improved security would later be extended beyond Honiara. Key elements will be to:

- in cooperation with the Police Commissioner, reform the Royal Solomon Islands Police (RSIP), introducing expatriate police personnel into line positions, and providing increased resources;
- launch a new effort to locate and confiscate illegal weapons;
- investigate and prosecute new criminal offences vigorously;
- strengthen the courts and prison system; and,
- protect key institutions, such as the finance ministry, courts and their personnel from intimidation.

In this context, Australia would be prepared to consider whether there might be a requirement for expatriate military and police assistance.

3. The first task with the **economy** will be to stabilise government finances and balance the budget. The key points will be to:

- secure revenue collection and control outlays;
- strengthen administrative safeguards in government financial systems, including by deploying expatriate personnel in key positions; and,
- obtain donor and IFI financial and technical support.

4. The second economy-related task will be to **promote longer-term economic recovery** and revive business confidence, building on better civil order and the stabilisation of government finances. It will be important to pursue economic reform policies to regain credibility with the international donor community, and to **rebuild the essential machinery of government** to support stability and the delivery of services. Australia will support such efforts and continue its substantial support for health, the peace process and community-level

development, and will make every effort to persuade other donors likewise to increase their support. Key points will include:

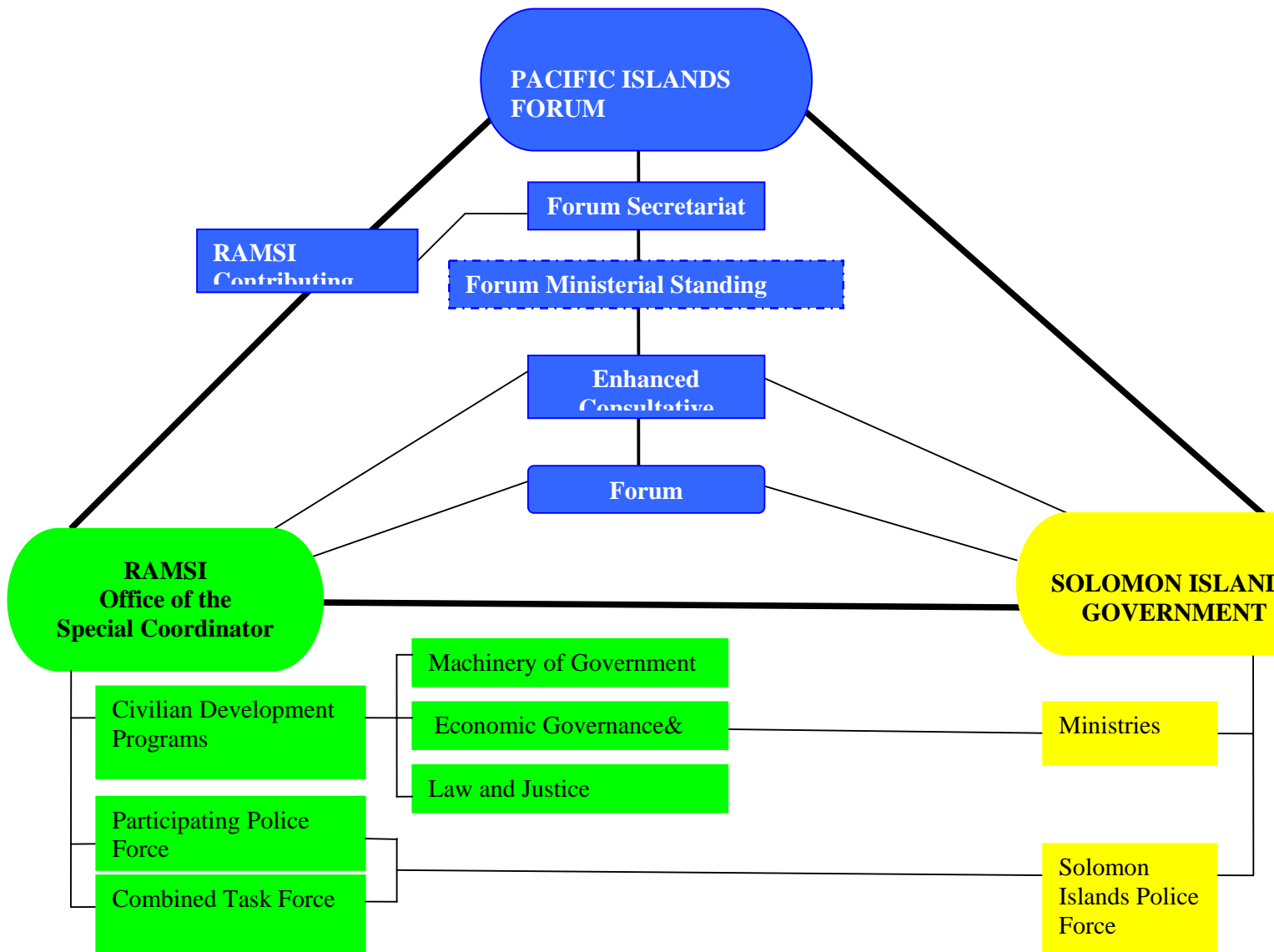
- implementing economic reform, consistent with the recommendations of the recent economic governance mission;
- focused efforts to deal with corruption;
- downsizing the civil service, cleansing the payroll and stopping extortion; and,
- improved debt management.

II. REQUIREMENTS

5. If it is to proceed to provide strengthened assistance as outlined above, Australia will require the Solomon Islands Government to:

- provide a formal request for assistance from the Governor-General, acting on the advice of the Cabinet;
- encourage widespread political and community support for such assistance;
- support Australia's efforts to obtain international support and endorsement, including from members of the Pacific Islands Forum;
- pass necessary legislation and conclude arrangements to cover the deployment of expatriate personnel;
- pass legislation and take administrative action necessary to restore security and bring about economic recovery
- accept and cooperate with expatriates brought into the RSIP, judiciary, prisons, and other government ministries;
- cooperate with efforts to achieve disarmament and pursue criminal activity;
- cooperate with efforts to stabilise government finances, including revenue and expenditure control, civil service downsizing, payroll cleansing and an end to extortion;
- implement a rigorous economic reform package;
- demonstrate its commitment to sustained implementation of sound economic policies, including cooperation with International Financial Institutions; and,
- support the rebuilding of essential institutions and capacities to support the functioning of government.

Attachment 2 – RAMSI Organisation Structure



Attachment 3

RAMSI 2007-8 Performance Report – Highlights

This information is provided by the RAMSI Performance Assessment Advisory Team and is selected from the performance information collected for the period July 2007 – June 2008. This is derived from a People’s Survey carried out in April and May by Australian National University Enterprise and from reporting from the constituent programs of RAMSI. Because RAMSI is a partnership between contributing countries and the Solomon Islands Government, performance systems record outcomes to which RAMSI contributes while recognising that the primary determinants of progress are the people and Government of the Solomon Islands themselves.

Security and rule of law maintained and entrenched

- Intensity of military patrolling continues to reduce.
- The proportion of Solomon Islanders who believe that violence would return if RAMSI left continues to decline (46%, down from 54% in 2007²).
- Crime clearance rates improving.
- Significantly reduced backlog in tension related files, and sexual assault files in the provinces.
- But 32% of Solomon Islanders believe the Solomon Islands Police Force treats people with respect (down from 44% in 2007).

Law and justice institutions nearly over the “bulge” and settling to the longer term

- 31 tension trials have been completed, with six outstanding.
- Median remand time at Rove Central Prison reduced from 14.5 months in June 2007 to 4 months in June 2008.
- Numbers of expatriate lawyers in SI public institutions reduced, indicating less need of external assistance.
- All legal institutions now headed by Solomon Islanders.
- Safety and security incidents in prisons halved from 91 in 2005/6 to 46 in 2006/7.
- Corrections Service of the Solomon Islands judged to be meeting UN Minimum Standards for the Treatment of Prisoners.
- Wide range of rehabilitative activities for prisoners established and documented.

Gains in building effective and accountable public institutions

- Some decline in the proportion of people who believe national government is doing a good job, but an increase in numbers who believe that the performance of politicians and officials is improving.
- 46% of Solomon Islanders believe their MP is performing very well or satisfactorily in Parliament (largely unchanged)
- Office of the Auditor General has cleared the backlog of audits of National Accounts and audits tabled in Parliament are scrutinised by the Public Accounts Committee and progress against required audit action plans monitored.
- Backlog of cases at the Leadership Code Commission cleared.

² Comparisons in each case are for provinces included in the People’s Survey in both years, which, although they contain the great majority of the population, may not be completely representative of the nation.

- But there have been delays in a major RAMSI program of support for the public service.

Responsible budgets and growth maintained so far, but huge challenges ahead

- Solomon Islanders are less likely than in 2007 to say their household financial situation is better than two years ago, or that it will be better in two years time.
- Debt to GDP ratio improved from 63% in June 2006 to 53% currently.
- Domestic revenues rose from SI\$822 million in 2006 to SI\$1090 million in 2007.
- Medium Term Fiscal Strategy prepared which highlights need to contain expenditure and find new sources of growth.
- Benefits continue to flow from the 2006 Foreign Investment Act.
- New customs clearance system has reduced processing times from 24 to 8 hours.
- Following changes in air transport policy, two further airlines have started to serve Honiara since mid-2007.
- 150 km of roads rehabilitated and maintained on Malaita, with labour based approaches contributing to increased employment for 150 people.
- Despite some work on the establishment of an accounting service, RAMSI support for financial management across the public service has not taken off.

Capacity development observable throughout RAMSI, but all need to catch up with the best

- All programs report increasing diversity and mutuality in approaches. There is a welcome shift of emphasis from technical skills to corporate functions such as human resources and financial management. However, the focus on organisational improvement is not entrenched and there needs to be a further spread of good practice within RAMSI.

Overall

- There has been some increase in the understanding that RAMSI is active in a broader area than law and justice. Support among Solomon Islanders for RAMSI's presence in the country remains high at around 90%.
- Gains in security, public financial management and economic growth are being maintained. However, all gains are to some extent fragile and can be reversed.
- All programs can describe transitions from dependence on technical assistance. However, more effort needs to be made to ensure that judgements about transitions are shared by RAMSI and SIG and seen within the context of overall plans to leave behind reasonably effective and resilient institutions.
- Problems with recruitment and retention in the public service, and sustainability of levels of RAMSI financial subsidy in some areas, remain risks to the achievement of RAMSI/SIG objectives and merit closer attention in strategic discussions.
- RAMSI remains committed to the principle of gender equality. There are examples of good practice within RAMSI in reporting outcomes on the effects of programs on women and men (including the rich set of disaggregated data in the People's Survey), but practice overall needs to be strengthened.
- Performance reporting is still in some cases not giving managers the information they need. While all programs now have clear objectives, more consistent and substantive reporting is needed against them, together with greater convergence with SIG reporting systems.