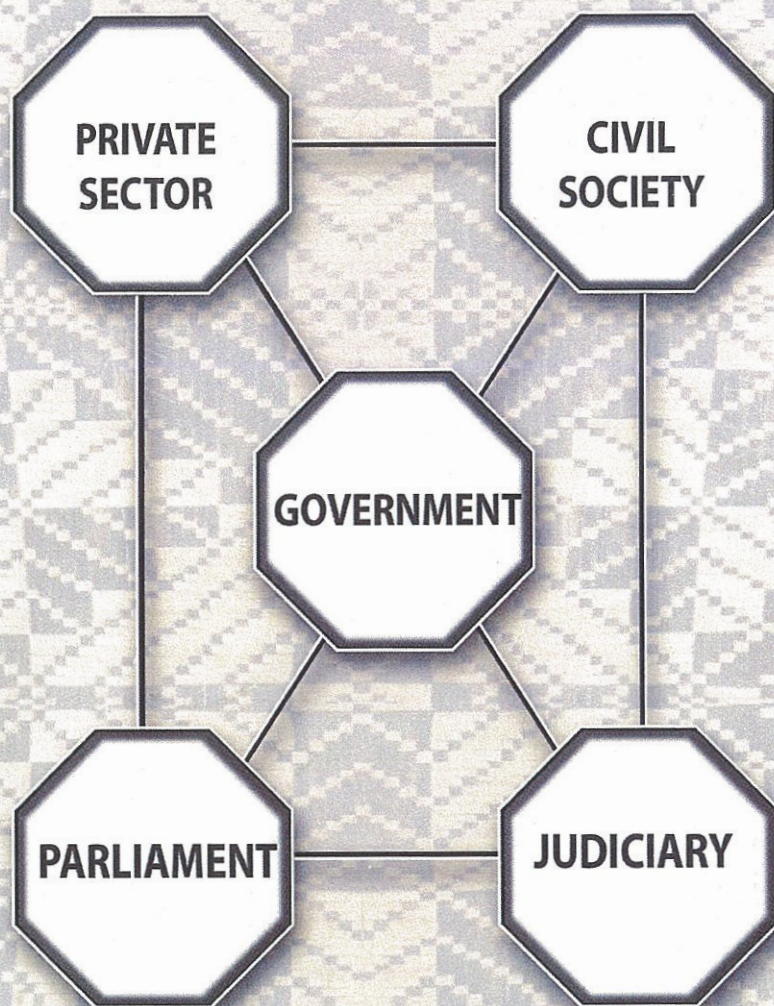
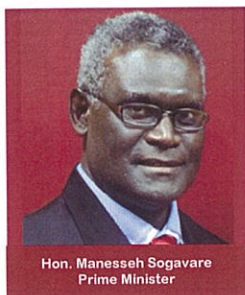


SOLOMON ISLANDS NATIONAL ANTI-CORRUPTION STRATEGY



2017

Prime Minister's Foreword



I am pleased to launch the National Anti-Corruption Strategy (NACS) which we have developed for the very first time.

The increasing complexity of corrupt acts, their transnational nature and adverse effect on our economy and the wellbeing of our people, fully justified a concerted effort and a well-coordinated approach to fight against corruption.

The Government must always take the lead role in the fight against corruption.

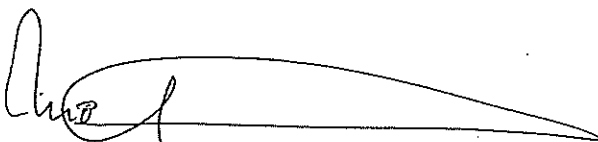
The NACS has been developed through a consultative approach. From this process high priority areas of focus have been identified and translated into the NACS Action Plan. The Action Plan (2017-2019) will guide our coordinated approach in the fight against corruption. It appears from corruption issues identified that multiple actions are required to be pursued if we are to be successful in the fight against corruption.

The 'war' against corruption must always be a business for everyone in Government, the private sector and civil society. Government has considered it important therefore that the NACS's implementation is steered and guided by a Steering Committee comprising of representatives of Solomon Islands Chamber of Commerce and Industries; Development Services Exchanges (the umbrella NGO); Government and development partners when appropriate. This will allow for ownership of the NACS by all and for transparency in our collective effort to address corruption.

While corruption takes place in all spheres of our society, it is important that this first wave of our concerted actions against corruption begin in the public sector. All public institutions must take steps to prevent corruption. I am appealing therefore to all public offices to take concrete steps to assess their processes and procedures, regulatory frameworks, and address with urgency recommended steps already pointed out by the Auditor General. Private firms must do likewise in taking concrete steps to address corruption.

The NACS is a living document and Government will be guided by agreed actions from the NACS Action Plan. It will be reviewed therefore every 18 months to ensure it is reflective of the changing needs of the country in our collective fight against corruption.

I am personally committed to the fight against corruption and I appeal to all other leaders in Government, the private sector, civil society organizations, churches and in our various communities to do the same.

A handwritten signature in black ink, consisting of a large, sweeping loop followed by a smaller, more intricate flourish.

Hon. Manasseh Sogovare
Prime Minister

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I. BACKGROUND

1. INTRODUCTION

The Democratic Coalition for Change (DCC) Government in Solomon Islands issues this National Anti-corruption Strategy (NACS) as part of its commitment to fighting corruption. The goal of the Strategy is to reduce the opportunities for and incidence of corruption in Solomon Islands. This will lead to effective governance, the delivery of goods and services, economic growth and development in the country.

Corruption undermines development and sustains poverty, inhibits economic growth, drives political instability, enables the unsustainable use of natural resources, impacts the delivery of services and undermines good governance and the rule of law. This is clearly recognized by the 2030 Agenda. Sustainable Development Goal (SDG) 16 urges substantial reductions in corruption and bribery and development of effective, accountable and transparent institutions at all levels. In addition to these clear anti-corruption targets in SDG16, it is recognized that corruption undermines the achievement of any of the other SDG Goals.

Combating corruption has been a DCC Government priority since it took office.

In its Policy Statement the Government commits to: “

- (i) Oversee efficient and effective conduct of oversight institutions to eradicate corruption, at all levels, in the country;
- (ii) Establish the Solomon Islands Independent Commission Against Corruption (SIICAC);
- (iii) Review and strengthen anti-corruption legislations and related subsidiary legislation.” The publication of NACS is the latest step in its efforts to fulfill the promise it made to citizens to eradicate corruption.

The Government’s commitment to fight corruption also contributes towards fulfilling Solomon Islands’ obligations under international law. Solomon Islands acceded to the United Nations Convention against Corruption (UNCAC) on 6 January 2012. The Convention requires States parties to take measures both to prevent corruption and punish those who commit corrupt acts. It provides a roadmap for achieving these results, which the Government has followed in developing this NACS.

Even before the development of NACS, the DCC Government and its predecessor had taken measures to bring Solomon Islands into compliance with UNCAC.

These measures included:

- (i) passage of the *Public Financial Management Act* (2013);
- (ii) creation of a framework to overhaul the management of the nation's finances;
- (iii) amendments to the penal code to stiffen penalties for corruption crimes; and,
- (iv) drafting of the Anti-corruption Bill 2016 and the Whistleblowers Protection Bill 2016.

The DCC Government also established the Anti-Corruption Investigations Unit within the Royal Solomon Islands Police Force (RSIPF), an independent and specialized agency to combat corruption. As recent actions show, the Unit is vigorously enforcing the criminal anti-bribery laws, and, in doing that, is working closely with other law enforcement agencies in the country.

While each of these initiatives has or will make an important contribution to reducing corruption in Solomon Islands, the Government recognizes that a successful campaign against corruption requires more than a series of initiatives targeted at different sectors and addressing different problems. It requires a comprehensive and integrated approach to tackling the corruption that harnesses all levers of policy and all arms of Government. The approach should then be constantly assessed and reassessed as conditions change and new challenges arise. The Government has concluded that the surest route to meeting these obligations is to develop and implement a National Anti-Corruption Strategy.

1.1 International Standards

The decision to develop and implement a National Anti-Corruption Strategy, and evaluate it periodically, ensures that Solomon Islands meets its international obligations under UNCAC, which requires States parties to:

- (i) "Develop and implement or maintain effective, coordinated anti-corruption policies"; and,
- (ii) "Periodically evaluate relevant legal instruments and administrative measures with a view to determining their adequacy to prevent and fight corruption."

The decision also follows international best practice for fighting corruption. In 2013, high-level anti-corruption experts from around the world gathered in Kuala Lumpur to discuss a set of Guidelines for Anti-Corruption Strategies that could instruct the process of developing, designing and implementing sustainable anti-corruption strategies. They issued a Statement¹, highlighting that a national anti-corruption strategy offers "a comprehensive policy framework for actions to be taken by States in combating and preventing corruption, a useful tool for mobilizing and coordinating efforts and resources by governments and other stakeholders, for policy development and implementation, and for ensuring monitoring of policy implementation."

¹ https://www.unodc.org/documents/southeastasiaandpacific/2013/10/corruption/Kuala_Lumpur_Statement_on_Anti-Corruption_Strategies_Final_21-22_October_2013.pdf

To date, more than 70 countries have issued a national anti-corruption strategy, including Solomon Islands' neighbors and trading partners, Papua New Guinea, Timor-Leste, Australia, Malaysia and Indonesia, and many more are following. To assist countries in these efforts, the Conference of State Parties to UNCAC, the Convention's governing body, directed the United Nations Office on Drugs and Crime to produce a guide on good practices in drafting and implementing a national strategy². The Government has relied on that guide in developing this NACS.

In 2013–2014, Solomon Islands underwent a review of its implementation of UNCAC Chapter III, which deals with criminalization and law enforcement, and Chapter IV on international cooperation. As part of this intergovernmental peer review process, Solomon Islands was reviewed by experts from Iraq and the Slovak Republic.

The outcome of the review is an analysis of Solomon Islands' efforts to implement the Convention and a set of recommendations on how existing anti-corruption measures could be further strengthened. These included legislative and institutional amendments and reforms, and measures to strengthen cooperation and facilitate information sharing among national authorities. NACS will address these recommendations in a coherent manner. The full set of recommendations and identified technical assistance needs are listed in Annex II and the executive summary of the final review report is publicly available at <http://www.unodc.org/unodc/treaties/CAC/country-profile/profiles/SLB.html>.

1.2 The Strategy Drafting Process

The DCC Government committed itself to develop the National Anti-Corruption Strategy in 2015 and released a policy document that was purported to guide the development of the NACS. It was in the same year that the United Nations Office on Drugs and Crimes (UNODC) issued the guide on the development and implementation of national anti-corruption strategies by state parties. In 2016, and as recommended also by the UNODC Guide, Government appointed a NACS Steering Committee to oversee the drafting and implementation of the NACS. The Steering Committee comprised of representatives of civil society organizations, the private sector, and the public sector. A small technical team with national and international consultants, out of the Office of the Prime Minister and Cabinet, supports the Steering Committee.

The first meeting of the Steering Committee was held in Honiara on 7th September 2017. The Committee discussed about corruption in Solomon Islands and how a national strategy might address it. From this meeting came a number of ideas that were further

² https://www.unodc.org/documents/corruption/Publications/2015/National_Anti-Corruption_Strategies_-_A_Practical_Guide_for_Development_and_Implementation_E.pdf

discussed and elaborated with public servants from the central Government and the provinces, representatives of civil society, private sector participants, and staff from donor agencies at a workshop in Honiara on September 8–9, 2016. The technical team prepared and circulated background papers to participants which helped participants offer a number of refinements and additional suggestions for action.

To ensure nation-wide consultations, two teams consisting of officials from the Office of the Prime Minister and Cabinet (OPMC) and consultants toured the nine provinces and the Honiara City Council in October and November 2016. The teams held focus group discussions with provincial officials to gather their views on the issues and challenges underlying corruption, as well as suggestions on how a national strategy could best tackle these issues. Subsequently, an Action Plan was prepared and presented at a workshop in Honiara November 7–8, 2016 (Annex I).

2. CURRENT SITUATION

Despite the Government's efforts since taking office, corruption continues to be a serious problem in Solomon Islands. It has affected the effectiveness and efficiency of the public service, cost the Government millions of dollars in losses, and negatively impacted on the ability of the Government to provide goods and services to its citizens. The causes of corruption could be divided into four main categories:

- (i) weak institutions;
- (ii) weak law enforcement;
- (iii) captured elites;
- (iv) low trust in state institutions.

2.1. Current Institutional Framework

In Solomon Islands, there is no single dedicated body specialized in preventing corruption, educating citizens about the importance of fighting corruption, enforcing the full range of the anti-corruption laws, and overseeing and coordinating the effort across the whole of Government.

The Anti-Corruption Investigations Unit within the Royal Solomon Islands Police Force (RSIPF) is currently taking the lead in the fight against corruption, complementing several "integrity agencies" that already exist and are tasked to promote integrity and professionalism in the public and private sectors. Toward the second half of 2016 this same Anti-Corruption Investigation Unit entered into a cooperative arrangement with the Ministry of Finance and Treasury (MoFT) by way of a Memorandum of Understanding to pursue alleged financial related corruption cases as revealed from time to time by the Auditor General and the Internal Auditor of the MoFT. This has resulted in the establishment of the JANUS Task Force comprising of members of the RSIPF and MoFT.

Coordination takes place through the government Integrity Group Forum whose members include:

- (i) Office of the Prime Minister and Cabinet;
- (ii) Anti-Corruption Unit within the RSIPF;
- (iii) Solomon Islands Financial Intelligence Unit (SIFIU);
- (iv) Office of the Director of Public Prosecutions (ODPP);
- (v) Correctional Service of Solomon Islands;
- (vi) Customs and Excise Division;
- (vi) Leadership Code Commission (LCC);
- (vii) Office of the Auditor General (OAG); and
- (viii) the Ombudsman. RSIPF, Department of Customs and the Leadership Code Commission are sources of referral of corruption cases for criminal prosecution to ODPP.

Established in 2004, the Anti-Corruption Unit investigates corruption of public officials. It maintains a Memorandum of Understanding (MoU) with the Solomon Islands Financial Intelligence Unit (SIFIU). SIFIU reports to the Anti-Money-Laundering Commission, which is chaired by the Attorney General. SIFIU provides quarterly reports to the Commission. ODPP was established soon after independence in 1978. The Office is governed by the standards of independence set forth in Article 91(7) of the Solomon Islands Constitution.

2.2 Corruption: Issues and Challenges in Solomon Islands

Globally, the anti-corruption community faces challenges with the scarcity of data on corruption. Measuring corruption and systematically collecting evidence on the extent and nature of corruption is challenging. Solomon Islands is no exception.

The data that is available, however, illustrates that corruption is a serious issue in Solomon Islands. The Transparency International Corruption Perception Index (CPI) 2011 rated Solomon Islands the 120th most corrupt country out of 183 countries that were assessed. More recently, a 2013 survey of Solomon Islanders' experience with corruption by Transparency Solomon Islands found that 56 per cent of respondent had paid a bribe to help with a police issue; 42 per cent had made "informal payments" in relation to registry and permit services; and, 49 per cent had made an informal payment to facilitate land registration or related services over and beyond what was legally required.

The latest quantitative information on corruption in the Solomon Islands comes from the World Bank's Enterprise Survey. In 2014, Solomon Islands was included in a survey where the Bank asked business owners and managers in 139 countries about their experiences with a variety of situations where a bribe might be demanded.

This survey revealed that firms operating in Solomon Islands considered that a “gift” or “informal payment” would be required in return for services, licenses, contracts, or to ensure “things are done” far more often than the global average. For example, as demonstrated in Table 1, 45% of the companies in Solomon Islands answered that the award of public contracts usually involve bribing compared to 28% in the global scale. Similarly, 81% of the Solomon Islands companies considered that bribes would be required to ensure “things are done”, compared to 22% globally.

Table 1: Bribery Demands & Firms in Solomon Islands compared to other countries

	Public contract	License to operate	Import license	Construction permit	Water/sewer connection	“Things done”
All	28	14	15	24	16	22
SI	45	28	40	41	31	81

In addition to these surveys, a great deal of information about how corruption manifests itself in Solomon Islands is available. For example, the failure of some public officers to follow the Public Finance Management (PFM) rules or the Financial Instructions has cost the State millions of dollars in losses. Table 2 shows the financial losses – as per data provided by the Ministry of Finance and Trade (MoFT) – incurred as a result of the failure to follow PFM rules.

Table 2: MoFT data on Losses from failure to follow PFM rules

Determined by	Number of Ministries	Estimated value of transactions (millions of Solomon dollars)
Compliance review	4	42.5
Internal audit	17	20.4
Absence of any supporting documentation	3	9.0

The Solomon Islands Government will make efforts to increase the data and statistics on corruption in the country, and seeks to conduct a set of surveys, in particular on experiences of citizens and legal entities with corruption. This will also feed in the monitoring and evaluation platform for the implementation of this Strategy. Engagement with development partners and civil society will be pursued at various levels on boosting the corruption related data in the country.

3. PROVINCIAL CONSULTATIONS

As mentioned above, two teams consisting of officials from the Office of the Prime Minister and Cabinet (OPMC) and consultants toured the nine provinces and the Honiara City Council in October and November 2016. The consultations gave provincial officials the opportunity to highlight the issues they see as factors enabling corruption in Solomon Islands. The Government teams also used the opportunity to update the participants on emerging issues, the Government’s intentions, and the progress made in combating corruption so far. The discussions at the consultations were designed to gather information from the participants, especially their views on the focus and design of the Anti-Corruption Strategy and how it would work on the ground.

During these consultations, a number of issues kept recurring in all or most of the provinces. Participants identified issues that they see as creating vulnerabilities or opportunities for corruption. Many of these are administrative or management issues that can be addressed by strengthening institutional capacities and the professionalism of public officials. Some are organizational issues that can be addressed through the restructuring of organizations. Other issues can be addressed by enacting new legislation or reviewing and amending existing legislation.

The participants also emphasized the need to clearly outline and have a common understanding on acts that constitute corruption. This was important for all stakeholders: public servants, private sector officials, and the general public. While the conventional definition refers to corruption as the misuse of public office for private gains, the definition provided under the Anti-corruption Bill 2016 is much broader. It covers not only the conduct of public officials in soliciting and/or receiving bribes, but also the conduct of individuals or businesses that offer bribes. The inclusion of businesses [Clause 94] is important because now not only individuals but also corporations or those representing corporation could be penalized for corruption. Furthermore, acts defined as corruption are provided for in the Solomon Islands Penal Code [Cap. 26], which has been reviewed and amended to align it with the Anti-corruption Bill 2016.

The main areas raised during the consultations are outlined below.

3.1 Procurement of Public Goods and Services

The participants highlighted that current process of procuring public goods and services creates opportunities for corruption. At present, public tenders worth SBD100, 000 and below are administered and decided on by the Permanent Secretary of each Ministry. Those worth between SBD101, 000 to SBD500, 000 are administered and decided on by a

committee within particular Ministry or department. Those above \$500,000 are administered and decided on by the Central Tender Board. The rationale for this structure was to ensure efficiency by cutting back on the bureaucratic requirements. On the other hand, the fact that decision-making power is in some cases vested on an individual could make the process vulnerable to corruption and abuse for personal gains or to favour friends, *wantoks* and relatives.

While there are procedures and processes for public procurement, the analysis and the consultation process informed that tenders have in the past been awarded to cronies, friends, *wantoks*, or those who are willing to pay “commissions” (kickbacks) to members of the tender committee/board. In 2015, for example, SBD10 million from the Australian Government allocated for projects in the Ministry of Health was squandered in fake contracts, companies, and for material that were either overpriced or never delivered. This is an example of a prevalent practice in public procurement. It contributes to the loss of money and the inability of the Government to deliver adequate and quality goods and services.

As a result of the laxity in the procurement process, properties and money are often transferred to unauthorized individuals and organizations. For example, government houses have been sold without following due processes, yet the titles to these properties have been transferred to individuals or groups.

ADB and World Bank studies suggest vulnerabilities in public procurement because prices are sometimes fixed, or outcomes predetermined. In Solomon Islands, there is currently no law against fixing prices on public tenders. Furthermore, sole-source procurements account for 10% of all procurement. Consequently, the cost of works is high by international standards. Contract administration is weak. Moreover, current rules cover only procurements under Consolidated Fund meaning that State Owned Enterprises do not have to follow.

3.2 Natural Resource Extractive Industries

The process for acquiring licenses to extract natural resources creates opportunities for corruption. This is evident specifically in the forestry and mining sectors. One of the reasons for this is that potential investors, especially in the forestry industry, often deal directly with landowners, many of whom do not have the knowledge and skills to negotiate a fair deal. They are therefore vulnerable to being bribed in order to sign timber rights agreements. Furthermore, the processes for acquiring timber rights in the forestry sector and surface access agreements in mining sector are sponsored by potential investors.

They therefore have the power to influence the processes to ensure they acquire license to operate. This is due to the lack of resources in the Government to sponsor timber rights hearings and surface access agreement hearings.

An example of corruption in the mining sector is the Gold Ridge scandals, which include cases of improper payments to public servants and anomalies in disbursement of landowner royalties by the Ministry of Mining. Furthermore, a few individuals benefit the most from these industries because they act as “middle men” between potential investors and landowners.

3.3 Pressure from Political Leaders, Senior Officials & Businesses

The Government team heard of cases where political leaders and senior public officers had pressured junior staff to do things they know were wrong and potentially constituted corruption. Junior public officers did as instructed because they were afraid they might otherwise lose their job. Such circumstances encourage corruption and may eventually create a public service culture where the disregard of rules and regulations becomes acceptable. It was reported that corporations also often pressure public officials. They offer gifts (goods & money) that make public officials feel indebted and therefore obligated to reciprocate favours, creating vulnerabilities for corruption. The Anti-corruption Bill 2016 [Clause 94] provides for corporations (and their employees) to be prosecuted if they offer, solicit or receive bribes. This is in line with the recommendations of the UNCAC first cycle review.

3.4 Low Salaries & Poor Conditions of Service

The salaries and the conditions of service for public servants in Solomon Islands are relatively low compared to the rising cost of living, especially in Honiara. This is compounded by the fact that public servants often look after extended family members and *wantoks*. Furthermore, public servants are expected to contribute to socio-cultural obligations such as funerals, weddings and churches. Their salaries often do not last until the next payday and most public servants struggle to provide a good living for their family. Consequently, public servants are vulnerable to soliciting and accepting bribes in order to provide for their family and to meet socio-cultural obligations. As part of the Action Plan to implement this NACS, the terms and conditions of public service will be reviewed and measures developed to address these problems.

3.5 Public Servants Soliciting Commission

Over the years, a culture has developed in the public service where some public officers expect, solicit and receive “commissions” or “tips” (bribes) in order to provide services that they should provide as part of their job. Although there are no studies to determine the extent of this practice, based on experiences the consultation participants reported of, it seems that it is quite extensive. This makes public services inefficient and expensive – and unaffordable to many people. It also negatively affects the delivery of goods and services, especially to the poor who cannot afford to pay bribes. Again, this issue will be examined as part of the review of public service terms and conditions that will be conducted during the execution of the NACS.

Related to this issue is the tendency for some public officers to demand and receive pay without performing the task required of them. For example, in recent years, it was revealed that “teacher absenteeism” is a major problem, although teachers continue to claim and receive salaries. This has affected the education of children and resulted in huge financial losses. Such practice is corruption because it is a misuse of state resources and finances.

3.6 Lack of Proper Recording & Accounting

The Government team was told by a number of provincial and local officials that there was a lack of proper record keeping of public finances as well as inventory of state properties. This creates a potential for public funds to be misused because there is no proper record of how it is used and by whom, and no checks on the allocation, use and acquittal of public funds. The fact that there is not proper inventory of public properties/asserts could result in un-procedural purchases and transfers of government assets.

3.7 Cultural Obligations

Every public official including elected leaders in Solomon Islands is a member of a community or communities towards which they have obligations. They are expected to contribute to community events such as weddings, funerals, feasts or church gatherings. They are also obligated to reciprocate with gifts if and when they visit communities and are presented with gifts. These social demands are often beyond what public officers can afford from their salaries. Public officials are also obligated to give favours to their *wantoks* when it comes to scholarships, contracts, jobs, etc. This is what is referred to as *wantok system* and it exists because individuals are first and foremost responsible to their communities and only then to the state. What is globally regarded as nepotism is seen as a proper cultural

practice in Solomon Islands context. This raises the question: where does gift giving and reciprocity stop, and corruption begin. The Anti-corruption Bill 2016 [Clause 92] provides for the use of “culture” as a defense. However, for it to be used, the defendant must be able to prove that the act is “in accordance to custom; and openly, in the course of a traditional exchange of gifts; and for the benefit of a community or group of people and not for an individual” (Anti-corruption Bill 2016, 92(3)).

3.8 Excessive Claims & Misuse of Public Properties

Public officials sometimes use their positions to demand excessive allowances that are over and above the tasks they perform, or they claim and receive daily subsistence allowance (DSA) but do not travel where they were supposed to go, or perform the tasks they were required to perform. Furthermore, there are cases of misuse of public offices and properties for private purposes. For example, it was reported that some officers often use office photocopiers and papers to produce documents for private fundraising, or use government outboard motor engine and canoe to go fishing for private use, or for sales.

3.9 Transnational Corruption

Corruption also occurs across national boundaries and therefore needs to be addressed transnationally. This was raised particularly in Choiseul Province, which shares a border with Papua New Guinea (PNG). The border across to PNG’s Autonomous Province of Bougainville is open. As a result, a lot of unregulated trade of goods and services occurs across the border. This creates opportunities for transnational crimes, including corruption, and money laundering, as well as the smuggling of goods, people and prohibited substances.

3.10 Anti-corruption Bill and Provincial Ordinances

In the attempt to fight corruption and in particular with the drafting of the Anti-corruption Bill 2016, one of the challenges is connecting efforts at the national level with the provincial level. In the course of establishing the Anti-Corruption Strategy, provincial premiers and officials were consulted and their views sought. The question then is: how can the provincial government, private sector, civil society and community leaders be effectively engaged in the fight against corruption? To address this problem, NACS provides that national anti-corruption laws will be with provincial ordinances in order to ensure there is a link to the provincial level. The Finance Management Ordinance (FMO) will be reviewed to ensure it aligns with the proposed anti-corruption legislation.

The establishment of provincial anti-corruption units has also been encouraged by provincial leaders. The unit could include membership from different sectors of society, including church, provincial officials, legal officers, chiefs and civil society representatives. Although this is feasible, provincial leaders were informed that the fight against corruption must be focused and therefore prioritized because of limited resources. Provincial leaders were also informed that every public agency including provincial governments will be required by the incoming Anti-Corruption law to designate or employ someone as an Integrity Officer, subject to the approval of the Solomon Islands Independent Commission Against Corruption (SIICAC). The provincial Integrity Officer would be the link between the provincial level and SIICAC and could be designated as adviser to the unit.

4. GOALS OF THE STRATEGY

The goal of this National Anti-Corruption Strategy is to reduce the opportunities for and incidence of corruption in Solomon Islands. This will lead to effective governance, the delivery of goods and services, economic growth and development in the country. In order to do this, the strategy and accompanying action plan have the following objectives:

- Strengthen effectiveness of the public administration to prevent corruption.
- Build the capacity of the law enforcement bodies to detect, investigate and prosecute corruption.
- Strengthen the integrity of the Judiciary to effectively adjudicate corruption cases.
- Improve public participation to strengthen public trust in the Solomon Islands society in general and in the institutions in particular.
- Strengthen the integrity in the private sector to reduce the external corruption pressure on administration.

5. PREREQUISITES AND OBSTACLES (RISK MANAGEMENT)

This Strategy will be implemented through a broad range of institutions. The burden of expectations will be put on them, while their current organizational, human and financial capacities are limited. Consequently, in order to successfully implement the Strategy, Government will take immediate steps to strengthen the capacity of public institutions and increase efforts to train public officials. This will be expensive, will take time, and might require efforts to mobilize the civil service. It is however pertinent. The Government will look to development partners for assistance in this effort. The Government will also ensure that all the existing structures that are affiliated with anti-corruption work will be optimally

used and upgraded, rather than creating a whole new infrastructure. Investments in inter-institutional cooperation and coordination will be made in the same regard.

Another risk for the implementation of the Strategy to be addressed is the lack of clarity in the ground rules on participation of public officials in the private sector. It is not uncommon that public officials also participate in the private sector, or have close relations who are members of the private sector. This creates risks around conflicts of interests of people potentially involved in the implementation of the Strategy and might undermine its enforcement.

The boundaries between customary (traditional) governance structures, cultural obligations and public structures and obligations are often blurred. This places pressure on officials and public leaders and exposes them to potentially violate ethical and legal norms that cover acts of corruption, or are simply being perceived as being corrupt. As part of this Strategy, ethics and conflict of interest rules will be revised with appropriate provisions to reflect custom and national tradition and public officials trained on their application.

In order for the Anti-Corruption Strategy to be effectively implemented, Solomon Islands leaders outside the Government, such as in churches, the private sector and civil society groups must support it as well, and be actively engaged in its implementation. The fight against corruption is everyone's business. Preventing and combatting corruption cannot be done through the introduction of legislation alone, or simply by strengthening the capacity of public institutions but requires a number of additional steps. One is creating public awareness and engaging civil society and the private sector as partners in the fight against corruption. In the public sector, it will require the strengthening of the capacity of public administration, the judiciary and law enforcement. The public should be well informed and civil society empowered to monitor and report instances of corruption.

Encouraging the private sector to genuinely support the reform will be a challenge of itself, particularly considering that a number of anti-corruption measures are targeting directly or indirectly corruption in the private sector. On the other hand, however, they have a vested interest in joining the efforts because corruption usually increases the costs of doing business and reduces profit margins. It is therefore vital that the fight against corruption includes the private sector. The Government included the Chamber of Commerce in the development of this Strategy from the very beginning and plans to implement a number of social accountability measures in partnership with the private sector to build the trust and obtain private sector's ownership and support to the reform.

A number of measures will be needed to encourage engagement of the NGOs, churches and other community-based organization, particularly in ensuring demand for accountability to the public officials.

The Government acknowledges these challenges and is prepared to continuously present the case for the anti-corruption legislation and the full and complete implementation of this Strategy to businesses, citizens, and Parliament, as well as seek their active engagement. The Government recognizes that the fight against corruption is everyone's business and this NACS makes provision to ensure all Solomon Islanders are engaged in this fight.

II. MANAGING IDENTIFIED CORRUPTION RISKS

This Strategy takes a proactive approach to corruption prevention. It aims to employ measures that will bring sustainable systemic changes that will make institutions more resistant to corruption and more efficient in fighting corruption. Comparative experiences show that the most effective way to improve systemic resistance to corruption is through risk management. Effective risk management can prevent corruption acts and the subsequent loss of reputation, public confidence and finances, waste of resources and adverse effects and loss of moral of the public officials.

Therefore, identifying and managing the corruption risks throughout the various sectors is the backbone and main focus of this Strategy. Based on comparative experiences, the preliminary analysis conducted through an independent expert and the consultations performed at central and provincial level, it was decided in this Strategy to focus on risk identification and management in the following five sectors: public administration, judiciary, law enforcement, participation of society and the private sector.

This Strategy reflects the recommendations made in the course of the first implementation review cycle of UNCAC, both in the proposed legislation as well as in the planned changes to the administration and enforcement of the law.

1. PUBLIC ADMINISTRATION

Narrowing corruption risks in the public sector is an absolute priority. It is evidently the sector most vulnerable to corruption, but also the sector that plays a major role in preventing corruption. The Government is presently finalizing the Anti-Corruption Bill, the Whistleblower Protection Bill, the Ombudsman Bill, the new Leadership Code Bill,

the new Electoral Bill and revision to the Political Parties Integrity Act. These new laws will help to reduce incidences of corruption when they are effectively enforced.

The analysis and consultation performed in preparation of this Strategy identified several priority areas of intervention in the sector of public administration: capacity building, conflict of interest and public sector ethics, career and retention policies (making public administration attractive for young professionals) and public procurement.

1.1. Capacity building

Individual capacity assessments to identify weaknesses

Every position in the public service should be assessed to identify its weaknesses and vulnerabilities to corruption. Such vulnerabilities will be reduced, either through training or the organizational restructuring. This review forms a part of the NACS Action Plan, and the Government will look to development partners for support in conducting the studies and carrying out the necessary training.

Individual corruption risk assessments to identify specific organizational risks

Every department of the public service will be assessed to identify their weaknesses and vulnerabilities to corruption. These weaknesses will be addressed through training, the allocation of resources, or institutional reforms. Development partners have already indicated a willingness to assist in this effort for which the Government is grateful.

Asset disclosure system linked to monitoring the conduct of leader and officials

All public officials including elected leaders are already required to annually disclose and file their assets and liabilities statements with the Leadership Code Commission. This annual disclosure requirement will become more significant in the prevention of corruption when the new Leadership Code Bill is enacted, as the latter will establish the Office of the Ethics Adviser to closely monitor and provide counsel on conflict of interest actions. The prevalence of conflict of interest actions is a good indication that the official or leader is committing an abuse-of-office corruption offence. The assets and liabilities disclosure requirement is therefore an effective tool in gauging the conduct of leaders and in preventing abuse-of-office corruption offences.

1.2 Conflicts of interest and public sector ethics

Introduction of a training system

The Institute of Public Administration and Management (IPAM) provides training programs for public servants. The Government will support IPAM to expand its efforts,

including anti-corruption training as well as training on the obligations of public servants in these efforts. Anti-corruption should make up an important part of the syllabus of IPAM. Public officers will be trained to identify situations where there are conflicts of interest and how to deal with them in a professional manner. The Action Plan of this Strategy includes several steps to bolster training on ethics and anti-corruption.

Drafting and updating disciplinary rules/codes of conduct

The General Orders, which provide the rules and regulations and code of conduct for public servants, will be reviewed with the objective of strengthening them and explicitly including anti-corruption. This will create awareness among public servants and support laws already in place such as the Penal Code [Cap. 26] which identifies acts of corruption and the penalties associated with them.

1.3 Making public administration attractive for young professionals

Career rules

The Government believes that public servants should consider working in the public service as a worthwhile career. It recognizes that this will require improving the conditions and services for public servants. Such improvements might be in monetary terms, or conditions such as housing, education opportunities, etc. There will be regular mentoring of young professionals to make them aware of the rules of their career and the opportunities. All these considerations will be addressed in the review of the terms and conditions of public service that will be conducted as part of this Strategy's Action Plan.

Recruitment, promotion and demotion procedures

The procedures and processes for recruitment, promotion and demotion, or expulsion from the public service will be analyzed as part of the review and clarifications and modifications made where necessary.

1.4 Procurement

Review the procurement processes and suggested organizational changes to improve compliance

The Government recognizes the need for a system of checks and balances in the processes and procedure for procuring public goods and services. Several options will be tabled for discussion, and the best option will be selected based on the principles of efficiency, value-for-money, transparency and accountability. One potential option could be to have two separate bodies, one to screen all the applications to make sure they meet the minimum requirements and make recommendations to the second, a ministerial tender

committee, or the Central Tender Board, to make the final decision. While this would add another layer in the decision-making process and potentially increase costs, it would ensure there are checks and balances in the procurement process.

The Strategy's Action Plan provides that procurement reform legislation is to be developed and submitted to Parliament by early 2019, and these issues will be examined as part of the process of developing that legislation.

Strengthening transparency, objectivity and competition in procurement in individual organizations and in the Tender board

The procurement processes must be transparent and competitive. This means that decisions are made after the process has been followed, rather than prior to the finalization of the process at the instance of the tender committee or the Central Tender Board meeting. Currently, decisions are sometimes made prior to the meeting of the tender committee and the process of public announcement and committee meetings are formally finalized later on. These are again issues that will be addressed in the procurement reform bill.

2. JUDICIARY

An effective judiciary guarantees efficiency and fairness in legal processes and is a powerful tool in the fight against corruption. Having such an instrumental role in combating corruption, the judiciary itself is vulnerable to corruption. There are a number of corruption risks relating to ethics, integrity and transparency in the judiciary. Sets of skills and resources are required for the courts to be able to process corruption cases in an efficient manner, and there is a need for clear career prospects for the people working in this sector. The analysis and consultation performed in preparation of this strategy identified several priority areas of intervention in the judiciary sector: capacity building, conflict of interest and judicial ethics, and career and retention policies (making judiciary attractive for young professionals).

2.1 Capacity building

Individual capacity assessments to identify weaknesses

Offices of the judiciary will be assessed to identify weaknesses and vulnerabilities to corruption. If weaknesses are identified, they will be addressed through institutional reforms.

Individual corruption risk assessments to identify specific organizational risks

The judiciary is made up of various organizations. The Government will work with the judiciary to assess each of these organizations to identify organizational risks, and how to address those. It will do this in a way that recognizes and preserves judicial independence.

Asset disclosure system linked to tax administration and enforcement bodies

While fully respecting the independence of the judiciary, the Government believes that officers of the judiciary should be required to disclose their assets and liabilities like other public officials and be subjected to tax regulations. Failure to do this should lead to the enforcement of required laws.

2.2 Conflicts of interest and judicial ethics

Introduction of a training system

Officers of the judiciary need to be provided with regular training that focuses on issues of judicial ethics and conflicts of interests. NACS will provide for this through the Institute of Public Administration and Management (IPAM). Such trainings will have a focus on ethics and integrity in judiciary and anti-corruption.

Drafting and updating disciplinary rules/codes of conduct

Officers of the judiciary are subjected to the General Orders, which regulates the conduct of public officials. Lawyers are also answerable to the Bar Association. The newly created Solomon Islands Independent Commission Against Corruption (SIICAC) will work closely with the Bar Association of Solomon Islands to ensure that officers of the judiciary are appropriately sanctioned if they are found to have committed acts that are deemed corruption.

2.3 Making Judiciary attractive for young professionals

Career rules

A career in the judiciary has its rules of conduct. As stated above, the Solomon Islands Bar Association should be closely engaged in the anti-corruption efforts, to mentor young professionals and ensure they have a career plan and follow the rules of the career.

Recruitment, promotion and demotion procedures

One of the challenges in Solomon Islands is that many officers of the judiciary leave the public sector and move to private practice. This is because they do not see a future in the public sector, or because the conditions of service are not good. The Government will support efforts to see that judicial Officers are mentored and viable career growth environment is created.

Coordination with Law Enforcement

Improving the coordination with law enforcement bodies will need to ensure uniform application of standards (sentencing guidelines) – joint training activities with the prosecution and specialized anti-corruption bodies. This is critical and this Strategy aims to foster greater coordination across the law enforcement community.

3. LAW ENFORCEMENT

The role of the law enforcement agencies is instrumental in combating corruption at the level of investigation. There is an existing infrastructure in place in the police, particularly with the existence of Corruption Unit. To enhance the law enforcement efforts in the country, continuous upgrade of the law enforcement agencies and their inter-institutional networks is needed. The Anti-Corruption Unit of the RSIPF will continue to play a significant role until the Solomon Islands Independent Commission Against Corruption is established when the Anti-Corruption Bill is enacted.

3.1 Capacity building for specialized anti-corruption bodies

Introduction of a training system

The ongoing training package for law enforcement especially the police, needs to include anti-corruption. The objective of introducing anti-corruption modules is to raise awareness on the specificities and challenges associated with corruption, its negative impacts, and the specificities of investigating and processing corruption cases. These trainings will also need to contribute to awareness raising on the required ethical standards and code of conduct, as well as the responsibilities and the repercussions associated with misconduct. Specific training modules need to be designed and regularly provided for the Anti-Corruption Investigations Unit within the RSIPF. Training on anti-corruption and ethics issues is an important of this Strategy's implementation.

Review of the SOPs for investigation of corruption and drafting an Investigation Manual

The Government will support various agencies such as the Ministry of Finance and Treasury, the Judiciary, and the Janus Task Force within the RSIPF. Initial training schemes under this Strategy will focus strongly on investigation and prosecution to upskill officials in these organizations. The development of a comprehensive standards of operation manual is expected to be a bi-product of this emphasis.

4. PARTICIPATION OF SOCIETY

As noted above, the fight against corruption requires a number of additional steps, next to the adoption of legislation. One of those is the engagement of civil society. The public should be well informed and civil society empowered to monitor and report instances of corruption and support the outreach and capacity development for anti-corruption, particularly at community level. The analysis and consultation performed in preparation of this Strategy identified the following priority areas of intervention in the law enforcement sector: strengthening of the access to information regime and strengthening participation of society.

4.1 Strengthen the access to information regime

The Action Plan of this Strategy includes the adoption of a policy on Access to Information which will clearly state that all documents and records in the public administration are public – except for the ones properly classified as secret in the interest of national security, ongoing criminal proceedings, privacy or other overriding public interest.

The Action Plan also includes the enactment of a Law on Access to Information, which puts key elements of the Access to Information policy into law and ensures citizens have recourse if a lawful request for information is denied. The law will clarify the procedure for providing access to information and the obligation of public offices to provide timely and accurate information for public consumption.

As part of the new Access to Information Policy, training will be provided to both public administration officials involved in the provision of information to public and to judges who might be hearing cases on access to information.

The media sector plays an important role in terms of access to and dissemination of information, and will be included in the implementation of this Strategy. The media will be also encouraged to enhance its internal integrity standards.

4.2 Strengthen the participation of society

NACS continues and strengthens the Government's policy of maximizing citizens input into the policy process. This principle was applied in the process of development of the Strategy, and it is going to be continuously applied throughout its implementation, monitoring and evaluation. Civil society will play important role in ensuring that the level of social accountability increases and that citizens are educated and encouraged to collectively and individually support an anti-corruption culture in the Solomon Islands.

There are several strategic platforms that will be used to strengthen participation of society in the fight against corruption, among which are:

Promotion of public hearings on particularly sensitive issues which may have impact on corruption levels in the country

Transparency and timely sharing of information on particular development issues is very important for equipping the citizens with the knowledge and information to engage in discussion on sensitive issues. The Government will look into ways to enable timely and regular public hearings on particular issues. Budget transparency is one of the most urgent matters to be tackled in this regard. In that regard, it will engage with civil society and other community-based organizations, particularly in terms of outreach at subnational level.

Develop and adopt a system of anti-corruption education in the country at all levels

The nations' resilience to corruption and the capacity of the society to actively pursue its role of a partner and watchdog in the fight against corruption will depend a lot on the early and systematic education of our population on anti-corruption. With current 40% of young population, it is crucial to invest in this area, in order to prepare new generations of citizens, leaders and entrepreneurs that will firmly stand against corruption. Options for anti-corruption education will be sought through the education institutions, but also in cooperation with various community-based organizations.

Promote reporting of corruption and ensure effective protection of reporting persons

Timely and accurate reporting of corruption is often crucial in effectively resolving corruption cases. The active engagement of the citizens in monitoring and reporting of corruption is very important asset in this regard. For expecting citizens to be forthcoming, a number of steps need to be taken to ensure that the citizens trust the institutions and their capacity to follow through. In addition to the investments that will be made for capacity development of the institutions, this Strategy envisions the adoption of a whistleblowing act that shall ensure effective protection of reporting persons. Further, social accountability initiatives, focused on oversight and reporting for corruption, will be developed and tested. One activity of this sort is already identified under the Action Plan and is focused on replicating the award winning "Phones Against Corruption" platform in Papua New Guinea, dedicated to anonymous reporting of corruption by citizens.

5. PRIVATE SECTOR

The private sector has an important role in the fight against corruption. There is a reciprocal relationship between the private and public sectors; they receive and benefit mutually from the goods and service that each produce. The private sector also has a vested interest in fighting corruption because corruption increases the cost of doing business. Corruption, in other words, is not conducive to good business.

This Strategy recognizes the role of the private sector, which is to be strengthened and improved through the following, as identified in the analysis and consultations performed for the purposes of developing this strategy:

5.1 Strengthen the integrity in the private sector

There is a need to strengthen the integrity of the private sector. Some private sector industries in Solomon Islands, such as forestry, are generally perceived as corrupt. Such an image needs to be rectified and the integrity of the private sector salvaged.

Introduce legislation, which requires strict anti-corruption compliance

The NACS will require private sector investors in Solomon Islands to institute and follow strict anti-corruption compliance programs. There will be provisions requiring that firms have a compliance requirement that ensures they comply with legal and regulatory requirements in their country of origin and in Solomon Islands. Failure to comply will lead to appropriate sanctions.

Mandatory review of compliance for bidders in procurement tenders with public funds

Companies and individuals that are awarded government tenders will be required to comply with legal and administrative requirements of the Solomon Islands Government. One of those requirements will be the institution of an anti-corruption compliance program with provisions that conforms to those in International Standard Organization 37001, Anti-bribery Management Systems.

Companies will be required to adopt accounting standards that prevent the maintenance of "slush funds" or hidden accounts from which bribes or other illegal activities can be financed or tax evaded.

5.2. Criminalize bribery and embezzlement in the private sector

The Anti-corruption Bill 2016 [Clause 94] provides for offences committed by a "commercial organization," which includes organizations defined as the private sector. This criminalizes the offer, soliciting and receipt of bribes from private companies or individuals representing private companies.

III. COORDINATING, MONITORING, EVALUATING AND REPORTING ON THE STRATEGY

The Government recognizes that for this NACS to succeed, it must:

- i) ensure the different agencies responsible for its various elements work together;
- ii) be monitored and evaluated, both to see that the strategy itself is being implemented in accordance with its terms and that the strategy is in fact reducing corruption; and,
- iii) report to citizens on regular basis its progress in achieving its goals.

This section explains how NACS and accompanying NACS Action Plan (Annex I) will accomplish each.

1. STRATEGY COORDINATION

Simply announcing a National Anti-Corruption Strategy and accompanying Action Plan that calls for the passage of new legislation, adoption of new rules, and involvement of civil society and the private sector is not enough. Experience shows a successful national anti-corruption strategy must not only lay out a comprehensive set of substantive policy reforms but it must also provide means for ensuring the coordinated implementation of these actions.

The UNODC guide on developing and implementing national anti-corruption strategies suggests several ways the government can organize itself to coordinate the implementation of the strategy. The one that the Government of Solomon Islands has chosen is the creation of the Steering Committee, a high-level group of representatives from civil society, the private sector and Government. It is chaired by a senior government official and serves to provide advice, input and oversight from all those who must work together to make the strategy succeed. The Steering Committee will be supported by a technical team housed in the Prime Minister's Office responsible for ensuring that government agencies collaborate, identifying obstacles to coordination, and finding ways to overcome them. The Prime Minister's office will also maintain the responsibility for coordination of the implementation of the Strategy and updating and information sharing on the implementation progress among the involved institutions. This structure follows the recommendation of the Kuala Lumpur Statement that the coordinating entity be located "within a high level government agency."

Considerable progress has already been made on inter-agency coordination. Two groups – the Integrity Group Forum and the Committee for Combating Corruption – have already been constituted to coordinate the anti-corruption activities of the Ombudsman, the Leadership Code Commission, the Auditor General, MOFT's Internal Audit unit, the DPP, the Royal Solomon Islands Police Force, and other ministries, departments and agencies with responsibility for combating corruption or promoting ethics and integrity in the public service. Their heads or senior staff meet on a regular basis to share information and discuss coordinated responses to issues that cut across one or more of their agencies' jurisdictions. The technical team will support the important efforts of the two groups and serve as a liaison between them and the Government.

2. MONITORING AND EVALUATING IMPLEMENTATION AND IMPACT

The Kuala Lumpur Statement on Anti-Corruption Strategies underlines the importance of monitoring and evaluation and urges countries to make it an "integral" part of its strategy and to regularly report what monitoring and evaluation discloses about the strategy and its progress. This allows government to:

- analyze why an action is or is not having the desired effect;
- assess how each action is contributing to reducing corruption;
- identify problems in the implementation of the action;
- examine any unintended consequences of the action; and
- provide lessons, highlight accomplishments, and suggest ways to improve individual actions.

The Government will monitor and evaluate the NACS for two purposes:

- a) to ensure it is being put into effect as planned. Are the agencies issuing the rules and procedures it calls for? Are they conducting the kind of analyses required? Are they changing the ways they do business to reduce opportunities for corruption?
- b) to assess whether the strategy and the different components in the action plan are in fact reducing corruption. While it is important to know if agencies are following the strategy, it is more important to know whether following it is making a difference in the magnitude of corruption citizens experience on a daily basis. When a component is not having an effect, the Steering Committee and technical team need to know so that alternatives can be developed.

3. IMPLEMENTATION MONITORING AND EVALUATION

Each element of this Strategy and the NACS Action Plan accompanying it will be monitored to ensure it is being implemented in accordance with the timetable set out in the NACS Action Plan. This is critical as the Government, civil society, the private sector and the general public all need to be informed on whether the various steps of the plan are being implemented. The particular techniques for appropriate implementation monitoring will be developed by the Prime Minister's office, in coordination with the institutions involved in the implementation and the non-State actors, based on the circumstances: the type of policy reform or initiative in question, the availability of data, the costs of collecting additional data, and the degree of support provided by development partners. The effort will be informed by the guidelines for monitoring and evaluation found in the UNODC's guide to developing implementing a national anti-corruption strategy:

- a) Policy reforms will be disaggregated into discrete steps. The implementation of each measure identified in the NACS Action Plan will be broken down into a series of steps. Progress will be monitored evaluated on each.
- b) One or more indicators of progress will be selected for each measure listed in the NACS Action Plan. Indicators will be "SMART": Simple, Measurable, Achievable, Realistic, Time-bound. Where there is no indicator that can separate out the effect of a particular measure from effects due to other factors (the "attribution" problem), monitoring will involve reliance on other, contextual considerations to interpret the meaning of changes in the indicator value.
- c) A baseline for each indicator will be selected. A baseline is information about the value of the indicator at the beginning, or just prior to, the monitoring period. It is the starting point against which changes during the period of strategy execution are measured. In some cases, a baseline study may be required to determine conditions at the outset. Where this is the case, the Government will look for support from development partners.
- d) Realistic targets for each indicator will be chosen. Once an indicator or indicator for measuring progress towards each measure in the NACS Action Plan is selected, agreement on the level of improvement in the indicator will be reached with relevant stakeholders. The target level will be ambitious but realistic, requiring, as the UNODC guide reminds, attention will be paid to past performance and to the availability of resources.
- e) Evaluations will be used to adjust implementation targets and strategy goals. The data generated by monitoring shows only whether the different elements of the

strategy are being implemented on time. It is the analysis of the data—the “evaluation” in “monitoring and evaluation”—that identifies the reasons why implementation of a particular element is behind schedule or over budget and that will suggest ways to address delays and cost overruns.

- f) The Government will ensure sufficient time and adequate resources are available for evaluation. The time, cost, and, technical skill required to conduct an evaluation varies depending upon what is being evaluated and what the monitoring reveals. While evaluating such elements of the NACS Action Plans as why the passage of legislation has been delayed or the target for corruption vulnerability assessments has not been met are relatively straightforward, determining why fewer corruption complaints were filed in the current year than in the last requires time consuming, expensive in-depth research. The Government will ensure sufficient time is available for evaluation and will provide what resources it can. It will look to development partners to supplement its resources.

4. MONITORING AND EVALUATING THE STRATEGY’S EFFECT ON CORRUPTION

The Government will also see that the Strategy is monitored and evaluated to determine whether it is reducing the level of corruption in different sectors of the economy and different services provided citizens. This is critical because knowledge about the best way to combat corruption is limited, and while this Strategy reflects best practice models in its design, the Solomon Islands’ circumstances differ in many ways from other countries. Therefore, international best practice may not reflect the Solomon Islands’ unique characteristics. An essential element of this Strategy is to monitor and evaluate its impact and that of the individual measures contained in the NACS Action Plan revise and update them as new evidence comes to light. In doing so, the Government will again be guided by the principles set out in the UNODC guide. It provides that in monitoring and evaluating a strategy’s impact the government should, *inter alia*:

- a) Avoid using year-to-year changes in corruption index scores.
- b) Select impact indicators that can be compared over time. Where data allowing for such comparisons is either not collected or not available, the technical team will consult with international experts and donors on the selection of meaningful indicators that are comparable over time.

will consult with international experts and donors on the selection of meaningful indicators that are comparable over time.

- c) Determine the impact of the policies implemented pursuant to the strategy. Again, the technical team will consult with development partners on how to approach the issue and the resources for doing so.
- d) Be sensitive to the cost and time required.
- e) Involve civil society organizations, the private sector, scholars, and citizens. A primary responsibility of the Steering Committee will be to ensure the participation of all these groups in monitoring and evaluating the strategy. The Government will emphasize the importance of civil society participation with the Steering Committee members.
- f) Ensure methods for ongoing revision to the strategy are in place. The major purpose of monitoring and evaluating the impact of the strategy is to allow for its ongoing revision as new information comes to light. The Steering Committee members and the groups they represent are an important source of feedback and ideas for revision as the strategy unfolds. The technical team will use their reports in developing modifications and amendments to the strategy that will then be presented to the Government.

5. REPORTING THE RESULTS OF MONITORING AND EVALUATION

The Government recognized that it is important that Solomon Islanders are regularly informed on the Strategy’s successes and its challenges. Sharing the results with the public will educate them about the Strategy and the challenges in implementing it while simultaneously keeping up public pressure for full implementation. It will also help temper expectations when difficulties arise.

Accordingly, the Government will see that all monitoring and evaluation reports are promptly publicized, shared with media outlets and civil society organizations, and posted on a public website. To facilitate effective citizen understanding of, and engagement with, the monitoring and evaluation process, public reports will be presented in the national language in a clear, simple, and easily understandable format, using charts, graphs, and other visual aids when appropriate. While the reports will usually originate with the implementing agencies, the technical team will be accountable for their timely publication and distribution.

Enact Right to Information Bill Review draft prepared by Leadership Code Commission	Draft instructions to AG Chamber AG returns the revised LC Bill Cabinet approves the LC Bill Submit revised LCC bill to Parliament	1-May-2017 25-May-2017 2-Jun-2016	10-Jun-2017
Enact Whistleblower Protection Bill Review and revise draft bill per workshop discussions to address erroneous reports	Submit changes to AG Chambers AG returns revised Bill Cabinet approves revised Bill Submit revised WB bill to Parliament	15-Dec-2016 15-Feb-2017 1-Mar-2017	15-Mar-2017
Enact Right to Information Bill Review and revise the RTI policy draft	Consultation on draft Bill commences AG finalizes the Bill Cabinet approves the Bill Submit revised RTI bill to Parliament	1-Mar-2018 1-Jun-2018 15-Jun-2018	1-Jul-2018

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ANNEX 1

NATIONAL ANTI-CORRUPTION STRATEGY **ACTION PLAN** **2017 – 2019**

Description of Measure	Steps to Achieve	Date of Action on Steps		Final step
I. Legislative				
Enact revised Anticorruption Bill Revise language in bill to incorporate Committee recommendations, include private bribery, repair other sections, give NSACS statutory recognition				
	Submit proposed changes to AG's Chambers	10-Feb-2017	1-Mar-2017	
	G Chambers produces revised bill Cabinet approve revised Bill		1-May-2017	
	Submit revised A/C bill to Parliament			15-May-2017
Enact Ombudsman Amendments Bill	Cabinet review Revise per Cabinet comments Cabinet approve revised Bill Submit Ombudsman bill to Parliament	28-Oct-2016 9-Nov-2016 10-Nov-2016		11-Nov-2016

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Enact new public procurement law Adapt UNICTRAL model to Solomons' experience	Initiate study of current procurement conditions & environment Circulate draft study for comment Draft new legislation Submit Public Procurement Bill to Parliament	1-Jan-2019 1-Sep-2019 1-Jan-2020	1-Apr-2020
Enact amendments to Auditor General Law	Review current draft amendments Circulate draft for comment Drafting instructions to AG Chambers Submit Auditor General amendments to Parliament	1-Apr-2017 1-May-2017 1-Jul-2017	1-Sep-2017
II. Executive			
Promulgate RTI policy	Establish committee with government and nongovernment personnel Committee proposes policy Draft policy circulated RTI policy promulgated	15-Jan-2017 1-Mar-2017 15-Mar-2017	1-May-2017

Enact Amendments to Leadership Code Review draft prepared by Leadership Code Commission	Draft instructions to AG Chamber AG returns the revised LC Bill Cabinet approves the LC Bill Submit revised LCC bill to Parliament	1-May-2017 25-May-2017 2-Jun-2017	10-Jun-2017
Enact Nonconviction-based, civil forfeiture legislation Adapt model Commonwealth statute to SI circumstances	Drafting instructions submitted to AG AG produces Civil Forfeiture Bill Cabinet approves Bill Submit civil forfeiture bill to Parliament	1-Nov-2017 1-Jan-2018 1-Feb-2018	1-May-2018
Enact National Electoral & Political Parties Integrity Legislation	Consultations with MPs & other commences Drafting instructions to AG Cabinet approves Bills Submit both Bills to Parliament	24-Aug-2016 2-Mar-2017 1-Apr-2017	15-Apr-2017

Review of agency procedures to reduce decision time and red-tape	Identify key agencies Develop terms of reference Procure consultant Consultant report decision time & red tape issued	1-Jan-2017 1-Oct-2017 1-Feb-2018	1-Jan-2019
Harmonize provincial integrity and anticorruption ordinances with national law	Develop ToRs for analysis Procure consultant Consultant report on provincial integrity ordinances issued	1-Oct-2017 1-Feb-2018	1-Jan-2019
Development & introduce anticorruption curricula into secondary & tertiary education	Develop terms of reference Procure consultant Consultant report issued Anticorruption curricula introduced into schools	1-Oct-2017 1-Feb-2018 1-Jan-2019	1-May-2019

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Promulgate integrity regulations for resource licensees Regulations will require licensees to have policies to i) prevent corruption, ii) promptly disclose corruption incidents, and to publish iii) beneficial ownership and iv) payments to government	Prepare draft of regulations Circulate draft for comments Finalize and publish licensee integrity regulations	30-Jan-2017 15-Feb-2017	1-May-2017
Promulgate regulation bringing SOEs under public procurement code	Prepare draft regulation Circulate draft for comments Issue final SOE procurement regulation	1-Mar-2017 15-Mar-2017	1-May-2017
Promulgate regulation requiring firms with government contracts to institute anticorruption compliance programs	Prepare draft regulation Circulate draft for comments Regulation requiring gov't contractors to have anticorruption compliance program	1-May-2017 15-May-2017	1-Sep-2017

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III. Steering Committee & Secretariat

Foster coordination among SIAC, Ethics Advisor, and Integrity Group Forum & Committee for Combating Corruption members	Develop model MoU for inter-agency coordination Circulate to relevant agencies Oversee signing MoUs among SIAC, Ethics Advisor, other agencies	1-Mar-2017 15-Apr-2017	15-May-2017
Review agencies anticorruption programs	Develop program Initiate training Training completed Begin agency a/c risk programs	1-Jan-2016 1-Feb-2017 1-Apr-2017	1-Jun-2017
Establish phone corruption reporting program	Formulate program with Telekom, Bmobile, Mobil Media Training of Janus Task Force Launch of project	30-Mar-2017 10-Apr-2017	25-Apr-2017

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Consolidate and broaden public financial management reforms Implement road map, review PFM Act, implementing PFM Act regs, amend Interim Financial Instructions, enforce PFM Act reporting and publishing requirements	Identify measures required Develop implementation plan Publish plan for consultation Put pfm implementation plan into effect	15-Jan-2017 1-May-2017 1-Jun-2017	1-Sep-2017
Account for resource revenues per IMF standards Benchmark management of resource revenues against IMF standard	Prepare ToRs for analytical work Tender for consultant Circulate consultant report Initiate plan to manage resource revenue per IMF guidelines	1-Jun-2019 1-Sep-2019 15-Mar-2020	1-Jun-2020

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<i>Organize awareness training and public education on Anticorruption, Whistleblower, Right to Information, and other new anticorruption laws</i>	Develop training plan Circulate for comment Initiate awareness raising training on new laws	1-Sep-2017 1-Oct-2017	1-Jan-2018
<i>Commission study of costs of corruption</i>	Develop terms of reference Tender for consultant Consultant report circulated for comment Publish cost study	1-Feb-2018 1-Mar-2018 1-Oct-2018	1-Jan-2019
<i>Begin monitoring agencies' compliance with AGO recommendations</i>	Sign MOU with AGO on Collaboration Initiate joint publication w/AGO	1-Jun-2017	1-Sep-2017

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<i>Develop plan for participation by clergy and their congregations in NACS</i>	Meet with representatives of different faiths Publish draft plan for comments Implement plan as revised	1-Jun-2017 1-Nov-2017	1-Oct-2017
<i>Develop small grant program for anticorruption NGOs</i>	Develop terms of reference Tender for consultant Consultant report circulated for comment Initiate small grant program	1-Oct-2017 1-Nov-2017 1-Mar-2018	1-Jun-2018
<i>Develop anticorruption and ethics integrity training programs</i>	Develop terms of reference Procure consultant Consultant report circulated for comment Training anticorruption and ethics begins	1-Jan-2018 1-Mar-2018 1-May-2018	1-Sep-2018

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<i>Commission Analysis of Terms & Conditions of Public Service</i>	Develop terms of reference Tender for consultant Consultant report circulated for comment Implement public service reforms	1-Oct-2017 1-Nov-2017 1-Nov-2018	1-Jan-2020
Private Sector & Nongovernmental Organizations			
<i>Establish a Corporate Directors' Institute</i>	Contact the Institute of Corporate Directors & the Center for International Private Enterprise Develop and submit TA funding proposal Convene first meeting Directors' Institute	1-Feb-2017 1-Apr-2017	1-Sep-2017
<i>Organize training for private sector firms on anticorruption compliance programs</i>	Establish steering committee Secure training materials (WB, UN, OECD) Develop program Conduct first training on compliance program	1-Apr-2017 1-Jun-2017 1-Sep-2017	1-Nov-2017
<i>Train CSOs corruption issues</i>	Develop ToRs for training Submit to funders Conduct first training for CSOs	1-Apr-2017 1-May-2017	1-Oct-2017

<i>Initiate bi-annual survey of corruption incidence</i>	Develop terms of reference Tender for consultant Consultant report circulated for comment Conduct first corruption survey	1-Feb-2018 1-Mar-2018 1-Oct-2018	1-Jan-2019
<i>Compile & publish data on investigations, prosecutions, and convictions for corruption related offenses</i>	Sign MoUs with DPP, SIIACAC, judiciary on data sharing Initiate publication of enforcement data	1-Jan-2017	1-Sep-2017
<i>Publish first of semi-annual reports on strategy implementation</i>	Prepare & circulate report outline Revise per comments Send final copy to printer Publish first report on strategy	1-Jun-2017 1-Sep-2017 15-Oct-2017	1-Jan-2018

- Clarify application of the Interpretation Act to laws in force at the time of passage and adopted thereafter to extend liability to legal persons for UNCAC offences.
- Establish in legislation effective, proportionate and dissuasive sanctions, including monetary sanctions that legal persons are subject to for the commission of UNCAC offences.
- Consider adopting legislation or procedures to disqualify, for a period of time, a person convicted of an UNCAC offence from holding public office or an office in any state owned enterprise or statutory body.
- Adopt legislation or other appropriate measures to provide effective protection for witnesses, victims and experts, in accordance with article 32 of UNCAC.
- Consider adopting appropriate measures to provide protection against any unjustified treatment for any person who reports in good faith and on reasonable grounds instances of corruption, in accordance with article 33 of UNCAC.
- Take additional measures to strengthen cooperation and facilitate information sharing among national authorities, including the Integrity Forum, in the investigation and prosecution of UNCAC offences, through training, deployment of personnel, and material resources, where necessary and appropriate.
- Consider entering into agreements or arrangements with other States parties to facilitate assistance of cooperating offenders under article 37(5) of UNCAC.
- Consider adopting such measures as may be necessary to establish jurisdiction over offences established in accordance with the UNCAC, in line with article 42(2) of UNCAC.

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ANNEX II

RECOMMENDATIONS AND TECHNICAL ASSISTANCE NEEDS STEMMING FROM THE REVIEW OF IMPLEMENTATION OF CHAPTERS III AND IV OF THE UNITED NATIONS CONVENTION AGAINST CORRUPTION

Chapter III

Recommendations:

- Consider amending the definition of “person employed in the public service” to include government ministers, consistent with recent case law.
- Adopt legislation to make criminal the active bribery of foreign public officials. Consider adopting legislation to make criminal the passive bribery of foreign public officials.
- Consider adopting specific legislation to make it a criminal offence to engage in the active or passive trading in influence.
- Consider adopting legislation to broaden the scope of the law making bribery in the private sector a criminal offence, extending to any person who directs or works for a private sector entity.
- Consider adopting legislation to make illicit enrichment a criminal offence.
- Consider amendments to the Money-Laundering and Proceeds of Crime Act to expressly permit jurisdiction in cases where the underlying offence occurred entirely outside the territory of Solomon Islands.
- Furnish a copy of the MLPCA 2002, MLPCA 2004, MLPCA 2010 and any subsequent amendments thereto to the Secretary-General of the United Nations.
- Adopt legislation addressing obstruction of justice against justice officials, as provided in article 25 of UNCAC. Amend legislation addressing obstruction of justice to ensure that the related offences are subject to appropriate penalties upon conviction.

- Development of an action plan for implementation of Articles:
 - 32 (Protection of witnesses, experts and victims), 36 (Specialized authorities) and
 - 33 (Protection of reporting persons), 39 (Cooperation between national authorities and the private sector).
- Challenges in implementation.

Chapter IV

Recommendations:

- Consider granting extradition requests that include several separate offences, one of which is extraditable.
- Consider using UNCAC as a legal basis for extradition, mutual legal assistance and law enforcement cooperation in respect of UNCAC offences.
- Ensure that any extradition treaties that Solomon Islands may conclude with other Member States contain references to UNCAC offences as being extraditable.
- Consider simplifying and streamlining procedures and evidentiary requirements (such as internal guidelines and/or a request management system) in order to allow for extradition and MLA requests to be dealt with efficiently and effectively.
- Take such legislative measures as may be necessary to ensure that MLA involving non-coercive measures is afforded in the absence of double criminality, in line with article 46(9)(b) of UNCAC.
- Notify the Secretary-General of the United Nations of the central authority designated for MLA, as well as the acceptable language for executing MLA requests.

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Technical Assistance Needs:

- Legislative drafting, model legislation, model agreements/arrangements and legal advice with regard to Articles:
 - 15 (Bribery of national public officials), 26 (Liability of legal persons),
 - 16 (Bribery of foreign public officials), 30 (Prosecution, adjudication and sanctions),
 - 17 (Embezzlement, misappropriation or other diversion of property by a public official), 31 (Freezing, seizure and confiscation),
 - 20 (Illicit enrichment), 32 (Protection of witnesses, experts and victims),
 - 21 (Bribery in the private sector), 33 (Protection of reporting persons),
 - 25 (Obstruction of justice), 37 (Cooperation with law enforcement authorities) and
 - 38 (Cooperation between national authorities).
- Good practices/lessons learned with regard to Articles:
 - 18 (Trading in influence), 20 (Illicit enrichment) and
 - 19 (Abuse of functions), 26 (Liability of legal persons).
- Capacity-building assistance to national authorities with regard to Articles:
 - 22 (Embezzlement of property in the private sector), 39 (Cooperation between national authorities and the private sector).
 - 23 (Laundering of proceeds of crime), 32 (Protection of witnesses, experts and victims),
 - 31 (Freezing, seizure and confiscation), 33 (Protection of reporting persons) and
- On-site assistance of an anti-corruption expert with regard to Articles:
 - 32 (Protection of witnesses, experts and victims), 36 (Specialized authorities).
 - 33 (Protection of reporting persons) and

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- Consider entering into agreements or arrangements on the transfer of sentenced persons in order for such persons to complete their sentences in the requested countries.
- Consider granting legal authority to the Attorney General to proactively transmit information to a foreign competent authority in relation to MLA, without a prior request, where such information could assist in the investigation and prosecution of UNCAC offences.

- Consider introducing special investigative techniques, as may be necessary and within existing resources, and providing the corresponding training to law enforcement personnel. 3.4. Technical assistance needs identified to improve implementation of the Convention.

Technical Assistance Needs:

- Summary of good practices/lessons learned in relation to extradition, MLA and special investigative techniques.
- Legal advice on how to improve extradition, MLA and special investigative techniques.
- Capacity-building programmes for authorities responsible for international cooperation in criminal matters and for cross-border law enforcement cooperation, as well as for designing and managing the use of special investigative techniques.
- Development of an international cooperation record-keeping system, as well as extradition and MLA templates for requesting States and internal guidelines for staff on how to deal with international cooperation requests.
- Technological assistance (e.g. set-up and management of databases/ information-sharing systems) to enhance law enforcement cooperation.
- On-site assistance by a relevant expert in particular in relation to law enforcement cooperation.
- The development of an action plan for implementation.