

Project 879-0251

ANNUAL EVALUATION

OPERATIONAL PROGRAM GRANT USAID/ASIA G-492-1650

SOLOMON ISLANDS

PERIOD: May 1, 1983 to February 29, 1984

by

Bernard P. Hosie

THE FOUNDATION FOR THE PEOPLES OF THE SOUTH PACIFIC INC.

200 West 57th Street

Suite 808

New York N.Y. 10019

INDEX

I. INTRODUCTION	p.1
II. ADMINISTRATION	P.1
III FISHERIES PROGRAM	P.2
IV WOMEN'S PROGRAM	p.4
V FSP SOLOMONS AND SIDT	p.5
VI NEW KOLEULA TRAINING CENTER	p.6
VII GOVERNMENT LIAISON	p.6
VIII EVALUATION	p.8

Appendix I : Solomon Islands Development Trust

Appendix II: Solomon Islands Women's Program

SOLOMON ISLANDS REPORT

I. INTRODUCTION

The Evaluator for The Foundation for the Peoples of the South Pacific (FSP) visited Solomon Islands March 9 - 13, 1984 to review the USAID program.

This report is based on that visit.

The last Evaluation was made in April 1983. The current OPG is scheduled to end in March 1985. Several months before this, FSP will make a final evaluation of the program. For this reason the present report is a brief interim report rather than a formal evaluation.

II. ADMINISTRATION

The FSP office in Solomons is located on Mendana Avenue, Honiara, Guadalcanal in the Church of Melanesia building. In 1982-83 the Solomon Islands Development Trust (SIDT) shared the office with FSP. As the 1983 Evaluation noted:

"This makes the office extremely busy and crowded, even overcrowded."

Late in 1983 the Australian High Commission provided SIDT with a whole floor of the High Commission building. This relieved the pressure on FSP office space.

In 1983 (June) FSP sent Anthony Carmel to Solomons as Fiscal Controller.

Carmel located a competent Solomon Islander and is training him as Fiscal Controller for the program. Carmel has also been active in other areas, particularly program planning. He has played a major part in setting up the FSP Training Center at New Koleula.

The additional space in the FSP office has enabled the Director of the Women's Program, Sarah Osiabu, to move into the central office. Formerly she was in an upstairs office, and as the 1983 Evaluation pointed out, this made her "somewhat removed from the support and direction of the Country Director." Further, a second Secretary has been hired and she works closely with Ms Osiabu.

III. FISHERIES PROGRAM

The May 1983 Evaluation expressed serious concerns about the Fisheries Program, pointing out that it was not reaching the goals set. In an effort to upgrade the program FSP sent out Richard Volk, who had several years experience in the Tonga Fisheries Program. However Volk had little success in Solomons.

The original program set out to provide a Fisheries Office for each of the seven Provinces in Solomons. FSP/USAID helped with funds for ice makers, ice boxes, and in other ways. Peace Corps provided Fisheries Officers.

In 1982 two events occurred which changed the situation. Massive Japanese and Australian aid was channelled in the Fisheries program - in large part because of the foundations laid over the previous six years. Secondly, the Mamaloni Government, as part of its decentralization policy, took Provincial Fisheries out of the hands of the Ministry of Natural Resources (which retained control of national fisheries however) into the Ministry of Home Affairs and National Development. FSP found itself the junior partner in an operation in which the senior partner had suddenly disappeared.

Eventually FSP decided to close the program as of December 31, 1983.

FSP submitted to USAID an amendment to transfer the unspent funds from the Fisheries program into other areas.

IV. WOMEN'S PROGRAM

The Staff of the FSP Women's program has been strengthened and now has eight. The report for the last quarter of 1983 shows that six x five day training workshops were held, twenty income generating activities supported, thirty clubs visited, seven new clubs registered.

The visits to the Clubs averaged two days. The FSP Field Workers helped the Club members to improve their kitchens, make smokeless and charcoal stoves and drum ovens, set up chickens or vegetable gardens as club projects, gave sewing and cooking lessons, helped build water seal toilets. Lectures covered topics such as club management, family planning, health and nutrition.

The nature of the Workshops has evolved. Initially women were brought from a dozen or more clubs to a central village. This meant that most of the money spent on the Workshops (\$400 on average) was for food and travel. It also meant that almost all those attending were women. In some cases the men became jealous and refused to support the women.

In 1983 a new approach was instituted. Workshops are held in one village with men and women from that village attending. The money formerly spent on travel and food is now available for improving kitchens, stoves, toilets etc. The work is done during the Workshop, with men and women working side by side.

FSP has been particularly successful in mobilising and coordinating resources for women from a wide variety of sources. The following have worked more or less regularly with FSP in the Workshops and other elements of the program:

1. Department of Agriculture
2. Department of health
3. Ministry of Youth Employment and Social Development
4. Solomon Islands Planned Parenthood Association
5. St. Martins Agricultural Training College, Tenaru
6. Mothers Union and other Church groups
7. Solomon Islands Development Trust

This same coordinating capacity has also been effective at the national level. FSP set up a Women's Steering Committee which has representatives from about sixteen different organizations. The Committee grew out of the first National Women's Planning Conference which FSP organized in June 1982 and acts as an advisory and coordinating body for women's programs.

At the last meeting of the Committee in February 1984 FSP suggested that the village improvement program be divided into a series of units. A record is kept of which units have been carried out in a given village. In this way duplication is avoided. The Steering Committee approved of this and FSP is now drawing up the units. FSP is planning a similar approach for Nutrition, and the FSP Regional Nutritionist Robert Hammitt is cooperating in drawing up the various units.

The support for small projects was rather slow in taking off and considerable education was required before the Clubs understood what was available and how they could take advantage of this support. By April 1983 only fifteen small projects had been supported.

In the last eight months of 1983 sixty-five small projects were supported.

In the first three months of 1984, sixty-five small projects were supported.

Clearly the program is expanding rapidly. FSP/USAID support is, at most, \$200. Projects supported include chickens, bakeries, garment making, vegetable growing and marketing, and handicrafts.

When the program was first instituted the support went to the Clubs. However the Clubs, which often had forty or more members, were not efficient in setting up a small chicken run or similar project. In the April 1983 evaluation the FSP Evaluator suggested that the program be directed to sub-groups of four or five. This advice is now being followed and to date the results are promising.

V. FSP SOLOMONS AND SIDT

FSP has two programs in Solomons - the OPG and the Solomon Islands Development Trust (SIDT). FSP negotiated funds for the latter from a U.S. based organization PACT (Private Agencies Collaborating Together) and sent a U.S. Adviser Trainer John Roughan to Solomons to set up the program.

SIDT is concentrating on the subsistence level. However even at that level there is a steadily increasing demand for economic support. For this reason there will be a growing need for FSP program support. The recent amendment FSP submitted to USAID seeks to channel more funds into this area. The two programs are complementary and in no way in competition. Appendix I is a report on SIDT and the relations between SIDT and FSP Solomons.

NEW KOLEULA TRAINING CENTER

FSP is in the process of setting up a Staff and Leaders Training Center at New Koleula, a village about fifteen miles south of Honiara in the Guadalcanal Plains. Already a chicken run and piggery have been built, a vegetable garden, a lecture hall/dormitory is about half finished. The village people are providing the labor. Foxwood, a local timber firm, have donated the timber.

The Center will be useful for Staff training. In addition, it will be used to train women leaders eg. of groups that plan to set up a chicken run or piggery or other small project. Much of the food will be grown on site so training costs can be kept to a minimum.

VII GOVERNMENT LIAISON

The FSP program in Solomon Islands has, from the first, been a close partnership with the Solomon Island Government. The Fisheries was a partnership with Fisheries Division. In the Women's Program, FSP has always worked closely with the Social Development Assistants (SDAs) - The Government Women's Extension Officers. In the Provinces, FSP and the SDA share offices.

The 1982 change in Government policy - the decentralization of power introduced new problems. No longer can FSP work with the Central Government only. The Provinces now have considerable authority and are evolving their own development plans.

FSP is fortunate in that its Country Director, Willie Betu, is a Solomon Islander with long experience in Government - he was a Government Minister in two Governments in the seventies. He understands thoroughly the changes that

are occurring and is careful to adjust to them as required.

FSP found that certain Provinces were better organized and tended to get the largest share of the development funds. It now allocates a set sum to each Province, to make sure that all get a share. The FSP Country Director commented:

"We allocate so much project money to each Province according to the request from our own Field Staff and the Government SDAs who work with them. Our Staff then discusses this with the Provincial Government and they decide between them where the funds will be spent."

"The System varies from Province to Province. In Malaita, the plan must first be approved by the Coordinating Committee which includes the heads of the various women's organizations - the Mother's Union, the Catholic Sisters, SDA, FSP, heads of Government departments. If they approve it goes to the Executive Committee of the Province and is endorsed by them. Our Staff then implement the program in partnership with Health or Agriculture or whatever Government Department is concerned. "

"In the Makira Province after the Coordinating Committee has approved it goes to the Provincial Council of Women and they allocate so much to each Area. Then the Area Council of women makes the final decision on the actual village to get support. The system is time consuming but I think it will work. "

"In the Isabel Province it will probably go to the Mothers' Union but this is not yet organized. In the Western Province the Resource Center (the Provincial Planning Office) will provide all the supporting staff for the Coordinating Committee. Again, as in Malaita, we will give them a quarterly budget, then meet with the Coordinating Committee. The FSP Women's Officer and the SDA recommend so much for each Area. They then go to the individual Area Council and get approval to spend so much for each village."

"We plan to run a Staff training session in April to train our Staff in the requirements for each Province. By that time we should have a formal agreement with each of the Provinces concerning the way the machinery will work and we will brief our staff so they can handle this. "

VIII EVALUATION

The last twelve months has seen good progress in the Women's Program. There has been a marked change in the approach during this period - a change that was just beginning in April 1983. Appendix II gives the comments of Ms. Sarah Osiabu, the Director of the Program, on these changes and the reasons for them.

The main emphasis of the program is still women, but the program has now been broadened - it has in fact become a Village Development Program. This change is reflected in the staffing, as there are now three men in the staff of eight. Initially all the Staff were women. Further, the Workshops were formerly for women, now they are for men and women. And now the men and women work together to improve

their homes and villages. For example in a Workshop at Buala on Isabel, 35 of the 80 participants were men. Working together, the participants built 30 charcoal stoves, 2 smokeless stoves, one upraised fireplace, 5 water seal toilets. FSP contributed \$145 for concrete slabs for the toilets and drums for the stoves.

The Evaluator attended a Workshop at Saeragi in the Western Province in April 1983. The women spoke emphatically about the need to involve men in the program. To fail to do so, they claimed, would be to ensure that the program would fail. This problem has now been solved.

Two areas where the program has been especially successful have already been pointed out. Liaison with the Central and Provincial Governments. And coordinating various groups to work together for women.

The FSP Evaluator met several leading Government people during his visit:

Denis Lulei, Minister for Home Affairs and National Development

Richard Harper, Minister for Health (Richard fought with the U.S. Marines in WWII)

Margaret Lulalamo, Chief Nurse for Solomons

Piti Maike, Director of the Government Women's Program.

He heard only praise for the work of FSP.

The Small Projects program has expanded from an average of two a month in April 1983 to twenty a month in March 1984. Over one hundred have been funded at an average of about \$150 each.

A full report of the Fisheries Program will be made in the final evaluation of the program later this year. At present the following points should be noted:

- 1. The initial aim of the program, to set up Fisheries Offices in each of the Provinces, was achieved.**
- 2. The program was affected by extrinsic factors - the changes in Government policy, and the massive injections of aid from Australia and Japan.**
- 3. The amendment submitted to USAID leaves open the possibility of support for Fisheries should the need arise.**
- 4. The new Minister of Home Affairs and National Development, Dennis Lulei, has expressed interest in FSP support for Provincial Fisheries.**

INTRODUCTION

The Chief Evaluator for the Foundation for the Peoples of the South Pacific (FSP) made a brief visit to Solomon Islands in March 1984. During that time he looked at the progress of the Solomon Islands Development Trust and especially at the points of concern raised by PACT.

THE AUSTRALIAN CONNECTION

Australia is a major contributor to development in the South Pacific, putting about \$400 million annually into this area compared with \$8 million from the USA. SIDT has already opened a useful connection with Australia.

The Australian Development Assistance Bureau (ADAB), an arm of the Government of Australia, is funding a major water supply program in Solomon Islands but has become dissatisfied with the results. Many of the village water supplies being built are poorly cared for and even break down completely within a few months.

SIDT agreed to carry out a major educational program in association with the water supply program. Australia has funded this at some \$742,000 and also provided eleven Australian Volunteers Abroad to work with SIDT. The Australian High Commissioner in Honiara, Trevor Sofield, gave SIDT a large office in the Australian High Commission building on Mendana Avenue in Honiara. This enabled SIDT to move out of the office it was sharing with FSP, thus giving more space to both organizations. Unfortunately the High Commission building was severely damaged by an earthquake a few months ago and had to be evacuated. SIDT was in small temporary quarters when the FSP Evaluator was in Honiara. However it was hoped that the building would be repaired and available before long.

TRAINING

A major, seven week, training course was held in Malaita for 80 participants in January-February 1984. This was attended by the SIDT Field Offices, the Mobile Team members (MTM) and ten Australian Volunteers Abroad (AVAs).

As usual in SIDT training, the nature of development was stressed, with heavy emphasis on water supplies and sanitation. The team also carried out practical projects that they later used in their village workshops.

Over the next twelve months SIDT has a target of five hundred three day Workshop in all seven Solomon Provinces. For this work they now have four Field Offices and four Field Officers. This will increase to seven this year, giving one for each of the Provinces. Each office is staffed by a Field Officer, an AVA couple and the Mobile Teams. Each team has three or four members, and there are now seventeen teams. Each team does three Workshops per month.

Teams will enter a village only after they have been invited to run a Workshop. The village must agree to suspend their normal vegetable growing, hunting, fishing etc. during the Workshop.

The whole village, men and women, are invited to the Workshop and almost all come. The first talk is based on the Development Wheel. The village is then divided into groups of about twelve and these discuss the talk and apply it to their village. All discussions are in the local dialect except perhaps for a little pidgin English where necessary.

Each group is asked to identify the problem or problems facing the village eg. poor housing or sanitation or water, dysentery, youth unemployment or youth leaving the village. They are then asked to propose a solution. This is then criticised by the other groups. Where an impractical or extravagant solution is put forward the other groups are ready to criticise. One group in Malaita suggested a sawmill that would cost \$140,000. The other groups laughed.

The three mornings are spent in discussions along these lines. The afternoons are spent in work in the village - improving the kitchens, building drum ovens or charcoal or clay stoves, digging a pit latrine.

Only in the last few months has this system been operating at full strength so it is too soon to judge the impact on the lives of the village people. However with eighty people working at the grassroots village level there is little doubt that there will be considerable impact. Over the next twelve months the MTMs will be gathering evidence of the impact.

WOMEN IN PROGRAM

PACT expressed concern that the program is not impacting women. It is important to note that the whole thrust of the program in the villages is towards both men and women. Both attend the Workshops, both share in the discussions, both work side by side to upgrade their homes and villages. Since much of this work is aimed at better kitchens, water supply, sanitation etc. this impacts the women more than the man.

However SIDT has only recently hired its first woman as a Field Officer. She chose three women among her twelve Mobile Team staff. Currently there are seven women among the Mobile Team members.

SIDT is alert to the need to have women on its staff but it is very much more difficult to find qualified women than to find qualified men. There are special problems in finding suitable women as MTMs. Most of the MTMs are Form II school leavers, about 18 years of age. This group has fewer family responsibilities and so is more mobile. However there are severe cultural restrictions on young girls of this age. Generally the family will not allow them the freedom to work as MTMs, or at the very least insist that they be accompanied by another family member. FSP has had problems, especially in Malaita, in finding suitable women counterparts for the Catholic Sisters it is employing as Extension Officers.

SIDT AND FSP SOLOMONS

Relations between FSP Solomons and SIDT seem to be excellent both in the field and at the headquarters level. The Evaluator met with the leaders of the two groups and had only one suggestion - that a formal meeting between the two be held each month. It was agreed that the last Friday of each month at 3 pm would be suitable.

There are some similarities between the two programs and FSP Solomons has been influenced by SIDT. However there are a number of dissimilarities. SIDT is working at the village subsistence level and in large measure is going its own way. FSP works closely with a variety of Government and non-government organizations and indeed plays a major coordinating role between these groups. Its Womens Steering Committee, for example, brings together about a dozen organizations interested in women's programs.

Both organizations are, of course, sensitive to the necessary liaison with both the central and Provincial governments.

A second difference is that the thrust of SIDT is towards the subsistence level, while FSP is concerned also with the next level - the small economic projects such as village piggeries, chickens etc. Clearly the two programs complement each other.

EVALUATION

The SIDT program is an impressive one. It has an outreach that is exceptional and it is without question reaching the poorest group in the community - the subsistence level villagers who all too often are overlooked in the development process.

It has a strong conscientization element. Indeed this is its primary thrust. It seeks to make the people understand what development means. To show them that money does not necessarily mean a better way of life and may even bring changes that are destructive of values they want to preserve. To show them that they can and must be the agents of their own development.

There is much discussion at the three day Workshops - but there is also a lot of work. One aim of the Workshop is to leave the village and the individual homes better than they were.

SOLOMON ISLANDS WOMEN'S PROGRAM

March 1984

Sarah Oslabu, the Director of the FSP/USAID Women's Program in Solomon Islands, made the following comments:

"We have now involved more men in our programs. this has been important for the digging of latrines and such work. We now educate both men and women - the women are ahead of the men in village development."

"We have rethought our approach to the Workshops. In the past we held workshops for 50 or 60 or even 100 women. We had few if any men, and most of our money went in transport and food, but nothing was left after the Workshop. We reviewed what we had been doing and decided to concentrate on a particular village for our workshops."

"We decided to concentrate on a particular village and run a Workshop for that village. This did three things. It involved men as well as women. It left something behind after the Workshop. And it saved the money we had previously spent on travel and food."

"We were then able to reduce the cost of a Workshop from \$400 to \$200. We use that \$200 to help upgrade the village. We did a sanitation Workshop in the village of Warananlu in Malaika, for example, and built twenty toilets, one for each of the twenty families in the village. We brought in the Environmental Health people and with their help built water seal toilets. The people dug the pits and built the toilets. There are water taps in the

village but often these are a long way away so we tried to put a drum between each two toilets for the water."

"We ran another workshop at Buala on Isabel and made thirty charcoal stoves, two smokeless stoves and five water seal toilets. We built all of these during the workshop. We provided the concrete slabs for the toilets and the drums for the stoves while the people did all the work. We want to involve the village people and get them to do the work."

"Formerly we were too widely spread and were not clear on what we wanted to do. Now we have narrowed our focus and know better what we want to do. After we built the charcoal stoves at Buala word spread quickly and a lot of people wanted them. A church group at Buala has begun to build and sell them at \$4 each. They use a 4 gallon drum and cut it in half so they can make two stoves. The drum stops the concrete from cracking. The people make their own charcoal, there are no clubs making it yet."

"We recommended to the Steering Committee a Unit approach for upgrading kitchens and the Committee liked that. Unit I is the stove, Unit II is the water, and so on. In this way we, or SIDT, or any other group, will know at once what has been done in a given village so there should not be any duplication. We plan to set up a similar series for nutrition, and the FSP Regional Nutritionist is helping us draw up a list of Units. He is also sending us some materials we can use in our lectures on nutrition."

18

"Our relations with the SDAs remain good and in most Provinces the SDA and the FSP Women's Officer share an office. SDA and FSP plan women's projects together. We allocate so much for each province and the Field Workers identify the projects. "

"We have excellent Field Workers, they are dedicated and hardworking. We held a Field Staff meeting in January so I worked all through Christmas preparing for it. The Staff training was excellent; we had only FSP workers there and went right into our own program. We also hold training workshops which include SDA and Church Workers as well as FSP workers. These are more general and all our Staff said they preferred the FSP Staff training meeting. So we decided to hold one general staff training meeting each year and two FSP meetings. "

"We have found that big groups cannot run small projects. Instead of working with 40 or so women in a Club we work with subgroups of five or six. The family groups work best of all. A lot of families are interested in small projects but we supported only 65 in 1983. This year we have supported 65 in the first three months. We allocate \$100 or \$200 for a project but because of the way prices have gone up we now plan to increase support to \$150 and \$300 per project. "

19

SOLOMON ISLANDS OPG

USAID - GRANT G-492-1650

EXPENDITURES AS OF MARCH 31, 1984

PERIOD: 09/01/79 - 06/30/85

	USAID EXPENDITURES TO DATE	CURRENT FSP LOCAL CONTRIBUTIONS	TOTAL
PERSONNEL	190,557.85	52,835.39	243,393.24
TRAINING	79,083.96	2,515.00	81,598.96
TRAVEL	47,879.97	7,342.45	55,222.42
EQUIPMENT	3,810.26	--	3,810.26
SPACE	9,822.41	1,006.00	10,828.41
OTHER	159,561.93	35,571.04	195,132.97
INDIRECT	149,490.15	--	149,490.15
INTERVENTIONS	161,260.78	--	161,260.78
TOTAL EXPENDITURES	801,467.31	99,269.88	900,737.19

***SUBJECT TO AUDIT**