

# Evaluation of Village Court Officials' Training

## Summary of Findings

(Volume 1 of the Evaluation Report)

**FINAL REPORT – MARCH 2016**



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**Cover photograph:** Various photos taken during surveys and field visits, PALP-TP's M&E collection, 2014 to 2015

## Acronyms

Abbreviation	Representation
ABG	Autonomous Government of Bougainville
ARB	Autonomous Region of Bougainville
BPS	Bougainville Police Service
CAP	Community Auxiliary Police
CPS	Community Perception Survey
CS	Community Safety
DC	District Court
DJAG	Department of Justice and Attorney General (GoPNG)
DPCSJ	Department of Police, Corrective Services and Justice (ABG)
DVCO	District Village Court Officer
FSV	Family and Sexual Violence
GoA	Government of Australia
GoPNG	Government of Papua New Guinea
IPA	PNG Institute of Public Administration
IPO	Interim Protection Order
JSS4D	Justice Services and Stability for Development Program
M&E	Monitoring & Evaluation
MS	Magisterial Services
NZP	New Zealand Police
PALJP	PNG Australia Law and Justice Partnership (2009 – 2014)
PALJP-TP	PNG Australia Law and Justice Partnership Transition Program (2014 – 2015)
PNG	Papua New Guinea
PVCO	Provincial Village Court Officer
ToT	Training of Trainers
VC	Village Court
VC Act	Village Courts Act
VCLMS	Village Courts and Land Mediation Secretariat
VCO	Village Court Official

## Executive Summary

Overall satisfaction with all Village Courts in the study has improved, from 51.5% of survey respondents satisfied with Village Courts (VCs) in 2014 to 54.5% of survey respondents satisfied with VCs in 2015, partly due to the changes that were implemented by Village Court Officials after the VC training.

In 2014, the PNG – Australia Law and Justice Partnership - Transition Program (PALJP-TP) in collaboration with the Village Court and Land Mediation Secretariat (VCLMS) developed a training package for Village Court Officials (VCOs) to provide them with up-to-date information and practices, strengthening their knowledge to deliver better local justice and mediation to Papua New Guineans. The new training package (Learners Manual and Trainers Manual), approved by the Executive Director VCLMS on 4 August 2014, was used in the Training of Trainers Program and training of VCOs across the six PALJP-TP priority provinces (Gulf, Morobe, Western, Southern Highlands, Hela and Northern) and in the Autonomous Region of Bougainville. The 62 VC trainers have now trained 2,142 VCOs between October 2014 and November 2015, i.e. 42% of all Village Courts in the six priority provinces and the ARB. PALJP-TP developed a research design in 2014 to evaluate the effectiveness of the training course and to collect baseline information for the new Australian Government funded program Justice Services and Stability for Development (JSS4D) beginning in 2016. Gulf Province and the ARB were selected as research areas for this evaluation. The results will be used by the Government of VCLMS at the Department of Justice and Attorney General for evidence-based planning and policy formulation.

The Evaluation Report is in three volumes: *Volume 1 – Summary of Findings*, *Volume 2 – Autonomous Region of Bougainville Report*, and *Volume 3 – Gulf Province Report*. This report, Volume 1 is a brief comparative summary of findings of the evaluation in Gulf Province and findings from the Autonomous Region of Bougainville. This volume has also documented lessons learned from the VC training program and lessons learned from the evaluation process. Volumes 2 and 3 described the research methodology, analysis of results, summary tables and graphs from the Community Perception Surveys, results of interviews with VCOs, results of focus group discussions, results of interviews with stakeholders, and comments from VCLMS officers' observations of Village Court sittings.

This report sets out the findings against a series of evaluation questions framed around four evaluation categories, i.e. appropriateness (reaction), effectiveness (learning), impact (behaviour/attitude) and sustainability (results), and these are summarised below:

- The research found that the training contents were useful to VCOs, i.e. 97% of training participants confirmed that the training was relevant to their work in the Village Courts.
- VC training participants' perception of knowledge and competencies improved after the training, on a 3 point scale, from 1.8 before the training to 2.6 after the training (ARB) and from 1.9 before the training to 2.9 after the training (Gulf Province).
- The research revealed some challenges in VCOs' comprehension of some terms used in the manual, the *Village Court Act* and in differentiating criminal cases that can be handled by the Village Court.
- Information collected by other priority provinces in addition to Gulf Province and ARB revealed that there were similarities in responses from training participants in regards to perceptions about the training, perceived usefulness of the training and views about teaching methods. However, there

were observed differences between participants' understanding of 'technical concepts'<sup>1</sup> which could be due to various factors (e.g. level of education of VCOs, trainers' abilities to verbally translate English concepts into local language, use of technical, legal or complex terms in the manual).

- Trained Village Court Officials are partially competent (4 out of 5 score), with a good understanding of the *Village Courts Act* and Village Court processes.
- Village Court Officials who participated in the training are implementing positive changes following the training experience. For example, conducting mediations before full court sittings, hearings conducted by more than one magistrate, Peace Officers and Clerks in attendance during full court sittings, magistrates conferring before making decisions, ensuring that everyone in the case is given the chance to speak, ensuring fees and compensation are within the limit sets under the *Village Courts Act*.
- Stakeholders from the law and justice sector observed some improvements in VCs' decisions based on a decreasing number of complaints from the community. Other positive changes observed by stakeholders and VCLMS officers were attributed to the training, for example punctuality and improved attendance of VCOs during court sittings and improved reporting by Village Courts.
- Village Court Officials who attended the trainings gained confidence and are now highly motivated to perform their duties. Due to the training, VCOs and stakeholders believed that trained VCOs gained more respect from the community and their families. In addition to the training, having uniforms and receiving payments through the GoPNG's payroll system were considered by VCOs as reasons for their increased motivation to work and to improve the services they provide to the community.
- In 2015, 100% of respondents interviewed in the ARB and 99% in Gulf Province were aware that they have Village Courts in their community. About 94% of people from the ARB and 82% of people from Gulf Province confirmed that they knew the function of the Village Courts. However, respondents' understanding of the role of the VCOs and the VC process is questionable. For example, respondents expected the Village Courts to deal with all cases including criminal cases such as rape and sexual assaults; that VCOs should follow-up all orders for compensation; and that Village Courts should not wait for problems to be presented to VCOs but be proactive in resolving all conflicts in the village.
- More people are now accessing services provided by the Village Courts, from 68% of all survey respondents (ARB and Gulf Province) in 2014 to 87% of all survey respondents in 2015. Village Courts are being used to resolve a wide range of problems corresponding to both civil and criminal cases, including minor disagreements between individuals. In 2015 (after the training), survey respondents reported that Village Courts were still hearing cases relating to rape or sexual assaults. The majority of these cases were not appropriately dealt with in the district and/or national courts system; for example only two out of 21 rape/sexual assault cases in Gulf Province were referred to the police and none of the 10 cases in the ARB were brought to the police.
- Overall satisfaction with all Village Courts in the study improved, from 51.5% of respondents satisfied in 2014 to 54.5% of respondents satisfied in 2015. In Gulf Province overall satisfaction has improved from 45% of respondents satisfied in 2014 to 56% of respondents satisfied in 2015. On the other hand, less people from the ARB (53%) were satisfied with Village Courts in 2015 in comparison with 2014 data (61%). The satisfaction with Village Courts is location-specific and affected by the type of case and the status of the case at the time of the survey.

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<sup>1</sup>For the purpose of this research, 'technical concepts' relates to VC process, role of VCLMS, process of settlement order and the *Village Courts Act*.

- All survey respondents believed that there are crime problems in the community. Alcohol, drugs and homebrew problems were prominently discussed by respondents in the ARB and Gulf Province. Law and order problems in the ARB and Gulf Province were associated by survey respondents with youth-related issues. Other law and order issues identified were swearing, gossiping, stealing, land dispute, fighting, adultery, rape/sexual assault, family arguments and domestic violence. In both the ARB and Gulf Province, reasons for these problems were attributed to alcohol and drug consumption, lack of discipline, land disputes, family arguments and unemployment. Some respondents in the ARB mentioned about '*crisis*' as a possible reason for law and order problems, while law and justice stakeholders mentioned '*illegal possession of firearms*' in some areas of the ARB as a concern.
- Less people (ARB and Gulf Province) were feeling safe in 2015 than in 2014; i.e. 63% of people felt safe in 2015 compared with 73% of people feeling safe in 2014. Specifically, the percentage of women who felt safe reduced from 75% in 2014 to 49% in 2015. The '*feeling of safety*' was found to be location-specific (at village-level) and could be due to law and order issues at the time of the survey. The top four main reasons provided by female respondents for '*not feeling safe and secure*' were: drugs, alcohol and homebrew related issues/crime; community disturbances or family arguments; presence of criminal activities within the village; and land issues. Female respondents who felt unsafe in 2015 were those who were involved in the following Village Courts cases: rape or sexual assault, adultery, stealing, and domestic violence.

Lessons learned during the implementation of the VC training program were identified from comments provided by counterparts, advisers, VCLMS staff and VCLMS Executive Director. Lessons were around issues relating to coordination with VCLMS, selection of VCOs to be trained, information provided to VCLMS, the development of the training package, the role of the District Courts, data collection and linkage with the PNG Institute of Public Administration (PNGIPA).

The recommendations are focused on continued targeted capacity building activities, data collection, Village Courts' process and community awareness to improve the level of community satisfaction with the Village Courts and to strengthen the VC operations. Major recommendations include:

- Develop and maintain an annual VC training plan
- Validate and print the Tok Pisin version of the training package
- Conduct refresher courses for VC trainers, and specific trainings for VC Clerks and Inspectors
- Develop innovative approaches to training VCs in remote areas or challenging locations
- Roll out the Village Courts Training in other provinces
- Develop strategy/plan to improve VCOs' understanding of the *Village Courts Act*, including criminal and civil cases that can be handled by Village Courts, and any new laws
- Develop and support VC case management information system in priority provinces
- Monitor VC related performance measures and 'safety and crime' performance measures
- Provide mentoring and supervision support to VCOs
- Develop strategy/plan to review VCOs' performance
- Develop strategy/plan to address VCs' backlog of cases or how to reduce waiting times
- Improve community awareness

This research has produced some valuable information for the law and justice sector, however the two year period is insufficient to establish trends over time. Continued data collection and further analysis of results generated from this evaluation (e.g. women's safety, satisfaction with Village Courts, levels of

crime) should be implemented and supported not only through JSS4D but by the PNG Law and Justice Sector.

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# 1. Introduction

## 1.1 Background

In remote locations of Papua New Guinea (PNG) access to justice is limited by financial constraints, logistics and geography. Village Courts are often the only accessible system and protection available to remote communities. In some areas, this system is neither sufficiently robust nor standardised.

There are 1,525 gazetted Village Courts<sup>2</sup> across the country, placing the administration of justice in the hands of the communities in which the disputes arise. The Village Courts fall within s172 of the Constitution with the *Village Courts Act* as its primary source of statutory jurisdiction. The primary role of the Village Courts is *to ensure peace and harmony in the communities in which they operate*.<sup>3</sup> Village Courts are obliged to attempt the resolution of disputes first by way of mediation, which is mandatory requirements under the *Village Courts Act*. In cases where mediation fails, Village Courts must adhere to the principles of natural justice and afford disputing parties the right to a full hearing.

Village Court Officials generally come from the areas in which the particular courts are located and are likely to be well acquainted with the customary practices of the community. They are appointed taking into account their knowledge of local customs and their recognised role as prominent members of their communities. The officials are the Court Magistrates (at least three), the Clerks, and the Peace Officers. Village Courts Magistrates have no formal legal training, as they respond to the circumstances of the village and are free from the formalities of higher courts.

The primary role of the Village Courts and Land Mediation Secretariat (VCLMS) is to ensure that the village courts and land mediation systems are fully resourced and are effectively operating.<sup>4</sup> VCLMS is established under the *Village Courts Act* as a branch within the Department of Justice and Attorney General (DJAG). The specific roles of the Secretariat are clearly stated in the amendment to the *Village Courts Act 2013*:

*“(3) In performing its functions under Subsection (2), the Village Courts Secretariat must –*

- (a) monitor the effectiveness of Village Courts; and*
- (b) collect, collate and disseminate data on Village Courts; and*
- (c) make recommendations to the Minister; and*
- (d) encourage, promote and support research and public discussion on Village Courts; and*
- (e) ensure national consistency in the provision of materials and training for Village Courts.”*

The Government of Australia (GoA) has been providing support to PNG’s Law and Justice Sector nationally and at sub-national level for many years, most recently through the PNG-Australia Law and Justice Partnership (PALJP). The PALJP Transition Program (PALJP-TP) commenced in June

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<sup>2</sup> Source: 2014 Annual Performance Report, Law and Justice Sector, page 82

<sup>3</sup> *Village Courts Act* s 57

<sup>4</sup> Source: Corporate Plan 2014-2017, Department of Justice and Attorney General

2014, and was designed “to provide complementary, flexible and responsive bridging support in the period 1 July 2014 to 31 December 2015 that assists GoPNG to achieve continued progress against its policies for law and justice reform, better access to justice and improved service delivery to the people of Papua New Guinea.” Four outcome areas were supported, the first is “Community safety, stability and crime prevention improved” with initiatives undertaken in priority provinces (Gulf, Morobe, Southern Highlands, Hela, Northern, and Western Provinces) and the Autonomous Region of Bougainville.

One of the approaches to increase community safety and perceptions of safety was to support Village Courts to deliver equitable effective service in priority locations. This involves an investment of over PGK5 million in Village Courts Training during PALJP.

In collaboration with the VCLMS, PALJP-TP developed a new training package for Village Court Officials to provide them with up-to-date information and practices, giving them skills and knowledge to deliver better local justice and mediation to Papua New Guineans. The new materials have also, for the first time, included issues which cut across all aspects of life and society, such as corruption, HIV, human rights, gender equality, social inclusion, and family and sexual violence. The new training package (Learners Manual and Trainers Manual) was launched on 27 November 2014 in Port Moresby.

The new training package was used in the Training of Trainers (ToT) program which was incorporated in the PNG Institute of Public Administration Certified Level II Training funded through PALJP. The new training package has been used for the Village Court Officials’ Training Course across all PALJP-TP priority provinces and in the Autonomous Region of Bougainville.

## 1.2 Purpose of the Evaluation

The Comprehensive Aid Policy Framework (May 2012) identifies ‘Number of law and justice officials trained’ as a headline indicator. Additionally, the Justice Services and Stability for Development (JSS4D) design document includes ‘number and percentage of persons trained and assessed’ and ‘evaluation of the effectiveness of training and impact’ as indicative indicators to support the design element of: ‘management, leadership and prioritised professional skills are stronger in law and justice agencies’. Based on the monitoring framework described in the Transition Program’s *Monitoring, Evaluation and Reporting Plan*<sup>5</sup>, training statistics have been collected and reported on a quarterly basis. This will be the foundation of baseline information for JSS4D’s indicator (number and percentage of persons trained). With a substantive investment (over PGK5 million) allocated for the training of Village Courts, an evaluation of the effectiveness of the Village Courts training undertaken during the Transition Program will provide comprehensive evidence that can be used for planning the implementation of JSS4D. The evaluation will also serve as a resource document for the Village Court & Land Mediation Secretariat and the provincial governments’ planning and policy formulation.

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<sup>5</sup> Finalised in December 2014

With the overall purpose of evaluating the effectiveness of the training program, the evaluation was framed around a set of evaluation questions (see detailed research methodology in Volume 2 or Volume 3 of the Evaluation Report).

### 1.3 Structure of the Evaluation Report

The Evaluation Report is in three volumes; *Volume 1 – Summary of Findings*, *Volume 2 – Autonomous Region of Bougainville Report*, and *Volume 3 – Gulf Province Report*. This report, Volume 1 is a brief comparative summary of the findings of the evaluation in Gulf Province and findings from the Autonomous Region of Bougainville. The following information is described in Volume 2 and Volume 3 of this Evaluation Report:

- description of the research methodology including questionnaires used in the study,
- analysis of results,
- summary tables and graphs from the Community Perception Surveys,
- results of focus group discussions,
- results of one-on-one interviews with VCOs,
- results of interviews with stakeholders, and
- results from observations of VC sittings.

This volume is divided into five key sections:

- **SECTION 2 APPROPRIATENESS:** This section provides a comparative analysis of reactions from training participants and their perceptions on the usefulness of the training program. In addition to findings from Gulf Province and the ARB, examples of responses from Morobe, Western and Southern Highlands Provinces are also presented.
- **SECTION 3 EFFECTIVENESS:** This section provides a brief summary of the effectiveness of the training program, comparing evidences from the research conducted in Gulf Province and the ARB.
- **SECTION 4 IMPACT AND SUSTAINABILITY:** A discussion on impact and sustainability of the training program, summarising the findings from the Gulf and the ARB reports.
- **SECTION 5 LESSONS LEARNED:** A summary of lessons learned from the training program and from the research.
- **SECTION 6 RECOMMENDATIONS:** The last section provides suggestions and recommendations for all key stakeholders to consider and integrate as appropriate into their approaches to improving community safety and in supporting Village Courts to effectively deliver equitable services. This section also includes all the recommendations outlined in the Gulf and ARB reports.

## 2. Appropriateness

### Evaluation questions – Appropriateness (Reaction – Level 1)

Was the training delivered using appropriate teaching methods and a range of learning styles?

Was the training content relevant to the purpose of the training?

Did the training participants find the training content useful?

The immediate purpose of the Village Courts Training is for Village Courts Officials to have increased knowledge and understanding of the following topics:

- Overview of Village Courts
- Village Courts processes and procedures
- Role of Village Courts Officials, VC Officers and VCLMS
- *Village Courts Act*
- Ethics, leadership, corruption, gender, family and sexual violence (FSV)
- Communication and mediation

The Village Courts Training package was developed by PALJP in collaboration with the VCLMS to provide Village Court Officials with information and practices, giving them skills and knowledge to deliver mediation and local justice to Papua New Guineans. The training package was based on existing VCLMS materials designed to be used by VCOs as a reference manual. Prior to printing and final approval by VCLMS, the training package was validated through a workshop held in Buka in early 2014. The validation workshop was attended by VC officers and L&J stakeholders from priority provinces.

In general, the materials and contents of the new training package were found to be relevant to the purpose of the training. However, training participants from Bougainville and Gulf Province believed that some terms used in the manual were difficult to understand. It is recognised that it is difficult to develop a training package for a group such as the VCOs, of which the majority are believed to have low levels of education. Among those interviewed, the highest level of education was Grade 10 and the lowest was Grade 4, with the exception of one Clerk who completed Grade 12. There were some VCOs who confirmed that they are not able to read and write, hence they were unable to understand the manual and some of the concepts presented during the training. Others pointed out issues with the use of more complex English and legal terms in the manual.

The translation of the training package to Tok Pisin could address the '*difficult terms*' issue. On the other hand, there are some VCOs who are not conversant with Tok Pisin (e.g. some VCOs in Gulf Province can't understand both English and Tok Pisin). This should be considered in future assessment of the Tok Pisin version of the training package. Prior to printing and roll-over of the Tok Pisin version, the JSS4D program should validate the translated version and test the Tok Pisin package before it is used by trainers. VC Trainers will need another familiarisation or refresher training course on how to use the Tok Pisin version.

The Focus Group Protocols (before and after the training) developed for Gulf Province and the ARB were also used by VC trainers in other provinces (Morobe, Southern Highlands, Western and Northern Provinces). Some examples of participants' feedback from three provinces are presented in **Annexure 1**. The study found that there were similarities in responses between provinces in regards to perceptions about the training, perceived usefulness and views on training methods. However, the differences between perceived understanding of 'technical concepts'<sup>6</sup> after the training is worth noting (see percentages below).

*Percentage of training participants who understood the Village Courts Act*

- ARB 61%
- Gulf Province 85%
- Morobe Province 82%
- Southern Highlands 30%
- Western Province 100%

*Percentage of training participants who understood the process of hearing a complaint*

- ARB 68%
- Gulf Province 88%
- Morobe Province 85%
- Southern Highlands 91%
- Western Province 100%

*Percentage of training participants who understood the process of settlement order*

- ARB 55%
- Gulf Province 90%
- Morobe Province 83%
- Southern Highlands 59%
- Western Province 88%

*Percentage of training participants who understood the role of VCLMS*

- ARB 14%
- Gulf Province 52%
- Morobe Province 89%
- Southern Highlands 29%
- Western Province 77%

The participants' perceptions, i.e. immediate reaction after the training (percentages above) cannot be used to conclude that participants from one province were "better trained" than other provinces. Future Village Courts training course should note the above topics that need attention, and consider a different approach or teaching method for 'technical concepts'.

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<sup>6</sup> For the purpose of this research, 'technical concepts' include VC process, role of VCLMS, process of settlement orders and the *Village Courts Act*.

The variations<sup>7</sup> between locations and challenges faced by VCOs in understanding the ‘*technical concepts*’ could be attributed to the following factors:

- Participants’ levels of education and abilities to grasp some of the legal and technical concepts. VCOs who cannot read or write referred to their level of education as a barrier to their learning experience during the training.
- The language, in particular the legal terms, used in the manual or training package content is limited and cannot explain everything.
- Competencies of VC trainers, including their abilities to correctly translate the English version of the training package into local dialect or Tok Pisin while conducting the training.
- VC trainers’ lack of legal backgrounds. Provinces used different trainers so it is difficult to maintain uniformity or trainers’ competencies in regards to legal concepts and how they translate the concept into easily understood terminology in their local language.
- VC Trainers’ in the ARB commented that District Court Magistrates should have been involved in the VC Training, specifically during the sessions on laws and *Village Courts Act*.
- Number of participants - what is the ideal number of participants (11 or 22).
- Data collection error, statistical error or research design error; possible failure by data collectors to correctly follow the proposed protocols and instructions on how to conduct the focus groups discussions after the training.
- Existing variations between provinces, including cultural, environmental and economic situations.

The following is a summary of overall reactions of training participants from six provinces:

- 90% of Village Court Officials wanted to attend the training.
- 93% of participants confirmed that they were provided with good information before the training.
- 97% of participants thought that the training is relevant to their work.
- After the training, over 90% of participants understood their role as VCO.
- Over 93% of participants believed that the teaching method was easy to understand.
- Only 45% of participants indicated that they had received support from PVCOs and DVCOs.
- Over 90% of participants found the training useful.

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<sup>7</sup> Ideally should be statistically tested, but due to time constraints the appropriate test of variation methodology was not applied. This method can be incorporated in future research.

### 3. Effectiveness

#### Evaluation questions – Effectiveness (Learning – Level 2)

To what extent have Village Court Officials acquired new knowledge and skills? How were they assessed?

What are training participants doing differently following the training experience?

How are training participants applying their knowledge and skills?

To what extent are Village Court Officials implementing sound decision making practices?

To what extent is there improved technical ability among Village Court Officials?

This section provides a summary of findings from the ARB study and the Gulf Province study. Information to assess the effectiveness (Learning) of the VCO training course was not collected from other priority provinces.

#### 3.1 Change in knowledge or capability

After the five-day training course, participants in both the ARB and Gulf Province reported a change in their knowledge and understanding of their roles and responsibilities, improved understanding of the VC process and improved understanding of the *Village Courts Act*.

Approximately six months after the training, the study revealed that significant changes were implemented by the Village Courts following the training experience. The following changes were implemented in both Gulf Province and the ARB:

- Resolving conflict through mediation first. If mediation failed then a full court sitting was held for conflicting parties.
- Following correct VC sitting process, e.g. almost all VCOs in attendance including the Peace Officers, more than one magistrate presiding the full court hearing, Peace Officer in between parties during the court hearing.
- Changes to decision-making processes such as collective decision-making and hearing views of all parties including witnesses.
- Punctuality and improved attendance of VCOs.

In the ARB other changes implemented include: Magistrates withdrawing if parties concerned are relatives, trying to correctly fill-in the Case Register and VC forms, and raising the flags of PNG and the ARB during court sittings.

In Gulf Province, one other change they tried was to have a briefing or meeting of VCOs before they conducted their business (mediation or full court sitting). During the briefing, roles were allocated and cases were discussed by VCOs.

Law and justice stakeholders in both the ARB and Gulf Province believed that the following positive changes they observed were due to the VCO training program:

- Less complaints from the community;
- Improvement in the quality of completed VC forms;
- Quarterly reports provided by Village Courts to PVCO or VC Program Manager; and
- Correct VC process from mediations to full court sittings.

Stakeholders in Buka commented that they observed some improvements in Village Courts' decisions based on the decreasing number of appeals or complaints from the people. Similarly, stakeholders from Kerema observed less complaints from the community, an indication of improved technical abilities of VCOs and community acceptance of Village Courts' decisions.

The research found that Village Court Officials in both the ARB and Gulf Province are partially competent, with a good (4 out of 5 score) understanding of the *Village Courts Act*, good understanding of Village Courts processes and good understanding of Village Court sittings. However, officials still lack some skills to analyse cases and some were not able to recognise criminal cases beyond the Village Court's jurisdiction. There are some new VCOs lacking some experience and skills and will need supervision and mentoring support.

The Village Court Officials were implementing sound decision making practices such as hearing evidence from all parties, asking for witnesses' views, implementing decisions with confidence, conferring among magistrates and deliberating the cases before making any decisions. All these were confirmed by Village Court Officials as changes that they implemented and were also observed by VCLMS officers during the 2015 visits.

The recording of cases and use of VC forms (albeit with some incorrect recording), commenced in 2015 in the ARB, immediately after VCOs received the training. On the other hand, Gulf Province VCs have been using the VC forms and recording cases in the Case Register since 2008. After observing VC sittings and reviewing the Case Register and forms, VCLMS officers provided the following comments:

- VCOs need mentoring and support from PVCO and DVCOs to strengthen what they learned during the training.
- Inspections should be conducted to provide guidance to VCOs.
- Clerks need separate training on how to correctly collect the Case Register and standard Village Courts forms.
- Quarterly Returns training is required to correctly complete the forms, to improve the quality of VC data and provide timely submission of Quarterly Returns to VCLMS.
- There should be adequate supply of standard VC forms and receipt books to facilitate the work of the Village Court Officials.



## 3.2 Community perceptions about the Village Courts

The Community Perception Surveys were conducted in both the ARB and Gulf Province in 2014 and 2015, within the same villages. In both years, 300 villagers were interviewed in Gulf Province and 300 in the ARB. The surveys were focused on capturing members of the community who had any contact with the Village Courts. Of the 299 survey respondents from Gulf Province in 2015, only 14% confirmed that they were also interviewed during the 2014 survey. In the ARB, only 19% of the 300 survey respondents in 2015 confirmed that they were also interviewed during the 2014 survey. This indicates that the overlap of perceptions over the two years is very low.

### *Community demographics*

The socio-demographic details of survey respondents were collected during the surveys in the Autonomous Region of Bougainville and Gulf Province.

- The highest proportion of respondents from both areas were married (72%).
- Less than 1% of ARB respondents never went to school in comparison with 4% of Gulf respondents. There were more respondents from the ARB who completed Grade 10 and above level than those coming from Gulf Province.
- In 2015, there were more unemployed adults in Gulf Province than in the ARB. The majority of unemployed in both locations are youth, aged between 21 to 30 years.
- The study found that economically, respondents from the ARB were better off than respondents from Gulf Province. It was also observed that there was a slight improvement in economic status of the sample villages in the ARB from 2014 to 2015, which is not the case in Gulf Province.

### *Community perceptions*

All survey respondents (100% from the ARB and 99% from Gulf Province) were aware that they have Village Courts in their community. In addition to this, a high percentage of these people (94% from the ARB and 82% from Gulf Province) confirmed that they know the function of the Village Courts. However, their understanding of the legislated role of the Village Court Officials and the VC process is questionable. For example, survey respondents were expecting Village Courts to resolve all cases presented to them including criminal cases such as rape and sexual assault. They also expected Village Court Officials to follow-up all compensation payments even if non-compliance of Settlement Orders have not been brought to the attention of the VCOs. It is clear from the study that community awareness on the role of Village Court Officials, the *Village Courts Act* and VC processes should be given priority from 2016 onward.

Most law and order issues including disputes were initially resolved within the family. If conflicts were not resolved within the family, the problems were referred to the chiefs/elders in the ARB or village elders/Village Courts in Gulf Province. More people in Gulf Province (92%) than in the ARB (83%) thought that problems were resolved through the Village Courts. Overall, more people are now accessing services provided by the Village Courts, from 68% of all survey respondents in 2014 to 87% of all survey respondents in 2015.

The nature of cases indicates how the Village Courts are being used by the community in resolving conflicts. In 2014 and 2015, a wide range of problems presented to the Village Courts correspond to both civil and criminal cases, including minor disagreements between individuals. Some survey respondents in the ARB indicated that minor problems resolved by the Village Courts prevented further escalation of conflicts between parties. The following are the top seven cases dealt with by Village Courts in 2015, presenting similarities between the two provinces:

#### **Autonomous Region of Bougainville**

- Adultery
- Land dispute
- Alcohol, drug & homebrew issues
- Unwanted pregnancies, early marriage
- Swearing, gossiping, false accusation
- Stealing, robbery, break & enter
- Sorcery related disputes

#### **Gulf Province**

- Swearing, gossiping, false accusation
- Land dispute
- Adultery
- Unwanted pregnancies, early marriage
- Dispute over property
- Rape, sexual assault
- Alcohol, drug & homebrew issues

It is worth noting that the training manual outlines the list of “**offences the courts are NOT allowed to hear**”:

- |                     |                                       |
|---------------------|---------------------------------------|
| • Rape              | • Murder                              |
| • Using drugs       | • Illegal sale of alcohol             |
| • Incest            | • Arson                               |
| • Armed robbery     | • Gambling                            |
| • Ownership of land | • Motor vehicle offences or accidents |

Respondents who were in contact with the Village Courts were asked about their perceptions of satisfaction with the Village Courts. Overall satisfaction with all Village Courts has improved, from 51.5% of respondents in 2014 to 54.5% of respondents in 2015. In Gulf Province, overall satisfaction has improved, from 45% of respondents satisfied in the Village Courts in 2014 to 56% of respondents satisfied with the Village Courts in 2015. In the ARB, less respondents in 2015 (53%) were satisfied with the Village Courts in comparison with 2014 (61%). Further analysis of responses revealed the factors associated with the communities’ perceived satisfaction with the Village Courts as follows:

#### **Less likely to be satisfied - ARB**

- Female
- On home duties, staying at home
- Complainants
- Case relating to rape or sexual assault
- Case dismissed, not solved or no action
- Long period of waiting time for decision

#### **Less likely to be satisfied - Gulf Province**

- Female
- Decision to compensate but not paid
- Case dismissed, not solved or no action
- Case relating to rape or sexual assault
- Case dealing with sorcery related issues

The satisfaction with Village Courts in the ARB differs between locations. The percentage of respondents satisfied with their Village Courts were lowest in Tsitalato VC (Buka District) and Selau

VC (SelauSuir District). If the two Village Courts were removed from the analysis, the percentage of respondents satisfied with the Village Courts in the ARB in 2014 was about the same as in 2015.

In both the ARB and Gulf Province, the reasons provided by respondents for negative perceptions were mainly due to delays in settlement of cases, perceived biased decisions; compensations not received; and officials not following-up on compensations to be paid. The level of satisfaction can be affected by different factors, including community awareness of the roles and responsibilities of Village Court Officials. Stakeholders have observed less complaints from the community, which they believed as a good representation of community satisfaction with Village Courts' decisions.

After the training, VCOs are now more aware of their legislated roles, for example, VCOs in the ARB have confirmed that they are now declining to proceed or hear cases that they believe are not in accordance with the *Village Courts Act*. This has contributed to the dissatisfaction of some Village Courts' clients.

Conducting community awareness regarding the roles and responsibilities of the Village Courts will improve the people's understanding not only of the laws but also of how Village Courts operate, hence could improve the level of satisfaction to services and improve confidence in the Village Court Officials. It is also recommended to closely monitor the community satisfaction with Village Courts over medium to long term.

## 4. Impact and Sustainability

### 4.1 Impact of the Training

#### Evaluation questions – Impact (Behaviour – Level 3)

To what extent are the training participants applying their learning to support improved service delivery?

To what extent are Village Court Officials motivated to perform their duties?

To what extent are officials not supported in the delivery of their duties?

To what extent are there changes in attitudes among Village Court Officials?

This section provides a summary of findings from the ARB study and the Gulf Province study. Information to assess the impact (behaviour) of the VCO training course was not collected from other priority provinces.

The research found that the majority of training participants understood their roles and responsibilities as Village Court Officials and they are applying the knowledge and skills they

learned from the training. When presented with scenarios of possible cases during the 2015 interviews, 80% of training participants from Gulf Province were able to correctly describe what they will do with a civil case and the process of mediation before conducting a full court sitting. However, there were some Village Court Officials (25%) who were not able to convey that criminal cases such as sexual assault or rape should be referred to the police. The 2015 results were consistent with the training participants' views of their understanding of the *Village Courts Act*, i.e. half of trained VCOs believed that "maybe they understand the *Village Courts Act*." The same findings were observed in the ARB, some Village Court Officials (30%) were not able to confirm that criminal cases such as sexual assault or rape should be referred to the police.

In 2015, none of the rape cases described by survey respondents in the ARB were brought to the police. Similarly, out of the 21 rape cases that happened in 2015 as described by Gulf respondents, only two were referred to the police. Of the two cases, neither was progressed by the police. In addition to this, respondents mentioned that the perpetrators were released and are at large within the community. It is concerning that after the training<sup>8</sup>, rape and sexual assault cases are still being handled (through mediation and full court sittings) by Village Courts and not appropriately dealt with in the district or national courts system. This issue should be addressed and closely monitored not only through the training program (JSS4D and VCLMS) but also by the law and justice sector.

Village Court Officials interviewed in 2015 were asked about their perceptions of the effect of the training. The research found that Village Court Officials gained confidence and are very motivated to perform their duties to a high standard. In addition to the training, having uniforms and inclusion in the government payroll system were considered by VCOs the reasons for their motivation and confidence.

Stakeholders confirmed that some support was provided to Village Court Officials and recognised the importance of follow-up support. However, the difficult terrain and transport issues hinders the ability of districts and provincial Village Court Officers to provide support to Village Courts located far from the main towns.

Law and justice stakeholders perceived that partial knowledge was acquired during the training. Stakeholders believed that Village Court Officials are now well respected and gained more confidence in undertaking their roles and responsibilities. Village Court Officials who attended the training were rated partially competent in regards to the acquired knowledge and level of service provided.

The examples below show some encouraging changes in VCOs' attitudes in the delivery of their duties following the training course:

- Improved attendance of VCOs during court sittings
- Punctuality of VCOs during court sittings
- As much as possible all VCOs are wearing their uniforms during court sittings

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<sup>8</sup> Module Two (Village Courts Sitting Procedure) of the VC Training Package includes discussion on "*cases or offences that courts are not allowed to hear: rape, murder, use of drugs, illegal sale of alcohol, incest, arson, armed robbery, gambling, ownership of land and motor vehicle offences or accidents*".

- Awareness of ‘*conflict of interest*’ situations, e.g. magistrates not hearing cases involving his/her relatives
- VCOs tried to resolve problems “*as quickly as possible*”
- Some community members associated the decrease in law and order problems with the efforts of Village Court Officials
- Some Peace Officers confirmed approaching “*defendants in a more respectful manner*”
- Feeling of empowerment, specifically among female VCOs
- Working as a team, delegation of responsibilities and collective decision-making

## 4.2 Sustainability

### Evaluation questions – Sustainability (Results – Level 4)

What has changed in the Village Court as a result of the training?

To what extent has the acquired new knowledge of VCOs contributed to delivering equitable and effective services?

To what extent does the community perceive improvements in safety and security?

This section provides a summary of findings from the ARB study and the Gulf Province study. Information to assess the sustainability (Results) of the VCO training course were not collected from other priority provinces.

Changes implemented by Village Court Officials who participated in the training aimed to improve the services that they provide to the community. It may still be too early to understand and evaluate the impact and sustainability of the VCO training program, after one year of implementation. However, the information collected during the research indicated that the training program is on track in contributing to the achievement of the intermediate outcome objective of “*Village Courts delivering equitable and effective services*”. It is important to continue monitoring this during the new JSS4D program.

Officials from Gulf Province and the ARB were observed to be using the new VC Training Manual during court sittings. VCOs who participated in the training not only gained respect from the community but also reported gaining respect from their family. There were general feelings of empowerment among Village Court Officials especially the women. However, there were challenges identified by VCOs, for example:

- when VC decisions were being questioned or people are not happy with decisions
- when decisions were challenged by young and/or educated people
- community expectations which VCOs believed are beyond their roles
- how to keep good records of cases and keeping records of payments or fees
- non-attendance of parties concerned during court sittings or mediations
- how to correctly complete the standard VC forms

- logistics, transport and supplies/forms/stationeries
- difficulty in communicating between VCOs
- police not working with or not supporting VCOs (comments by VCOs in the ARB)

Some opportunities for improvements were identified from this research, to sustain the momentum gained from the VC training program:

- Correct completion of VC standard forms
- Collection of information and completion of VC Quarterly Returns for submission to PVCO and then to the VCLMS
- Increase community awareness on the roles of the Village Court Officials and VC processes
- Follow-up trained VCOs' understanding of the *Village Courts Act*, in particular focusing on criminal cases not to be handled by Village Courts. This could be through supervision or mentorship with District Court Magistrates, PVCO or DVCOs.
- Village Courts should have regular supplies of receipt books and VC standard forms
- Maintain regular contacts between VCOs and PVCO/DVCOs or provincial/district officers
- Further support to improve the decision making process and decision making skills of VCOs
- Reduce backlog of Village Court cases to increase satisfaction of court users/community or address long period of waiting by clients (from the time their matter was referred to VCOs to the time their matter was resolved/settled)

### *Perceptions of safety and crime*

When asked about their perceptions of crime, all community survey respondents believed that *"there are crime problems in the community"*. The surveys in the ARB and Gulf Province have recorded a significant increase in the percentage of people who felt that problems of crime in their communities were either *large* or *very large*, from 50% of respondents in 2014 to 76% of respondents in 2015. This corresponds to a decrease in the number of those who thought that the problems of crime were *not large*.

The following are the perceived law and order issues identified by respondents from the ARB and Gulf Province:

- Drug, alcohol or homebrew problems
- Swearing, gossiping
- Stealing, theft, robbery
- Land dispute
- Fighting, physical assault
- Adultery
- Rape, sexual assault
- Family arguments
- Domestic violence

When survey respondents were asked about the main causes of the above law and order issues, the consumption of *alcohol, drugs and homebrew* was prominent in their responses. In addition,

other main causes were *lack of discipline, land disputes, family arguments* and *unemployment*. The research also found that:

- Only a very small number of respondents mentioned the *lack of police presence* or *ineffective community policing*. Similarly, a very small number of respondents indicated the *lack of law and order services* as the cause of problems.
- In the ARB, 19 respondents in 2014 associated the *crisis* as the cause of law and order problems, however none mentioned the *crisis* during the 2015 survey.
- Law and justice stakeholders in the ARB also mentioned *illegal possession of firearms* as a concern. Interestingly, this issue was not mentioned by any respondents in the 2014 or 2015 community surveys.
- 17% of respondents from Gulf Province mentioned *lack of education* or *school dropouts* as one of the causes of law and order problems. This is not an issue in the ARB.
- Over a quarter of respondents in both the ARB and Gulf Province blamed the youths.

Less people (ARB and Gulf Province) were feeling safe in 2015 than in 2014, i.e. 63% of respondents felt safe in 2015 compared with 73% of respondents feeling safe in 2014. Only 32% of women felt safe around the village in 2015, a reduction from 66% of women felt safe around the village in 2014. Similarly, the percentage of women who felt safe inside their home decreased from 84% in 2014 to 66% in 2015.

Seventy seven percent of Gulf respondents felt safe and secure inside their home in 2015; a reduction from 82% of respondents who felt safe inside their home in 2014.<sup>9</sup> Likewise, the percentage of ARB respondents who felt safe and secure inside their home reduced from 79% in 2014 to 73% in 2015. In both the ARB and Gulf Province, less women reported feeling safe inside their home compared with men. The '*feeling of safety*' was found to be location-specific. In Gulf Province, there were more respondents from villages nearer to Kerema town who have reported feeling unsafe than those located farther from town. In the ARB, villages in Bana, Wakunai and Selau Suir Districts have the least number of people who felt safe and secure inside their home.

Between 2014 and 2015, there was a significant reduction in the number of people (particularly women), who were felt safe outside their home or around the village. The percentage of women who felt safe around the village reduced from 66% in 2014 to 42% in 2015. This situation was found to be location-specific and could be affected by fluctuations (e.g. short period of data collection between 2014 and 2015) and circumstances happening within the community. The perceptions were also affected by the most recent crime incidences within the village. For example, it was observed by law and justice stakeholders in the ARB that illegal activities associated with increased alcohol and drug consumptions occur when there is an increase in available cash through cash crops.

When the results of the Law and Justice Sector's Community Crime Surveys conducted in 2005 in Buka and Arawa were compared with the PALJP Community Perception Surveys in 2015, over ten years the law and justice sector in the ARB managed to "*improve community safety, stability and crime prevention*". The substantial increase in the percentage of people who were feeling safe is a

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<sup>9</sup> Community Crime Survey respondents who felt safe: 50% in Goroka (2011), 53% in Kainantu (2011), 47% in Mt Hagen (2011), 67% in NCD (2010), 56% in Lae (2008), 70% in Buka (2005), 31% in Arawa (2005)

major achievement for the law and justice sector in the ARB and the ABG; i.e. from 31% of people from Arawa who felt safe in 2005 to 84% of people from Torau (Arawa District) feeling safe inside their home in 2015. Likewise, the percentage of Buka people feeling safe inside their home increased from 70% in 2005 to 78% in 2015.

Survey respondents were also asked to identify the reasons for *feelings of insecurity*. In 2015, the top four main reasons provided by female respondents for “*not feeling safe and secure*” were due to:

- Drugs, alcohol and homebrew related issues/crime
- Community disturbances, family arguments
- Criminal activities within the village
- Land issues

Those who reported feeling safe (mostly male respondents) identified reasons for feeling safe due to: familiarity within the village or long term residency, the presence of family members or relatives, position or status within the community. Women respondents who felt unsafe in 2015 were those who were involved in the following Village Courts cases:

- Rape or sexual assault
- Adultery
- Stealing
- Domestic violence

The law and justice sector should continue with the monitoring of relevant “*safety and crime*” performance measures, not only in the ARB and Gulf Province, but as much as possible in other selected provinces or priority provinces.

## 5. Lessons Learned

### 5.1 Training Program

**Coordination with VCLMS** – The training of VCOs is one of the responsibilities of the VCLMS. PALJP-TP through the Community Safety Advisers in the six priority provinces and the ARB supported the training of Village Court Officials from 2014 to 2015. In 2014 and early 2015, there was miscommunication in the coordination of VCOs’ training and/or informing VCLMS on when training was being conducted. In future, adhering to protocols and coordination with VCLMS will ensure VCLMS support and confirmation of trained VCOs. Specifically, liaison with the VCLMS Training Manager will be vital.



**Selection of VCOs for training** – The VCs/VCOs to be trained were determined by PVCOs in priority provinces. The locations of Village Courts (easy access, proximity to main towns) were also considered when the training schedules were developed. The appointments and gazettal of VCOs during the early stage of the trainings (2014 and first half of 2015) were not considered as a criteria for training. VCLMS indicated that the policy in regards to VCOs training is to follow these steps: (1) only VCOs appointed and gazetted are to be trained – “*gazettal before training*”; (2) conduct training of gazetted VCOs; (3) those who completed the training and confirmed by VCLMS can be sworn-in as VCOs. Maybe due to PVCOs’ lack of awareness on VCLMS training process and PALJP-TP’s intention to achieve the training targets within a short period of time, the names of VCOs to be trained were not cleared by VCLMS prior to the trainings. For future VCO trainings (to be funded by JSS4D), VCLMS should be involved in the planning process and be provided with an up-to-date VCO training calendar. Training participants (VCOs) list should be cleared by VCLMS prior to the training course to ensure that only appointed and gazetted VCOs are trained.

**Regular report to VCLMS Executive Director** – A designated contact person provides a summary report of VCO trainings to the Executive Director on a regular basis. This presents a good opportunity to inform VCLMS on the status of the training courses. The list of those who completed the training course should also be provided to VCLMS at least every quarter.

**Development of the training package** – The first attempt to develop a competency based training package for VCOs was sub-contracted by PALJP in 2013. The draft competency based training package was not accepted by VCLMS. It was claimed that the existing VCLMS materials were not used by the sub-contractor and that VCLMS was not involved in the process. To rectify this situation, a Community Safety Adviser (CS Adviser) was appointed to work with VCLMS staff in developing a new VCO training package based on existing VCLMS manual and materials. The draft English version of the new training package was validated during a workshop of trainers and Village Court Officers in Buka in 2014. Consultations with VCLMS and relevant stakeholders was important in engaging counterparts and foster ownership of the initiative. Due to time constraint, the English version of the training package was drafted by the CS Adviser, a missed opportunity of building the capacity of VCLMS staff in writing/drafting training materials. It may be worth integrating capacity building of VCLMS staff in developing/redesigning another training manual, e.g. VC Clerks Training Package or VC Inspection Manual.

**Tok Pisin Version** – In 2015, PALJP-TP undertook the translation of the training package to Tok Pisin. A company was engaged to complete the translation and a graphic designer to work on the Tok Pisin document design for printing. The printing of the Tok Pisin version was deferred to 2016. It will be important for this version to be validated and tested before printing and before it is used by VC trainers and Village Court Officials.

**Role of District Courts** – District Court Magistrates and District Court Clerks have a significant role in the VC justice system, e.g. reviewing and hearing appeals on the VC’s decisions. In most instances, Clerks and Magistrates provide advice to VCOs and the people regarding the VC process and cases that can be heard by the Village Courts. In this regard, it is important for DC Magistrates to be involved in the training of VCOs. VC trainers in the ARB commented that it is more appropriate for DC Magistrates to train VCOs on topics relating to laws, the *Village Courts Act*, the difference between criminal and civil cases, and cases that cannot be heard by Village Courts.

Trainers with a legal background (e.g. DC Magistrate, SPM) are in a better position to impart the relevant 'legal topics' in the VCO manual, and also respond to legal questions from training participants.

**Data collection** – total number of trainings, number of participants by gender, locations and dates were collected by PALJP-TP Advisers for inclusion in their monthly reports and quarterly reports. All this information was captured by PALJP-TP as baseline information for JSS4D. Unfortunately, the M&E Team (PALJP-TP) was not able to collect more detailed information about the trainings, e.g. participants' details by Village Courts, trainers for each training/sessions. A redesign of the Village Court training database (from PALJP-TP to JSS4D) is essential before starting a new series of training courses. The Village Court training database (PALJP-TP and JSS4D) should be a sub-component of the JSS4D training database<sup>10</sup>. It is noted in Volumes 2 and 3 of this evaluation report that analysis of VC case statistics was not possible due to limited information within PALJP-TP at the time of the study. JSS4D should consider enhancing its capacity of capturing essential information such as VC case statistics in collaboration with VCLMS.

**Training of Trainers** – The training of VCO trainers in priority provinces is a sustainable way of developing capacity within the provinces. Using local trainers is one of the strong points of this training program. VCLMS staff were not able to participate in any of these ToT courses with PNG IPA. The next course for VCO Training of Trainers should include some of the VCLMS staff nominated by the Executive Director. Trainers will also need to attend refresher courses on VCO training program, in particular using the Tok Pisin version of the training package. The list of certified trainers and any future ToTs should be coordinated with the VCLMS.

**Link with PNG IPA** – The Certificate II course for trainers is being run by PNG IPA, (the course used during PALJP and PALJP-TP for VCO trainers). Ad-hoc or uncoordinated contacts with IPA by different advisers has created confusion and variations in the scheduling of trainings and issuance of certificates. The link with PNG IPA can be strengthened and simplified through a more streamlined approach by having a designated contact person/adviser assigned to coordinate all program-related business/arrangements with IPA.

**New laws** – There will always be new laws or amendments to existing laws that could be relevant to Village Courts. For example, the *Juvenile Justice Act* and the revisions to the *Lukautim Pikinini Act* were passed by Parliament after the production of the training package. The VC training package was designed to allow for possible updates or revisions to specific sections of any modules. It is important to ensure regular updates of the training package, or a strategy on how to incorporate new laws into the VC training plan. It is possible for updates to be incorporated at the time of the final translation to Tok Pisin.

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<sup>10</sup> A comprehensive PALJP-TP training database is non-existent. It is recommended that the M&E Team should facilitate the development of a training database for JSS4D, including a sub-component for VC trainings.

## 5.2 Evaluation

- Although time consuming and resource intensive for PALJP-TP and specifically for the M&E Team, the direct involvement of the PALJP-TP team in design, data collection and in-house analysis produced much better results in terms of analytical requirements of the evaluation and how much detail can be included in the report. It also allows for learning opportunities for those involved in the research, e.g. DVCOs and VC trainers (collecting information through focus group discussions), PALJP-TP researchers/LES (conducting interviews, data collection, survey methodology) and VCLMS staff (conducting interviews, observing VC sittings, data collection, developing questionnaires).
- The survey questionnaires were found to be adequate. However, the inclusion of possible pre-coded responses in some of the questions (2015 questionnaire only) has diminished the recording of actual comments made by survey respondents.
- Some questions or instructions in the Focus Group Discussion protocols were not correctly followed or completed by trainers.
- Constant follow-up and coordination with counterparts and between advisers can avoid misunderstandings in regards to operational logistics.
- The collection of views from participants before and after the training was challenging. In most cases, the focus group sessions had to be conducted outside of the designated five days of the training course.
- The number of days (5 days) allocated to observe Village Court sittings and assess the VC process and VCOs was found to be insufficient time to observe 5 VC sittings. Most Village Courts conduct their sittings between Monday and Wednesday.
- The Village Court Officials appreciated the one-on-one interviews and the visits. There were comments such as *“you should be visiting us more often”*.
- It is important to ensure early engagement with the relevant agencies and stakeholders.
- The research methodology can be replicated in other provinces.
- Researchers did not receive any complaints or negative comments about the survey/visits from survey respondents or in general from the community.
- During the data collection phase, the number of cases dealt with by Village Courts, by type of cases, and by year, was not available. It will enhance the analysis if this information is included in the research.

## 6. Recommendations

Informing the recommendations are the findings from the four levels of assessments: reaction of participants, learning (effectiveness), behaviour (impact) and results (sustainability). The training materials were found to be sufficient and relevant to the purpose of the VCO Training, hence no recommended major change to the VCO training package and the VCO Training Course. However, there are some minor suggestions outlined below regarding the training package and the training program.

Recommendations	Action By	Proposed timing
<b>Training</b>		
1. Develop plan for continuation of VCO trainings in priority provinces in conjunction with VCLMS, maintain yearly VCO training calendar (all priority provinces and ARB) monitored centrally, up-to-date training calendar provided to VCLMS	JSS4D (GoA) and VCLMS	2016 onwards
2. Ensure that lists of training participants are confirmed and approved by VCLMS prior to commencement of any VC trainings	JSS4D (GoA)	2016 onwards
3. Validate, update and test the Tok Pisin version of the VCO training package, as applicable	VCLMS supported by JSS4D (GoA)	By end of 2016
4. After validation and testing, print the Tok Pisin version of the VCO training package, use in subsequent trainings and distribute to trained Village Courts	VCLMS supported by JSS4D (GoA)	By end of 2016
5. Conduct training of VC trainers through IPA – participants to include other provinces and VCLMS staff, using the new Tok Pisin training package or the English version	VCLMS	2017 onwards
6. Conduct refresher training of VC Trainers using the Tok Pisin training package	VCLMS and JSS4D (GoA)	2017
7. Roll-out the training of VCOs in other provinces using the Tok Pisin version and/or the English version of the training package	VCLMS	2018 onwards
8. Develop a strategy (could be an innovative teaching method) to improve the understanding of the <i>Village Courts Act</i> (including criminal and civil cases) and the understanding of cases that cannot be heard by VCs (e.g. rape, murder), and any new laws. This may involve collaborating with District Court Magistrates to conduct specific training sessions on the <i>Village Courts Act</i> , criminal cases and civil cases for VC trainers or for VCOs, and new laws (e.g. Juvenile Justice Act, Lukautim Pikinini Act). Pilot test the strategy before full implementation.	VCLMS, JSS4D (GoA) and MS	2016 - 2017
9. Develop a training package for VC Clerks, including how to complete the VC forms and quarterly returns/reports, or revise the existing VCLMS Clerks Training materials	VCLMS	By end of 2017
10. Review and revise the VCLMS Inspection Manual/Form	VCLMS	By end of 2017
11. Conduct training of VC Clerks in priority provinces	VCLMS, JSS4D (GoA)	2018 onwards
12. Conduct training of VC Inspectors	VCLMS	2018 onwards
13. Develop an innovative approach/strategy to training Village Courts located in remote areas or those in challenging locations, pilot test the approach, then implement in JSS4D priority provinces	JSS4D (GoA), VCLMS	2016 onwards

Recommendations	Action By	Proposed timing
14. Strengthen and streamline link with PNG IPA, appoint a designated JSS4D contact/coordinator for all IPA related JSS4D trainings	JSS4D (GoA)	2016
<b>Data collection and monitoring</b>		
15. Collect comprehensive information from all VC related trainings funded by JSS4D and share with VCLMS. VCLMS to also collect and maintain VC training data	JSS4D (GoA), VCLMS	2016 onwards
16. Develop database of VC trainings and incorporate into a proposed JSS4D training database	JSS4D (GoA)	By end of 2016
17. Continue monitoring VC related performance measures and monitoring of 'safety and crime' performance measures	JSS4D (GoA) and VCLMS	2016 onwards
18. Develop and support collection and maintenance of VC case management information system in JSS4D priority provinces, consistent with the VCLMS information management system	JSS4D (GoA) in collaboration with VCLMS and provincial administrations	2017 onwards
19. Develop a plan/strategy for medium term assessments of VC training program, including but not limited to assessment of Tok Pisin version, assessment of VC trainings in other priority provinces, assessment of other VC trainings (Clerks, Inspectors)	VCLMS and JSS4D (GoA)	2016
20. Develop concept design for JSS4D baseline information (priority provinces), using lessons learned from this evaluation – determine if baseline information generated in this research can represent all priority provinces	JSS4D (GoA)	2016
21. Undertake further analysis in relation to decline in women's safety; could be time series or mid-term	JSS4D (GoA)	2016 onwards
<b>Village Courts' process</b>		
22. Ensure timely provision of VC forms and materials as requested by provinces	VCLMS	2016 onwards
23. Encourage mentoring of VCOs, for PVCOs and DVCOs to provide support, mentoring and supervision to VCOs, and maintain regular contacts between VCOs and PVCOs/DVCOs. The focus of supervision and mentoring should not be limited to VC processes but also include analysis of cases and appropriate decisions by magistrates	VCLMS, PVCOs, DVCOs	2016 onwards
24. Develop a strategy/plan on how to review the performance of VCOs and Village Courts, either through inspections or targeted assessments	VCLMS	By end of 2017
25. In consultation with VCOs, DVCOs and PVCOs, develop a set of guidelines for VCOs on how to address backlog of cases and timely resolution of conflicts	VCLMS	By end of 2017
26. At the provincial level, the law and justice sector should ensure that the police are working with and supporting the Village Courts	Provincial Law and Justice Sector	2016 onwards

Recommendations	Action By	Proposed timing
27. Develop plan/strategy to improve community awareness of VC processes and role of VCOs, implement the plan	VCLMS, JSS4D (GoA)	By end of 2016

The following recommendations are specific to ARB (from Volume 2 of the Evaluation Report). Some of the national-level recommendations (numbers 1, 2, 5, 6, 12, 23 and 26 above) could also be applicable to the ARB.

Recommendations – Autonomous Region of Bougainville	Action By	Proposed timing
28. Continue with the training of VCOs using the new training package, to achieve 100% of Bougainville VCOs trained by 2017	DPCSJ (ABG), VCLMS and JSS4D (GoA)	By 2018
29. Conduct refresher training of VC Trainers, using the Tok Pisin training package	DPCSJ (ABG) and JSS4D (GoA)	By end of 2017
30. Distribute Tok Pisin version of the VCO Manual to VCs trained in 2014 and 2015.	DPCSJ (ABG) supported by JSS4D (GoA)	By end of 2017
31. Engage District Court Magistrates or Senior Provincial Magistrate to conduct the VCO training session on the <i>Village Courts Act</i> , criminal cases and civil cases	DPCSJ (ABG), JSS4D (GoA) and SPM (MS)	By end of 2016
32. Develop strategy on how to improve the understanding of the <i>Village Courts Act</i> (including criminal and civil cases) of VCOs trained in 2014 and 2015	DPCSJ (ABG)	By end of 2016
33. Conduct training of VC Clerks	VCLMS supported by JSS4D (GoA)	2017 onward
34. Ensure that regular supply of standard VC forms, receipts and stationery are provided to all Village Courts	DPCSJ	From mid-2016 onward
35. Work with VCLMS in streamlining the reporting of VC Quarterly Returns, for timely and quality submission of Quarterly Returns from DPCSJ to VCLMS	DPCSJ and VCLMS	By end of 2016
36. Maintain a database of VC information, consistent with the VCLMS Quarterly Returns and VCLMS database	DPCSJ and VCLMS	2017 onward
37. Collect VC performance indicators (including training statistics and VC case statistics) and provide regular reports to the ABG Law and Justice Working Group and the Minister	DPCSJ	From mid-2016 onward
38. In collaboration with VCLMS, train DVCOs on how to conduct VC inspections, develop timetable for regular VC inspections and conduct VC inspections using the VCLMS approved inspection form	DPCSJ and VCLMS	2017 onward

Recommendations – Autonomous Region of Bougainville	Action By	Proposed timing
39. Develop annual timetable of VC visits by VC Program Manager and DVCOs, then implement and monitor the timetable. Use the regular visits to review the Case Register, review receipts and forms, mentor and supervise VCOs, observe VC sittings, conduct refresher training and further develop VCOs' understanding of VC processes.	DPCSJ	From mid-2016 onward
40. <u>This may be applicable to some Village Courts only.</u> Discuss with VCOs and develop strategy to address long waiting times (from the time when a case was recorded to settlement) during mediation or full court hearing. DVCOs should determine which Village Courts have backlog of cases. Conduct an assessment if there are backlog of cases due to reduced number of Village Courts.	DPCSJ, DVCOs and VCOs	2017
41. Conduct targeted community awareness sessions or roadshows, in conjunction with Village Court Officials, regarding the roles of VCOs, the function of VCs, the processes of VCs and the <i>Village Courts Act</i> , and role of CAPs/police in enforcing VC orders. Support more roadshows to other locations not visited in 2015.	DPCSJ (ABG) and the Law and Justice Sector Working Group, supported by JSS4D (GoA)	2016 to 2017
42. Develop a strategy with BPS on how to improve the enforcement of VC orders and BPS support to Village Courts.	DPCSJ (ABG) and BPS	2016
43. Work with CAP and NZP in clarifying the roles of CAP and VCOs and include the outcome of this in the community awareness roadshows	DPCSJ (ABG), BPS and NZP	2017
44. Develop a strategy to address alcohol and drug-related crimes	DPCSJ and Law and Justice Working Group	2016
45. Incorporate FSV awareness in community roadshows and other trainings. Develop a strategy to address FSV issues, gender inequality and to improve women's safety.	DPCSJ and Law and Justice Working Group	2016 onwards
46. Develop a strategy to address youth-related law and order issues.	DPCSJ and Law and Justice Working Group	By end of 2016
47. Develop medium-term plan for future surveys and M&E strategy consistent with the Bougainville Law and Justice Medium Term Development Plan, including performance measures such as 'community satisfaction with VC services', 'levels of crime' and 'feelings of safety'.	DPCSJ and Law and Justice Working Group, supported by JSS4D (GoA)	By end of 2016

The following recommendations are specific to Gulf Province (from Volume 3 of the Evaluation Report). Some of the national-level recommendations (numbers 1, 2, 5, 6, 12, 23 and 26 above) could be applicable to Gulf Province.

Recommendations – Gulf Provincial Administration <sup>11</sup>	Action By	Proposed timing
48. Continue with the training of VCOs using the new training package, to achieve 100% of VCOs trained by 2017	Gulf Provincial Administration, VCLMS	By end of 2018
49. Conduct refresher training of VC Trainers, using the Tok Pisin training package	Gulf Provincial Administration and JSS4D (GoA)	By end of 2017
50. Distribute Tok Pisin version of the VCO Manual to VCs trained in 2014 and 2015.	Gulf Provincial Administration, VCLMS supported by JSS4D (GoA)	By end of 2017
51. Engage District Court Magistrate or Senior Provincial Magistrate to conduct the specific session on the <i>Village Courts Act</i> , difference between criminal cases and civil cases, and cases that can be taken by Village Courts	Gulf Provincial Administration, JSS4D (GoA) and SPM (MS)	By end of 2016
52. Develop strategy to improve the understanding of the <i>Village Courts Act</i> (including criminal and civil cases) of VCOs trained in 2014 and 2015	Gulf Provincial Administration	By end of 2016
53. Conduct trainings of VC Clerks	VCLMS, Gulf Provincial Administration	2017 onwards
54. Ensure that regular supply of standard VC forms, receipts and stationery are provided to all Village Courts	Gulf Provincial Administration	From mid-2016 onward
55. Work with VCLMS in streamlining the reporting of VC Quarterly Returns, for timely and quality submission of Quarterly Returns from the province to VCLMS	Gulf Provincial Administration and VCLMS	By end of 2016
56. Maintain a record of and keep track of schedule of all Village Courts sittings in the province	PVCO and DVCOs	2016 onwards
57. In collaboration with VCLMS, train DVCOs on how to conduct VC inspections, develop timetable for regular VC inspections and conduct VC inspections using the VCLMS approved inspection form	Gulf Provincial Administration and VCLMS	2017 onwards
58. Develop annual timetable of VC visits by PVCO and DVCOs, then implement and monitor the timetable. Use the regular visits to review the Case Register, review receipts and forms, mentor and supervise VCOs, observe VC sittings, conduct refresher training and further develop VCOs' understanding of VC processes.	Gulf Provincial Administration	From mid-2016 onwards

<sup>11</sup> Gulf Provincial Administration thru the Gulf Province Village Courts Office



Recommendations – Gulf Provincial Administration <sup>11</sup>	Action By	Proposed timing
59. <u>This may be applicable to some Village Courts only.</u> Discuss with VCOs and develop strategy to address long waiting times (from the time when a case was recorded to settlement) during mediation or full court hearing. DVCOs should determine which Village Courts have backlog of cases.	PVCO, DVCOs and VCOs	2017
60. Conduct targeted community awareness sessions or roadshows, in conjunction with Village Court Officials, regarding the roles of VCOs, the function of VCs, the processes of VCs and the <i>Village Courts Act</i> , and role of the police in enforcing VC orders.	Gulf Provincial Administration	2016 to 2017
61. Develop a strategy to address alcohol and drug-related crimes	Gulf Provincial Administration, Law and Justice Working Group	By end of 2016
62. Incorporate FSV awareness in community roadshows and other trainings. Develop a strategy to address FSV issues, gender inequality and to improve women's safety.	Gulf Provincial Administration, Law and Justice Working Group	2016 onwards
63. Develop a strategy to address youth-related law and order issues.	Gulf Provincial Administration	By end of 2016
64. Develop medium term plan for future surveys and M&E strategy, including performance measures such as 'community satisfaction with VC services', 'levels of crime' and 'feelings of safety'	Gulf Provincial Administration	By end of 2016

## 7. Annexures

### Annexure 1 – Participants’ views before and after the training

#### 1.1 SOUTHERN HIGHLANDS PROVINCE

Training participants’ responses to the statements (percentage over total number of participants) <sup>12</sup>		Before the training (N=352)	After the training (N=352)
<b>I understand the purpose of the training</b>	Totally agree	95%	-
	Neutral	3%	-
	Disagree	2%	-
<b>I was provided with good information before the training</b>	Totally agree	97%	-
	Neutral	2%	-
	Disagree	1%	-
<b>I wanted to attend this training</b>	Totally agree	100%	-
	Neutral	-	-
	Disagree	-	-
<b>The training will be useful and relevant to my work in the Village Court</b>	Totally agree	100%	98%
	Neutral	-	1%
	Disagree	-	1%
<b>I understand my role as a Village Court Official</b>	Totally agree	82%	99%
	Neutral	12%	1%
	Disagree	5%	-
<b>I understand the role of the District and Provincials administrations of the Village Court</b>	Totally agree	87%	93%
	Neutral	9%	7%
	Disagree	4%	-
<b>I understand the role of the Village Court Secretariat</b>	Totally agree	2%	29%
	Neutral	2%	25%
	Disagree	96%	46%
<b>I understand the Village Court Act</b>	Totally agree	5%	30%
	Neutral	8%	39%
	Disagree	87%	31%
<b>I know the rules of the Village Court</b>	Totally agree	80%	97%
	Neutral	17%	2%
	Disagree	4%	1%

<sup>12</sup> Interpretation of results – a higher percentage of “totally agree” *after the training* in comparison with *before the training* is desirable.

Training participants' responses to the statements (percentage over total number of participants) <sup>12</sup>		Before the training (N=352)	After the training (N=352)
<b>I understand the correct process in hearing a complaint</b>	Totally agree	81%	91%
	Neutral	16%	8%
	Disagree	3%	1%
<b>I understand the correct process of settlement order</b>	Totally agree	39%	59%
	Neutral	47%	33%
	Disagree	14%	8%
<b>I understand the importance of keeping records and using the required forms</b>	Totally agree	24%	39%
	Neutral	27%	42%
	Disagree	50%	19%
<b>I send reports to the Village Court Secretariat and/or the District</b>	Totally agree	10%	-
	Neutral	31%	-
	Disagree	59%	-
<b>I serve the community in my role as a Village Court Official</b>	Totally agree	100%	99%
	Neutral	-	1%
	Disagree	-	-
<b>I act honestly as a Village Court Official</b>	Totally agree	96%	95%
	Neutral	4%	5%
	Disagree	-	-
<b>I respect all those I deal with</b>	Totally agree	94%	100%
	Neutral	6%	-
	Disagree	-	-
<b>I use negotiation skills and conflict resolution skills</b>	Totally agree	90%	99%
	Neutral	8%	1%
	Disagree	2%	-
<b>I have good communication skills</b>	Totally agree	80%	100%
	Neutral	17%	-
	Disagree	3%	-
<b>I receive support from District Officials</b>	Totally agree	61%	-
	Neutral	29%	-
	Disagree	10%	-
<b>I receive support from Provincial Officials</b>	Totally agree	64%	-
	Neutral	31%	-
	Disagree	6%	-
<b>The teaching method was easy to understand</b>	Totally agree	-	93%
	Neutral	-	7%
	Disagree	-	-
<b>The teaching method helped me learn a lot</b>	Totally agree	-	98%
	Neutral	-	2%
	Disagree	-	-

Training participants' responses to the statements (percentage over total number of participants) <sup>12</sup>		Before the training (N=352)	After the training (N=352)
Day 1 (role of VCOs, hearing claims and procedures) was useful	Totally agree	-	97%
	Neutral	-	3%
	Disagree	-	1%
Day 2 (processes & procedures of courts, penalties and court orders) was useful	Totally agree	-	96%
	Neutral	-	3%
	Disagree	-	1%
Day 3 (appeals, joint sittings, inspections and communication skills ) was useful	Totally agree	-	94%
	Neutral	-	5%
	Disagree	-	1%
Day 4 (ethics, leadership, corruption, gender, FSV) was useful	Totally agree	-	97%
	Neutral	-	3%
	Disagree	-	-
Day 5 (Moot Court) was useful	Totally agree	-	97%
	Neutral	-	3%
	Disagree	-	-

## 1.2 MOROBE PROVINCE

0		Before the training (N=160)	After the training (N=127)
I understand the purpose of the training	Totally agree	58%	-
	Neutral	31%	-
	Disagree	11%	-
I was provided with good information before the training	Totally agree	69%	-
	Neutral	20%	-
	Disagree	11%	-
I wanted to attend this training	Totally agree	87%	-
	Neutral	8%	-
	Disagree	5%	-
The training will be useful and relevant to my work in the Village Court	Totally agree	77%	99%
	Neutral	16%	1%
	Disagree	7%	-
I understand my role as a Village Court Official	Totally agree	57%	92%
	Neutral	27%	6%
	Disagree	16%	2%
I understand the role of the District and Provincial Administrations of the Village Court	Totally agree	54%	93%
	Neutral	37%	5%
	Disagree	8%	2%
I understand the role of the Village Court Secretariat	Totally agree	23%	89%
	Neutral	28%	9%
	Disagree	49%	2%
I understand the Village Court Act	Totally agree	24%	82%
	Neutral	28%	15%
	Disagree	48%	4%
I know the rules of the Village Court	Totally agree	37%	91%
	Neutral	37%	9%
	Disagree	27%	-
I understand the correct process in hearing a complaint	Totally agree	52%	85%
	Neutral	31%	15%
	Disagree	17%	-
I understand the correct process of settlement order	Totally agree	68%	83%
	Neutral	27%	15%
	Disagree	5%	2%
I understand the importance of keeping records and using the required forms	Totally agree	23%	77%
	Neutral	49%	21%
	Disagree	28%	2%
I send reports to the Village Court Secretariat and/or the District	Totally agree	11%	-
	Neutral	51%	-

0		Before the training (N=160)	After the training (N=127)
	Disagree	38%	-
<b>I serve the community in my role as a Village Court Official</b>	Totally agree	64%	86%
	Neutral	23%	14%
	Disagree	13%	-
<b>I act honestly as a Village Court Official</b>	Totally agree	69%	75%
	Neutral	25%	23%
	Disagree	6%	3%
<b>I respect all those I deal with</b>	Totally agree	69%	80%
	Neutral	26%	20%
	Disagree	5%	-
<b>I use negotiation skills and conflict resolution skills</b>	Totally agree	50%	87%
	Neutral	34%	13%
	Disagree	16%	-
<b>I have good communication skills</b>	Totally agree	60%	85%
	Neutral	38%	15%
	Disagree	1%	-
<b>I receive support from District Officials</b>	Totally agree	40%	-
	Neutral	30%	-
	Disagree	30%	-
<b>I receive support from Provincial Officials</b>	Totally agree	76%	-
	Neutral	24%	-
	Disagree	-	-
<b>The teaching method was easy to understand</b>	Totally agree	-	90%
	Neutral	-	10%
	Disagree	-	-
<b>The teaching method helped me learn a lot</b>	Totally agree	-	93%
	Neutral	-	7%
	Disagree	-	-
<b>Day 1 (role of VCOs, hearing claims and procedures) was useful</b>	Totally agree	-	89%
	Neutral	-	10%
	Disagree	-	1%
<b>Day 2 (processes &amp; procedures of courts, penalties and court orders) was useful</b>	Totally agree	-	78%
	Neutral	-	21%
	Disagree	-	1%
<b>Day 3 (appeals, joint sittings, inspections and communication skills ) was useful</b>	Totally agree	-	87%
	Neutral	-	10%
	Disagree	-	3%
<b>Day 4 (ethics, leadership, corruption, gender, FSV) was useful</b>	Totally agree	-	88%
	Neutral	-	10%

0		Before the training (N=160)	After the training (N=127)
	Disagree	-	2%
Day 5 (Moot Court) was useful	Totally agree	-	84%
	Neutral	-	11%
	Disagree	-	5%

### 1.3 WESTERN PROVINCE

Training participants' responses to the statements (percentage over total number of participants) <sup>13</sup>		Before the training (N=121)	After the training (N=121)
I understand the purpose of the training	Totally agree	64%	-
	Neutral	34%	-
	Disagree	2%	-
I was provided with good information before the training	Totally agree	98%	-
	Neutral	2%	-
	Disagree	-	-
I wanted to attend this training	Totally agree	100%	-
	Neutral	-	-
	Disagree	-	-
The training will be useful and relevant to my work in the Village Court	Totally agree	100%	92%
	Neutral	-	8%
	Disagree	-	-
I understand my role as a Village Court Official	Totally agree	91%	93%
	Neutral	9%	5%
	Disagree	-	2%
I understand the role of the District and Provincial Administrations of the Village Court	Totally agree	28%	78%
	Neutral	52%	21%
	Disagree	20%	1%
I understand the role of the Village Court Secretariat	Totally agree	18%	77%
	Neutral	12%	23%
	Disagree	71%	-
I understand the Village Court Act	Totally agree	71%	100%
	Neutral	28%	-
	Disagree	1%	-
I know the rules of the Village Court	Totally agree	81%	100%
	Neutral	19%	-
	Disagree	-	-
I understand the correct process in hearing a complaint	Totally agree	64%	100%
	Neutral	35%	-
	Disagree	1%	-
I understand the correct process of settlement order	Totally agree	54%	88%
	Neutral	38%	13%
	Disagree	8%	-
I understand the importance of keeping records and using the required forms	Totally agree	59%	91%
	Neutral	35%	9%
	Disagree	6%	-

<sup>13</sup> Interpretation of results – a higher percentage of “totally agree” *after the training* in comparison with *before the training* is desirable.



Training participants' responses to the statements (percentage over total number of participants) <sup>13</sup>		Before the training (N=121)	After the training (N=121)
<b>I send reports to the Village Court Secretariat and/or the District</b>	Totally agree	36%	-
	Neutral	40%	-
	Disagree	24%	-
<b>I serve the community in my role as a Village Court Official</b>	Totally agree	90%	100%
	Neutral	10%	-
	Disagree	-	-
<b>I act honestly as a Village Court Official</b>	Totally agree	65%	95%
	Neutral	35%	5%
	Disagree	-	-
<b>I respect all those I deal with</b>	Totally agree	87%	82%
	Neutral	13%	18%
	Disagree	-	-
<b>I use negotiation skills and conflict resolution skills</b>	Totally agree	34%	80%
	Neutral	63%	20%
	Disagree	4%	-
<b>I have good communication skills</b>	Totally agree	76%	95%
	Neutral	24%	5%
	Disagree	-	-
<b>I receive support from District Officials</b>	Totally agree	59%	-
	Neutral	23%	-
	Disagree	18%	-
<b>I receive support from Provincial Officials</b>	Totally agree	14%	-
	Neutral	52%	-
	Disagree	33%	-
<b>The teaching method was easy to understand</b>	Totally agree	-	100%
	Neutral	-	-
	Disagree	-	-
<b>The teaching method helped me learn a lot</b>	Totally agree	-	100%
	Neutral	-	-
	Disagree	-	-
<b>Day 1 (role of VCOs, hearing claims and procedures) was useful</b>	Totally agree	-	93%
	Neutral	-	7%
	Disagree	-	-
<b>Day 2 (processes &amp; procedures of courts, penalties and court orders) was useful</b>	Totally agree	-	98%
	Neutral	-	2%
	Disagree	-	-
<b>Day 3 (appeals, joint sittings, inspections and communication skills ) was useful</b>	Totally agree	-	98%
	Neutral	-	2%
	Disagree	-	-

Training participants' responses to the statements (percentage over total number of participants) <sup>13</sup>		Before the training (N=121)	After the training (N=121)
<b>Day 4 (ethics, leadership, corruption, gender, FSV) was useful</b>	Totally agree	-	100%
	Neutral	-	-
	Disagree	-	-
<b>Day 5 (Moot Court) was useful</b>	Totally agree	-	96%
	Neutral	-	-
	Disagree	-	4%

## Annexure 2 – People who were involved in this evaluation

Listed below in alphabetical order within their respective groups are those who were involved in this evaluation. All training participants who participated in all the focus groups cannot be acknowledged enough, and they are too many to mention (130 in ARB, 114 in Gulf Province, 352 in Southern Highlands, 121 in Western Province and 127 in Morobe Province). Likewise, the people of Bougainville and Gulf Province who were interviewed in 2014 and 2015, are duly acknowledged for their patience during the surveys and their contributions to this research.

### **PALJP Transition Program**

- Apolosi Bose (CS Adviser) provided advice during research design and implementation
- John Daulby (CS Adviser ARB 2014) provided advice during research design and implementation, liaised with ABG and stakeholders in 2014
- Andy Felton (DTL/CS 2014) initiated the evaluation, sought approval from DFAT, provided advice during research design and approved the research design
- Bruce Kelly (PALJP-TP Team Leader) provided oversight and direction
- Bill Lawrie (DTL/CS 2015) provided advice and management support during research implementation and reporting
- Hellen Moliki (M&E Researcher up to July 2015) conducted 2014 stakeholders interviews, focus groups, data entry, translated questionnaires into Tok Pisin and supported M&E Adviser in training of trainers on how to conduct focus group discussions
- Carolyn Mom (CS Adviser) provided advice and management support to M&E Team during research design and implementation
- Myra Navarro-Mukii (Program M&E Adviser) designed the research, managed and oversighted the research implementation, designed the questionnaires and data entry templates, conducted data analysis and reported on the findings
- Pat Palmer (Justice Lead Adviser Bougainville 2015) assisted with the evaluation and relationship management in ARB
- Andy Philip (CS Adviser, Western Province) facilitated the collections of training participants' feedback during VC trainings in Western Province
- Ksanita Seruvatu (CS Adviser, Gulf Province) provided advice and support during research design and implementation, liaised/consulted with Gulf Provincial Administration and stakeholders
- Bob Shaw and Don Hurrell (CS Advisers, Morobe Province) facilitated the collections of training participants' feedback during VC trainings in Morobe
- Mavis Tito (M&E Officer 2015) conducted 2015 stakeholders and VCOs interviews, data entry and literature research
- Pauline Webb (CS Adviser ARB 2015) provided support during research implementation in 2015, liaised/consulted with ABG and stakeholders during the second half of 2015
- Vincent Yawimbari conducted 2015 stakeholders and VCOs interviews

**Village Courts and Land Mediation Secretariat**

- Peni Keris (Executive Director) provided support and advice during research design, implementation and was a member of the selection panel for the 2014 and 2015 PALJP Community Perception Surveys
- Chris Kenya observed Village Courts sittings in Gulf and ARB, completed checklist, provided advice during the development of checklist and questionnaires
- Eugenie Nayau observed Village Courts sittings in Gulf and ARB, completed checklist, provided advice during the development of checklist and questionnaires

**Anglo Pacific Research, Ltd (Sub-contracted to conduct the Community Perception Surveys 2014 and 2015)**

- Directors: Andrew Rose and Marcus Haig
- Field team leader: Elizah Bernard
- Interviewers: Baliong Erewiong, Timothy Jiraw, Karo Kepi, Eimi Megimala, Godina Muzin, Kristy Pare, Jill Pavoge, Edward Suma

**Data Entry**

- 2014: Andrew Aglua and Olivier Sagata (Casuals, Cardno Emerging Markets)
- 2015: Data entry staff of Anglo Pacific Research, Ltd

**Gulf Province Stakeholders**

- Thomas Akasiki (A/Police Station Commander, RPNGC)
- Marc Orisuru Avai (Provincial Administrator)
- Serah Akia (Clerk of Court, MS)
- Hevara Hariha (Appointments and Revocations Officer)
- Lausi Levo (Gulf Provincial Administration)
- Baker Maeva (PVCO Gulf)
- Trevor Maeva (VC Inspector)
- Iai Saria (Administration Officer)
- Robert Sevese (Land Mediation Assistant)
- Grace Wapo (Personal Assistant)

**ARB Stakeholders**

- Simon Auwai (DVCO)
- Ephraim Eminoni (DPCSJ)
- Jackson Gubag (Correctional Service)
- Ray Jim (DVCO)
- Damien Kokorus (Officer in Charge, Community Auxiliary Police)
- Ishmael Korake (VC and Land Mediation Manager, DPCSJ)
- Thomas Lugabal (First Secretary, Ministry of Police, CS and Justice)
- Kearnneth Nanei (Secretary, DPCSJ)
- Ruth Nangoe (Clerk of Court, MS)
- Elizabeth Oriwas (DVCO)

- Sylvia Rennethsie (DVCO)
- Thomas Suwono (DVCO)
- Bruce Tasikul (Senior Provincial Magistrate, MS)
- Veronica Tasin (DVCO)
- John Tsiaka (DVCO)

#### **Gulf Province Village Court Officials (one-on-one interview 2015)**

- James Fua (Peace Officer)
- Ofae Haiveta (Chairman)
- Ben Hulava (Clerk)
- Mike Kere (Chairman)
- Mathew Kivare (Peace Officer)
- Iti Laho (Magistrate)
- Siniva Lavai (Clerk)
- Maikarova Mailave (Magistrate)
- Sarufa Mautaia (Clerk)
- Forova Mirisa (Peace Officer)
- John Fave Morara (Chairman)
- Julie Opini (Magistrate)
- Karua Ori (Peace Officer)
- Kaipu Pipi (Peace Officer)
- Meiuka Pou (Peace Officer)
- Pukari Semese (Peace Officer)
- Simon Sivio (Magistrate, Deputy Chairman)
- Kiri Soikova (Peace Officer)
- Koraea Tela (Chairman)
- Pita Teto (Clerk)

#### **Bougainville Village Court Officials (one-on-one interview 2015)**

- Bernice Alex (Clerk)
- Michael Bake (Clerk)
- George Binoun (Chairman)
- Timothy Geketa (Magistrate)
- Simon Hanoi (Chairman)
- Thomas Kambi Soven (Deputy Chairman)
- Alan Katoa (Peace Officer)
- Julian Karuah (Peace Officer)
- Gertrude Kiwa (Magistrate)
- Anita Konkori (Peace Officer)
- Martin Maniara (Peace Officer)
- Peter Masohoi (Peace Officer)
- Joseph Nanes (Chairman)
- John Wesley Piltoa (Magistrate)

- Felix Tavis (Peace Officer)
- Titus Tengteng (Peace Officer)
- Doca Tokome (Clerk)
- Francis Tavano (Chairman)
- Gabriel Tuaratz (Magistrate)
- Nicholas Wakoto (Peace Officer)

# Evaluation of Village Court Officials' Training

Autonomous Region of Bougainville  
(Volume 2 of the Evaluation Report)

**FINAL REPORT – MARCH 2016**



This Australian aid initiative was delivered in partnership with the Village Courts & Land Mediation Secretariat and funded by the Australian Government through the PNG-Australia Law and Justice Partnership – Transition Program.

**Cover photograph:** Village Court sitting in Selau Suir, Autonomous Region of Bougainville, September 2015



## Acronyms

Abbreviation	Representation
ABG	Autonomous Government of Bougainville
ARB	Autonomous Region of Bougainville
CAP	Community Auxiliary Police
CPS	Community Perception Survey
DC	District Court
DJAG	Department of Justice and Attorney General (GoPNG)
DPCSJ	Department of Police, Corrective Services and Justice (ABG)
DVCO	District Village Court Officer
FSV	Family and Sexual Violence
GoA	Government of Australia
GoPNG	Government of Papua New Guinea
IPA	PNG Institute of Public Administration
IPO	Interim Protection Order
JSS4D	Justice Services and Stability for Development Program
M&E	Monitoring & Evaluation
MS	Magisterial Services
NZP	New Zealand Police
PALJP	PNG Australia Law and Justice Partnership (2009 – 2014)
PALJP-TP	PNG Australia Law and Justice Partnership Transition Program (2014 – 2015)
PNG	Papua New Guinea
PVCO	Provincial Village Court Officer
ToT	Training of Trainers
VC	Village Court
VC Act	Village Courts Act
VCLMS	Village Court and Land Mediation Secretariat
VCO	Village Court Official

## Executive Summary

From 2005 to 2015, the Autonomous Bougainville Government (ABG) and specifically the law and justice sector of the Autonomous Region of Bougainville (ARB) managed to *improve community safety, stability and crime prevention*. More people felt safe in 2015 – from 31% of people from Arawa who felt safe in 2005<sup>14</sup> to 84% of Arawa survey respondents who felt safe in 2015; and from 70% of people from Buka who felt safe in 2005<sup>15</sup> to 78% of Buka survey respondents who felt safe in 2015.

In 2014, the PNG – Australia Law and Justice Partnership - Transition Program (PALJP-TP) in collaboration with the Village Court and Land Mediation Secretariat (VCLMS) developed a training package for Village Court Officials (VCOs) to provide them with up-to-date information and practices, strengthening their knowledge to deliver better local justice and mediation to Papua New Guineans. The new training package (Learners Manual and Trainers Manual), approved by the Executive Director VCLMS on 4 August 2015, was used in the Training of Trainers Program and training of VCOs across the six PALJP-TP priority provinces and in the ARB. The seven VC trainers from the ARB trained 272 VCOs between October 2014 and November 2015, i.e. 59% of all Village Courts in the ARB. PALJP-TP developed a research design in 2014 to evaluate the effectiveness of the training course and to collect baseline information for the new Australian Government funded program, Justice Services and Stability for Development (JSS4D) beginning in 2016. Gulf Province and the ARB were selected for this study. The evaluation results will be used by the Autonomous Government of Bougainville and the VCLMS for evidence-based planning and policy formulation. The Evaluation Report is in three volumes, the Summary of Findings (Volume 1), the ARB Report (Volume 2) and the Gulf Province Report (Volume 3).

The ARB research findings were derived from: two Community Perception Surveys (CPS) in 2014 and 2015 with a total of 600 respondents, six focus group discussions before the training courses (October 2014 to February 2015), six focus group discussions after the training courses (October 2014 to February 2015), interviews with 14 law and justice stakeholders, interviews with 20 trained VCOs (held in September 2015), and observation visits of three Village Court sittings. Evidence from the CPS, VCOs' perceptions, stakeholders' views, and VC visits was triangulated and informed the recommendations relating to the training and VC processes. This report also sets out the findings against a series of evaluation questions framed around four evaluation categories, i.e. appropriateness, effectiveness, impact and sustainability, and these are summarised below:

- The perceptions of training participants and law and justice stakeholders were used in assessing the appropriateness of the VCO training course. Analysis of responses revealed that the training was provided using a set of comprehensive training materials that are relevant to the purpose of the training. The research found that the training contents were useful to VCOs and the perception of knowledge and competencies improved after the training course. The research revealed some challenges in VCOs' comprehension of some terms used in the manual, the *Village Courts Act* and in differentiating criminal cases that can be handled by the Village Courts.
- The results of the focus group discussions before and after the training courses, views of stakeholders and observations by VCLMS officers were used in assessing the knowledge of VCOs trained by PALJP-TP. The research found that trained VCOs are partially competent (4 out of 5 score), with a good

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<sup>14</sup> Source: Community Crime Survey 2005 Autonomous Bougainville Government, National Research Institute and Justice Advisory Group.

<sup>15</sup> Ibid.

understanding of the *Village Courts Act*, the VC processes and VC sittings. Officials who participated in the training course are implementing significant positive changes following the training experience, for example improving attendance and punctuality, conducting more mediations before full court sittings, and court sitting presided by more than one magistrate. The research also found that knowledge gained from the training course are being applied through changes to VC processes, for example, improvement in record keeping, change in decision-making process and better ways of communicating with conflicting parties and the community in general (e.g. using polite words, not using offensive words, and right tone of voice). The technical ability of VCOs was assessed by VCLMS officers as adequate, with improvements necessary in regards to the completion of Case Register, VC forms and the VC Quarterly Returns. Stakeholders observed some improvements in VCs' decisions based on decreasing number of appeals or complaints from the community.

- From the CPS, 100% of respondents interviewed in 2015 were aware that they have Village Courts in their community, an increase from 93% of respondents in 2014. The percentage of respondents who thought that problems were resolved through the VCs increased from 55% in 2014 to 83% in 2015, an evidence of increased use of the VCs in resolving community conflicts. More people are now accessing services provided by the VCs.
- All survey respondents believed that there are crime problems in the community, 82% felt that the crime problem was either *large* or *very large* in 2015. 73% of respondents from the ARB felt safe and secure inside their home, 40% felt safe and secure outside their home. The feelings of insecurity were due to: drugs, alcohol or homebrew issues, family arguments, land issues, or law and order problems.
- Slightly more than half of respondents from two out of six locations were confident of their VCOs. Over 62% of respondents from four out of six locations were satisfied with the services provided by their Village Courts. Survey respondents in contact with the VCs were concerned about waiting times, perceived bias in decisions, and compensation. Respondents who mentioned rape or sexual assault as the most recent case they referred to the VCs were less likely to be satisfied. A close monitoring of these performance measures (i.e. *satisfaction with VC* and *feeling of safety*) over the medium term is highly recommended.
- VCOs who attended the trainings gained confidence and are now highly motivated to perform their duties. Due to the training, VCOs and stakeholders believed that trained VCOs gained more respect from the community and their families. Trained officials have demonstrated some encouraging changes in attitudes affecting the delivery of their duties, as a community leader and towards the improvements of VC services.

After one year of the VCO Training Program, it may still be too early to understand and evaluate the sustainability and impact of the training. However, the information collected during the research indicated that the training program is on track in contributing to achieving the intermediate outcome objective of Village Courts delivering equitable and effective service to the people of the ARB. If maintained and further supported, the changes implemented by trained VCOs will contribute to effective delivery of VC services.

The findings were summarised in an Issues Diagram outlining the common issues raised by the three study groups: the VCOs, the L&J Stakeholders and the Community. Informing the recommendations are the Issues Diagram and the findings from the four levels of assessment. The recommendations are focused on targeted capacity building activities and community awareness to improve the level of community satisfaction with VCs and strengthen the VC operations. Recommendations include activities to conduct more VC trainings; trainings for VC Clerks; conduct community awareness on VC processes

and the *Village Courts Act*; develop strategies to address FSV, alcohol and drug-related crime; and improvement in data collection and reporting.

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# 1. Introduction

## 1.1 Background

In remote locations of Papua New Guinea (PNG) access to justice is limited by financial constraints, logistics and geography. Village Courts are often the only accessible system and protection available to remote communities. In some areas, this system is neither sufficiently robust nor standardised.

The Government of Australia (GoA) has been providing support to PNG's Law and Justice Sector nationally and at sub-national level for many years, most recently through the PNG-Australia Law and Justice Partnership (PALJP). The PALJP Transition Program commenced in July 2014, and was intended *"to provide complementary, flexible and responsive bridging support in the period 1 July 2014 to 31 December 2015 that assists GoPNG to achieve continued progress against its policies for law and justice reform, better access to justice and improved service delivery to the people of Papua New Guinea."* Four outcome areas were supported, the first is *"Community safety, stability and crime prevention improved"* with initiatives undertaken in six priority provinces (Gulf, Morobe, Southern Highlands, Hela, Northern Provinces) and the ARB.

One of the approaches to increase community safety and perceptions of safety was to support Village Courts to deliver equitable effective service in priority locations. This involves an investment of over PGK5 million in Village Courts Training.

In collaboration with the Village Court and Land Mediation Secretariat (VCLMS)<sup>16</sup>, PALJP-TP developed a new training package for Village Court Officials (VCOs) to provide them with up-to-date information and practices, strengthening their knowledge to deliver better local justice and mediation to Papua New Guineans. The new materials have also, for the first time, included issues which cut across all aspects of life and society, such as corruption, HIV, human rights, gender equality, social inclusion, and family and sexual violence. The new training material was launched on 27 November 2014 in Port Moresby.

The new training package (Learners Manual and Trainers Manual) was used in the Training of Trainers program which was incorporated in the PNG Institute of Public Administration Certified Level II Training Course funded through PALJP. The new training package has been used for the Village Court Officials' Training Course across all PALJP-TP priority provinces and in the ARB.

### **General Information – Autonomous Region of Bougainville**

The ARB includes the main island of Bougainville, the large island of Buka and the surrounding Nissan, Nuguria, Tulun, Takuu and Nukumanu Islands. The main island has the Emperor and Crown Prince Ranges in the middle, with fertile plains nearer to the coast. The government headquarters are in Buka and the ARB covers an area of 9,384 km<sup>2</sup>, with an estimated population of 249,358 (Census 2011).

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<sup>16</sup> VCLMS is established under the *Village Courts Act* as a branch within the Department of Justice and Attorney General (DJAG).

The ARB Constitution established the Autonomous Government of Bougainville as the government of the ARB. The ABG has direct authorities under the Constitution, and is also linked directly to the national government through several formal bodies. Until authorities are specifically transferred through delegation, mutually agreed legislation, or another process, national agencies established and operating under the Constitution, other laws and regulations of Papua New Guinea remain responsible for the delivery of most law and justice services in the ARB. This included the courts, most elements of policing, corrections, the functions of the public prosecutor and public solicitor and community based corrections.

More recently, the ABG created a Department of Police, Corrective Services and Justice *“to provide a monitoring and oversight responsibility for justice and law and order services provided to the people of Bougainville and its government ... The Department is also responsible for oversight management of offenders in custodial and community settings...”*<sup>17</sup> The Office of the Director of Justice Administration within the Department has the responsibility of ensuring the provision of support and operations of the Village Courts in all regions of the ARB. Within the Department, the Village Courts and Land Mediation Manager is responsible for the management and coordination of Village Courts and Land Mediation activities in the ARB. The Village Courts & Land Mediation Manager is supported by 13 District Village Court Officers all based in their respective districts.

## 1.2 Purpose of the Evaluation

The Comprehensive Aid Policy Framework (May 2012) identifies *‘Number of law and justice officials trained’* as a headline indicator. Additionally, the Justice Services and Stability for Development (JSS4D) design document includes *‘number and percentage of persons trained and assessed’* and *‘evaluation of the effectiveness of training and impact’* as indicative indicators to support the design element of: *‘management, leadership and prioritised professional skills are stronger in law and justice agencies’*. Based on the monitoring framework described in the Transition Program’s *Monitoring, Evaluation and Reporting Plan*<sup>18</sup>, training statistics have been collected and reported on a quarterly basis. This will be the foundation of baseline information for JSS4D’s indicator *‘number and percentage of persons trained’*. With a substantive investment (over PGK5 million) allocated for the training of Village Courts, an evaluation of the effectiveness of the Village Courts’ trainings undertaken during the Transition Program will provide a comprehensive evidence that can be used for planning the implementation of JSS4D. The evaluation results will also serve as a resource document for the VCLMS and the ABG’s evidence-based planning and policy formulation.

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<sup>17</sup> Source: Bougainville Law and Justice Mid Term Development Plan, 2016-2019

<sup>18</sup> Finalised in December 2014

This research was framed around the following evaluation questions:

<b>Appropriateness (Reaction)</b>	<ul style="list-style-type: none"> <li>-Was the training delivered using appropriate teaching methods and a range of learning styles?</li> <li>-Was the training content relevant to the purpose of the training?</li> <li>-Did the training participants find the training content useful?</li> </ul>
<b>Effectiveness (Learning)</b>	<ul style="list-style-type: none"> <li>-To what extent have Village Court Officials acquired new knowledge and skills? How were they assessed?</li> <li>-What are training participants doing differently following the training experience?</li> <li>-How are training participants applying their knowledge and skills?</li> <li>-To what extent are Village Court Officials implementing sound decision making practices?</li> <li>-To what extent is there improved technical ability among Village Court Officials?</li> </ul>
<b>Impact (Behaviour / Attitude)</b>	<ul style="list-style-type: none"> <li>-To what extent are the training participants applying their learning to support improved service delivery?</li> <li>-To what extent are Village Court Officials motivated to perform their duties?</li> <li>-To what extent are officials not supported in the delivery of their duties?</li> <li>-To what extent are there changes in attitudes among Village Court Officials?</li> </ul> <p><b>Community confidence:</b></p> <ul style="list-style-type: none"> <li>-To what extent is there community confidence in the Village Court and its officials?</li> <li>-To what extent does the community perceive satisfaction in services provided by the Village Court?</li> <li>-To what extent are Village Courts being used to resolve community conflict?</li> </ul>
<b>Sustainability (Results)</b>	<ul style="list-style-type: none"> <li>-What has changed in the Village Court as a result of the training?</li> <li>-To what extent has acquired knowledge of VCOs contributed to delivering equitable and effective services?</li> <li>-To what extent does the community perceive improvements in safety and security?</li> </ul>

### 1.3 Structure of the Evaluation Report

This report is divided into four key sections:



- **SECTION 2 METHODOLOGY:** This section provides an overview of the research methodology and approach to data collection and evaluation. It also highlights how the data collected through this evaluation provided evidence to answer the evaluation questions.
- **SECTION 3 DATA ANALYSIS:** Supported by evidence, this section provides an in-depth discussion on the responses to the evaluation questions. The evaluation findings derived from qualitative and quantitative analysis of the linkages of the VC training to the operation of the Village Court and community's perception of safety.
- **SECTION 4 IMPLICATIONS OF THE EVALUATION:** A discussion on the implications of the evaluation findings for the VCLMS, the ABG, the Government of PNG, and the Government of Australia.
- **SECTION 5 RECOMMENDATIONS:** The last section provides suggestions and recommendations for all key stakeholders to consider and integrate as appropriate into their approaches to improve community safety and in supporting Village Courts to effectively deliver equitable services.

## 2. Methodology

### 2.1 Scope of the Evaluation

There are 46 gazetted Village Courts in the ARB, with a total of 506 Village Courts Officials (VCOs) in the province, from 11 VCOs per court.

A total of 7 trainers (2 women, 5 men) from ARB have completed their IPA Certificate Level II. These trainers have been delivering trainings to Village Court Officials in the ARB since October 2014 using the new VC training package. As at end of November 2015, the trainings in ARB covered 25 Village Courts (see **Table 1**), with 259 officials trained.

**Table 1. Number of Village Court Officials trained by PALJP, ARB, Oct 2014 to Nov 2015**

Region	# of VC <sup>19</sup>	# of VC trained	Total VCOs trained	Male VCOs trained	Female VCOs trained
South Bougainville	14	6	68	62	6
Central Bougainville	10	4	42	37	5

<sup>19</sup> Number of Gazetted Village Courts

<b>North Bougainville</b>	<b>22</b>	<b>15</b>	<b>162</b>	<b>126</b>	<b>36</b>
<b>TOTAL</b>	<b>46</b>	<b>25</b>	<b>272</b>	<b>225</b>	<b>47</b>

From the 23 Village Courts trained using the new training package, six had their trainings between October 2014 and February 2015. These sample Village Courts were the focus of the in-depth research to evaluate the VC training program (see **Table 2** for details). The six Village Courts included in the evaluation are all from North, Central and South Bougainville. The evaluation utilised a purposive sampling<sup>20</sup> approach through two-stage process:

- Sample site selection, which was based on a selection of Village Court locations (rural or urban) and easy access for survey operation
- Purposive sampling of respondents (VC Officials or VC users/community members) within the same site. To compensate for bias in non-response during the community perception survey, quotas was filled by interviewers based on the variable of gender.

**Table 2. Sample Village Courts, ARB**

<b>Sample Village Court</b>	<b>Number of VCOs</b>	<b>Population (2011 Census)</b>	<b>Target number of adults to be interviewed</b>	<b>Actual number of adults interviewed in 2015</b>
<b>Buka – Tsitalato VC</b>	11 (8M, 3F)	6,362 (48% F)	40 (20M, 20F)	50 (22M, 28F)
<b>Kieta – Torau VC</b>	11 (9M, 2F)	1,635 (49% F)	40 (20M, 20F)	49 (25M, 24F)
<b>Bana – Lato VC</b>	11 (10M, 1F)	7,365 (49% F)	40 (20M, 20F)	51 (25M, 26F)
<b>Tinputz – Taonita Tinputz VC</b>	11 (10M, 1F)	6,135 (48% F)	40 (20M, 20F)	50 (25M, 25F)
<b>Wakunai – Rau VC</b>	11 (11M)	3,724 (48% F)	40 (20M, 20F)	50 (24M, 26F)
<b>Selau Suir – Selau VC</b>	11 (6M, 5F)	10,083 (47% F)	40 (20M, 20F)	50 (25M, 25F)

The following provides a summary of villages and village courts visited in 2014 and 2015:

<sup>20</sup> Purposive sampling is a type of non-probability sampling technique, also known as judgmental, selective or subjective sampling, is a process of selecting samples based entirely on the judgment of the researcher or interviewer.

- **Tsitalato** village court circuit covers previous five village courts amalgamated into one VC circuit. The villages under Tsitalato include Lonahan, Malasang 1, 2, 3 and 4, Hanahang, Ieta and Sohano. Malasang is about 12 minutes by road from Buka town. This village court is practicing a mobile village court system where they do hearings on rotations in each of the villages. Interviews were held in Lonahan village and Malasang 2 and Malasang 3.
- **Selau** village court is located on the main island of the ARB about 45 minutes by road from Kokopau town, covering a circuit of more than 10 villages. The Village Court Officials conduct their court sittings at Kokopau town. Interviews were held in Talbut village and Goi village.
- **Taonita Tinputz** village court covers a big area and they conduct their court sittings at Tinputz station. Interviews were held at Teabes village (10 minutes by road from Tinputz down the highway and then 50 minutes along muddy road) and Teop village, about 30 minutes by road from Tinputz station and 5 minutes by canoe.
- **Rau** village court covers a vast area. Interviews were held at Kiviri village, Wakunai station and Petokawa village. Kiviri village is about 5 minutes by road from Wakunai station.
- **Lato** village court is located in Bana district, up the mountain ranges of Bougainville Island. It is approximately 3 hours by road from Arawa town. Interviews were held at Waitabuna village and Loloh village.
- For **Torau** village court, the research team surveyed the Rorovana village, about 30 minutes by road from Arawa town.

## 2.2 Research Design and Data Collection

The research corresponds to the evaluation's program logic (see **Annexure 1**) and is consistent with the Kirkpatrick's Four Level Training Evaluation Model<sup>21</sup>, which measures:

- Level 1: Reaction of participants – what they thought and felt about the training;
- Level 2: Learning – the resulting increase in knowledge or capability;
- Level 3: Behaviour – extent of behaviour and capability improvement and implementation/application; and
- Level 4: Results – the effects on the business or environment resulting from the trainee's performance.

The Kirkpatrick model was used as a guide only, hence a flexible research design developed to complement the unique situation of Village Courts in PNG and the cultural setting in the research areas.

### *Level 1 – Reaction of participants*

The five day VCO training course usually starts on a Monday and ends on a Friday, in most cases with an opening and closing ceremony officiated by local government officials or provincial

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<sup>21</sup><http://www.businessballs.com/kirkpatricklearningevaluationmodel.htm>

government officials. Due to varying levels of education of VCOs<sup>22</sup>, training participants' views were collected through 'Focus Group Discussion' type of information collection. A semi-structured protocol was used by trainers instead of distributing questionnaires for training participants to complete.

Before the start of the training's first module, trainers or in some instances a member of the program's M&E Team facilitated the focus group discussion to determine the participants' expectations and their knowledge in regards to VC operations, the relevant laws and their roles and responsibilities. The trainers used a 'before training' protocol outlined on flip chart papers (see **Annexure 2.1**).

The first part of the session allowed participants to respond to a series of statements by using coloured sticky labels: (1) green for totally agree or yes; (2) yellow for neutral or maybe; and (3) red for disagree or no. The second part of the session consisted of up to three open ended questions where participants can discuss their views while one of the trainers are writing their responses on butcher papers.

Immediately after the training course (last day of the training – Day 5), another session was conducted by the trainers using the 'after the training protocol' (see **Annexure 2.2**) to collect the participants' reactions and views about the completed training course. All flip charts/butcher papers generated during the 'after the training session' were combined with the flip charts/butcher papers completed during the first day of the training and forwarded to the program's M&E team for data entry and analysis.

### *Level 2 – Effectiveness (Learning)*

All information collected from training participants (Level 1) from the 6 sample Village Courts were combined – comparing participants' views before and after the training. In addition to this analysis, the views of participants 6 months after the training were also collected (see below section Level 3 – Impact).

### *Level 3 – Impact (Behaviour/Attitude)*

A sample of 20 training participants were interviewed between 29 September and 2 October 2015 as a follow-up to the focus group discussions held during the VC Training Courses. Detailed one-on-one interviews (see **Annexure 2.3** for the VCO Feedback Questionnaire) of the 20 Village Court Officials were conducted by two PALJP-TP researchers (1 male and 1 female) after observing the VC sittings. Four Village Courts were visited: Peit VC, Tonsu VC, Tinputz VC and Selau Suir VC. Observations of the Village Courts were conducted by VCLMS managers (1 male and 1 female) both nominated by the VCLMS Executive Director, using a "checklist" specifically developed for this research (see **Annexure 2.4**).

In addition to training participants' perceptions and observation reports of sample Village Courts, stakeholders' perceptions were also collected (e.g. VC trainers, District Village Court Officers,

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<sup>22</sup> Some officials are not able to read or write and some are not conversant in English or TokPisin.

Provincial Village Court Officer, Senior Provincial Magistrate) from 9 stakeholders in 2014 and 5 stakeholders in 2015 (see **Annexure 2.5** and **Annexure 2.6** for Stakeholders Questionnaires).

### **Level 4 – Sustainability (Results)**

Quantitative and qualitative information collected through Community Perception Surveys (CPS) provide an insight into possible results and impact of the VCOs' training course. Two Community Perception Surveys were conducted in ARB, one to collect baseline information (with 300 respondents) and one to collect the community's perceptions (with 300 respondents) at least six months after the training course. The first survey was held on 20 October 2014 to 6 November 2014 (see **Annexure 2.7** – 2014 questionnaire), while the second survey was held on 3 August 2015 to 14 August 2015 (see **Annexure 2.8** - 2015 questionnaire).

## **2.3 Evaluation Framework**

The evaluation framework was based on the Village Courts Training Course program logic (**Annexure 1**). The program logic describes the expected outcomes of the training, the outputs, basic assumptions considered to be in place in order to achieve the expected outputs and outcomes and the list of performance questions. The longer term outcomes of the program, i.e. "community safety, stability and crime prevention improved in priority provinces and the ARB" will not be tested in this evaluation. However, an indication of likely performance against this longer term outcomes could be reflected in response to the "intermediate outcome performance question"; i.e. *To what extent does the community perceive improvements in safety and security?*

The analysis of all information collected between 2014 and 2015 followed the program logic list of performance questions for the following intermediate outcomes:

- Village Courts deliver equitable and effective service in priority provinces
- Village Court Officials who participated in trainings are performing their duties more effectively in accordance with their legislated roles and standards
- Village Court Officials are applying an appropriate range of skills, techniques and decisions in performing their duties
- Village Court Officials have increased knowledge and understanding of the following topics: introduction to VC; ethics; role of officials; communication and mediation; VC processes and procedures
- Village Court Officials want to perform their duties to a high standard and have increased confidence to perform their duties
- Increased community confidence in VC decision making

## **2.4 Limitations**

This research was focused on Village Courts trained between October 2014 and February 2015. Further data collection of initial feedback (Level 1) of training participants after February 2015 were also collected by ARB trainers but were not included in this report. Due to time and logistic constraints, only those trained before February 2015 can be re-visited and interviewed for follow-up feedback. The sample of village courts easily accessible to researchers were selected for this study.

The research found that a one-week period allocated for VCLMS staff to visit and observe village court sittings was not enough to cover at least four village courts. The timings of village court sittings were dependent on a number of factors including possible deferral of court hearing due to the non-appearance of relevant parties. The views of VCLMS staff were based on only three village courts visited between 29 September and 2 October 2015.

## 2.5 Data Validity and Reliability

The process of triangulation<sup>23</sup> was adopted to ascertain the validity of information collected and enhance the confidence in the findings. Comparing and analysing different sets of information collected from different sources is one way of triangulating the research results. Gathering data using different methods across different timeframe from a variety of people (various sources) are two ways of triangulating the research results. This research employed two methods out of four types of triangulation<sup>24</sup>. The views of training participants were analysed against the views of stakeholders, observations made during VC sittings and information collected through the community perception survey. The findings and results of the analysis were presented for validation and discussion during a workshop held in Buka on 10 November 2015.

Several factors should be considered in interpreting the results of this evaluation. The reliability of information collected can be influenced by:

- The state of affairs within the area before the community survey was conducted;
- Security conditions a few months before the community survey was conducted;
- The state of affairs across the country and what appeared in the media before the survey;
- Contextual and cultural factors;
- Likely long-term impact of the Bougainville crisis;
- Possible question formulation by interviewer influencing attitudes of respondents; and
- Possible misinterpretation and how responses were translated by interviewers/researchers.

## 3. Data Analysis and Evaluation

### 3.1 Reaction of Training Participants

Information was collected from training participants of six trainings held between October 2014 and February 2015 in ARB. The six trainings for 12 village courts had 128 training participants (108 men, 20 women) who provided their perceptions before the commencement of the VC Training Modules, and 130 training participants (109 men, 21 women) provided their reactions to the training during the last day of the five-day course.

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<sup>23</sup> “Triangulation refers to the use of more than one approach to the investigation of a research question in order to enhance confidence in the ensuing findings”, source: <http://www.referenceworld.com/sage/socialscience/triangulation.pdf>

<sup>24</sup> Four types of triangulation: data triangulation, investigator triangulation, theoretical triangulation and methodological triangulation

Nearly all training participants (99%) have indicated that they were provided with good information before the training, i.e. what the training is all about, dates and logistics. Around 99% of training participants confirmed that they wanted to attend the training. However, only 39% believed that they understand the purpose of the training (see graph below) despite confirming that they received information before the training.

Before the start of the training course, half of the participants (52%) believed the training will be useful and relevant. This perception changed after the training course – most participants (98%) thought that the *‘training is relevant to my work’*.

Training participants were asked about their views on various statements relating to their training experience, knowledge and competencies. The results are presented at **Annexure 3**.



Participants were also asked about their expectations, how the training will help them and supports that they need. The research found that training participants expect to learn the following during the training:

- *How to improve the work of the village court*
- *How to deal with offenders, including rehabilitation and counselling*
- *Understanding of the village court process*
- *How to correctly complete the VC forms, preparing reports and specifically to know more about the responsibilities of the Clerk*
- *How to make fair decision and determining correct penalties, charges and compensation*
- *How to conduct investigation*
- *Being able to differentiate between civil and criminal cases*

Participants were also asked if expectations were met. Unfortunately, the responses were inconclusive due to unclear records received from the trainers.



After the training, 71% of training participants thought that the teaching method helped them in the learning process, while 76% confirmed that the teaching method was easy to understand. Participants also suggested translating the manual to Tok Pisin<sup>25</sup>.

When interpreting the responses of training participants, a higher or increased percentage of “*totally agree - after the training*” in comparison with the percentage of “*totally agree - before the training*” is desirable (see **Annexure 3** for comparison of responses). All categories or statements relating to training experience and knowledge showed increased percentage from those who agreed *before the training* to those who agreed *after the training*. For example, from 8% of participants who understood the correct process of hearing a complaints to 68% of participants who understood the correct process of hearing a complaint after the training course; from 2% of those who understood the Village Courts Act to 61% after the training course; from 15% of those who understood the roles of PVCO and DVCOs to 51% after the training course; and from 5% of those who understood the rules of the Village Courts to 70% after the training course.

It should be noted that before the training course, 60% of participants thought they understood the role of the Village Courts Secretariat. After the training course, only 14% of participants understood the role of the Village Courts Secretariat. Similarly, the percentage of participants who thought they have good communication skills decreased from 68% before the training course to 29% after the training course.

The following findings will assist in developing strategies for any future improvements to the training program, strategies for refresher courses or supervision of VCOs:

- 61% of participants understood the *Village Courts Act* after the training
- 55% of participants understood the correct process of settlement order after the training
- 61% of participants understood the importance of keeping records, using required forms
- 33% of participants thought they act honestly as VCO
- 49% of participants believed that they respect all those they dealt with

<sup>25</sup> The training package has been translated to Tok Pisin by PALIP-TP, however not yet printed for distribution.

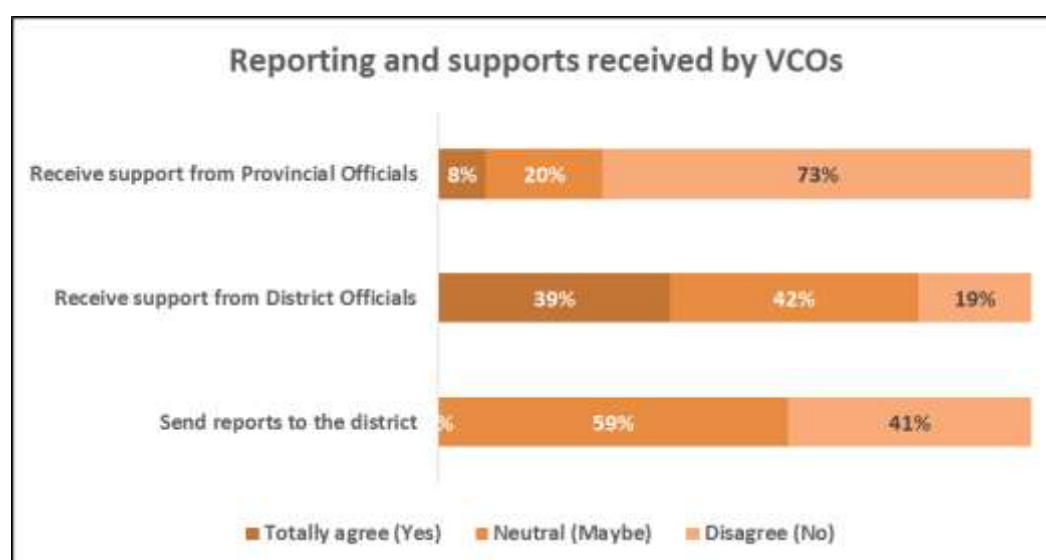


After converting all responses into a 3 point scale rating (1-disagree, 2-neutral, 3-totally agree) and taking the average score, the 130 training participants confirmed that they “*totally agree*” that they had useful and relevant training experience (see below table). On average, the perception of knowledge and competencies improved after the training from rate of 1.8 before the training to 2.6 after the training

	Overall rating before the training	Overall rating after the training
<b>Training experience</b>	2.7	2.8
<b>Knowledge and competencies</b>	1.8	2.6

Majority of training participants (73%) confirmed that they were not receiving support from Provincial Officials. However, 39% indicated that they were getting support from District Officials (including DVCOs). Participants stated that they need support on the following:

- Creating awareness about the Village Courts
- Provision of supplies such as standard forms, stationery and uniforms
- Logistical support (transport, communication, shelter during court sitting)
- Supervision including inspections
- Specific training course for officials, e.g. separate training course for Clerks
- Police support (police presence, maintaining security, acting on criminal cases and enforcing VC orders)

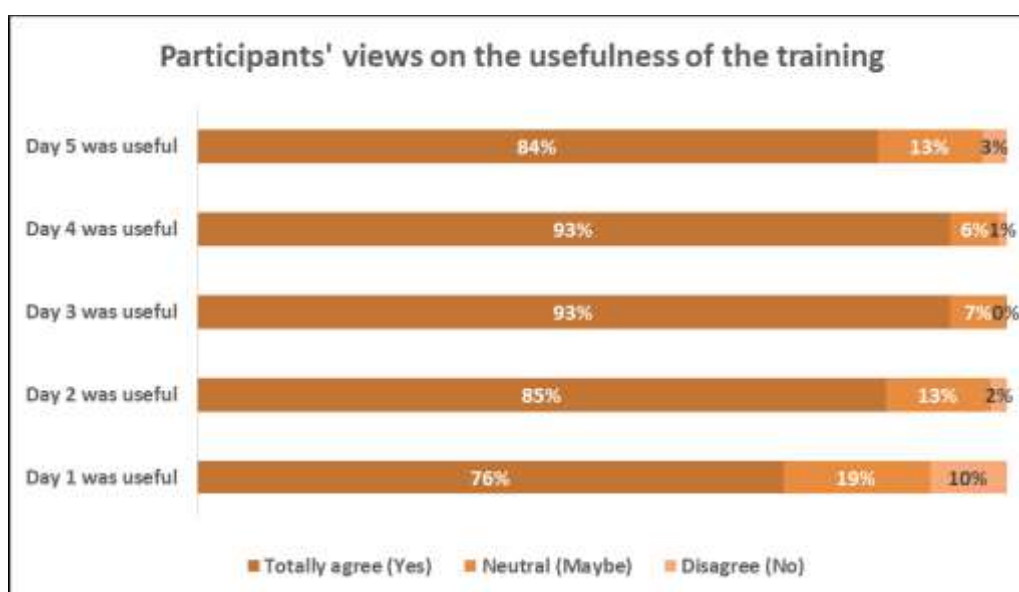


### *Usefulness of the training*

Training participants were asked to provide their perceptions in regards to the usefulness of the training course, specifically they were asked to provide their views on each day's session:

- Day 1 – role of VCOs, hearing claims and procedures
- Day 2 – processes and procedures of courts, penalties and court orders
- Day 3 – appeals, joint sittings, inspections and communication skills
- Day 4 – ethics, leadership, corruption, gender and FSV
- Day 5 – Moot Court

The research found that about **three quarters of training participants thought that the training was useful**. The responses ranged from 76% of participants agreeing that Day 1 was useful, to 93% of participants who agreed that Day 4 was useful.



At the end of the training, Village Court Officials provided the following general comments:

- Overall appreciation of the opportunity to attend the training, and *“we are happy that the training come down to the district level”*
- The importance of **increasing community awareness about the role of the Village Courts and understanding of the laws**
- To **involve the District Court Magistrates in future trainings**, in regards to the *Village Courts Act* and new laws
- To involve the community in the selection of Village Court Officials

### Summary response to the evaluation questions – Appropriateness (Reaction – Level 1)

Was the training delivered using appropriate teaching methods and a range of learning styles?

The training was provided using a set of comprehensive training materials developed by PALJP-TP in consultation with the Village Courts & Land Mediation Secretariat (VCLMS). Several stakeholders from

the six priority provinces and the ARB, e.g. Provincial VC Officer and District VC Officers were involved in compiling the materials. The ToT course conducted by PNG IPA has provided the trainers with the skills to deliver different teaching methods suitable for this type of training. **Training participants (71%) confirmed that the “teaching methods helped them to learn a lot”, while 76% believed that the “teaching method was easy to understand”.** The training package in English, hence participants suggested a Tok Pisin version in the future. With support from PALJP-TP, the Tok Pisin version of the training package has been completed.

#### Was the training content relevant to the purpose of the training?

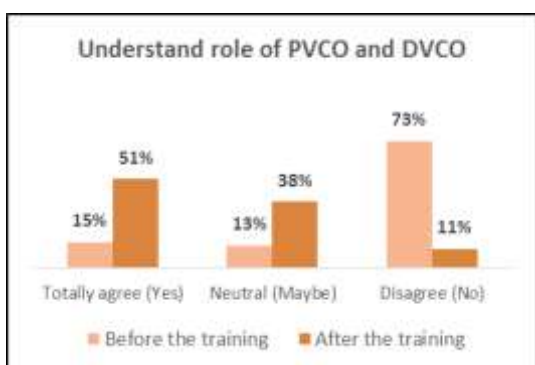
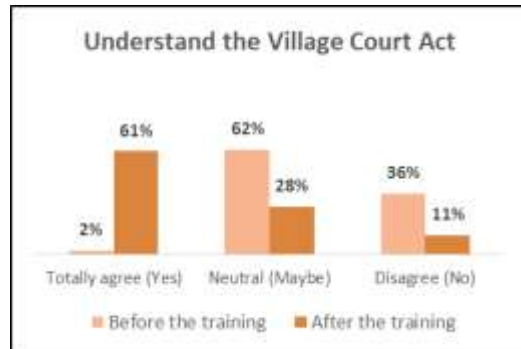
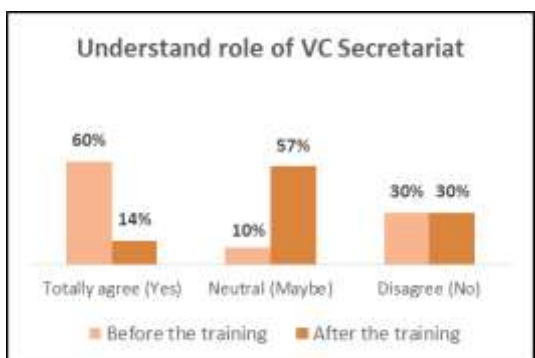
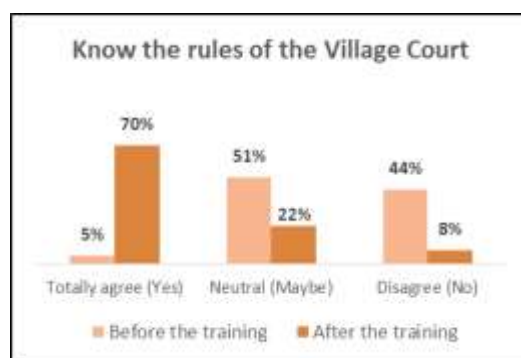
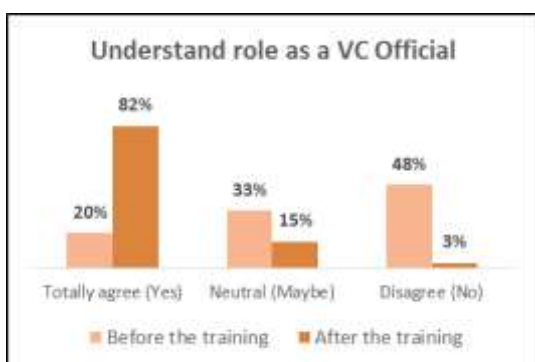
**The training package was found to be relevant to the purpose of the training**, i.e. to provide basic information to Village Court Officials on their roles and responsibilities, create understanding of the village courts processes, understand the *Village Courts Act*, to introduce cross cutting issues and improve communication skills and negotiation skills. However, there were some training expectations raised by participants that needs further attention in future trainings. These are: (1) how to deal with offenders, including rehabilitation and counselling; (2) detailed training on how to complete the forms and preparing quarterly returns; (3) how to make fair decision; and (4) how to conduct investigation. Other law and justice stakeholders also commented that the presentation or discussion about the *Village Courts Act* needs to be simplified, “to be easily understood” by training participants.

#### Did the training participants find the training content useful?

The research found that **the training contents were useful to VCOs**. The views of training participants were very positive, from 76% of participants who expressed views that Day 1 was useful to 93% of participants who expressed views that both Day 3 and Day 4 were useful. The overall training experience was rated very high, i.e. average rate of 2.7 before the training to 2.8 after the training. **The perception of knowledge and competencies improved after the training course**, from rate of 1.8 before the training course, to 2.6 after the training course.

## 3.2 Change in Knowledge or Capability

The research found that training participants reported change in their knowledge and change in understanding of their roles and responsibilities after the training course. The graphs below represented the collective views of training participants during the six training courses conducted between October 2014 and February 2015. Before the training course, 20% of participants understood their role as Village Court Officials. This increased after the training course, with 82% of training participants who understood their role as Village Court Officials. The training participants’ perceptions changed after the training course: understood the *Village Courts Act* (from 2% before the training course to 62% after the training course), knowledge of the Village Courts’ rules (from 5% before the training course to 70% after the training course), and understood the correct process of the Village Courts (from 8% before the training course to 68% after the training course).



Around six months after the training course, a sample of 20 Village Court Officials were interviewed between 29 September and 2 October 2015, selected among training participants from the VCO Training Courses conducted between October 2014 and February 2015. Overall, the participants were very happy with the training; which clarified their roles and responsibilities, provided them with a manual that they regularly referred to; informed them about the mediation process before full court sitting; informed them about criminal cases; and improved their knowledge of the Village Court's process. Due to the training course, participants reported some major changes that they implemented in the Village Courts (see **Table 3**). For example; changes to court sittings while Peace Officers are ensuring security during hearings; VCOs wearing uniforms during court sittings; raising the ARB and PNG flags during court sittings; magistrates not hearing cases involving relatives; courts are now presided by more than one magistrate; conducting mediation before going to full court; and ensuring VCOs' attendance and punctuality during court sittings. The personal gains identified by participants include gained trust and respect of the community; gained confidence to perform as VCOs; increased knowledge of VC processes; ability to provide good leadership to the community; and helped in building personal character.

**Table 3: Training participants' feedback and comments collected in 2015**

	Peit VC	Tonsu VC	TaonitaTinputz	SelauSuir VC
	Interview date: 29/09/15	Interview date: 30/09/15	Interview date: 01/10/15	Visit date: 02/10/15
<b>Number of years as VCO</b>	Magistrate: 5 years Chairman: 10 years Peace Officer: 10 years Peace Officer: 10 years Clerk: 24 years	Peace Office: 6 months Clerk: 10 years Magistrate: 11 years Peace Officer: 20 years Chairman: 30+ years	Clerk: 2 years Peace Officer: 2 years Peace Officer: 2 years Magistrate: 21 years Chairman: 23 years	Magistrate: 6 years Peace Officer: 8 years Peace Officer: 8 years Magistrate: 33 years Chairman: 37 years
<b>VCOs with other community role</b>	3 out of 5 VCOs	3 out of 5 VCOs	3 out of 5	2 out of 5
<b>Access to new VC Training Manual</b>	Yes	Yes	Yes	Yes
<b>Benefits of the training</b>	-gain community respect and trust -knowledge on decision making -set VCOs' ethics -improved VCOs' attendance -provided manual as a guide -less complaints about VC decisions	-respect from the community -people acknowledge presence of law -Clerk to complete the Case Register and quarterly report -knowledge of mediation process -clarity of roles	-help increase knowledge about criminal cases -clarity between mediation and full court -define VCOs roles -how and when to issue court fines -understanding of court system	-clarity on how to conduct mediation -clarified roles of VCOs -able to conduct court sittings with confidence -work alongside chiefs to maintain harmony -when to have mediation, then full court sitting

	Peit VC	Tonsu VC	TaonitaTinputz	SelauSuir VC
	Interview date: 29/09/15	Interview date: 30/09/15	Interview date: 01/10/15	Visit date: 02/10/15
				-learn new charges and applicable penalties
<b>Training topics that helped most</b>	<ul style="list-style-type: none"> <li>-VC sitting process</li> <li>-types of cases VC can deal with</li> <li>-mediation process</li> <li>-VC Act</li> </ul>	<ul style="list-style-type: none"> <li>-mediation</li> <li>-types of cases</li> <li>-how to talk to people politely</li> <li>-VC sitting process</li> <li>-team work</li> </ul>	<ul style="list-style-type: none"> <li>-court forms to use</li> <li>-how to hear cases</li> <li>-roles of VCOs</li> <li>-mediation</li> <li>-cases relating to children</li> </ul>	<ul style="list-style-type: none"> <li>-roles of VCOs</li> <li>-communication</li> <li>-delegation and sharing workload</li> <li>-mediation process</li> <li>-full court procedure</li> </ul>
<b>Changes implemented after the training</b>	<ul style="list-style-type: none"> <li>-mediation first before full court sitting</li> <li>-wearing uniforms to court</li> <li>-improve VCOs' attendance</li> <li>-disarm people during court sittings</li> <li>-proper way of serving court order</li> <li>-from 1 magistrate to 3 magistrates hearing cases in full court</li> <li>-court adjourns for short break to deliberate cases</li> <li>-not to charge mediation fines/fees</li> </ul>	<ul style="list-style-type: none"> <li>-now completing the Case Register and quarterly returns</li> <li>-conduct mediation before full court sitting</li> <li>-judge the penalty accordingly</li> <li>-more commitments from VCOs</li> <li>-refer to the new VC Manual when in doubt</li> <li>-Magistrates withdraws if parties are relatives</li> <li>-all 5 magistrates hear cases</li> <li>-change in people's attitude</li> <li>-attendance and punctuality of VCOs</li> </ul>	<ul style="list-style-type: none"> <li>-wearing uniforms</li> <li>-improved attendance and punctuality of VCOs</li> <li>-that Clerk can advise magistrates</li> <li>-now lead by example</li> <li>-conduct mediation (in villages) before going to full court in Tinputz station</li> <li>-implement proper sitting arrangements</li> <li>-VC sittings opened with prayer and chairman opened all sittings</li> <li>-raise the flags of the ARB and PNG during sittings</li> <li>-now have 3 to 5 magistrates in sittings</li> </ul>	<ul style="list-style-type: none"> <li>-Peace Officers now present in court</li> <li>-conduct mediations for win-win situation</li> <li>-determine difference between civil and criminal cases</li> <li>-approach defendants in a friendly way</li> <li>-correct court sittings</li> <li>-now have 3 to 5 magistrates to hear cases</li> <li>-improve attendance and punctuality of VCOs</li> <li>-uniforms</li> <li>-change in court fines (increased from K100 to K200) and maximum compensation (increased from K1000 to K2000)</li> </ul>

Peit VC	Tonsu VC	TaonitaTinputz	SelauSuir VC
Interview date: 29/09/15	Interview date: 30/09/15	Interview date: 01/10/15	Visit date: 02/10/15
		-peace officer presence during court sittings	

*"I never really liked to hear cases before because some people questioned where I got trained as a magistrate. Now because I have been trained, I am proud in what I do and am always present at hearings."*<sup>26</sup>

*"The training has taught me what I should do as a Peace Officer so I am now serving my Village Court well. The training increased my knowledge of Village Court processes and given me confidence to perform my duties."*<sup>27</sup>

In 2015, three Village Courts were visited and observed by two VCLMS officers. Using a 'Checklist' (see **Annexure 2.4**), the VCLMS officers have provided their views on record management and forms completed by the Village Courts, the conduct of VC sittings and overall perception of technical abilities of Village Court Officials.

Three court sittings were observed in: Tonsu, Peit and Selau Suir Village Courts. **The VCLMS officers observed that VCOs have demonstrated a good understanding of the Village Courts Act and the village court processes.** They identified some areas for improvements; for example, record keeping, recording of court fines and correctly completing the VC forms and the Case Register. The VCLMS officers also suggested further trainings for VC Clerks, mentoring support and supervision from VC Manager and DVCOs and the need for regular inspections of Village Courts. **Table 4** summarises the observations and comments of VCLMS officers.

**Table 4: Observations and comments of VCLMS Officers (during VC sittings)**

	Peit VC	Tonsu VC	SelauSuir VC
	Visit date: 29/09/15	Visit date: 30/09/15	Visit date: 02/10/15
<b>Record keeping</b>	Clerk was confused in completing the "Action and Result" column of the Case Register, no full court recorded in the Case Register, no records	New Case Register from April 2015, no records for 2013 and 2014, needs improvement, Clerk needs training to correctly	Incorrectly completed Case Register, terms used were not appropriate, the 'result section' of the Case Register did not provide details of mediations and

<sup>26</sup> Comments from a VC Magistrate in the ARB, 2015

<sup>27</sup> Comments from a VC Peace Officer in the ARB, 2015

	Peit VC	Tonsu VC	SelauSuir VC
	Visit date: 29/09/15	Visit date: 30/09/15	Visit date: 02/10/15
	provided for 2014, needs improvement, Clerk needs training	complete the Case Register and VC forms	full court sittings. Clerk needs training to correctly complete the Case Register and VC forms
<b>Village Court Forms (Settlement Order, Court Order, Imprisonment Order)</b>	Needs improvement	Needs improvement	Needs improvement, mediation cases were not issued with Settlement Order, some mistakes observed, used incorrect terminology
<b>Maintaining good record of court fines receipts</b>	Not provided by Clerk for review	Yes – the receipt book showed the amount received	No – receipts were issued upon payment of court fines but no record of receipts from Treasury
<b>Mediation process followed</b>	Yes	Yes	No – mediation cases were not recorded and results of the mediations were not recorded
<b>Village Court sitting started on time</b>	No – due to late arrival of parties concerned. However, all VCOs were on time.	No – due to late arrival of parties concerned. However, all VCOs were on time.	No – due to late arrival of parties concerned. However, all VCOs were on time.
<b>Communication skills and behaviour of VCOs</b>	Excellent in asking questions to explore the stories/situation, very professional and simple to the level required for VCOs, have good humour, VCOs present but not presiding observed quietly but able to tell their colleagues to speak louder if necessary	Excellent communication skills in asking questions and encouraging parties to express more, voice loud and clear, very confident when asking and answering questions, professional and respectful to all parties	Skills of asking questions were good, officials need to speak louder for all parties to hear what they are saying, officials were polite and respectful, officials were confident when hearing cases
<b>Behaviour of the public and relevant parties</b>	General public behaviour was very good and respectful, amazing to see parties agreed before court decision	Parties and general public/observers showed respect to VC by accepting decisions, people were quiet	Few observers, maybe due to sittings conducted in a district building, people were quiet and respected the decisions of the court
<b>Decision making</b>	VCOs implementing their decisions with confidence, by leading the parties to reach agreement is within	Decisions made based on evidence presented, discussed/deliberated on decisions at the end of each case, defendant status was considered before handing	Officials tried to gain views from parties and witnesses before making decisions, VCOs hearing the case were fair to both parties



	Peit VC	Tonsu VC	SelauSuir VC
	Visit date: 29/09/15	Visit date: 30/09/15	Visit date: 02/10/15
	the jurisdiction of the VC Act	the fine/compensation, sound decisions were made in relation VC Act	
<b>Understanding of Village Courts Act</b>	<b>Good</b> (4 out of 5 score)	<b>Good</b> (4 out of 5 score)	<b>Adequate</b> (3 out of 5 score)
<b>Understanding of Village Court processes</b>	<b>Good</b> (4 out of 5 score)	<b>Good</b> (4 out of 5 score)	<b>Adequate</b> (3 out of 5 score)
<b>Understanding of correct process of VC sitting</b>	<b>Good</b> (4 out of 5 score)	<b>Good</b> (4 out of 5 score)	<b>Adequate</b> (3 out of 5 score)
<b>Challenges</b>	Need to understand the relationship with other agencies when making referrals, need further mentoring and support	New VCOs need some mentoring and support, logistical problem such as transport	Some witnesses were not present so the case hearing was deferred
<b>Overall comments from VCLMS Officers</b>	<ul style="list-style-type: none"> <li>• Need mentoring and support from PVCO and DVCOs</li> <li>• Clerks need training on how to correctly complete the Case Register and standard forms,</li> <li>• Quarter Returns training is required to correctly complete the forms, to improve quality of data and to provide timely Quarterly Returns to VCLMS</li> <li>• Supervision and inspections are required to support the VCOs</li> </ul>		

Stakeholders' perceptions were collected in 2014 and 2015, with overall improvements in Village Court processes observed after the training course. Positive comments from stakeholders confirmed the personal assessments provided by VCOs. The highlights are summarised below (see **Table 5**). Stakeholders observed changes in the Village Courts after the training course, for example, less complaints from the community, *"people are more accepting of the VC decisions"*; improved attendance of VCOs; *"3 magistrates hearing cases, previously only 1 or 2 magistrates"*; *"since the payroll they are really motivated"*; *"the Chairman always advises the other VCOs"*; change in sitting arrangements; improvement in reporting; and improvement in the quality of completed Court Order forms.

*"Because many Village Courts solve many minor issues at the village level, most times people go away happy with the decisions made. Village Courts are doing really well."*<sup>28</sup>

**Table 5: Stakeholders' views about the village courts**

<sup>28</sup> Comments from a stakeholder from the Community Auxiliary Policing, 2015

	Stakeholder interviews conducted in 2014	Stakeholder interviews conducted in 2015
<b>Stakeholders (respondents)</b>	District Court, VC Program Manager and DVCOs	District Court, VC Program Manager, DVCO, Community Auxiliary Policing
<b>VCOs level of knowledge and competencies</b>	<b>Partially competent</b> – limited understanding of the VC Act, aware of their roles but not clear about their responsibilities, most officials lack communication and negotiation skills, officials were not familiar with village court processes	<b>Partially competent</b> – most VCOs still lack some skills to analyse the cases, confusion between criminal and civil cases, need to enhance their skills
<b>How the training will help (helped)</b>	Empowerment of VCOs, help VCOs to effectively serve the community, improve knowledge and skills; improve VC operation; assist in ethical decision making	Observed changes due to the training course: motivated VCOs, gained vital knowledge on VC processes, need more time to gain confidence, acquired basic knowledge of VC Act, VCOs feel more capable of carrying out their duties, improved conduct of officials, less cases (appeals) brought to the DC, community received improved services
<b>Supports provided to VCs</b>	Limited support due to lack of time and limited logistical support, provision of forms and stationery; advise and supervision	Partial/limited support provided to VC
<b>Supports needed by VCs</b>	Coaching and mentoring, provide advice, conduct quarterly visits, more trainings, to know more about customary law, work in partnership with DVCOs and other law and justice agencies	Mentoring, training courses
<b>Training opportunities required</b>	Mediation roles/skills, preparation of quarterly returns (reports), training of Clerks, community policing, leadership/ethics	Refresher training course to cover in details some topics in the new manual, e.g. how to compile reports (quarterly returns)

### Summary response to the evaluation questions – Effectiveness (Learning – Level 2)

To what extent have Village Court Officials acquired new knowledge and skills? How were they assessed?

The acquired knowledge and skills of Village Court Officials were assessed through observations of Village Court sittings by VCLMS officers and interviews of training participants and stakeholders. Some scenario-type questions were included in the questionnaires for VCOs. The research found that **Village Court Officials are partially competent (4 out of 5 score)**, with a good understanding of the *Village Courts Act*, good understanding of Village Court processes and good understanding of correct Village Court sittings. Officials interviewed demonstrated an increased knowledge and understanding of the five key topics of the training course (Introduction to Village Court, Ethics, Role of Officials, Communication and Mediation,

and Village Court processes and procedures). Officials still lack some skills to analyse cases and some were not able to recognise criminal cases beyond the Village Court's jurisdiction.

What are training participants doing differently following the training experience? How are training participants applying their knowledge and skills?

**The Officials who participated in the training course were implementing significant changes following the training course. The research found that knowledge and skills learned from the training course are being applied through changes to village court processes.** For example: conducting mediation before full court sitting; completing the Case Register; improving their attendance and punctuality; court sittings to be presided by at least three magistrates; ensuring security of court sittings through the presence of Peace Officers; implementing correct court sittings; raising the ARB and PNG flags; hearings officially opened with a prayer and the chairman's declaration; changes in court fines; and removing charges for mediations. During court sittings, Village Court Officials were observed to be referring to the new VCOs' Manual.

To what extent are Village Court Officials implementing sound decision making practices?

**The Village Court Officials were implementing sound decision making practices;** i.e. hearing evidences from all parties concerned, asking for witnesses' views, implementing decisions with confidence, conferring among magistrates and deliberating the case before making any decisions. All these were confirmed by Village Court Officials as changes that they implemented from what they learned from the training course. These changes were observed and recorded by VCLMS officers.

To what extent is there improved technical ability among Village Court Officials?

Two Village Courts were rated by VCLMS officers as "good (4 out of 5 score)" in their understanding of the *Village Courts Act*, the Village Court processes and sittings. One Village Court was rated "adequate (3 out of 5 score). The three Village Courts were not maintaining any records (no forms or Case Register were provided to VCLMS officers for review) before the training (prior to 2015). The recording of cases and use of forms albeit with some incorrect recording, commenced in 2015, immediately after they received the training course. **Stakeholders from ARB observed less complaints from the community, an indication of improved technical ability and community acceptance of Village Courts' decisions.**

### 3.3 Community Demographics

This section includes the socio-demographic details of respondents who participated in the community perception surveys, to better understand the situation of the ARB community during the 2014 and 2015 surveys.

A total of 300 people were interviewed in 2014, of which six had indicated that they work for the police, the courts, prison services or the ABG. The responses of these six people were excluded in the analysis, hence responses of 294 survey participants (143 men, 151 women) from the ARB were analysed and included in this report.

In 2015, a total of 300 people were interviewed, none had indicated that they work for the police, the courts, prison services or the ABG. The responses of all 300 survey participants (146 men, 154 women) in 2015 were included in this report (see **Annexure 4.1** for respondents by gender).

### *Age of respondents*

In 2014, 16% of respondents were between 18 years and 24 years old, 42% aged 25 to 34 years, 16% were aged 35 to 44 years and 26% were over 45 years old (see **Annexure 4.2**). The 2015 survey captured only 9% of respondents between the age of 18 and 24 years, 36% of respondents aged between 25 and 34 years, 31% were 35 to 44 years old and 24% were over 45 years old. In order to get views across different age groups, interviewers tried to ensure that number of respondents were equally distributed across the different groups, despite difficulties in getting youths to participate in the survey.

### *Marital status*

The highest proportion of respondents were married in 2014 (72%) and 18% were never married (see **Annexure 4.3**). Similarly, 82% of 2015 survey respondents were married and 14% were not married. A small proportion of respondents in 2014 (4.4%) were separated at the time of the survey, with 2.3% in 2015.

### *Education level*

In both 2014 and 2015, the highest proportion of respondents had only Grade 6 education (48% in 2014, 63% in 2015) and Grade 10 education (37% in 2014, 31% in 2015), with very small proportion of those who never went to school (see **Annexure 4.4** for details by gender). The table below shows the education level by year.

**Table 6: Education level of community survey respondents**

	2014 (n=294)	2015 (n=300)
<b>Never went to school</b>	2.0%	0.7%
<b>Primary (Grade 6)</b>	48.3%	63.3%
<b>Secondary (Grade 10)</b>	36.7%	31.0%
<b>Secondary (Grade 12)</b>	5.8%	1.7%
<b>Technical / Vocational</b>	4.8%	1.3%
<b>University / College</b>	2.0%	2.0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

### *Occupational activity*

The highest proportion of 2014 respondents were farming, fishing or gardening for own consumption (34%) or for business (30%). There were only 2% of 2014 respondents who claimed to be unemployed and 12% were full time staying at home for home duties (see **Annexure 4.5** for details by gender). It is worth noting that a shift from farming, fishing or gardening for own consumption to business was reported in 2015.

Those who reported to be unemployed were the young Bougainvilleans, aged 19 to 33 in 2014 and between 21 to 29 years old in 2015.

**Table 7: Occupational activity of community survey respondents**

	2014 (n=294)	2015 (n=300)
<b>Student</b>	2.1%	0.7%
<b>Unemployed</b>	2.1%	3.7%
<b>Home duties, full time staying at home</b>	12.0%	10.0%
<b>Casual paid work</b>	5.5%	0.7%
<b>Farming, fishing, gardening for own consumption</b>	33.9%	10.3%
<b>Farming, fishing, gardening for business</b>	29.5%	50.7%
<b>Full time employment</b>	1.4%	3.0%
<b>Government employee</b>	5.1%	2.0%
<b>Self-employed, own business</b>	3.8%	7.0%
<b>Volunteer</b>	-	7.7%
<b>Church worker</b>	-	2.0%
<b>Other</b>	4.5%	2.3%
<b>No response</b>	0.3%	
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

### *Economic well-being*

Asset and livestock ownerships were collected to provide an indication of economic status of the community in the sample villages. Majority of respondents (82% in 2014, 73% in 2015) stated that the family did not own a car, truck, motorbike, bicycle or boat. Only 10% in 2014 and 17% in 2015

owned a bicycle and 3% owned a boat in 2014, increasing to 6% in 2015 (see **Annexure 4.6** details by gender).

Livestock ownership was average with 51% of respondents (or the family) did not own any livestock, with observed reduction to 49% in 2015. About 25% owned more than one pig in 2014 and 14% owned pigs and poultry. Those who owned pigs in 2015 increased to 28% (see **Annexure 4.7** details by gender).

The asset and livestock ownership data showed a **slight improvement in economic status of the sample villages from 2014 to 2015**, which could be a reflection of overall slight improvement in economic well-being across the ARB.

### 3.4 Community Perceptions about the Village Courts

The community's perceptions about the Village Courts were collected from the two Community Perception Surveys, i.e. before the VCOs' training courses (2014 survey) and after the VCOs' training courses (2015 survey). The intention of the surveys is to determine the extent of perceived satisfaction in services provided by the village courts and how the Village Court is being used to resolve community conflict. **Only 19% of the 300 respondents in 2015 confirmed that they were also interviewed during the 2014 survey.**

Almost all respondents interviewed in both years were aware that they have Village Courts in their community (93% in 2014 and 100% in 2015). About 77% of respondents confirmed that they know the function of the Village Courts in 2014 (93% in 2015) and 67% had anything to do with the Village Courts in 2014. The contact with Village Courts increased in 2015, when 93% of respondents who had anything to do with the Village Courts in 2015 and 50% in the past 6 months.

Law and order issues including disputes were resolved within the family but in most cases were referred to the chief or community elders. Having community gatherings or meetings were often used as a way of resolving law and order problems. In 2014, about 84% of survey respondents indicated that law and order problems were resolved through the village chiefs or elders, with only 55% of respondents stated that problems were referred to the Village Courts. Some changes were reported in 2015, with 90% of respondents who thought that problems were resolved through the chiefs or elders and **83% of respondents who believed that problems were resolved through the Village Courts**. When asked "*who they contact first when they have law and order problem*" in 2015, around 57% of respondents contacted the Village Courts, 38% also contacted their village chief or elders and 21% indicated that they talked to their relatives first (see **Annexure 4.14** for details by gender).

The surveys were able to capture views of complainants, defendants and their relatives providing a balanced views of the community in regards to services provided by the Village Courts. **Table 8** describes the respondents' involvements with the Village Courts.

**Table 8: Community survey respondents' nature of involvement with the Village Courts**

	2014 (n=197)	2015 (n=280)
Complainants	23.4%	35.4%
Relative of complainants	8.1%	17.1%
Friends or neighbours of complainants	1.5%	1.4%
Defendants	31.0%	20.0%
Relative of defendants	7.6%	10.4%
Friends or neighbours of defendants	1.0%	1.1%
General observers during VC sitting	23.9%	14.3%
Witnesses	2.0%	0.4%

Survey respondents were asked about the most recent cases or problems they presented to the Village Courts (see **Table 9**). Respondents reported an increase in cases relating to *adultery* (by 10 percentage points), *alcohol, drugs or homebrew issues* (by 10 percentage points)<sup>29</sup>; *unwanted pregnancies or early marriage* (by 9 percentage points); *swearing and false accusation* (by 9 percentage points); *sorcery issues* (by 6 percentage points); *domestic violence* (by 2 percentage points); and *rape, sexual violence* (by 1 percentage point). The reported decrease in cases relates to *land disputes* (decreased by 6 percentage points); *dispute over property* (decreased by 4 percentage points); *stealing, robbery; murder; marital problems; and fighting* all decreased by 1 percentage point.

The nature of cases indicates how the Village Courts are being used by the community. In 2014, a wide range of problems were handled by the Village Courts, corresponding to both civil and criminal cases and minor conflicts between individuals. Some survey respondents indicated that minor problems resolved by the Village Courts prevented further escalation of conflicts between parties.

**Table 9: Cases dealt with by Village Courts in the ARB**

	2014 (n=197)	2015 (n=280)
Adultery	11.9%	22.1%
Land disputes	19.2%	12.9%
Alcohol, drugs or homebrew related issues	6.2%	16.1%
Unwanted pregnancies, early marriage	6.2%	15.4%

<sup>29</sup> Alcohol or drug related crime was on the top of the list of crime most frequently perceived in the local area in 2004 and 2005, from the Community Crime Survey conducted in Buka and Arawa.

Swearing, gossiping, false accusation	4.7%	13.9%
Stealing, robbery, break and enter	15.0%	13.6%
Accusation of practicing sorcery, sorcery related disputes	3.1%	9.3%
Rape, sexual assault/harassment (including attempted)	3.1%	4.3%
Domestic violence	0.5%	2.5%
Marital problems (arguments, separation, child custody)	5.2%	3.9%
Fighting, assault, bashing	7.3%	6.4%
Dispute over property, damage to property e.g. livestock, crops	10.9%	6.4%
Murder, killing (including attempted)	4.1%	2.9%

Note: multiple responses provided

It is worth noting that the training manual outlines the list of “**offences the courts are NOT allowed to hear**”:

- Rape
- Using drugs
- Incest
- Armed robbery
- Ownership of land
- Murder
- Illegal sale of alcohol
- Arson
- Gambling
- Motor vehicle offences or accidents

Respondents who were in contact with the Village Courts (193 in 2014 and 280 in 2015) were asked about their perception of satisfaction with the Village Courts. The percentage of respondents satisfied with how the Village Courts handled their matter had slightly decreased from 63% in 2014 to 55% in 2015. Those who were satisfied<sup>30</sup> with the decisions of the Village Courts have Respondents were also asked whether the Village Courts were doing a good job. In 2014, 61% of those in contact with the Village Courts stated that *the Village Courts are doing a good job*. The percentage of respondents who had confidence in their Village Court Officials has decreased from 56% in 2014 to 40% in 2015 (see **Annexures 4.19 to 4.22**).

As previously discussed, only 19% of 2015 survey respondents confirmed that they were also interviewed during the 2014 survey. The exclusion of these respondents in the analysis does not change the overall satisfaction level.

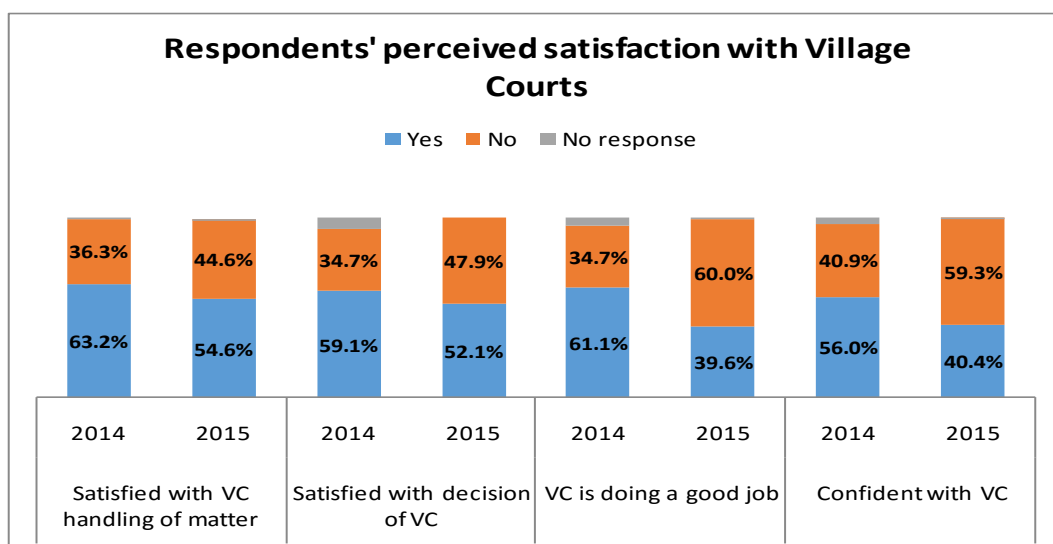
<sup>30</sup> To provide context in regards to perceived satisfaction with Village Courts, a survey of national courts in Bangladesh in 2013 reported that 47% of court users were satisfied with their national court services.



Further analysis of survey responses revealed the factors associated with the community's perceived satisfaction with the Village Courts, as follows:

More likely to be satisfied with VC	Less likely to be satisfied with VC
Male	Female
55 years old and over	
Self-employed or involve in farming, fishing, gardening for business	Those on home duties, staying at home as usual occupation
Technical or University graduate	
General observer, friends or neighbour of defendant/complainant	Complainants (Village Court users/clients)
Defendants or relative of defendants	
Decision to compensate & payments received	Presented rape or sexual assault case (90%)
Matter referred to the police, District Court or Land Mediator	Case dismissed, not solved or still pending
Cases relating to unwanted pregnancies, swearing, stealing or land dispute	Long period of waiting time for decision to be determined by VC

The satisfaction with the Village Courts differs between locations and was consistent with the above mentioned factors. Respondents from villages covered by Tsitalato VC (Buka District) and Selau VC (Selau Suir District) were less likely to be satisfied with their Village Courts, i.e. 34% of respondents satisfied with Tsitalato VC and 49% of respondents satisfied with Selau VC. The highest percentage - 76% of respondents from Arawa District were satisfied with Torau Village Court. The same pattern were observed in regards to the satisfaction with Village Courts' decisions; i.e. highest percentage of respondents satisfied with Torau VC decisions (71%) and lowest percentage for Tsitalato VC (30%) and Selau VC (49%). Further analysis of data revealed that the most number of rape cases were reported in Tsitalato VC and Selau VC. The respondents' dissatisfaction were also explained by the high percentage of cases unresolved, pending, not actioned, or dismissed. When the two Village Courts (Tsitalato and Selau) were removed from the analysis, the percentage of respondents satisfied with the Village Courts was about the same from 2014 to 2015.



The following main reasons were given by respondents on why they “are or are not satisfied with the Village Courts”.

**Table 10: Main reasons behind perceptions of satisfaction with Village Courts, 2015**

Satisfied with the Village Courts	Not satisfied with the Village Courts
Decisions in favour of respondent	Decisions not in favour of respondent (25% of complainants)
Matter was dealt with quickly, case resolved quickly	Waiting for too long for decisions or to settle the disputes (12% of complainants)
Compensation was paid	Case settled but complainants have not received the agreed compensation
Case settled, decisions acceptable	-VC not following-up on decisions/payments (6% of complainants, 17% of defendants) <sup>31</sup> -Case dropped, no action (20% of complainants, 12% of defendants)
Favourable outcome, the decision was fair	-Unfair decision (36% of complainants) -48% of defendants believed that the officials were biased in making their decisions
Happy with the mediation process and problem was dealt with traditionally	

<sup>31</sup> It was confirmed by VCLMS Officers involved in this research that it is not possible for the Village Courts to monitor all settlements. They are only expected to follow-up/take action any non-compliance of settlements brought forward to their attention by the complainants.

Satisfied with the Village Courts	Not satisfied with the Village Courts
That decisions and intervention by the Village Court has prevented more troubles from happening in the village	
Village Court Officials helped in resolving problems	

Survey respondents in contact with the Village Courts were concerned about **waiting times** (how long it take for the Village Courts to resolve their problems); **perception of bias**; and **compensation** (settlement acceptable to all and compensation payments received by complainants).

There are a number of factors that can influence an individual’s perception, including changes they observed – resulting in either a positive or negative reaction to services provided by the Village Courts. **Table 11** provides some examples of comments made by survey respondents in contact with the Village Courts in the past six months (April to September 2015) regarding changes they observed in the Village Courts.

**Table 11: Examples of comments from people in contact with the Village Courts in the past 6 months (April to September 2015)**

Positive comments	Negative comments
<i>“I see them attending the court on time unlike before. In the past, they say to hold court on this time but they never turn up”</i>	<i>“Village Court needs major changes if we want to control law and order in the community, they need to be trained about laws, the law and order agencies are not cooperating to fight law and order problems”</i>
<i>“They are trying their best even if there are ups and down in their work”</i>	<i>“They are not actively taking part in solving crimes in the village. They wait for people to bring forward their problems to them. They should be carrying out awareness to the people”</i>
<i>“They respond quickly to problems in the village and try to solve it as quickly as possible. And there are no more commission paid to them, unlike in the past”</i>	<i>“They are not being used in the village, most problems are solved by the chiefs”</i>

Positive comments	Negative comments
<i>"There is a drop in marijuana used by the youths in our village because the female magistrate confronts the youth regarding this issue"</i>	
<i>"Law and order problems are decreasing simply reflects the efforts and the work that the village court officials are doing"</i>	
<i>"The main difference I observed in the last 6 months is now they carry out awareness in the village, to prevent people in the village from doing illegal things in the village"</i>	

Some people's understanding and expectations of the function of the Village Courts could be different from the legislated roles and responsibilities of Village Court Officials. In 2014 (before the VCOs' Training Course), the Village Courts were hearing all sorts of cases (from murder, rape, to minor conflicts). **After the training course, VCOs are now more aware of their legislated roles, the VCOs confirmed that they are now declining to proceed or hear cases that they believe are not in accordance with the *Village Courts Act*.** For example, some villagers were not happy that the Village Courts are not addressing alcohol and drug issues, or when cases were not heard; or when the *"Village Courts only tried to solve problems presented to them and not actively taking part in solving crimes"*. In 2014, 23% of respondents reported that they *are not familiar with the function of the Village Court*, and 7% in 2015 confirmed that they *are not familiar with the function of the Village Court*. Unfortunately, the surveys were not designed to measure the community's level (or extent) of understanding of the role of the Village Courts.

Community awareness<sup>32</sup> regarding the roles and responsibilities of the Village Courts will improve the people's understanding not only of the laws but also of how the Village Courts operate, hence could improve the level of satisfaction to services and improve confidence in the Village Court Officials. It is recommended to closely monitor the community satisfaction with Village Courts over medium to long term.

#### Summary response to the evaluation questions

To what extent is there community confidence in the Village Court and its officials?

<sup>32</sup> The Law and Justice Sector in ARB conducted three "road shows" in 2015 to raise awareness of law and justice services available to the community.

**Slightly more than half of respondents from two out of six locations had confidence in their Village Court Officials.** In 2015, 40% of survey respondents had confidence in the Village Courts, reduced from 56% in 2014. The reasons provided by respondents for negative perceptions were mainly due to: delays in settlement of cases; perceived bias when decisions were not in favour of respondents; compensations not received or amount was considered to be unacceptable; and officials not following-up on compensations to be paid. The level of confidence can be affected by different factors, including community awareness on the legislated roles and responsibilities of the Village Court Officials.

To what extent does the community perceive satisfaction in services provided by Village Courts?

**Over 62% of respondents from four out of six locations were satisfied with the services provided by their Village Courts.** In 2015, 55% of respondents were satisfied with the Village Courts (from 63% in 2014), 52% of respondents were satisfied with Village Courts' decisions (from 59% in 2014). The reasons provided by respondents for negative perceptions were mainly due to: delays in settlement of cases; perceived bias when decisions were not in favour of respondents; compensations not received or amount considered to be unacceptable; and officials not following-up on compensations to be paid. The level of satisfaction can be affected by different factors, including community awareness on the legislated roles and responsibilities of the Village Court Officials. **Stakeholders' comments were contrary to the communities' perceptions, when they observed less number of appeals or complaints presented to the District Courts, which they believed as an indication of satisfaction with Village Courts' decisions.**

To what extent are Village Courts being used to resolve community conflict?

Despite some complaints from some respondents, **there were evidence of increased use of the Village Courts to resolve community conflicts.** In 2014, about 84% of survey respondents reported that law and order problems were resolved through the village chiefs or elders, with 55% of respondents who mentioned the Village Courts. **During the 2015 survey, 83% of respondents reported that problems were resolved through the Village Courts.** In the absence of recorded number of cases dealt with by sample Village Courts, the analysis was focused on cases identified by survey respondents. In 2015, majority of cases dealt with by the Village Courts were associated with *adultery, land dispute, alcohol, drugs or homebrew related issues, unwanted pregnancies, swearing, and stealing.*

### 3.5 Impact of the Training

**The research found that the majority of training participants understood their roles and responsibilities as Village Court Officials and they are applying the knowledge and skills they learned from the training course.** When presented with scenarios of possible cases during the 2015 interviews, 92% of participants were able to correctly describe what they will do with a civil case, and the process of mediation before conducting a full court sitting. However, there were some Village Court Officials (30%) who were not able to convey that criminal cases such as sexual assault or rape should be referred to the police. The 2015 results were consistent with the training participants' views on their understanding of the *Village Courts Act* in 2014, i.e. 61% *understood the Village Courts Act* after the training course.

From the 2014 community survey, two rape cases (one of a two year old and one raped by two men) were both referred by the Village Courts to the police. The two cases were handled by the National Courts in Buka and Arawa, with all accused now serving jail sentences. In 2015, none of the 10 reported rape or sexual assault cases were brought to the police. All 10 cases, except for two still pending (respondents still waiting for VC action or hearing), were settled through compensations.

Village Court Officials interviewed in 2015 were asked about their perceptions of the effect of the training. The research found that Village Court Officials were very motivated (average of 2.8 out of high score of 3) and very confident (average of 2.9 out of high score of 3) due to the training course (see **Table 12**). All VCOs who participated in the training program understood their roles and responsibilities as Village Court Officials, and 92% believed that they gained knowledge of the mediation process. VCOs believed that the community was satisfied with the VC services.

**Table 12: VC Officials' personal assessments, from interviews conducted in 2015**

	2015	Notes
Understands role of VCOs	100%	% of VCOs
Knowledge of mediation process	92%	% of VCOs
Knows that criminal cases are outside of VC jurisdiction	70%	% of VCOs
Extent of motivation	2.8	Score: 1-not motivated to 3- very motivated
Confident due to the training	2.9	Score: 1-not confident to 3- very confident
Understands the Village Courts Act	2.4	Score: 1-no to 3- yes
Community is satisfied with VC services	2.7	Score: 1-not satisfied to 3- very satisfied

Stakeholders such as District Village Court Officers and the ARB's VC Manager confirmed that limited support were provided to Village Court Officials due to limited resources and logistical issues. Village Court Officials interviewed in 2015 raised the same issues discussed in 2014 regarding supports needed by the Village Courts (see page 11).

**Stakeholders believed that *partial knowledge* were acquired during the training**, of which VCOs have been putting into practice. **Table 3** (see page 16) highlighted some of the major changes implemented by the Village Courts due to the training course. Stakeholders also believed that Village Court Officials are now well respected and gained more confident in undertaking their roles and responsibilities.

**Table 13: Stakeholders' comments about the village courts and the village court training**

Stakeholders' interviews conducted in 2015	
<b>Changes observed in the past 6 months</b>	<i>VCOs feel more responsible after the cut down of number of VCs from 96 to 46, now working together, less appeals received at District Court, improved attendance, 3 Magistrates now hearing cases (previously only 1 or 2 magistrates), some VCs are now submitting their reports, improved mediation process (less cases to full court)</i>
<b>Level of service</b>	<b>Very competent</b> - <i>ensured peace in the community, people are now using village courts more than before, serve the community, community happy with VC decisions</i>
<b>Acquired knowledge from the training</b>	<b>Partial</b> – <i>"VCOs are putting into practice what they learned, only advise required from District Court when VCOs are in doubt, some topics were only briefly covered since new manual covered too many topics over short timeframe"</i>
<b>Sound decision making practices</b>	<i>Previously there were many complaints from the people regarding decisions, now there aren't many complaints, less appeals to the District Court</i>
<b>Comments on the new training manual and the VCO training</b>	<i>The training manual should be translated into Tok Pisin, VC Act needs to be presented in a way that is easily understood, some topics were not fully covered due to limited timeframe (too many topics over short period), need to involve District Court Magistrates or MS in the training or to do some presentations/sessions, new VCOs trained should be sworn in to fully exercise their duties, training has encouraged VCOs to do better in delivering their duties</i>
<b>Other comments</b>	<i>There should be criteria for VCO selection, VCOs must be kept updated on recent changes to laws</i>

*"The training enlightened my mind on law and order issues and how to conduct myself as VCO. It has also made me understand my role as a VCO. It has also made me fearful of getting into trouble myself. I am now living a good life, away from trouble. It helped build my character."*<sup>33</sup>

*"The training changed me to be a better person. It helped me and encouraged me. I am also willing to share the knowledge I gained with others."*<sup>34</sup>

### Summary response to the evaluation questions – Impact (Behaviour – Level 3)

To what extent are the training participants applying their learning to support improved service delivery? Village Court Officials were observed to be putting into practice what they have learned from the training. The Officials who attended the trainings are performing their duties in accordance with their legislated roles (see comments from stakeholders - Table 5 and Table 13 and VCLMS officers - Table 4).

<sup>33</sup> Comments from a VC Magistrate in the ARB, 2015

<sup>34</sup> Comments from a VC Peace Officer in the ARB, 2015

Village Court Officials who attended the trainings were rated **partially competent** in regards to the acquired knowledge and level of service provided. Some VCOs believed that they have not fully understood the *Village Courts Act*, some were assessed to be unaware of criminal cases to be referred to the police for example.

To what extent are Village Court Officials motivated to perform their duties?

**Village Court Officials who attended the trainings gained confidence and are very motivated to perform their duties to a high standard.** Those who attended the trainings reported some positive change in behaviour as a community member and as a community leader. They now consider themselves as *“a role model in their community and are very proud”* of their role as Village Court Officials. In addition to the training opportunity, VCOs indicated that receiving uniforms and inclusion in the new government payroll system have contributed to their motivation to perform their duties.

To what extent are officials not supported in the delivery of their duties?

**District Village Court Officers and the ARB’s VC Manager confirmed that they provided some support albeit logistical and resource constraints.** As much as possible, the District Courts are providing advice to Village Court Officials. All stakeholders consulted raised the following support needed by VCOs: more trainings to Village Court Officials, mentoring and supervision to enhance the knowledge they gained from the training.

To what extent are there changes in attitudes among Village Court Officials?

Researchers and stakeholders provided the following comments: *“Village Court Officials were very helpful during this research”; “during the court sittings they were respectful and soft spoken”; “they are always present at weekly court sittings”; “they are now punctual”; “attendance and performance improved”; “they are more confident”; “they now communicate well”*. The observations were supported by claims made during the Village Court Officials’ interviews in 2015 – that **Village Court Officials who participated in the training course have demonstrated some encouraging changes in attitudes in the delivery of their duties, as a community leader and towards the improvement of Village Court services.**

### 3.6 Sustainability

Changes implemented by Village Court Officials who participated in the training aimed to improve the services that they provide to the community. The results of the training were determined from observed changes (by the community and stakeholders) and reported by the training participants. **It may still be too early to understand and evaluate the sustainability and impact of the VCO training program, after one year of implementation. However, the information collected during the research indicated that the training program is on track in contributing to the achievement of the intermediate outcome objective of “Village Courts delivering equitable and effective services”.**

The changes implemented by Village Court Officials who participated in the training courses are summarised in **Table 14**. The reported changes were based on what they learned during the training course. Officials were observed to be using the new VCO Training Manual during court sittings. There were challenges identified by VCOs, for example, when VC decisions were being questioned, when parties were not adhering to court summons, police not working or not



supporting VCOs, when defendants were not attending court hearings, and keeping good records of cases or correctly completing forms.

**Table 14: Training participants' views on changes in the Village Court, 2015**

	Peit VC	Tonsu VC	Taonita Tinputz	Selau Suir VC
	Interview date: 29/09/15	Interview date: 30/09/15	Interview date: 01/10/15	Visit date: 02/10/15
<b>Personal gains from the training</b>	<ul style="list-style-type: none"> <li>-believed to be given power to enforce law</li> <li>-now fearful of getting into trouble</li> <li>-helped build character</li> <li>-learned how to hear cases</li> <li>-more confident</li> </ul>	<ul style="list-style-type: none"> <li>-gained trust and respect from community</li> <li>-gained knowledge and skills in mediation</li> <li>-now encouraged to do VC work</li> <li>-now willing to share knowledge</li> <li>-able to provide good leadership</li> <li>-provided confidence</li> </ul>	<ul style="list-style-type: none"> <li>-helped to see the importance of the VC</li> <li>-able to mediate and bring conflicting parties back to peace</li> <li>-clarity on what VC can do and what they can't do</li> <li>-gained confidence</li> <li>-know how to do my work better</li> </ul>	<ul style="list-style-type: none"> <li>-increased knowledge of VC processes</li> <li>-given confidence to perform duties</li> <li>-learned how to approach defendants</li> <li>-learned gender equality</li> <li>-learned about maintaining peace in the community</li> </ul>
<b>Changes implemented after the training</b>	<ul style="list-style-type: none"> <li>-conducted mediation before full court sittings</li> <li>-wearing uniforms to court</li> <li>-improved VCOs attendance</li> <li>-disarming people during court sittings</li> <li>-proper way of serving court order</li> <li>-from 1 magistrate to 3 magistrates hearing cases in full court</li> <li>-court adjourns for short break to deliberate cases</li> <li>-not to charge fines/fees for mediation</li> </ul>	<ul style="list-style-type: none"> <li>-now completing the Case Register and quarterly returns</li> <li>-do mediation first before full court sitting</li> <li>-judge the penalty accordingly</li> <li>-more commitments from VCOs</li> <li>-refer to the new VC Manual when in doubt</li> <li>-Magistrates withdraws if parties are relatives</li> <li>-all 5 magistrates hear cases</li> </ul>	<ul style="list-style-type: none"> <li>-wearing uniforms</li> <li>-improved attendance and punctuality of VCOs</li> <li>-that Clerk can advise magistrates</li> <li>-leading by example</li> <li>-conduct mediation (in villages) before going to full court in Tinputz station</li> <li>-implement proper sitting arrangement</li> <li>-VC sittings opened with prayer and chairman declares sitting is open</li> </ul>	<ul style="list-style-type: none"> <li>-Peace Officers now present in court</li> <li>-conduct mediation for win-win situation</li> <li>-determine difference between civil and criminal cases</li> <li>-approach defendants in a friendly way</li> <li>-correct court sitting</li> <li>-3 to 5 magistrates to hear cases</li> <li>-conduct mediation before full court</li> <li>-improve attendance and punctuality of VCOs</li> </ul>

	Peit VC	Tonsu VC	Taonita Tinputz	Selau Suir VC
	Interview date: 29/09/15	Interview date: 30/09/15	Interview date: 01/10/15	Visit date: 02/10/15
		<ul style="list-style-type: none"> <li>-change in people's attitude</li> <li>-attendance and punctuality of VCOs</li> </ul>	<ul style="list-style-type: none"> <li>-raise the flags of ARB and PNG at sitting</li> <li>-3 to 5 magistrates in court sittings</li> <li>-peace officer keep watch over court process</li> </ul>	<ul style="list-style-type: none"> <li>-uniforms</li> <li>-change in court fines (increased from K100 to K200) and maximum compensation (increased from K1000 to K2000)</li> </ul>
<b>Challenges</b>	<ul style="list-style-type: none"> <li>-people criticised VCOs' work</li> <li>-people complaining about VCOs on payroll</li> <li>-making defendants to attend to court</li> <li>-VCOs on different locations, difficulty of communication/meeting</li> <li>-VC asked to pay for use of areas for VC sittings</li> </ul>	<ul style="list-style-type: none"> <li>-transport, VCOs moving between villages</li> <li>-more workload</li> <li>-uniforms</li> <li>-no office for VCOs</li> </ul>	<ul style="list-style-type: none"> <li>-parties not adhering to court summons, VCOs have to walk miles to get them</li> <li>-when parties have heated arguments in court</li> <li>-communications between VCOs</li> <li>-correctly completing VC forms</li> <li>-transportation</li> <li>-police not working with or not supporting VCOs</li> </ul>	<ul style="list-style-type: none"> <li>-when people are not satisfied with decisions in full court and appeal to district court</li> <li>-transport to carry out summons and court orders</li> <li>-police not working or not supporting VCOs</li> <li>-defendants not attending court</li> </ul>
<b>Other comments</b>	<ul style="list-style-type: none"> <li>-need specific training for clerks, completing forms and quarterly report</li> <li>-VCOs has to move from village to village to hear cases, hence cases take time to complete</li> </ul>	<ul style="list-style-type: none"> <li>-VCOs must always be informed regarding changes to the laws</li> <li>-training for clerks</li> <li>-VCOs to conduct community awareness about new laws and roles of VCOs</li> </ul>	<ul style="list-style-type: none"> <li>-VCLMS and PALJP staff need to do more visits to the VCs</li> <li>-need specific training for clerks</li> <li>-consider refresher course</li> </ul>	<ul style="list-style-type: none"> <li>-specific training for clerks</li> <li>-need for community awareness about changes in VC and VC processes</li> </ul>

The community survey respondents and law and justice stakeholders identified the following strengths of the Village Courts:

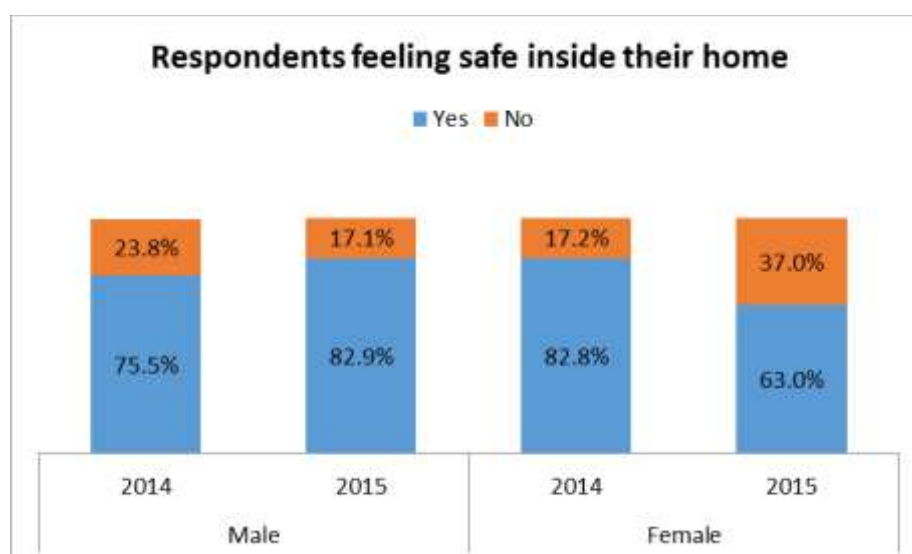
- Village Courts maintain, enforce or uphold law and justice in the community, carry out awareness and uphold community policing;
- solve problems at village level through traditional ways or using existing customs; and
- able to immediately respond to community members in settling disputes or problems.

Survey respondents also reported that the most important things that the Village Courts are doing for community safety are:

- maintaining peace and order;
- appointing volunteers to undertake community watch/patrol;
- providing security, for example community policing; and
- conducting community awareness.

### *Perceptions of safety and crime level*

Community survey respondents from the ARB were also asked about their perceptions of crime and safety in their community. This section summarised the perceptions of 2014 respondents (294 people) in comparison with the 2015 survey (300 people).

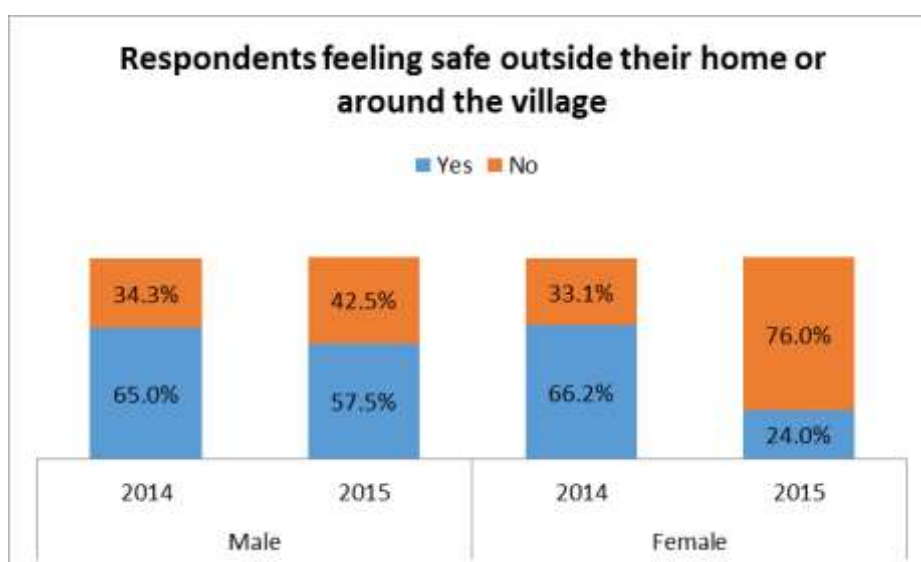


**There were 73% of ARB respondents who felt safe and secure inside their home in 2015**, a slight reduction from 79% of respondents who felt safe inside their home in 2014<sup>35</sup>, but a considerable improvement from 70% of people who reported feeling safe in Buka (2005 Community Crime Survey) and 31% of people who reported feeling safe in Arawa (2005 Community Crime Survey).

<sup>35</sup> Community Crime Survey respondents who felt safe: 50% in Goroka (2011), 53% in Kainantu (2011), 47% in Mt Hagen (2011), 67% in NCD (2010), 56% in Lae (2008).

Less women reported feeling safe inside their home in 2015 (63%) compared with over 82% of men (see figure above). Within a year, the percentage of men who felt safe increased from 75% in 2014 to 82.8% in 2015. On the hand, the percentage of women who felt safe decreased from over 82% in 2014 to 63% in 2015.

**There were 40% of ARB respondents who felt safe and secure outside their home or around the village in 2015**, a reduction from 66% in 2014. A very low percentage of women felt safe around the village in 2015 (24%) compared with over 57% of men (see figure below). Twenty four percent of women felt safe in 2015, a reduction from 66% in 2014. More than half of women respondents from Tsitalato VC (Buka District) felt safe around the village. The low number of women who felt safe around the village were from 3 locations: only 8% felt safe around the village from Lato VC (Bana District), 12% of women from Rau VC (Wakunai) and 12% of women from Selau VC (Selau Suir District).



Survey respondents from 6 villages in the ARB were also asked to identify reasons for feeling insecure. In 2015, the top four main reasons provided by female respondents for “*not feeling safe and secure*” were:

- Drugs, alcohol and homebrew related issues/crime
- Family arguments
- Land issues
- Criminal activities or law and order problems

Those who reported feeling safe (mostly male respondents) identified their reasons for feeling safe due to: the presence of relatives or family members; being a long term residence or familiarity within the village; and elders maintaining peace in the community.

The following are likely factors associated with feeling of insecurity.

Less likely to feel safe outside the home or around the village:

- Female
- Grade 6 or Grade 10
- Home duties
- Full time employment
- Presented rape cases
- Presented the following cases: alcohol and drug, stealing, sorcery related problem, land dispute and criminal activities.

When asked about their perceptions of crime, all respondents believed that “***there are crime problems in their community***” (93% in 2014, 100% in 2015). The percentage of people who felt the crime problem in their community was either *very large or large* increased from 49% in 2014 to 82% in 2015. Those who thought that the crime problem was *very large* decreased from 20% to 14%.

**Table 15: Perceived level of crime problem in the community**

	2014 (n=294)	2015 (n=300)
Not large	44.9%	17.0%
Large	28.8%	67.7%
Very large	20.2%	14.0%
Don't know	1.0%	-
No response	5.1%	1.3%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

Survey respondents were asked about their perceptions of the *top three law and order problems* occurring in their community. **Table 16** shows the range of responses. In both years, majority of respondents (over 90%) identified *drugs, alcohol and homebrew* as one of their top three law and order problems, followed by *stealing, theft or robbery*. It is worth noting that *adultery, swearing, unwanted pregnancies, and alcohol, drug and homebrew issues* were the leading problems presented to Village Court Officials in 2015. The perceived law and order issues are consistent with the type of cases presented to the Village Courts (see **Table 9** above, page 24). Majority of survey respondents were in contact with the Village Courts as complainants or defendants, hence their perceptions of law and order issues were most likely to be related to the most recent law and order problems or experiences they had. This could be the reasons for change in perceptions, e.g. murder ranked 5<sup>th</sup> in 2014 to 10<sup>th</sup> in 2015. The research found that there were eight *murder* cases presented to the Village Courts in 2014, while in 2015 respondents reported two cases of *murder* and two cases of *attempted murder*.

**Table 16: Perceived law and order issues (top 10)**

Rank	2014	2015
1	Drugs, alcohol and homebrew problems	Drug, alcohol and homebrew problems
2	Stealing, theft, robbery	Stealing, theft, robbery
3	Fighting, physical assault	Land dispute
4	Rape, sexual assault	Adultery
5	Murder, killing	Swearing, gossiping, arguments
6	Adultery	Fighting, physical assault
7	Land dispute	Rape, sexual assault
8	Property damage	Sorcery related problems
9	Sorcery related problems	Family arguments
10	Domestic violence	Murder, killing

When survey respondents were asked about the main causes of their top three law and order issues, the consumption of *drugs, alcohol and homebrew* was prominent in their responses. In addition to the top five causes of law and order problems described by survey respondents (**Table 17**), the research found that:

- A very small number of respondents (3 in 2014 and 2 in 2015) indicated the *lack of police presence or ineffective community policing*. Similarly, a very small number of respondents indicated the *lack of law and order services* as the cause of problems.
- 19 respondents in 2014 associated the *crisis* as the cause of law and order problems, however none mentioned the *crisis* during the 2015 survey.
- Majority of respondents blamed the youths.

**Table 17: Main causes of law and order problems (top 5)**

2014	2015
Consumption of drug, alcohol and homebrew	Consumption of drug, alcohol and homebrew

Unemployment, economic issues	Lack of discipline, behaviour & attitude
Laziness, people are idle	Land dispute
Lack of discipline, behaviour & attitude	Unemployment, economic issues
Outside influence	Family problems

### Summary response to the evaluation questions – Sustainability (Results – Level 4)

#### What has changed in the Village Court as a result of the training?

In 2015, Village Court Officials who participated in the training course implemented some major changes as a result of the training. The research found that the changes are consistent with the Official's legislated roles and in accordance with the Village Court procedures and standards. **If maintained and further supported, the changes will contribute to effective delivery of VC services**, e.g. more mediations conducted before full court sittings, implementing sound decision-making processes, consistent and improved record keeping and reporting, improved VCOs' punctuality and attendance, maintaining VCOs' motivation and confidence, and commanding respect from the community.

#### To what extent has the acquired new knowledge of VCOs contributed to delivering equitable and effective service?

Although still early to determine if the acquired new knowledge has contributed to Village Courts' delivering equitable and effective services, the research found that due to the training course, **Village Courts are on track to contributing to improved delivery of equitable and effective service**. The District Court in Buka confirmed that after the training course they observed less appeals or complaints regarding Village Courts' decisions. The percentage of respondents who thought that the Village Courts were involved in solving community problems increased from 55% in 2014 to 83% in 2015. **More people are now accessing services provided by the Village Courts.**

#### To what extent does the community perceive improvements in safety and security?

**From 2005 to 2015, the law and justice sector in the ARB managed to "improve community safety, stability and crime prevention". The substantial increase in the "percentage of people who felt safe" is a major achievement for the law and justice sector in the ARB and the ABG; i.e. from 31% of people from Arawa who felt safe in 2005 to 84% of people from Torau (Arawa District) who felt safe inside their home in 2015. Likewise, the percentage of Buka people who felt safe increased from 70% in 2005 to 78% in 2015.** There was no improvement in the communities' perceived safety and security between 2014 and 2015, a short period which could be affected by fluctuations and circumstances happening within the community. The results or impact of the training on safety and security cannot be realised within a year after the training course. The perceived safety and security collected in 2014 and 2015 can be used as a baseline to assess the impact of the training and the new law and justice program (JSS4D) four years after the program. It can also be argued that the more people are aware of what crime is and issues such as domestic violence and family and sexual violence, the more likely they say there are crime problems and that they are feeling unsafe due to these problems.

## 4. Implications of the Evaluation

The findings and analysis of information generated from this one year research were summarised in a diagram (see page 40). The *Issues Diagram* presented the major issues identified from the research, i.e. the common issues raised by the three study groups; (1) the Village Court Officials, (2) the Law and Justice Stakeholders and (3) the Community.

The people of the ARB including the law and justice stakeholders recognised the important role of the Village Courts in maintaining peace and harmony within the community. The PNG Government also recognised the Village Courts through increased VCO allowances and inclusion of VCOs in the government's payroll system. The VCOs' allowances and the provision of uniforms, in addition to an opportunity to be trained under the new VCO Training Course, were the factors for increased motivation of VCOs. Due to the training course, Village Court Officials and stakeholders believed that the community are now more respectful of VCOs. After the training course, stakeholders commented that decisions made by VCOs were acceptable to conflicting parties, when less complaints were received by stakeholders (DVCOs, and the District Court).

The community is aware of the VC training courses held and survey respondents have associated the trainings with the positive changes they observed with the Village Courts. Village Court Officials and stakeholders believed that specific trainings such as Clerk's trainings will be needed. Some of the trained VCOs (estimate of about 30%) were not confident of their understanding of the *Village Courts Act*.

The Village Court Officials who participated in the new VC training course were found to be highly motivated and showed confidence in performing their roles and responsibilities. The commitments of these Village Court Officials were identified by both the community and stakeholders as one of the strengths of the Village Court. To sustain the VCOs' motivation and commitment, Village Court Officials will need continuing support from the VC Manager, DVCOs, the ABG and the VCLMS – to further enhance what VCOs have learned from the training.

The preliminary findings of the evaluation were presented to the law and justice sector in the ARB on 10 November 2015 in Buka. The presentation was attended by DVCOs, VC trainers, a representative (First Secretary) of the Minister Department of Justice, Police and Corrections, the Senior Provincial Magistrate, the Commander of Beikut Correctional Institution, the Village Court Program Manager and representatives from the ABG Department of Justice, Police and Corrections. The group confirmed the following law and order issues in the ARB:

- Alcohol, drugs and homebrew
- Stealing, fighting, assault, bashing
- Disputes relating to damage to property
- Gossiping, swearing
- Land disputes
- Sexual assault, rape
- Corruption



- Murder
- Illegal possession of firearms

Except for the last item, illegal possession of firearms, all the other law and order problems identified by the group who attended the 10 November 2015 presentation were the same issues raised by the community. The participants identified the following causes of law and order problems in the ARB, confirming the main causes identified by the community:

- Unemployment
- Lack of education
- Population increase
- Due to the crisis
- Disputes
- Broken marriages
- No awareness programs in the community

The participants of the 10 November 2015 presentation, provided some possible explanations to the results of the research and suggestions for future actions.

- **Enforcement of VC orders:** The enforcement of VC orders is not the responsibility of VCOs. The lack of enforcement of Village Court orders by police officers will contribute to people's dissatisfaction of the Village Court, mainly due to lack of community awareness on who is responsible for enforcing the VC orders.
- **Community policing:** The lack of clarity on the role of Community Auxiliary Police (CAPs) vis-a-vis Village Court Officials, and understanding of their respective roles by the community. An example was provided, of which CAPs in one of the village were being paid to conduct hearing of cases – similar to VC hearing. There was a query during the discussion on the possible role of CAPs in enforcing VC orders. It should be noted that there are 335 active CAPs in the ARB<sup>36</sup>, spread across all districts.
- **Firearms:** The existence of firearms in some areas within ARB are affecting the community's feeling of safety and security. An example was also provided, of a Village Court not responding to complaints against individuals known to be keeping firearms.
- **Violence against women:** Participants believed that women fear being beaten if they reported their problems to the Village Court or the police. There were many cases of men charged to compensate women, but the men refused to compensate or ignored the VC order. The participants highlighted the importance of now having female VCOs. They can assist in creating awareness, if not directly addressing this issue.
- **Incidence of crime:** The perceptions of survey participants are affected by most recent crime incidences within the village. It was observed by law and justice officials that many illegal activities associated with increased alcohol or drug consumption occurs when there is an increase in available cash through cash crops.
- **Supervision and mentoring support:** VC trainers believed that the VCO training session relating to *Village Courts Act* and relevant/new laws should be delivered by District Court Magistrates. The supervision and mentoring of VCOs can be provided during District Court

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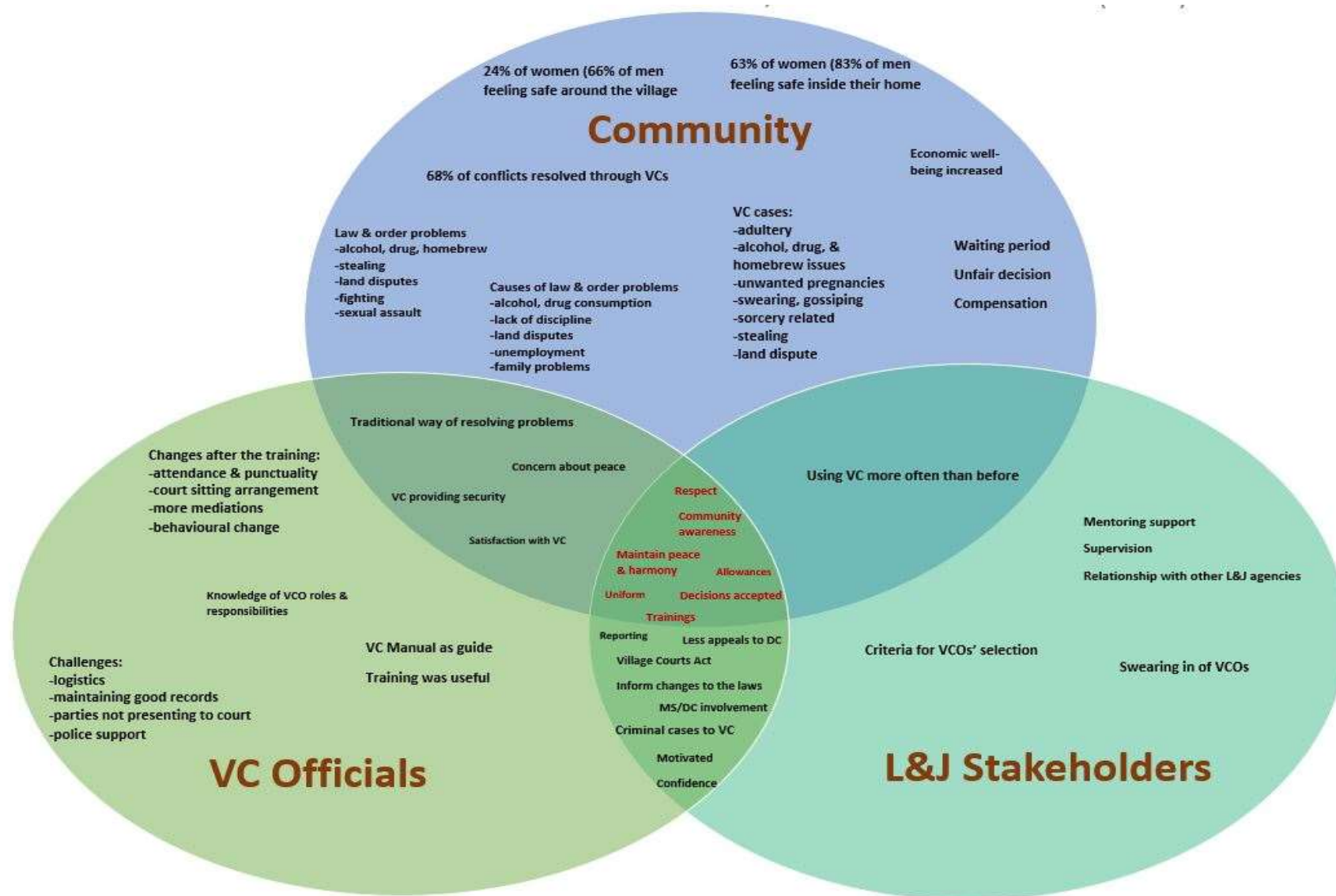
<sup>36</sup> Source: summary table provided by the New Zealand Police, distribution of active CAPs by district, Oct 2015

circuits. Improving the relationship and having regular contacts between VCOs and DVCOs were suggested by participants.

### *What have we learned from this research?*

- Although time consuming and resource intensive for PALJP-TP and the specifically for the M&E Team, the direct involvement of the PALJP-TP team in design, data collection and in-house analysis produced a much better results in terms of analytical requirements of the evaluation and how much details can be included in the report. It also allows for learning opportunities for those involved in the research, e.g. DVCOs (collecting information through focus group discussions), PALJP-TP researchers (conducting interviews, data collection, survey methodology) and VCLMS staff (conducting interviews, observing VC sittings, data collection, developing questionnaires).
- The questionnaires were found to be adequate. However, the inclusion of possible pre-coded responses in some of the questions (2015 questionnaire only) has diminished the recording of actual comments made by respondents.
- Some questions or instructions in the Focus Group Discussion protocols were not correctly followed or completed by trainers.
- The collection of views from participants before and after the training was challenging. In most cases, the focus group sessions have to be conducted outside of the designated five days of the training course.
- The number of days (5 days) allocated to observe Village Court sittings and assess the VC process and VCOs was found to be insufficient time to observe 5 VC sittings. Most Village Courts conduct their sittings between Monday and Wednesday.
- The Village Court Officials appreciate the one-on-one interviews and the visits. There were comments such as *“you should be visiting us more often”*.
- It is important to ensure early engagement with the relevant agencies and stakeholders.
- The research methodology can be replicated in other provinces.
- The ARB communities and Village Court Officials were very honest when expressing their views or perceptions during the research.
- Researchers did not receive any complaints or negative comments about the survey/visits from survey respondents or in general from the ARB community.
- During the data collection phase, the number of cases dealt with by Village Courts in the ARB, by type of cases, and by year were not available. The inclusion of this information in the research will determine how Village Courts are being used in resolving community conflicts.

## Issues Diagram



## 5. Recommendations

Informing the recommendations are the findings from the four levels of assessments: reaction of participants, learning (effectiveness), behaviour (impact) and results (sustainability). The *Issues Diagram* outlining the “common issues” raised by the three study groups; (1) the Village Court Officials, (2) the Law and Justice Stakeholders and (3) the Community provided a way of focusing and prioritising the recommendations. The training materials were found to be sufficient and relevant to the purpose of the VCO Training Course, hence no recommended major change to the VCO training package and the VCO Training Course.

The recommendations specific to the ARB are summarised below. National level recommendations are presented in the Summary of Findings (Volume 1 of the Evaluation Report) some of which may also be applicable to the ARB.

Recommendations – Autonomous Region of Bougainville	Action By	Proposed timing
65. Continue with the training of VCOs using the new training package, to achieve 100% of Bougainville VCOs trained by 2017	DPCSJ (ABG), VCLMS and JSS4D (GoA)	By end of 2018
66. Conduct refresher training of VC Trainers, using the Tok Pisin training package	DPCSJ (ABG) and JSS4D (GoA)	By end of 2017
67. Distribute Tok Pisin version of the VCO Manual to VCs trained in 2014 and 2015.	DPCSJ (ABG) supported by JSS4D (GoA)	By end of 2017
68. Engage District Court Magistrates or Senior Provincial Magistrate to conduct the VCO training session on the <i>Village Courts Act</i> , difference between criminal cases and civil cases, and cases that can be taken by Village Courts	DPCSJ (ABG), JSS4D (GoA) and SPM (MS)	By end of 2016
69. Develop strategy on how to improve the understanding of the <i>Village Courts Act</i> (including criminal and civil cases) of VCOs trained in 2014 and 2015	DPCSJ (ABG)	By end of 2016
70. Conduct training of VC Clerks	VCLMS supported by JSS4D (GoA)	2017 onwards
71. Ensure that regular supply of standard VC forms, receipts and stationery are provided to all Village Courts	DPCSJ	From mid-2016 onward
72. Work with VCLMS in streamlining the reporting of VC Quarterly Returns, for timely and quality submission of Quarterly Returns from DPCSJ to VCLMS	DPCSJ and VCLMS	By end of 2016
73. Maintain a database of VC information, consistent with the VCLMS Quarterly Returns and VCLMS database	DPCSJ and VCLMS	2016 onwards
74. Collect VC performance indicators (including training statistics and VC case statistics) and provide regular	DPCSJ	From mid-2016 onwards

Recommendations – Autonomous Region of Bougainville	Action By	Proposed timing
reports to the ABG Law and Justice Working Group and the Minister		
75. In collaboration with VCLMS, train DVCOs on how to conduct VC inspection, develop timetable for regular VC inspection and conduct VC inspection using the VCLMS approved inspection form	DPCSJ and VCLMS	2017 onwards
76. Develop annual timetable of VC visits by VC Program Manager and DVCOs, then implement and monitor the timetable. Use the regular visits to review the Case Register, review receipts and forms, mentor and supervise VCOs, observe VC sittings, conduct refresher training and further develop VCOs' understanding of VC processes.	DPCSJ	From mid-2016 onwards
77. <u>This may be applicable to some Village Courts only.</u> Discuss with VCOs and develop strategy to address long waiting times (from the time when a case was recorded to settlement) during mediation or full court hearing. DVCOs should determine which Village Courts have backlog of cases. Conduct an assessment if there are backlog of cases due to reduced number of Village Courts.	DPCSJ, DVCOs and VCOs	2017
78. Conduct targeted community awareness sessions or roadshows, in conjunction with Village Court Officials, regarding the roles of VCOs, the function of VCs, the processes of VCs and the <i>Village Courts Act</i> , and role of CAPs/police in enforcing VC orders. Support more roadshows to other locations not visited in 2015.	DPCSJ (ABG) and the Law and Justice Sector Working Group, supported by JSS4D (GoA)	2016 to 2017
79. Develop a strategy with BPS to improve the enforcement of VC orders and BPS support to Village Courts.	DPCSJ (ABG) and BPS	2016
80. Work with CAP and NZP in clarifying the roles of CAP and VCOs and include the outcome of this in the community awareness roadshows	DPCSJ (ABG), BPS and NZP	2017
81. Develop a strategy to address alcohol and drug-related crimes	DPCSJ and Law and Justice Working Group	By end of 2016
82. Incorporate FSV awareness in community roadshows and other trainings. Develop a strategy to address FSV issues, gender inequality and to improve women's safety.	DPCSJ and Law and Justice Working Group	2016 onwards
83. Develop a strategy to address youth-related law and order issues.	DPCSJ and Law and Justice Working Group	By end of 2016
84. Develop medium term plan for future surveys and M&E strategy consistent with the MTD, including performance measures such as 'community satisfaction with VC services', 'levels of crime' and 'feelings of safety'.	DPCSJ and Law and Justice Working	By end of 2016

Recommendations – Autonomous Region of Bougainville	Action By	Proposed timing
	Group, supported by JSS4D (GoA)	

## 6. Annexures

## Annexure 1 – Village Courts Training - Program Logic

	Outcomes	Assumptions	Performance Questions
<b>LONGER TERM OUTCOMES</b>	Community safety, stability and crime prevention improved in priority provinces and the ARB	That improved agency service delivery leads to improved community safety, stability and crime prevention in priority provinces and the ARB.	To what extent do women, men, boys and girls experience improved safety, stability and crime prevention?
<b>INTERMEDIATE OUTCOMES</b>	Village Courts deliver equitable and effective service in priority locations	That training of VC officials will contribute to ensuring delivery of equitable and effective service in priority locations	<p>-To what extent has the acquired new knowledge of VCOs contributed to delivering equitable and effective services?</p> <p>-To what extent are there changes in attitude among VC Officials?</p> <p>-To what extent does the community perceive improvements in safety and security?</p>
	<p>-Village Court Officials who have participated in trainings are performing their duties more effectively in accordance with their legislated roles and standards (procedures?)</p> <p>-Village Court Officials are applying an appropriate range of skills, techniques and decisions in performing their duties</p>	That Community Leaders and community have trust and confidence in their Village Courts.	<p>-To what extent are VC Officials applying their knowledge and skills?</p> <p>-To what extent are VC Officials implementing sound decision making practices?</p> <p>-To what extent is there improved technical ability among Village Court Officials?</p>
	<p>Village Court Officials have increased knowledge and understanding of the following topics:</p> <ul style="list-style-type: none"> <li>• Introduction to VC</li> <li>• Ethics</li> <li>• Role of officials</li> <li>• Communication and Mediation</li> <li>• VC processes and procedures</li> </ul>	-That training delivered was of high quality, suitable and conducted by skilled trainers.	<p>-To what extent have VC Officials acquired new knowledge and skills?</p> <p>-How were they assessed?</p>
	Village Court Officials want to perform their duties to a high standard and have increased confidence to perform their duties	-That PVCO and DVCO are encouraged to provide supports to VCs.	To what extent are VC Officials motivated to perform their duties?

	Outcomes	Assumptions	Performance Questions
		-That other life matters or external factors are not preventing VC Officials from effectively performing their duties.	To what extent are officials not supported in the delivery of their duties?
	Increased community confidence in VC decision making	-That VCOs are applying knowledge that they gained and are making decisions within their mandate. -That people will respect the decisions of the VCOs. -That decisions and judgements made by VCs are followed.	-To what extent are there community confidence in the VC and its Officials? -To what extent does the community perceive satisfaction in services provided by VCs? -To what extent are VCs being used to resolve community conflict?
<b>IMMEDIATE OUTCOMES</b>	Post training survey (evaluation 6 months after the training) of VCOs and community	That community is willing to participate in the survey	
<b>ACTIVITIES</b>	<ul style="list-style-type: none"> <li>Use same survey design, methodology and questionnaire developed for the baseline survey</li> </ul>	That the same research team used in the baseline survey are available and have appropriate skills	(Use performance questions under Intermediate Outcomes)
	High quality training is conducted for targeted number of Village Courts	That planning for delivery of training/workshop is adequately resourced	-How many VC Officials (men and women) have been trained in what knowledge areas? -Where did the training take place? -Who provided the training? -How did they deliver the training? -What level were the participants?
	Relevant training materials (presentations) are developed	That people developing the materials have appropriate skills	Are materials of the quality it needs to be?
	Baseline survey of VCOs and community <ul style="list-style-type: none"> <li>Appropriate survey design, methodology and questionnaires developed</li> </ul>	That research team members selected to conduct the survey have appropriate skills	Has survey plan been prepared?



	Outcomes	Assumptions	Performance Questions
	<ul style="list-style-type: none"> <li>Baseline survey conducted by September</li> </ul>	That community are willing to participate in the survey	
<b>GETTING READY</b>  <b>Laying the foundation</b>	-Appropriate research team members (e.g. enumerators or sub-contractor) are selected to conduct the surveys	That appropriate research team (interviewer, technical advisers) are available to conduct the survey	How are interviewers selected?
	-Appropriate training service providers are contracted for the VC training		
	Sufficient budget allocated for the training and surveys	That proposals are being prepared and submitted and supported with adequate appropriations	What is the budget allocated for the survey?  (K100,000 to support both baseline and post training surveys)
	Engagement with VCs, provincial administration and VC Secretariat	That relevant stakeholders are informed and will support the survey	How were stakeholders engaged?

## Annexure 2 – Questionnaires and Focus Group Discussion Protocols

### 2.1 FOCUS GROUP PROTOCOL – BEFORE THE START OF THE TRAINING (PRE-TRAINING SURVEY 2014)

The original protocol was provided to Provincial Trainers following information session / focus group training with the PALJP-TP Monitoring & Evaluation Team. The protocol includes suggested outline of the focus group discussion, how to conduct the focus group and TokPisin translation under each English questions. Butcher papers were prepared in advance with the following questions.

*Participants were provided with sticky labels numbered 1, 2 and 3 (or colour coded labels) and after reading one question at a time participants were invited to stick the numbered label corresponding to how they feel, their views or response to the question.*

Responses: 1- Totally agree (Yes)      2- Neutral (Maybe)      3- Disagree (No)

1. I understand the purpose of the training.
2. I was provided with good information (date/venue/time) before the training.
3. I want to attend this training.
4. The training will be useful and relevant to my work in the Village Court.
5. I understand my role as a Village Court Official.  
I understand the role of the District and Provincial administrations of the Village Court.  
I understand the role of the Village Court Secretariat.
6. I understand the Village Courts Act.  
I know the rules of the Village Court.
7. I understand the correct process in hearing a complaint.  
I understand the correct process of settlement order.
8. I understand the importance of keeping records and using the required forms.  
I send reports to the Village Court Secretariat and/or District.
9. I serve the community in my role as a Village Court Official.  
I act honestly as a Village Court Official.  
I respect all those I dealt with.
10. I use negotiation skills and conflict resolution skills.  
I have good communication skills.
11. I receive support from District officials.  
I receive support from Provincial officials.

*Participants were invited to express their views on the following questions, while Trainers write the answers on butcher papers.*

12. What do you expect to learn during this training?
13. How will the training help you?
14. What do you think are the views of the community that you serve?

## 2.2 FOCUS GROUP PROTOCOL – AFTER THE TRAINING (POST-TRAINING SURVEY 2014)

The original protocol was provided to Provincial Trainers following information session / focus group training with the PALJP-TP Monitoring & Evaluation Team. The protocol includes suggested outline of the focus group discussion, how to conduct the focus group and TokPisin translation under each English questions. Butcher papers were prepared in advance with the following questions.

*Participants were provided with sticky labels numbered 1, 2 and 3 (or colour coded labels) and after reading one question at a time participants were invited to stick the numbered label corresponding to how they feel, their views or response to the question.*

Responses: 1- Totally agree (Yes)      2- Neutral (Maybe)      3- Disagree (No)

1. The training was relevant to my work as a Village Court Official.
2. The teaching method was easy to understand.  
The teaching method helped me to learn a lot.
3. Day 1 (role of VCOs, hearing claims and procedures) was useful.
4. Day 2 (processes & procedures of courts, penalties and court orders) was useful.
5. Day 3 (appeals, joint sittings, inspections and communication skills) was useful.
6. Day 4 (ethics, joint sittings, inspections and communication skills) was useful.
7. Day 5 (Moot Court) was useful.
8. I understand my role as a Village Court Official.  
I understand the role of the District and Provincial administrations of the Village Court.  
I understand the role of the Village Court Secretariat.
9. I understand the Village Courts Act.  
I know the rules of the Village Court.
10. I understand the correct process in hearing a complaint.  
I understand the correct process of settlement order.
11. I understand the importance of keeping records and using the required forms.  
I send reports to the Village Court Secretariat and/or District.
12. I serve the community in my role as a Village Court Official.  
I act honestly as a Village Court Official.  
I respect all those I dealt with.
13. I use negotiation skills and conflict resolution skills.  
I have good communication skills.

*Participants were invited to express their views on the following questions, while Trainers write the answers on butcher papers.*

14. How will the training help you? What do you plan to do after the training?
15. What type of support you will need so you can use the skills and knowledge that you learn from this training?
16. General comments about the training

## 2.3 VILLAGE COURT OFFICIALS QUESTIONNAIRE 2015

The following list of questions during the Village Court Official's one-on-one interview conducted by PALJP researchers.

- |  |  |
|--|--|
| -Interviewer   | -Province/District                         |
| -Date of interview                                       | -Name of Village Court                     |
| -Location of interview                                   | -Position in the Village Court             |
| -Name of Interviewee (Village Court Official)            | -Number of years as Village Court Official |
| -Gender  | -Age                                       |
| -Highest education level                                 |  |
| -Any other work or activity outside of the Village Court |  |
1. What is your role/function in the Village Court? Please describe what you do as a Village Court Official
  2. Do you serve your community outside the VC process?
  3. In the past 6 months after the training, has your VC submitted reports to either the: (a) VCLMS; (b) PVCO/DVCO; (c) Other
  4. Have you attended the training using the new VC Manual?
  5. When did you attend the training?
  6. Does your Village Court have a copy of the new VC Manual?
  7. Do you have access to the new Manual?
  8. What are the benefits to the Village Court from your participation in the training?
  9. What do you think you have personally gained by attending the Village Court training?
  10. What important topics can you recall from the training?
  11. Which of the above topics you mentioned help you the most in undertaking your role and responsibilities as a Village Court Official? How are you applying what you have learned?
  12. What have you done differently in the past 6 months as a VCO as a result of the training?
  13. To what extent are you motivated to perform your duties and responsibilities?
  14. What challenges have you encountered when applying what you have learned during the training?
  15. In the past 6 months after the training, was there any change in the Village Court process?

*Please describe what you will do when the following disputes are presented to you as a Village Court Official*

16. Anna from your village accused Jack of taking the bananas from her backyard. Jack argued that it was supposed to be payment for when he repaired Anna's fence.
17. Nancy from another village informed you that two men from your village have sexually assaulted her daughter. Her daughter is able to identify the two men.
18. Mr San informed you that he saw his neighbour selling drugs in his house. He got suspicious when there are always young people and outsiders coming in and out of the compound.
19. John told you that his daughter was kicked and punched by her husband last night because she was late in coming home and there was no cooked food in the house. She went to John and does not want to go back to her husband. Her husband is now looking for her.

*Please provide one example of a recent case or incident when your Village Court applied or used the following*

20. Settlement Order
21. Imprisonment Order
22. Court Order
23. Preventive Order

*Overall comments and self-assessment*

24. Because of the training, I am now more confident in doing what is required of me as a VCO
25. I understand the Village Courts Act and the correct processes of the Village Court
26. The community we serve is satisfied with the services we provide
27. In what way have you or the Village Court contributed to maintaining peace and harmony in your community?

28. Please provide your overall comment on how worthwhile it was for you and for the Village Court Officials to attend the training course

## 2.4 OBSERVATION CHECKLIST – VILLAGE COURT SITTING 2015

The Checklist was designed to be completed by a member of a team of observers (1 male, 1 female) senior officers appointed by the VCLMS Executive Director. This is not an inspection but a guide used by the team while observing the operation and conduct of the Village Court sittings in sample villages. Below is the list of topics, this is not the original format of the checklist.

1. Date of visit / observation
2. Name of observer
3. Province
4. Village Court name
5. LLG
6. District
7. Village Court's case register sighted
8. Case register (last 6 months) – entries are in order, register completed correctly
9. Case register (Jan-June 2014 or late 2013) – entries are in order, register completed correctly
10. Case register for the past 6 months indicates that “mediation process” was followed before court sittings
11. Record of Settlement Order Forms sighted – entries are in order, forms completed correctly
12. Record of Imprisonment Order Forms sighted – entries are in order, forms completed correctly
13. Record of Court Order Forms sighted – entries are in order, forms completed correctly
14. Record of Preventive Forms sighted – entries are in order, forms completed correctly
15. VC maintaining good record of court fines receipts – entries are in order, receipts kept and there are financial records
16. Total number of VC Officials present – Number of Magistrates, Number of Clerks, Number of Peace Officers
17. Village Court Officials wearing uniforms
18. Description of location where Village Court is sitting
19. Village Court session starts on time
20. Who opened the session, who speaks first at the start of the sitting?
21. At least one of the officials taking note during the sitting
22. How many cases were heard during the specific VC sitting observed?
23. Brief description of cases heard and decisions made or resolutions
24. All parties concerned are present during the hearing and VC heard statements from all parties
25. Provide comments on observed communication skills of VC Officials
26. Provide comments on observed behaviour of VC Officials
27. Provide comments on observed behaviour of those involved in the case and the general public
28. To what extent are VCOs implementing sound decision making practices?
29. Provide assessment on conduct of VC sitting
30. Provide assessment on decisions made by VC sitting
31. How long does it take for one VC sitting? Time VC sitting starts and time ends
32. Assessment of VCOs understanding of Village Courts Act
33. Assessment of VCOs understanding of the VC processes
34. Assessment of VCOs understanding of the correct process of conducting a hearing of VC sitting
35. Provide comments on challenges and issues the VCs are having when applying what they learned during the training
36. Overall comments and assessment

## 2.5 STAKEHOLDERS QUESTIONNAIRE 2014

The following is the list of background information and questions taken from the original Stakeholders Questionnaire 2014 used by the M&E Team.

-Interviewer	-Province/District
-Date of interview	-Position Title
-Location of interview	-Agency
-Name of interviewee	-Primary function of job
-Contact details	-Date when started with agency

1. Were you involved in the development of materials, the development of VC Manual, planning of the training and selection of VC and VCOs to be trained?
2. How did you select Village Courts or VCOs for this training?
3. What is the purpose of training VCOs, why have you selected the VCs identified?
4. What do you think is the level of knowledge and competencies of VCOs that you will train or currently training or the Village Court Officials in your area? – their understanding of the Village Courts Act, their responsibilities and respective role as Village Court Officials?
5. What do you think is the level of skills of Village Court Officials that you will train or currently training in your area, in regards to negotiation skills, conflict resolution and communication skills?
6. What do you think is the level of knowledge of VCOs that you will train or currently training in your area, in regards to VC processes, proper recording and reporting?
7. What do you think will be gained out of this training program?
8. How will the training help the Village Court and the VCOs? How will it help you? How will it help the community?
9. Do you provide support to the Village Court, the VCOs?
10. Do you think the Village Court Officials need support?
11. What do you think are the views of the community that the Village Court serves?
12. Do you have plans to continue the training after PALJP Transition Program, after 2015? Will you use the same training materials?
13. What additional training opportunities would you identify for Village Court Officials?
14. In what ways are you supporting or encouraging VCOs to improve skills and knowledge?

## 2.6 STAKEHOLDERS QUESTIONNAIRE 2015

The following is the list of background information and questions taken from the original Stakeholders Questionnaire 2015 used by the M&E Team.

-Interviewer	-Province/District
-Date of interview	-Position Title
-Location of interview	-Agency
-Name of interviewee	-Contact details
-Gender	

1. Have you been in contact with any of the Village Court Officials?
2. In the past 6 months, was there any change you observed from Village Court Officials?
3. In the past 6 months, was there any change you observed from the Village Courts (for example hearings, sittings, court orders and VC reporting)?
4. What do you think are the causes of the changes you observed?
5. What do you think the VC Officials have personally gained by attending the Village Court training?
6. What do you think is the level of knowledge and competencies of VCOs after they have gone through the training using the new VC Manual?
7. After the training, what do you think is the level of confidence of VCOs, in regards to doing what is required of them?
8. After the training (or in the past 6 months) to what extent are VCOs motivated to perform their duties?
9. What do you think is the level of service provided to the community by the Village Courts?
10. To what extent are the acquired knowledge from the training contributed to delivering effective and equitable services?
11. Do Village Courts contribute to maintaining peace and harmony in your community?
12. In what way does the training help the Village Court and the VCOs? How did it help you? How did it help the community?
13. To what extent are Village Courts implementing sound decision making practices?
14. To what extent is there improved technical ability among VCOs e.g. understanding of the laws and processes of the Village Court?
15. To what extent are Village Court Officials being supported in the delivery of their duties?
16. What do you think are the views of the community that the Village Court serves?
17. To what extent are Village Courts being used to resolve community conflict?
18. Are you aware if reports are being received from Village Courts? Has the quality of reporting improved in the last 6 months?
19. Do you have any comments in regards to the content of the Village Courts training and how the Village Court trainings were conducted?
20. Please provide your overall comment on how worthwhile it was for Village Court Officials to attend the training course

## 2.7 COMMUNITY PERCEPTION SURVEY - 2014

The original 2014 questionnaire (with TokPisin translation) was provided to Anglo Pacific Research Ltd following the training of Anglo's research team (survey interviewers) conducted by PALJP-TP's M&E Team. The questionnaire was pilot tested in Vabukori Village in Port Moresby South.

- Interviewer Name
- Village Court Reference Name
- Location (Village/Ward)
- Date

1. Do you work for the police, the courts, prison services or provincial administration? (If YES, discontinue the interview)
2. How old are you?
3. Gender
4. Marital status
5. Highest level of education completed
6. What best describes your main occupational activity? What kind of work do you do most of the time?
7. Do you or anyone in the family you live with own a (list of vehicles)
8. Do you or the family you live with own any livestock?
9. Do you feel safe and secure inside your home and home compound?
10. Please describe why or why not.
11. Do you feel safe and secure outside your home, around the village?
12. Please describe why or why not.
13. Are there crime problems in your community?
14. How big do you think the crime problem is in your community?
15. What are the three major law and order or crime problems that you believe are affecting your community?
16. What do you think are the main causes of these problems?
17. How does your community resolve these problems?
18. Who are those involved in solving these problems or community issues?
19. Who (position in community/work) do you contact first when you have a law and order problem that involves your family that you would like to resolve?
20. Who do you think your community, village members or neighbours contact first when they have a law and order problem in your community?
21. Do you know if you have a Village Court in your community?
22. Do you know the function of the Village Court in your community?
23. Have you had anything to do with the Village Court?
24. What best describes your involvement with the Village Court?
25. Please describe the most recent matter you were involved in a case dealt with by the Village Court.
26. How far is the Village Court from your home?
27. Were you satisfied with how the Village Court handled your matter?
28. Please describe why or why not
29. Were you satisfied with the decisions of the Village Court?
30. Please describe why or why not.
31. Do you think the Village Court is doing a good job?
32. Please describe why or why not.
33. Are you confident with your Village Court Officials?
34. Please describe why or why not.
35. What are the strengths you see in the Village Court providing services to your community?
36. What do you think are the most important things the Village Court are doing for community safety?



## 2.8 COMMUNITY PERCEPTION SURVEY - 2015

The original 2015 questionnaire (with TokPisin translation) was provided to Anglo Pacific Research Ltd following a briefing session with the company directors and supervisors.

Interviewer Name

Village Court Reference Name

Location (Village/Ward)

Date

1. Do you work for the police, the courts, prison services or provincial administration? (If YES, discontinue the interview)
2. How old are you?
3. Have you been interviewed last year by our group in regards to your views on Village Courts?
4. Gender
5. Marital status
6. Highest level of education completed
7. What best describes your main occupational activity? What kind of work do you do most of the time?
8. Do you or anyone in the family you live with own a (list of vehicles)
9. Do you or the family you live with own any livestock?
10. Do you feel safe and secure inside your home and home compound?
11. Please describe why or why not.
12. Do you feel safe and secure outside your home, around the village?
13. Please describe why or why not.
14. Are there crime problems in your community?
15. How big do you think the crime problem is in your community?
16. What are the three major law and order or crime problems that you believe are affecting your community?
17. What do you think are the main causes of these problems?
18. How does your community resolve these problems?
19. Who are those involved in solving these problems or community issues?
20. Who (position in community/work) do you contact first when you have a law and order problem that involve your family that you would like to resolve?
21. Who do you think your community, village members or neighbours contact first when they have a law and order problem in your community?
22. Do you know if you have a Village Court in your community?
23. Do you know the function of the Village Court in your community?
24. Have you had anything to do with the Village Court in the past 6-7 months?
25. Have you ever had anything to do with the Village Court (not necessarily for the past 6-7 months), sometimes last year?
26. What best describes your involvement with the Village Court?
27. Please describe the most recent matter you were involved in a case dealt with by the Village Court.
28. How far is the Village Court from your home?
29. Were you satisfied with how the Village Court handled your matter?
30. Please describe why or why not
31. Were you satisfied with the decisions of the Village Court?
32. Please describe why or why not.
33. Do you think the Village Court is doing a good job?
34. Please describe why or why not.
35. Are you confident with your Village Court Officials?
36. Please describe why or why not.
37. What are the strengths you see in the Village Court providing services to your community?
38. What do you think are the most important things the Village Court are doing for community safety?

39. Have you observed or noticed any difference with the Village Court and Village Court Officials in the past 6 months?
40. What differences or changes have you observed? Please describe.

### Annexure 3 – Views of Training Participants

#### 3.1 TRAINING PARTICIPANTS' VIEWS BEFORE AND AFTER THE TRAINING

Training participants' responses to the statements (percentage over total number of participants) <sup>37</sup>		Before the training	After the training
<b>I understand the purpose of the training</b>	Totally agree	39%	-
	Neutral	55%	-
	Disagree	6%	-
<b>I was provided with good information before the training</b>	Totally agree	99%	-
	Neutral	1%	-
	Disagree	0%	-
<b>I wanted to attend this training</b>	Totally agree	99%	-
	Neutral	1%	-
	Disagree	0%	-
<b>The training will be useful and relevant to my work in the Village Court</b>	Totally agree	52%	98%
	Neutral	37%	2%
	Disagree	11%	0%
<b>I understand my role as a Village Court Official</b>	Totally agree	20%	82%
	Neutral	33%	15%
	Disagree	48%	3%
<b>I understand the role of the District and Provincials administrations of the Village Court</b>	Totally agree	15%	51%
	Neutral	13%	38%
	Disagree	73%	11%
<b>I understand the role of the Village Court Secretariat</b>	Totally agree	60%	14%

<sup>37</sup> Interpretation of results – a higher percentage of “totally agree” *after the training* in comparison with *before the training* is desirable.

Training participants' responses to the statements (percentage over total number of participants) <sup>37</sup>		Before the training	After the training
	Neutral	10%	57%
	Disagree	30%	30%
<b>I understand the Village Courts Act</b>	Totally agree	2%	61%
	Neutral	62%	28%
	Disagree	36%	11%
<b>I know the rules of the Village Court</b>	Totally agree	5%	70%
	Neutral	51%	22%
	Disagree	44%	8%
<b>I understand the correct process in hearing a complaint</b>	Totally agree	8%	68%
	Neutral	38%	29%
	Disagree	55%	3%
<b>I understand the correct process of settlement order</b>	Totally agree	45%	55%
	Neutral	38%	33%
	Disagree	17%	13%
<b>I understand the importance of keeping records and using the required forms</b>	Totally agree	19%	61%
	Neutral	64%	36%
	Disagree	17%	2%
<b>I send reports to the Village Court Secretariat and/or the District</b>	Totally agree	0%	-
	Neutral	59%	-
	Disagree	41%	-
<b>I serve the community in my role as a Village Court Official</b>	Totally agree	11%	82%
	Neutral	45%	16%
	Disagree	44%	2%
<b>I act honestly as a Village Court Official</b>	Totally agree	4%	33%

Training participants' responses to the statements (percentage over total number of participants) <sup>37</sup>		Before the training	After the training
	Neutral	81%	58%
	Disagree	15%	9%
<b>I respect all those I deal with</b>	Totally agree	8%	49%
	Neutral	46%	41%
	Disagree	46%	10%
<b>I use negotiation skills and conflict resolution skills</b>	Totally agree	2%	74%
	Neutral	19%	22%
	Disagree	79%	4%
<b>I have good communication skills</b>	Totally agree	68%	29%
	Neutral	6%	69%
	Disagree	26%	2%
<b>I receive support from District Officials</b>	Totally agree	39%	-
	Neutral	42%	-
	Disagree	19%	-
<b>I receive support from Provincial Officials</b>	Totally agree	8%	-
	Neutral	20%	-
	Disagree	73%	-
<b>The teaching method was easy to understand</b>	Totally agree	-	76%
	Neutral	-	18%
	Disagree	-	6%
<b>The teaching method helped me learn a lot</b>	Totally agree	-	71%
	Neutral	-	19%
	Disagree	-	10%
<b>Day 1 (role of VCOs, hearing claims and procedures) was useful</b>	Totally agree	-	76%

Training participants' responses to the statements (percentage over total number of participants) <sup>37</sup>		Before the training	After the training
	Neutral	-	19%
	Disagree	-	5%
<b>Day 2 (processes &amp; procedures of courts, penalties and court orders) was useful</b>	Totally agree	-	85%
	Neutral	-	13%
	Disagree	-	2%
<b>Day 3 (appeals, joint sittings, inspections and communication skills ) was useful</b>	Totally agree	-	93%
	Neutral	-	7%
	Disagree	-	0%
<b>Day 4 (ethics, leadership, corruption, gender, FSV) was useful</b>	Totally agree	-	93%
	Neutral	-	6%
	Disagree	-	1%
<b>Day 5 (Moot Court) was useful</b>	Totally agree	-	84%
	Neutral	-	13%
	Disagree	-	3%

## Annexure 4 – Summary Tables, Community Perception Surveys 2014 and 2015

### 4.1 SURVEY RESPONDENTS BY GENDER

	Gender		Total
	Male	Female	
2014 (n=294)	48.6%	51.4%	100.0%
2015 (n=300)	48.7%	51.3%	100.0%

### 4.2 SURVEY RESPONDENTS BY AGE GROUP

Age group	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
18 to 24	15.4%	17.2%	16.3%	5.5%	12.3%	9.0%
25 to 34	42.0%	41.7%	41.8%	43.2%	29.9%	36.3%
35 to 44	14.0%	17.2%	15.6%	31.5%	30.5%	31.0%
45 to 54	16.1%	13.2%	14.6%	13.0%	17.5%	15.3%
Over 55	12.6%	10.6%	11.6%	6.8%	9.7%	8.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

### 4.3 MARITAL STATUS OF RESPONDENTS

Marital status	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Married	69.9%	74.8%	72.4%	84.9%	77.9%	81.3%
Separated	2.8%	6.0%	4.4%	0.7%	3.9%	2.3%
Widowed	1.4%	6.6%	4.1%	0.7%	3.9%	2.3%
Never married	25.9%	11.9%	18.7%	13.0%	14.3%	13.7%
No response	0.0%	0.7%	0.3%	0.7%	0.0%	0.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.4 HIGHEST EDUCATION LEVEL OF RESPONDENTS

Marital status	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Never went to school	3.5%	0.7%	2.0%	0.7%	0.6%	0.7%
Primary	42.0%	54.3%	48.3%	66.4%	60.4%	63.3%
Secondary Grade 10	39.2%	34.4%	36.7%	26.7%	35.1%	31.0%
Secondary Grade 12	7.7%	4.0%	5.8%	1.4%	1.9%	1.7%
Technical	3.5%	6.0%	4.8%	2.1%	0.6%	1.3%
University	4.2%	0.0%	2.0%	2.7%	1.3%	2.0%
No response	0.0%	0.7%	0.3%			
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.5 OCCUPATIONAL ACTIVITIES OF RESPONDENTS

What kind of work do you do most of the time?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Student	1.4%	2.6%	2.1%	0.0%	1.3%	0.7%
Unemployed	2.1%	2.0%	2.1%	6.8%	0.6%	3.7%
Home duties, full time staying at home	3.5%	19.9%	12.0%	0.7%	18.8%	10.0%
Casual paid work	8.5%	2.6%	5.5%	0.0%	1.3%	0.7%
Farmer, fishing, gardening for own consumption	35.5%	32.5%	33.9%	3.4%	16.9%	10.3%
Farmer, fishing, gardening for business	30.5%	28.5%	29.5%	63.7%	38.3%	50.7%
Full time employment	1.4%	1.3%	1.4%	4.8%	1.3%	3.0%
Government employee	8.5%	2.0%	5.1%	3.4%	0.6%	2.0%
Self employed, own business	5.0%	2.6%	3.8%	12.3%	1.9%	7.0%
Volunteer				2.7%	12.3%	7.7%
Church worker				0.7%	3.2%	2.0%
No response	0.0%	0.7%	0.3%			
Other	3.5%	5.3%	4.5%	1.4%	3.2%	2.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.6 ASSETS (VEHICLES) OWNERSHIP

Do you or any in the family you live with own a	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Car	1.4%	6.6%	4.1%	1.4%	3.9%	2.7%
Truck	1.4%	2.6%	2.1%	5.5%	1.9%	3.7%
Motorbike	1.4%	0.0%	0.7%	0.7%	0.0%	0.3%
Bicycle	8.5%	10.6%	9.6%	26.7%	8.4%	17.3%
Boat	2.8%	2.6%	2.7%	12.3%	0.6%	6.3%
None of the above	87.2%	78.1%	82.5%	58.9%	86.4%	73.0%

#### 4.7 LIVESTOCK OWNED BY RESPONDENTS OR THE FAMILY

Do you or the family you live with own any livestock?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Pig	3.5%	3.3%	3.4%			
More than one pig	22.4%	27.2%	24.8%	40.4%	15.6%	27.7%
Poultry	2.1%	12.6%	7.5%	11.0%	7.1%	9.0%
Pigs and poultry	13.3%	13.9%	13.6%	15.1%	11.7%	13.3%
Other				0.7%	0.6%	0.7%
None	58.7%	43.0%	50.7%	32.9%	64.9%	49.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.8 FEELING OF SAFETY INSIDE THE HOME

Do you feel safe and secure inside your home and home compound?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Yes	75.5%	82.8%	79.3%	82.9%	63.0%	72.7%
No	23.8%	17.2%	20.4%	17.1%	37.0%	27.3%
Don't know	0.7%	0.0%	0.3%			
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.9 FEELING OF SAFETY OUTSIDE THE HOME OR AROUND THE VILLAGE

Do you feel safe and secure outside your home, around the village?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Yes	65.0%	66.2%	65.6%	57.5%	24.0%	40.3%
No	34.3%	33.1%	33.7%	42.5%	76.0%	59.7%
Don't know	0.7%	0.0%	0.3%			
No response	0.0%	0.7%	0.3%			
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%



#### 4.10 EXISTENCE OF CRIME PROBLEMS IN THE COMMUNITY

Is there crime problem in your community?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Yes	98.6%	87.4%	92.9%	100.0%	100.0%	100.0%
No	0.7%	12.6%	6.8%			
No response	0.7%	0.0%	0.3%			
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.11 PERCEIVED SIZE OF CRIME PROBLEMS IN THE COMMUNITY

How big do you think is the crime problem in your community?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Not large	45.5%	44.3%	44.9%	17.1%	16.9%	17.0%
Large	42.0%	16.1%	28.8%	67.1%	68.2%	67.7%
Very large	12.6%	27.5%	20.2%	13.0%	14.9%	14.0%
Don't know	0.0%	2.0%	1.0%			
No response	0.0%	10.1%	5.1%	2.7%	0.0%	1.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.12 INVOLVEMENTS IN SOLVING PROBLEMS OR COMMUNITY ISSUES

Who are those involved in solving problems or community issues?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Police	7.7%	5.3%	6.5%	3.4%	3.2%	3.3%
Relatives, Family members	0.0%	6.0%	3.1%	8.2%	23.4%	16.0%
Village Court Officials	74.8%	36.0%	54.9%	82.9%	82.5%	82.7%
Law and Justice agencies	0.0%	0.0%	0.0%	2.1%	0.0%	1.0%
Village Chiefs, Village Elders	80.4%	87.3%	84.0%	91.1%	89.0%	90.0%
NGOs	0.7%	0.7%	0.7%	0.0%	0.0%	0.0%
Ex combatants	0.7%	2.0%	1.4%	0.0%	0.0%	0.0%
Community members	0.0%	0.0%	0.0%	4.8%	12.3%	8.7%
Problems not solved	0.7%	1.3%	1.0%	0.0%	0.0%	0.0%

#### 4.13 FIRST CONTACT FOR LAW AND ORDER PROBLEMS

Who do you contact first when you have a law and order problem that involve your family that you would like to resolve?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Police	6.3%	11.3%	8.8%	2.7%	2.6%	2.7%
Relatives, Family members	9.1%	37.7%	23.8%	13.0%	28.6%	21.0%
Village Court Officials	46.9%	17.9%	32.0%	63.7%	50.6%	57.0%
Village Chiefs, Village Elders	93.7%	63.6%	78.2%	20.5%	55.2%	38.3%
Church	18.9%	0.7%	9.5%	3.4%	7.1%	5.3%
District Court	1.4%	0.7%	1.0%	0.0%	0.0%	0.0%
Community Auxiliary Police	0.0%	0.0%	0.0%	2.1%	1.9%	2.0%

#### 4.14 FIRST CONTACT BY THE COMMUNITY FOR LAW AND ORDER PROBLEMS

Who do you think your community contact first when you have law and order problem in your village?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Police	8.4%	15.9%	12.2%	3.4%	0.0%	1.7%
Relatives, Family members	8.4%	4.6%	6.5%	0.0%	9.7%	5.0%
Village Court Officials	79.7%	69.5%	74.5%	78.1%	77.3%	77.7%
Village Chiefs, Village Elders	93.7%	88.1%	90.8%	28.8%	73.4%	51.7%
Church	21.0%	12.6%	16.7%	3.4%	7.1%	5.3%
District Court	2.1%	0.7%	1.4%	0.0%	0.0%	0.0%
Community Auxiliary Police	0.0%	0.0%	0.0%	4.8%	1.9%	3.3%

#### 4.15 KNOW THE VILLAGE COURT

Do you know if you have a Village Court in your community?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Yes	90.2%	96.7%	93.5%	100.0%	100.0%	100.0%
No	9.8%	3.3%	6.5%	0.0%	0.0%	0.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.16 KNOW THE FUNCTION OF THE VILLAGE COURT

Do you know the function of the Village Court in your community?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Yes	72.0%	80.8%	76.5%	87.7%	98.7%	93.3%
No	27.3%	18.5%	22.8%	12.3%	1.3%	6.7%
No response	0.7%	0.7%	0.7%	0.0%	0.0%	0.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.17 RESPONDENTS IN CONTACT WITH THE VILLAGE COURT

Have you ever had anything to do with the Village Court?	2014 (n=294)		Total	2015 (n=300)		Total
	Male	Female		Male	Female	
Yes	78.3%	56.3%	67.0%	93.2%	93.5%	93.3%
No	21.0%	43.7%	32.7%	6.8%	6.5%	6.7%
No response	0.7%	0.0%	0.3%	0.0%	0.0%	0.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.18 DISTANCE OF THE VILLAGE COURT FROM RESPONDENT'S HOME

How far is the Village Court from your home?	2014 (n=193)		Total	2015 (n=280)		Total
	Male	Female		Male	Female	
Less than 1 hour walk	98.2%	82.5%	91.7%	80.1%	81.9%	81.1%
1 to 2 hours walk	1.8%	13.8%	6.8%	4.4%	0.0%	2.1%
More than 2 hours walk				4.4%	0.0%	2.1%
One day walk		3.8%	1.6%			
45 minutes to 2 hours drive				11.0%	18.1%	14.3%

#### 4.19 PERCEIVED SATISFACTION WITH VILLAGE COURT'S HANDLING OF MATTER

Were you satisfied with how the Village Court handled your matter?	2014 (n=193)		Total	2015 (n=280)		Total
	Male	Female		Male	Female	
Yes	67.0%	58.0%	63.2%	65.4%	44.4%	54.6%
No	33.0%	40.7%	36.3%	33.1%	55.6%	44.6%
Don't know	0.0%	0.0%	0.0%	0.7%	0.0%	0.4%
No response	0.0%	1.2%	0.5%	0.7%	0.0%	0.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.20 PERCEIVED SATISFACTION WITH VILLAGE COURT'S DECISIONS

Were you satisfied with the decisions of the Village Courts?	2014 (n=193)		Total	2015 (n=280)		Total
	Male	Female		Male	Female	
Yes	65.2%	50.6%	59.1%	61.0%	43.8%	52.1%
No	33.0%	37.0%	34.7%	39.0%	56.3%	47.9%
No response	1.8%	12.3%	6.2%	0.0%	0.0%	0.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.21 PERCEPTIONS IF VILLAGE COURT IS DOING A GOOD JOB

Do you think the Village Court is doing a good job?	2014 (n=193)		Total	2015 (n=280)		Total
	Male	Female		Male	Female	
Yes	64.3%	56.8%	61.1%	42.6%	36.8%	39.6%
No	31.3%	39.5%	34.7%	56.6%	63.2%	60.0%
No response	4.5%	3.7%	4.1%	0.0%	0.0%	0.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.22 PERCEPTIONS OF CONFIDENCE WITH VILLAGE COURT OFFICIALS

Are you confident with your Village Court Officials?	2014 (n=193)		Total	2015 (n=280)		Total
	Male	Female		Male	Female	
Yes	58.0%	53.1%	56.0%	45.6%	35.4%	40.4%
No	42.0%	39.5%	40.9%	53.7%	64.6%	59.3%
No response	0.0%	7.4%	3.1%	0.7%	0.0%	0.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

# Evaluation of Village Court Officials' Training

Gulf Province

(Volume 3 of the Evaluation Report)

**FINAL REPORT – MARCH 2016**



This Australian aid initiative was delivered in partnership with the Village Courts & Land Mediation Secretariat and funded by the Australian Government through the PNG-Australia Law and Justice Partnership – Transition Program.

**Cover photograph:** Village Court sitting of Tairuma VC, Kerema, Gulf Province, September 2015

## Acronyms

Abbreviation	Representation
CPS	Community Perception Survey
DC	District Court
DJAG	Department of Justice and Attorney General
DVCO	District Village Court Officer
FSV	Family and Sexual Violence
GoA	Government of Australia
GoPNG	Government of Papua New Guinea
IPA	PNG Institute of Public Administration
IPO	Interim Protection Order
JSS4D	Justice Services and Stability for Development Program
M&E	Monitoring & Evaluation
MS	Magisterial Services
PALJP	PNG Australia Law and Justice Partnership
PALJP-TP	PNG Australia Law and Justice Partnership Transition Program
PNG	Papua New Guinea
PVCO	Provincial Village Court Officer
ToT	Training of Trainers
VC	Village Court
VC Act	Village Courts Act
VCLMS	Village Courts and Land Mediation Secretariat
VCO	Village Court Official

## Executive Summary

In 2015, more people from Gulf Province were satisfied with the Village Courts (VC) than in 2014. The percentage of survey respondents satisfied with decisions of the Village Courts increased by 11 percentage points, from 44% of respondents satisfied in 2014 to 55% satisfied in 2015.

In 2014, the PNG – Australia Law and Justice Partnership - Transition Program (PALJP-TP) in collaboration with the Village Courts and Land Mediation Secretariat (VCLMS) developed a training package for Village Court Officials (VCOs) to provide them with up-to-date information and practices, strengthening their knowledge to deliver better local justice and mediation to Papua New Guineans. The new training package (Learners Manual and Trainers Manual), approved by the Executive Director VCLMS on 4 August 2014, was used in the Training of Trainers Program and training of VCOs across six PALJP-TP priority provinces and in the Autonomous Region of Bougainville (ARB). The 12 trainers from Gulf Province trained 444 VCOs between October 2014 and November 2015, i.e. 56% of all Village Courts in the province. PALJP-TP developed a research design in 2014 to evaluate the effectiveness of this training course and to collect baseline information for the new Australian Government funded program, Justice Services and Stability for Development (JSS4D) beginning in 2016. The ABG and Gulf Province were selected as research areas for this evaluation. The evaluation results will be used by the Gulf Provincial Administration and the VCLMS for evidence-based planning and policy formulation. The Evaluation Report is in three volumes, the Summary of Findings (Volume 1), the ARB Report (Volume 2) and the Gulf Province Report (Volume 3).

The Gulf Province research findings were derived from: two Community Perception Surveys (CPS) in 2014 and 2015 with a total of 600 respondents, six focus group discussions before the training courses (October 2014 to February 2015), six focus group discussions after the training courses (October 2014 to February 2015), interviews with nine law and justice stakeholders, interviews with 20 trained VCOs (September 2015), and observation visits of three VC sittings. Evidence from the CPS, stakeholders' views, VCOs' perceptions, and VC visits were triangulated and informed the recommendations relating to the training and VC processes. The report sets out the findings against a series of evaluation questions framed around four categories, i.e. appropriateness, effectiveness, impact and sustainability, and these are summarised below:

- The perceptions of training participants and law and justice stakeholders were used in assessing the appropriateness of the VCO training course. Analysis of responses revealed that the training was provided using a set of comprehensive training materials that are relevant to the purpose of the training. The research found that the training contents were useful to VCOs and the perception of knowledge and competencies improved after the training course. The research revealed some challenges in VCOs' comprehension of some terms used in the manual, the *Village Courts Act* and in differentiating criminal cases that can be handled by the Village Courts.
- The results of focus group discussions before and after the training courses, views of stakeholders and observations by VCLMS officers were used in assessing the knowledge of VCOs trained by PALJP-TP. The research found that trained VCOs are partially competent (4 out of 5 score), with a good understanding of the *Village Courts Act*, the VC processes and VC sittings. Officials who participated in the training course are implementing positive changes following the training experience, for example, conducting mediations before full court sittings, changes to court sitting (e.g. hearings are now conducted by more than one magistrate, Peace Officers and Clerks are in attendance during full court



hearing) and changes to decision making practices (e.g. calling for witnesses, magistrates conferring before making decisions, ensuring that everyone involved in the case is given the chance to speak). The research also found that knowledge and skills learned from the training course are being applied through changes to Village Court processes, for example, improvement in record keeping, and better ways of communicating with conflicting parties and the community in general (e.g. using polite words, right tone of voice, and not using offensive words). The technical ability of VCOs was assessed by VCLMS officers as good, with improvements necessary in regards to the completion of Case Register, standard VC forms and the VC Quarterly Returns. Stakeholders from the law and justice sector observed some improvements in VCs' decisions based on decreasing number of complaints from the community.

- From the CPS, the study revealed 99% of respondents interviewed in both years were aware that they have VCs in their community. The percentage of respondents who thought that problems were resolved through the VCs increased from 80% in 2014 to 92% in 2015, an evidence of increased use of the VCs in resolving community conflicts. More people are now accessing services provided by the VCs.
- All survey respondents believed that there are crime problems in the community; 70% felt that the crime problem was either large or very large in 2015. Sixty percent of respondents from Gulf Province felt safe and secure outside their home or around the village, 77% felt safe and secure inside their home. Only 40% of women felt safe and secure around the village. The feelings of insecurity were due to: drugs, alcohol or homebrew issues, community disturbances, criminal activities or land disputes.
- About half of respondents from all surveyed locations were confident of their Village Court Officials. Over 57% of respondents from all six locations were satisfied with the services provided by their Village Courts in 2015. This was a significant increase from 46% of respondents satisfied with the Village Courts in 2014. Survey respondents in contact with VCs were concerned about waiting times, perceived bias in decisions, and compensation. Respondents who mentioned rape or sexual assault as the most recent case they referred to the Village Courts were less likely to be satisfied. A close monitoring of these performance measures (*satisfaction with VC* and *feeling of safety*) over the medium term is highly recommended.
- Village Court Officials who attended the trainings gained confidence and are now highly motivated to perform their duties. Due to the training, VCOs and stakeholders believed that trained VCOs gained more respect from the community and their families. Village Court Officials who participated in the training have demonstrated some encouraging changes in attitudes affecting the delivery of their duties, as a community leader and towards the improvement of VC services.

After one year of the VCO Training Program, it may still be too early to understand and evaluate the sustainability and impact of the training. However, the information collected during the research indicated that the training program is on track in contributing to achieving the intermediate outcome objective of VCs delivering equitable and effective service to the people of Gulf Province. If maintained and further supported, the changes implemented by trained VCOs will contribute to effective delivery of VC services.

The findings were summarised in an Issues Diagram outlining the common issues raised by the three study groups: the Village Court Officials, the Law and Justice Stakeholders and the Community. Informing the recommendations are the Issues Diagram and the findings from the four levels of assessment. The recommendations are focused on continued targeted capacity building activities and community awareness to improve the level of community satisfaction with the Village Courts and strengthen the VC

operations. Recommendations include activities to conduct more VC trainings; trainings for VC Clerks; conduct community awareness on VC processes and the *Village Courts Act*; conduct VC visits and supervision; develop strategies to address FSV, alcohol and drug-related crime; and improvement in data collection and reporting.

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# 1. Introduction

## 1.1 Background

In remote locations of Papua New Guinea (PNG) access to justice is limited by financial constraints, logistics and geography. Village Courts are often the only accessible system and protection available to remote communities. In some areas, this system is neither sufficiently robust nor standardised.

The Government of Australia (GoA) has been providing support to PNG's Law and Justice Sector nationally and at sub-national level for many years, most recently through the PNG-Australia Law and Justice Partnership (PALJP). The PALJP Transition Program (PALJP-TP) commenced in July 2014, and was designed *"to provide complementary, flexible and responsive bridging support in the period 1 July 2014 to 31 December 2015 that assists GoPNG to achieve continued progress against its policies for law and justice reform, better access to justice and improved service delivery to the people of Papua New Guinea."* Four outcome areas were supported, the first is *"Community safety, stability and crime prevention improved"* with initiatives undertaken in six priority provinces (Gulf, Morobe, Southern Highlands, Hela, Northern Provinces) and the Autonomous Region of Bougainville.

One of the approaches to increase community safety and perceptions of safety was to support Village Courts to deliver equitable effective service in priority locations. This involves an investment of over PGK 5 million in Village Courts Training.

In collaboration with the Village Court and Land Mediation Secretariat (VCLMS)<sup>38</sup>, PALJP-TP developed a new training package for Village Court Officials (VCOs) to provide them with up-to-date information and practices, strengthening their knowledge to deliver better local justice and mediation to Papua New Guineans. The new materials have also, for the first time, included issues which cut across all aspects of life and society, such as corruption, HIV, human rights, gender equality, social inclusion, and family and sexual violence. The new training material was launched on 27 November 2014 in Port Moresby.

The new training package (Learners Manual and Trainers Manual) was used in the Training of Trainers (ToT) program which was incorporated in the PNG Institute of Public Administration Certified Level II Training Course funded through PALJP. The new training package has been used for the Village Court Officials' Training Course across all PALJP-TP priority provinces and in the ARB.

### **General Information – Gulf Province**

Gulf Province stretches along the southern coast of the mainland PNG. The Great Papuan Plateau lies in the west of the province while a number of rivers including the Turama, Kikori and Purari all converge in a large delta area of the coast. The Albert and Stanithorp Ranges are in the east of the

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<sup>38</sup> VCLMS is established under the *Village Courts Act* as a branch within the Department of Justice and Attorney General (DJAG).

province. The provincial capital is Kerema, about a five-hour drive from Port Moresby. The province covers an area of 34,472 km<sup>2</sup>, with a population of 158,197 (Census 2011).

The coordination of the law and justice services in the province is under the auspices of the Law and Justice Committee. This Committee reports to the Provincial Management Team and is chaired by the Provincial Administrator. Gulf Province has a Provincial Village Court Office headed by a Provincial Village Court Officer and with a compliment of 6 staff based in Kerema and two District Village Court Officers, one located in Malalau and one in Kikori. The office is under the management of the Deputy Provincial Administrator District Services and LLG Affairs.

The province does not have a strategic plan but has a Gulf Vision 2020 document that currently guides its activities.

## 1.2 Purpose of the Evaluation

The Comprehensive Aid Policy Framework (May 2012) identifies 'Number of law and justice officials trained' as a headline indicator. Additionally, the Justice Services and Stability for Development (JSS4D) design document includes 'number and percentage of persons trained and assessed' and 'evaluation of the effectiveness of training and impact' as indicative indicators to support the design element of: 'management, leadership and prioritised professional skills are stronger in law and justice agencies'. Based on the monitoring framework described in the Transition Program's *Monitoring, Evaluation and Reporting Plan*<sup>39</sup>, training statistics have been collected and reported on a quarterly basis. This will be the foundation of baseline information for JSS4D's indicator (number and percentage of persons trained). With a substantive investment (over PGK5 million) allocated for the training of Village Courts, an evaluation of the effectiveness of the Village Courts training undertaken during the Transition Program will provide a comprehensive evidence that can be used for planning the implementation of JSS4D. The evaluation will also serve as a resource document for the VCLMS and the provincial governments' planning and policy formulation.

This research was framed around the following evaluation questions:

<b>Appropriateness (Reaction)</b>	-Was the training delivered using appropriate teaching methods and a range of learning styles? -Was the training content relevant to the purpose of the training? -Did the training participants find the training content useful?
<b>Effectiveness (Learning)</b>	-To what extent have Village Court Officials acquired new knowledge and skills? How were they assessed? -What are training participants doing differently following the training experience? -How are training participants applying their knowledge and skills?

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<sup>39</sup> Finalised in December 2014

	<p>-To what extent are Village Court Officials implementing sound decision making practices?</p> <p>-To what extent is there improved technical ability among Village Court Officials?</p>
<b>Impact (Behaviour / Attitude)</b>	<p>-To what extent are the training participants applying their learning to support improved service delivery?</p> <p>-To what extent are Village Court Officials motivated to perform their duties?</p> <p>-To what extent are officials not supported in the delivery of their duties?</p> <p>-To what extent are there changes in attitudes among Village Court Officials?</p> <p><b>Community confidence:</b></p> <p>-To what extent is there community confidence in the Village Court and its officials?</p> <p>-To what extent does the community perceive satisfaction in services provided by the Village Court?</p> <p>-To what extent are Village Courts being used to resolve community conflict?</p>
<b>Sustainability (Results)</b>	<p>-What has changed in the Village Court as a result of the training?</p> <p>-To what extent has the acquired knowledge of VCOs contributed to delivering equitable and effective services?</p> <p>-To what extent does the community perceive improvements in safety and security?</p>

### 1.3 Structure of the Evaluation Report

This report is divided into four key sections:

- **SECTION 2 METHODOLOGY:** This section provides an overview of the research methodology and approach to data collection and evaluation. It also highlights how the data collected through this evaluation provided evidence to answer the evaluation questions.
- **SECTION 3 DATA ANALYSIS:** Supported by evidence, this section provides an in-depth discussion on the responses to the evaluation questions. The evaluation findings derived from qualitative and quantitative analysis of the linkages of the VC training to the operation of the Village Court and community's perception of safety.

- **SECTION 4 IMPLICATIONS OF THE EVALUATION:** A discussion on the implications of the evaluation findings for VCLMS, the Gulf Provincial Administration, the Government of PNG, and the Government of Australia.
- **SECTION 5 RECOMMENDATIONS:** The last section provides suggestions and recommendations for all key stakeholders to consider and integrate as appropriate into their approaches to improving community safety and in supporting Village Courts to effectively deliver equitable services.

## 2. Methodology

### 2.1 Scope of the Evaluation

There are 72 gazetted Village Courts in Gulf Province, with a total of 792 Village Courts Officials (VCOs) in the province, from 11 VCOs per court.

A total of 11 male trainers from Gulf Province have completed their IPA Certificate Level II. These trainers have been delivering trainings to Village Court Officials in Gulf Province since October 2014 using the new training package. As at end of November 2015, the training in the province covered 40 Village Courts (see **Table 1**), 56% of all Village Courts in the province with 444 officials trained.

**Table 1. Number of Officials Trained by PALJP, Gulf Province, Oct 2014 to Nov 2015**

District	# of VC <sup>40</sup>	VC trained	VCOs trained	Male VCOs trained	Female VCOs trained
Kerema	34	36	400	329	71
Kikori	38	4	44	43	1
<b>TOTAL</b>	<b>72</b>	<b>40</b>	<b>444</b>	<b>372</b>	<b>72</b>

From the 40 Village Courts trained using the new VCO Manual, six had their trainings between October 2014 and February 2015. These sample Village Courts were the focus of the in-depth

<sup>40</sup> Number of Gazetted Village Courts

research to evaluate the VC training program (see **Table 2** for details). The six Village Courts included in the evaluation are all from Kerema District. The evaluation utilised a purposive sampling<sup>41</sup> approach through two-stage process:

- Sample site selection, which was based on a selection of Village Court locations (rural or urban) and easy access for survey operation
- Purposive sampling of respondents (VC Officials or VC users/community members) within the same site. To compensate for bias in non-response during the community perception survey, quotas were filled by interviewers based in the variable of gender.

**Table 2. Sample Village Courts, Gulf Province**

Sample Village Court	Number of VCOs	Population coverage	Target number of adults to be interviewed
<b>Tairuma 1 (urban)</b>	12 (8M, 4F)	5,885 (48% F)	40 (20M, 20F)
<b>Tairuma 2 (urban)</b>	12 (10M, 2F)		40 (20M, 20F)
<b>Silo/Uamai (urban)</b>	11 (9M, 2F)	3,718 (48% F)	40 (20M, 20F)
<b>Karama (urban)</b>	12 (10M, 2F)	3,331 (48% F)	40 (20M, 20F)
<b>Lovera Paiaru (rural)</b>	12 (10M, 2F)	1,971 (48% F)	40 (20M, 20F)
<b>Oalai Itisora (rural)</b>	11 (10M, 2F)	2,787 (47% F)	40 (20M, 20F)

The following provides a summary of villages visited during the community perception surveys:

- **Tairuma 1** village court covers five villages which are located within Kerema and along the coastline. The villages visited during the community perception surveys (CPS) are Karaita, Kerema Bay and Siviri. Karaita village is located near Kerema town. Kerema Bay and Siviri Village are both located at the coastline of Kerema Town and are within walking distance.

<sup>41</sup> Purposive sampling is a type of non-probability sampling technique, also known as judgmental, selective or subjective sampling, is a process of selecting samples based entirely on the judgment of the researcher or interviewer.



- **Tairuma 2** village court covers four villages located on the west side of Kerema and is accessible only by boat across the sea/river estuary. The CPS team visited three villages; Mei 1, Mei 2 and Waripi villages. Mei 1 is a 30 minutes boat ride from Kerema Bay, Mei 2 is opposite Mei 1 and Waripi village is a 15 minutes boat ride from Mei 1.
- **Silo Uamai** village court has its villages along the highway and towards the coast. The community perception survey was conducted in three villages; Uamai, Avare and Lavare. Uamai village which is along the highway is an hour's drive from Malalaua. Avare village is along the beach area and within walking distance from Uamai village. Lavare village is situated along the beach is about 15 minutes walking distance from the main highway.
- **Karama** village court covers a vast area with only access to the main villages is by river. It also covers the small settlements along the highway – populated by people from inland and the coast who migrated recently to settle along the road side due to the extension of the highway. The CPS team interviewed community members from Mupa village, one of the smaller settlements along the highway and Karama village situated by the coast (30 minutes by dinghy).
- **Oalai Itisora** covers the entire Lese villages on the east side of Kerema. The CPS was conducted in Lese Oalai, Lese Ilava and Lese Kearo villages. Lese Kearo is situated along the highway.
- For **Lovera Paiaru** village court, the CPS team surveyed the Iokea village, the largest village covered by the village court. The village is about an hour from the highway along a dirt road.

## 2.2 Research Design and Data Collection

The research corresponds to the evaluation's program logic (see **Annexure 1**) and is consistent with the Kirkpatrick's Four Level Training Evaluation Model<sup>42</sup>, which measures:

- Level 1: Reaction of participants – what they thought and felt about the training;
- Level 2: Learning – the resulting increase in knowledge or capability;
- Level 3: Behaviour – extent of behaviour and capability improvement and implementation/application; and
- Level 4: Results – the effects on the business or environment resulting from the trainee's performance.

The Kirkpatrick model was used as a guide only, hence a flexible research design developed to complement the unique situation of Village Courts in PNG and the cultural setting in the research areas.

### *Level 1 – Reaction of participants*

<sup>42</sup><http://www.businessballs.com/kirkpatricklearningevaluationmodel.htm>

The five day VCO training course usually starts on a Monday and ends on a Friday, in most cases with an opening and closing ceremony officiated by local government officials or provincial administration officials. Due to varying levels of education of VCOs<sup>43</sup>, training participants' views were collected through 'Focus Group Discussion' type of information collection. A semi-structured protocol was used by trainers instead of distributing questionnaires for training participants to complete.

Before the start of the training's first module, trainers or in some instances a member of the program's M&E Team facilitated the focus group discussion to determine the participants' expectations and their knowledge in regards to VC operations, the relevant laws and their roles and responsibilities. The trainers used a 'before training' protocol outlined on butcher papers (see **Annexure 2.1**).

The first part of the session allowed participants to respond to a series of statements by using coloured sticky labels: (1) green for totally agree or yes; (2) yellow for neutral or maybe; and (3) red for disagree or no. The second part of the session consisted of up to three open ended questions where participants can discuss their views while one of the trainers are writing their responses on butcher papers.

Immediately after the training course (last day of the training – Day 5), another session was conducted by the trainers using the 'after the training protocol' (see **Annexure 2.2**) to collect the participants' reactions and views about the completed training course. All flip charts/butcher papers generated during the 'after the training session' were combined with the flip charts/butcher papers completed during the first day of the training and forwarded to the program's M&E team for data entry and analysis.

### **Level 2 – Effectiveness (Learning)**

All information collected from training participants (Level 1) from the 6 sample Village Courts were combined – comparing participants' views before and after the training. In addition to this analysis, the views of participants 6 months after the training were also collected (see below section Level 3 – Impact)

### **Level 3 – Impact (Behaviour/Attitude)**

A sample of 20 training participants were interviewed between 21 and 25 September 2015 as a follow-up to the focus group discussions held during the VC Training Courses. Detailed one-on-one interviews (see **Annexure 2.3** VCO Feedback Questionnaire) of the 20 Village Court Officials were conducted by two PALJP-TP researchers (1 male and 1 female) after observing the VC sittings. Four Village Courts were visited: Tairuma 1, Tairuma 2, Lamo and Lovera Paiaru Village Courts. Observations of the VCs were also conducted by VCLMS managers (1 female and 1 male) both

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<sup>43</sup> Some officials are not able to read or write and some are not conversant in English or Tok Pisin.

nominated by the VCLMS Executive Director. The VCLMS officers used a “checklist” specifically developed for this research (see **Annexure 2.4**).

In addition to training participants’ perceptions and observation reports of sample village courts, stakeholders’ perceptions were also collected (e.g. VC trainers, District Village Court Officers, Provincial Village Court Officer, District Court representatives) from 5 stakeholders in 2014 and 5 stakeholders in 2015 (see **Annexure 2.5** and **Annexure 2.6** for Stakeholders Questionnaires).

#### **Level 4 – Sustainability (Results)**

Quantitative and qualitative information collected through Community Perception Surveys (CPS) provide an insight into possible results and impact of the VCOs’ training course. Two Community Perception Surveys were conducted in Gulf Province, one to collect baseline information (with 300 respondents) and one to collect the community’s perceptions (with 300 respondents) at least six months after the training course. The first survey was held on 29 September 2014 to 13 October 2014 (see **Annexure 2.7** - 2014 questionnaire), while the second survey was held on 20 July 2015 to 31 July 2015 (see **Annexure 2.8** – 2015 questionnaire).

### **2.3 Evaluation Framework**

The evaluation framework was based on the Village Courts Training Course program logic (see **Annexure 1**). The program logic describes the expected outcomes of the training, the outputs, basic assumptions considered to be in place in order to achieve the expected outputs and outcomes and the list of performance questions. The longer term outcomes of the program, i.e. “community safety, stability and crime prevention improved in priority provinces and the ARB” will not be tested in this evaluation. However, an indication of likely performance against this longer term outcomes could be reflected in response to the “intermediate outcome performance question”; i.e. *To what extent does the community perceive improvements in safety and security?*

The analysis of all information collected between 2014 and 2015 followed the program logic list of performance questions for the following intermediate outcomes:

- Village Courts deliver equitable and effective service in priority provinces
- Village Court Officials who participated in trainings are performing their duties more effectively in accordance with their legislated roles and standards
- Village Court Officials are applying an appropriate range of skills, techniques and decisions in performing their duties
- Village Court Officials have increased knowledge and understanding of topics presented during the training
- Village Court Officials want to perform their duties to a high standard and have increased confidence to perform their duties
- Increased community confidence in VC decision making

## 2.4 Limitations

This study was focused on Village Courts trained between October 2014 and February 2015. Further data collection of initial feedback (Level 1) of training participants after February 2015 were also collected by Gulf trainers but were not included in this report. Due to time and logistic constraints, only those trained before February 2015 can be re-visited and interviewed for follow-up feedback. The sample of village courts easily accessible to researchers was selected for this research.

The study found that a one-week period allocated for VCLMS staff to visit and observe village court sittings was not enough to cover at least four village courts. The timings of village court sittings were dependent on a number of factors including possible deferral of court hearing due to the non-appearance of relevant parties. The views of VCLMS staff were based on three village courts visited between 21 and 25 September 2015.

## 2.5 Data Validity and Reliability

The process of triangulation<sup>44</sup> was adopted to ascertain the validity of information collected and enhance the confidence in the findings. Comparing and analysing different sets of information collected from different sources is one way of triangulating the research results. Gathering data using different methods across different timeframe from a variety of people (various sources) are two ways of triangulating the research results. This study employed two methods out of four types of triangulation<sup>45</sup>. The views of training participants were analysed against the views of stakeholders, observations made during VC sittings and information collected through the community perception surveys.

Several factors should be considered in interpreting the results of this study. The reliability of information collected can be influenced by:

- The state of affairs within the area before the community survey was conducted;
- Security conditions a few months before the community survey was conducted;
- The state of affairs across the country and what appeared in the media;
- Contextual and cultural factors;
- Possible question formulation by interviewers influencing attitudes of respondents; and
- Possible misinterpretation and how responses were translated by interviewers.

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<sup>44</sup> "Triangulation refers to the use of more than one approach to the investigation of a research question in order to enhance confidence in the ensuing findings", source:  
<http://www.referenceworld.com/sage/socialscience/triangulation.pdf>

<sup>45</sup> Four types of triangulation: data triangulation, investigator triangulation, theoretical triangulation and methodological triangulation

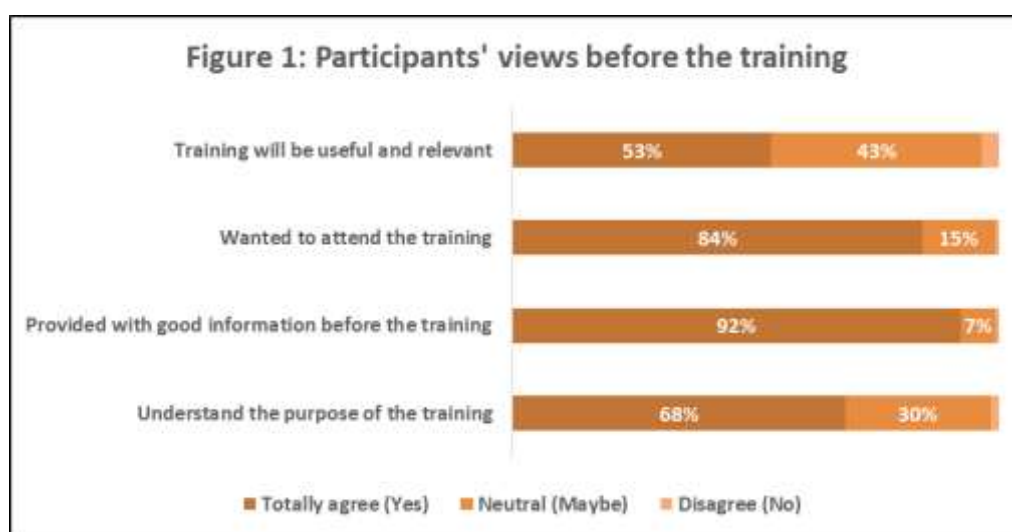
### 3. Data Analysis and Evaluation

#### 3.1 Reaction of Training Participants

Information was collected from training participants of five trainings held between October 2014 and February 2015 in Gulf Province. The five trainings for six village courts had 111 training participants (87 men, 24 women) who provided their perceptions before the commencement of the VC Training Modules, and 114 training participants (90 men, 24 women) provided their reactions to the training during the last day of the five-day course.

Most training participants (92%) have indicated that they were provided with good information before the training, i.e. what the training is all about, dates and logistics. About 84% of training participants confirmed that they wanted to attend the training. However, only 68% understood the purpose of the training (see **Figure 1**) despite confirming that they received information before the training.

Before the start of the training course, half of the participants (53%) believed the training will be useful and relevant. This perception changed after the training course – most participants (98%) thought that the *'training is relevant to my work'*. Training participants were asked about their views on various statements relating to their training experience, knowledge and competencies. The results are presented at **Annexure 3**.

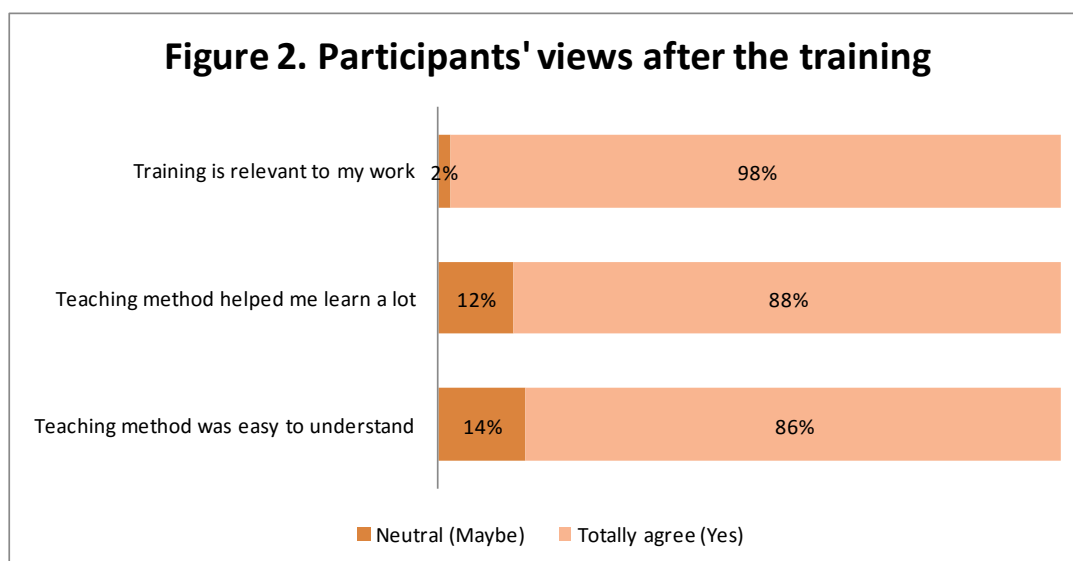


Participants were also asked about their expectations, how the training will help them and supports that they need. The study found that training participants expect to learn the following during the training:

- *How to keep harmony and peace in the community*
- *Learn about team work*
- *How to enforce law and order*
- *Understanding of the village court process*
- *Learn to give right decisions*

- *Need to learn what Village Court is, what it does and how it works*
- *How to deal with complainants and defendants*
- *Understand the role of Village Court Officials*

After the training, 98% of participants indicated that the “*training is relevant to their work*”, and 88% thought that the teaching method helped them in the learning process. About 86% confirmed that the teaching method was easy to understand. Participants also suggested translating the manual to Tok Pisin<sup>46</sup>.



When interpreting the responses of training participants, a higher or increased percentage of “*totally agree - after the training*” in comparison with the percentage of “*totally agree - before the training*” is desirable (see **Annexure 3** for comparison of responses). All categories or statements relating to training experience and knowledge showed increased percentage from those who agreed *before the training* to those who agreed *after the training*. For example, from 7% of participants who understood the correct process of hearing a complaints to 80% of participants who understood the correct process of hearing a complaint after the training course; from 10% of those who understood the *Village Courts Act* to 85% after the training course; from 10% of those who understood the roles of PVCO and DVCOs to 80% after the training course. It should be noted for future trainings or supervision, a low percentage (52%) of participants who understood the role of VCLMS after the training course.

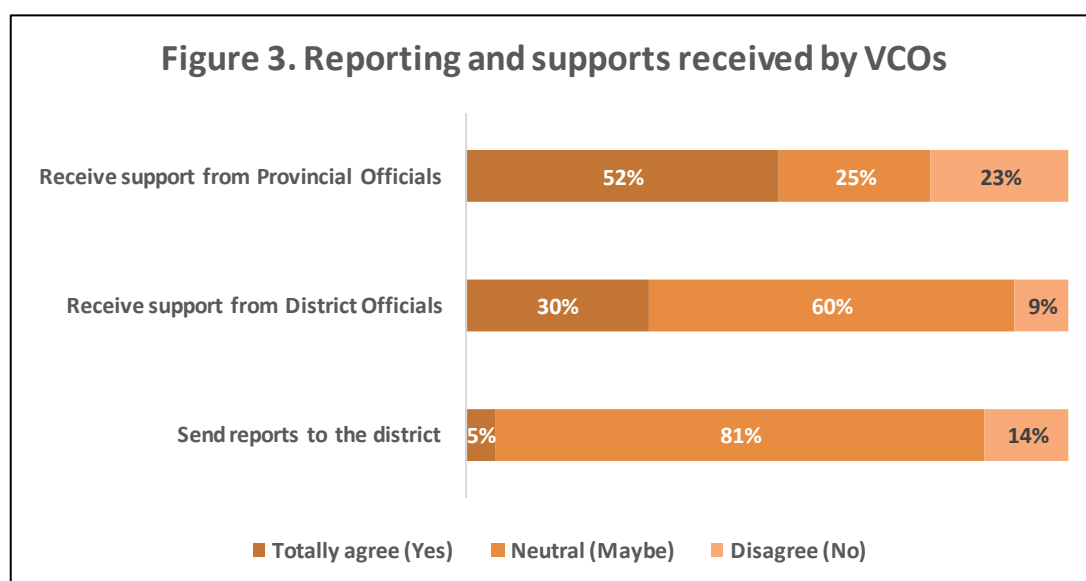
After converting all responses into a 3 point scale rating (1-disagree, 2-neutral, 3-totally agree) and taking the average score, the 114 training participants confirmed that they “*totally agree*” that they had useful and relevant training experience (see below table). On average, the perception of knowledge and competencies improved after the training from rate of 1.9 before the training to 2.9 after the training.

<sup>46</sup> The training package has been translated to Tok Pisin by PALIP-TP, however not yet printed for distribution.

	Overall rating before the training	Overall rating after the training
<b>Training experience</b>	2.7	2.9
<b>Knowledge and competencies</b>	1.9	2.9

About half of the training participants (52%) confirmed that they received support from the Provincial Officials. However, only 30% indicated that they received support from District Officials (including DVCOs). Participants stated that they need support on the following:

- VC Forms and stationeries
- Shelter to conduct hearings
- Books and reference materials
- More trainings such as leadership, ethics and more about the *Village Courts Act*
- Supervision and support from DVCOs and PVCO



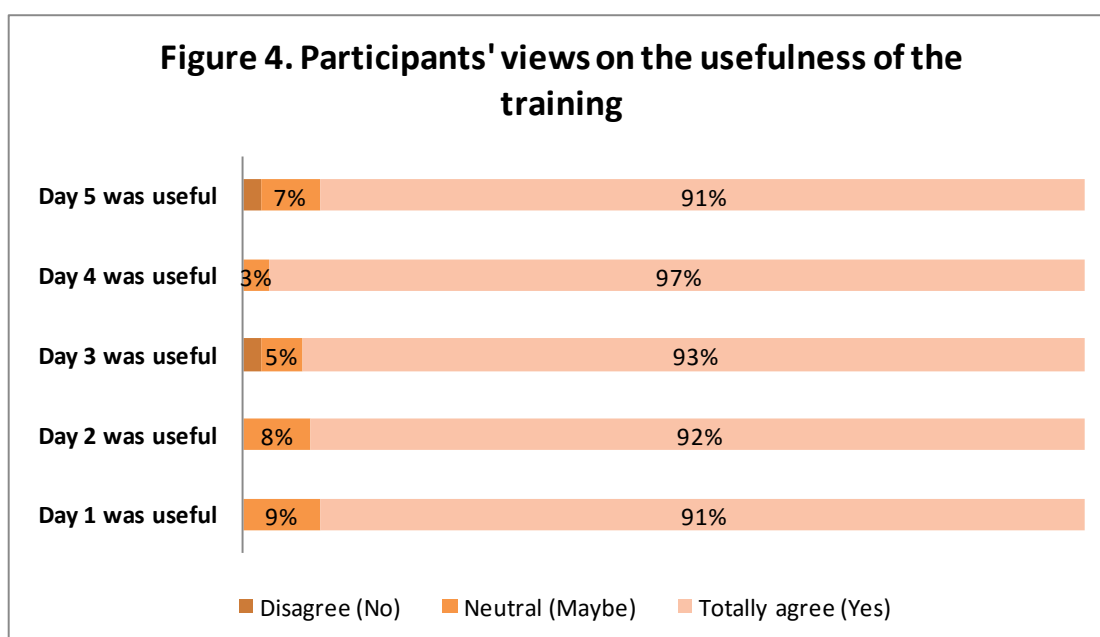
### Usefulness of the training

Training participants were asked to provide their perceptions in regards to the usefulness of the training course, specifically they were asked to provide their views on each day's session:

- Day 1 – role of VCOs, hearing claims and procedures
- Day 2 – processes and procedures of courts, penalties and court orders
- Day 3 – appeals, joint sittings, inspections and communication skills

- Day 4 – ethics, leadership, corruption, gender and FSV
- Day 5 – Moor Court

The research found that nearly all participants thought that the training course was useful. The responses ranged from 91% of participants agreeing that Day 1 was useful, to 97% who agreed that Day 4 was useful.



At the end of the training, Village Court Officials provided the following general comments:

- Overall appreciation of the opportunity to attend the training and *“first time to attend the training, learned a lot from the training”*
- *“Some of the words in the manual are difficult to understand, it will be good to translate in the local or Tok Pisin language”*
- *“The training provided us new skills, we will go back to implement”*
- *“Now I know my role as a Village Court Official”*
- *“The training gives me idea on how to settle problems”*
- *“Learn to be honest to my community and my work”*
- *“As a Magistrate I learned a lot. Some of the mistakes I performed in the village was not right according to the law”*

The M&E team observed the first training held in Kerema in October 2014 and noted that during the first day of the training, i.e. during the first focus group discussion, all the women participants were very quiet and had to be encouraged to participate in the discussion. After the training and during the second focus group discussion, it was noticeable that the women participants were leading the discussion and provided the most comments. The women VCOs thought that *“they felt empowered after the training”*.



### Summary response to the evaluation questions – Appropriateness (Reaction – Level 1)

Was the training delivered using appropriate teaching methods and a range of learning styles?

**The training was provided using a comprehensive training materials** developed by PALJP-TP in consultation with the Village Courts & Land Mediation Secretariat (VCLMS). Several stakeholders from the six priority provinces and the ARB, e.g. Provincial VC Officer and District VC Officers were involved in compiling the materials. The ToT course conducted by PNG IPA has provided the trainers with the skills to deliver different teaching methods suitable for this type of training. The training participants (88%) confirmed that the *“teaching methods helped them to learn a lot”*, while 86% believed that the *“teaching method was easy to understand”*. The training package in English, hence participants suggested a Tok Pisin version in the future. With support from PALJP-TP, the Tok Pisin version of the training package has been completed.

Was the training content relevant to the purpose of the training?

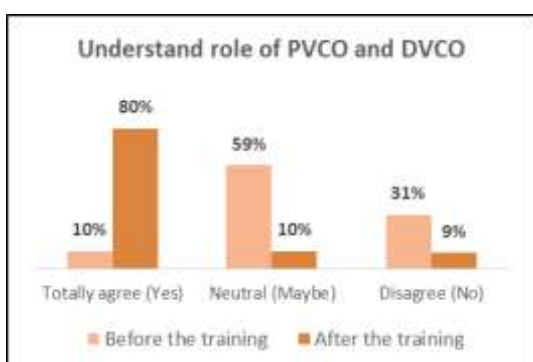
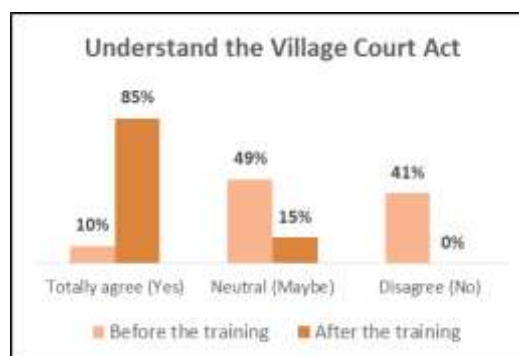
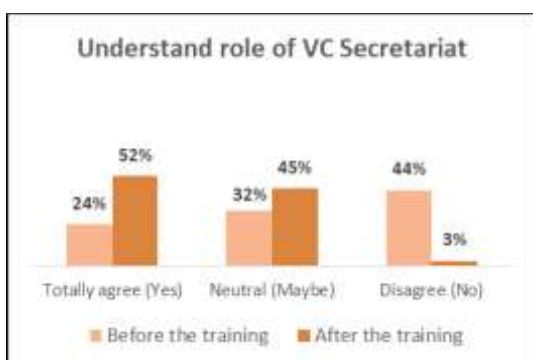
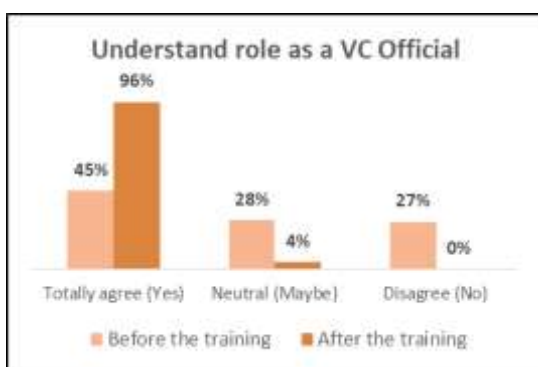
**The training package was found to be relevant to the purpose of the training**, i.e. to provide basic information to Village Court Officials on their roles and responsibilities, create understanding of the village court process, understand the *Village Courts Act*, to introduce cross cutting issues and improve communication skills and negotiation skills.

Did the training participants find the training content useful?

The research found that **the training contents were useful to VCOs**. The views of training participants were very positive, from 91% of participants who expressed views that both Day 1 and Day 5 were useful, and 97% of those who believed that Day 4 was useful. The overall training experience was rated very high, i.e. average rate of 2.7 before the training course to 2.9 after the training course. **The perception of knowledge and competencies improved after the training course**, from rate of 1.9 before the training course, to 2.9 after the training course.

## 3.2 Change in Knowledge or Capability

The research found that training participants reported change in their knowledge and change in understanding of their roles and responsibilities after the training course. The graphs below represented the collective views of training participants during the five training courses conducted between October 2014 and February 2015. Before the training course, less than half of participants (45%) understood their role as Village Court Officials. This increased after the training course, with 96% of training participants who thought that they understood their role as VCOs. Overall changes in perceptions were recorded after the training course: understood the *Village Courts Act* (from 10% to 85% of participants), understood the role of the VC Secretariat (from 24% to 52% of participants), understood the correct process in hearing a complaint (from 7% to 88% of participants), and knowledge of Village Courts' rules (from 12% to 84% of participants).



Around six months after the training course, a sample of 20 Village Court Officials were interviewed between 21 to 25 September 2015, selected among training participants of the VCOs' Training Courses conducted between October 2014 and February 2015. Overall, the participants provided positive feedback to the training and the importance of the training; which clarified their roles and responsibilities, provided them with a manual that they regularly referred to; informed them about the mediation process before full court sittings; improved their knowledge of the Village Court's operation and gained respect from the community. Due to the training course, participants reported some major changes that they implemented in the Village Courts (see **Table 3**). For example; changes to court sittings while Peace Officers are ensuring security during hearings; courts are now presided by more than one magistrate; conducting mediation before going to full court; and collectively discussing cases for decision-making. The personal gains identified by participants include gained trust and respect of the community; gained confidence to

perform as VCOs; learned about fairness and honesty; change in attitude towards work, and overall feeling of empowerment among VCOs.

**Table 3: Training participants' feedback collected in 2015**

	Tairuma 1 VC Interview date: 21/09/15	Tairuma 2 VC Interview date: 22/09/15	Lamo VC Interview date: 24/09/15	Lovera Paiaru VC Interview date: 25/09/15
<b>Number of years as VCO</b>	Magistrate: 2 years Chairman: 3 years Peace Officer: 1 year Peace Officer: 3 years Clerk: 7 years	Peace Office: 8 years Clerk: 3 years Magistrate: 1 year Peace Officer: 30 years Chairman: 11 years	Clerk: 2 years Peace Officer: 10 years Peace Officer: 2.5 years Magistrate: 2 years Chairman: 8 years	Magistrate: 34 years Peace Officer: 18 years Peace Officer: 17 years Clerk: 8 years Chairman: 15 years
<b>VCOs with other community role</b>	3 out of 5 VCOs	3 out of 5 VCOs	2 out of 5	1 out of 5
<b>Access to new VC Training Manual</b>	Yes	Yes	Yes	Yes
<b>Benefits of the training</b>	-gained community respect and trust, including family respect -knowledge on decision making -set VCOs' ethics -success in counselling and mediation -become more responsible -increased knowledge and understanding of VC process and VC Act	-training provided leadership skills to VCOs -empowered VCOs -Clerk now knows how to prepare the forms and reports -knowledge of mediation process, counselling -clarity of roles -using VC manual as reference document -knowledge of laws within mandate of VCs -gained respect and trust of the community	-improved court sitting arrangement -improved law and order issues -VCOs empowered to enforce the law at the village level -clarified process – to do mediation before full court sitting -understanding of court system -helped define roles of VCOs and “be honest” -gained respect of the community	-gained knowledge and skills about VC process -due to knowledge of VC process, VC now able to quickly deal with matters -able to conduct court sitting with confidence -learned about fairness and being humble -what to do when there is a fight in the village -learned how to enhance skills

	Tairuma 1 VC Interview date: 21/09/15	Tairuma 2 VC Interview date: 22/09/15	Lamo VC Interview date: 24/09/15	Lovera Paiaru VC Interview date: 25/09/15
	-enabled changes on VC process to be implemented			
<b>Training topics that helped most</b>	<ul style="list-style-type: none"> <li>-Communication skills</li> <li>-Conflict of interest</li> <li>-Ethical hearing</li> <li>-Leadership</li> <li>-Team work</li> </ul>	<ul style="list-style-type: none"> <li>-Communication</li> <li>-Roles of VCOs</li> <li>-Fairness in decision making</li> <li>-how to relate to people</li> <li>-how to approach violent situations</li> </ul>	<ul style="list-style-type: none"> <li>-Mediation process</li> <li>-how to deal with cross cutting issues</li> <li>-Land mediation</li> <li>-penalties according to the law</li> <li>-know what cases to hear</li> </ul>	<ul style="list-style-type: none"> <li>-roles and responsibilities</li> <li>-type of cases</li> <li>-forms to use</li> <li>-criminal cases that VC cannot deal with</li> <li>-ethics</li> </ul>
<b>Changes implemented after the training</b>	<ul style="list-style-type: none"> <li>-Chairman appoints other magistrates to hear cases, previously only the Chairman can hear cases</li> <li>-All 4 Peace Officers to attend the sittings</li> <li>-Sittings opened and closed with prayer</li> <li>-Magistrates taking notes during sitting</li> <li>-Clerk empowered to provide advice to Magistrates</li> <li>-VCOs had briefing before court sitting to discuss cases</li> <li>-Share knowledge with other young people in the village</li> </ul>	<ul style="list-style-type: none"> <li>-established a designated court sitting area within the village, where community knows about it</li> <li>-parties makes the decision in mediation not the magistrate</li> <li>-Peace Officers securing the court sitting area and monitor situation during court sittings</li> <li>-VCOs now use and refer to the new VC Manual regularly</li> <li>-As a team, VCOs assess and discuss cases and address outstanding compensation issues</li> </ul>	<ul style="list-style-type: none"> <li>-VCOs issue spot fines to offenders so people fear getting into trouble</li> <li>-using and correctly completing VC forms</li> <li>-that Clerk can advise magistrates</li> <li>-formally opening and closing the court sitting, VCOs sit at a table and hear cases</li> <li>-not to be involved in fights</li> <li>-advising disputing parties that they can appeal if they are not happy with the decision</li> <li>-all 3 magistrates involved in making decisions not only the Chairman</li> </ul>	<ul style="list-style-type: none"> <li>-Chairman delegating responsibilities and other VCOs comply</li> <li>-conduct mediation before full court sitting, encouraging parties to go through mediation</li> <li>-determine difference between civil and criminal cases</li> <li>-court fines determined during sitting</li> <li>-correctly set-up court sitting</li> <li>-using correct forms and tried to complete the forms correctly</li> </ul>

*“The Village Court didn’t work really well before and there was not much interest. Now after the training I am really keen to carry out my roles.”<sup>47</sup>*

*“Now armed with the correct knowledge and information I feel confident to talk and advice the community on what to do.”<sup>48</sup>*

*“Before I was not too sure what cases should be heard at the Village Court and what not to, but now I know. I was not confident in handing down decisions, now I am.”<sup>49</sup>*

*“In the past years the Village Court was not running well, VCOs were not performing their roles and not attentive to matters. After the training all VCOs are now active in their roles. They are aware of what needs to be done and they do it confidently.”<sup>50</sup>*

In 2015, three Village Courts were visited and court sittings were observed by two VCLMS officers. Using a ‘Checklist’ (see **Annexure 2.4**), the VCLMS officers provided their views on record management and forms completed by the Village Courts, the conduct of VC sittings and overall perception of technical abilities of Village Court Officials.

Three court sittings were observed in Tairuma 1, Tairuma 2 and Lamo Village Courts. The VCLMS officers identified some areas for improvements; for example, record keeping and correctly completing the Case Register and VC forms, VCOs’ punctuality, maintaining receipts and records of court fines. The VCLMS officers also suggested further trainings for VC Clerks, mentoring support and supervision from PVCO and DVCOs and the need for regular inspections of Village Courts.

**Table 4** summarises the observations and comments of VCLMS officers.

**Table 4: Observations and comments of VCLMS Officers (during VC sitting)**

	Tairuma 1 VC	Tairuma 2 VC	Lamo VC
	Visit date: 23/09/15	Visit date: 22/09/15	Visit date: 24/09/15
<b>Record keeping</b>	Correctly completed Case Register presented by the Clerk, including the current 2015 and previous records since 2008. The register showed that the number of mediations held is equal to	Case Register was not provided by the Clerk during the visit, claimed to be left at home.	The Case Register contained records from 2007 to 2011 but some cases were not recorded. At the time of the visit, the Chairman and the Clerk were updating the Case

<sup>47</sup> Comments from a VC Peace Officer in Gulf Province, 2015

<sup>48</sup> Comments from a VC Chairman in Gulf Province, 2015

<sup>49</sup> Comments from a VC Magistrate in Gulf Province, 2015

<sup>50</sup> Comments from a VC Clerk in Gulf Province, 2015

	Tairuma 1 VC	Tairuma 2 VC	Lamo VC
	Visit date: 23/09/15	Visit date: 22/09/15	Visit date: 24/09/15
	the number of full court sittings		Register, recording cases and updating dates.
<b>Village Court Forms (Settlement Order, Court Order, Imprisonment Order)</b>	Settlement Order forms completed correctly  Imprisonment Order forms not kept in the VC  Court Order entries are correct, amount reflected are within the VC jurisdiction	All forms were found to be correctly completed and statements were clear and understandable	All forms correctly completed, Settlement Order form not used much, there were outstanding Court Orders pending compliance, Preventive Order forms requested from PVCO
<b>Maintaining good record of court fines receipts</b>	Not provided by Clerk for review, fines collected were provided to the PVCO then to Treasury. VC was not given any receipts	Not provided by the Clerk during the visit	Yes, VC maintained good records of all court fines received
<b>Mediation process followed</b>	Yes, however it seems that mediation was given less priority over full court sitting	Yes, however officials were trying to differentiate the processes and procedures of mediations against full court sittings	No – mediation cases were not recorded in the Case Register and were kept in a separate book
<b>Village Court sitting started on time</b>	Yes	Yes	No – due to late arrival of concerned parties and some VCOs
<b>Communication skills and behaviour of VCOs</b>	Officials showed good communication skills, they spoke clearly, were confident and expressed themselves clearly	The technique and skills of asking parties during mediation was good, opportunities were given to all parties to express themselves. VCOs spoke clearly and explained decisions well.	VCOs demonstrated good communication skills, very confident and were able to clearly conduct the questioning of all parties
<b>Behaviour of the public and relevant parties</b>	General public behaviour was respectful and peaceful, the parties respected the court sitting	Parties and general public/observers showed respect to VC by accepting decisions, public was quiet	The public and conflicting parties were very quiet and respectful of the proceedings
<b>Decision making</b>	VCOs allowed conflicting parties to present their case, officials asked views of all parties and witnesses	VCOs showed understanding of VC jurisdiction and made decisions based on this	Parties showed respect and accepted decisions, VCOs followed correct process and made decisions within their jurisdiction, all parties

	Tairuma 1 VC	Tairuma 2 VC	Lamo VC
	Visit date: 23/09/15	Visit date: 22/09/15	Visit date: 24/09/15
			were given opportunities to explain their views
<b>Understanding of Village Courts Act</b>	<b>Good</b> (3.5 out of 5 score)	<b>Good</b> (3.5 out of 5 score)	<b>Good</b> (4 out of 5 score)
<b>Understanding of Village Court processes</b>	<b>Good</b> (4 out of 5 score)	<b>Good</b> (4 out of 5 score)	<b>Good</b> (4 out of 5 score)
<b>Understanding of correct process of VC sitting</b>	<b>Good</b> (3.5 out of 5 score)	<b>Good</b> (3.5 out of 5 score)	<b>Good</b> (3.5 out of 5 score)
<b>Challenges</b>	New VCOs requires mentoring and support from PVCO and DVCO, keeping records of cases heard and how many, receipts to be kept and reported, quarterly reporting	Clear facilitation of mediation process as opposed to full court sitting	People get frustrated when the other party did not turn up and VC deferred the hearing. Changes in Clerk position affected the maintenance of records. Location of court sittings, need to improve VCOs' punctuality.
<b>Overall comments from VCLMS Officers</b>	<ul style="list-style-type: none"> <li>• Need mentoring and support from PVCO and DVCOs, to strengthen what VCOs learned during the training</li> <li>• Inspections should be conducted to provide guidance</li> <li>• Clerks need training on how to correctly complete the Case Register and standard forms</li> <li>• Quarter Returns training is required to correctly complete the forms, to improve quality of data and to provide timely Quarterly Returns to VCLMS</li> <li>• PVCO need to supply receipt books and ensure quarterly returns are completed and submitted to VCLMS</li> </ul>		

Stakeholders' perceptions were collected in 2014 and 2015, with overall improvements in Village Court processes observed after the training course. Positive comments from stakeholders confirmed the personal assessments provided by VCOs. The highlights are summarised below (see **Table 5**). Stakeholders observed changes in the Village Courts after the training course, for example, less complaints from the community, quarterly reports submitted to PVCO, improvement in the quality of completed VC Forms, correct VC process from mediation to VC full sitting.

**Table 5: Stakeholders' opinions about the Village Courts**

	Stakeholder interviews conducted in 2014	Stakeholder interviews conducted in 2015
<b>Stakeholders (respondents)</b>	PVCO, Clerk of Court, Police Station Commander, Provincial Administration representative, Adviser	PVCO, VC Trainer, Provincial Administrator, Police Station Commander
<b>VCOs level of knowledge and competencies</b>	<b>Partially competent</b> – knowledgeable in regards to customs and in delivering their duties but not competent in regards to new laws and in completing VC standard forms, partially competent in regards to decision making and VC processes	<b>Partially competent</b> – experienced VCOs are very competent, new officials need more training and supervision, need to do more actual VC sitting to build confidence and experience
<b>How the training will help (helped)</b>	Improve performance; improve record keeping and completing forms; understanding the <i>Village Courts Act</i> and new laws; acquiring knowledge to do their job better; to understand and know the VC processes	Observed changes due to the training: motivated VCOs, gained basic understanding of VC process and procedures, forms correctly completed, less complaints from the community, quarterly returns/reports
<b>Supports provided to VCs</b>	Provision of forms and stationeries; advice from District Court, uniforms and stationeries	Full support from provincial administration, PVCO, DVCOs and the police
<b>Supports needed by VCs</b>	Mentoring and supervision from PVCO and DVCOs, more visits, additional trainings for new officials, community awareness	Mentoring, training, timely provision of VC standard forms
<b>Training opportunities required</b>	Preparation of quarterly returns (reports), training of Clerks, detailed training on how to complete VC forms	Refresher training to cover in details some topics in the new manual, how to compile reports (quarterly returns) and VC forms for Clerks, separate trainings depending on position in the Village Court

*“The training has boosted the morale of the VCOs which is good. They have uniforms and they are on payroll. VCOs are now functioning well as an arm of the government”<sup>51</sup>*

*“Some are very confident especially those VCOs that are literate enough to use the Manual. Others who are not literate enough are less confident”<sup>52</sup>*

*“I am struggling because I was educated up to Grade 5 only and find it difficult reading the Manual”<sup>53</sup>*

*“My family is happy with my achievement [completing the training] and now respects me.”<sup>54</sup>*

<sup>51</sup> Comments from Provincial Administrator, Gulf Province, 2015

<sup>52</sup> Comments from one of the stakeholder, Gulf Province, 2015

<sup>53</sup> Comments from a Village Court Official, Gulf Province, 2015

<sup>54</sup> Comments from a female VC Magistrate, Gulf Province, 2015



### Summary response to the evaluation questions – Effectiveness (Learning – Level 2)

To what extent have Village Court Officials acquired new knowledge and skills? How were they assessed?

The acquired knowledge and skills of Village Court Officials were assessed through observations of Village Court sittings by VCLMS officers and interviews of training participants and stakeholders. Some scenario-type questions were included in the questionnaires for VCOs. The research found that **Village Court Officials are partially competent**, with a good understanding of the *Village Courts Act*, good understanding of Village Court processes and good understanding of correct Village Court sittings. Officials interviewed demonstrated an increased knowledge and understanding of the five key topics of the training course (Introduction to Village Court, Ethics, Role of Officials, Communication and Mediation, and Village Court processes and procedures). New Officials still lack some experience and skills and will need supervision and mentoring support.

What are training participants doing differently following the training experience? How are training participants applying their knowledge and skills?

**The Officials who participated in the training were implementing significant changes following the training course. The research found that knowledge and skills learned from the training course are being applied through changes to village court processes** (court sitting, record keeping, completing forms, mediation process); the way they communicate during court sitting and with the community; and in their decision making process (e.g. hearing all parties concerned, deliberation between magistrates, seeking for witnesses). During court sittings, Village Court Officials were observed to be referring to the new VCO Manual.

To what extent are Village Court Officials implementing sound decision making practices?

**The Village Court Officials were implementing sound decision making practices;** i.e. hearing evidences from all parties concerned, asking for witnesses' views, implementing decisions with confidence, conferring among magistrates and deliberating the case before making any decisions. All these were confirmed by Village Court Officials as changes that they implemented from what they learned from the training course. These changes were observed and recorded by VCLMS officers.

To what extent is there improved technical ability among Village Court Officials?

All three Village Courts visited were rated by VCLMS officers as "good (4 out of 5 point score)" in their understanding of the *Village Courts Act*, the Village Court processes and VC sittings. The recording of cases and completion of VC Forms were also reviewed and found to be acceptable. However, the VCLMS officers suggested some opportunities for Clerks training in regards to Quarterly Returns/Reporting.

**Stakeholders from Gulf Province observed less complaints from the community, an indication of improved technical ability and community acceptance of Village Courts' decisions.**

### 3.3 Community Demographics

This section includes the socio-demographic details of respondents who participated in the community perception surveys, to better understand the situation of the Gulf community during the 2014 and 2015 surveys.

A total of 300 people were interviewed in 2014, of which four had indicated that they work for the police, the courts, prison services or provincial administration and two invalid questionnaires. The responses of these six people were excluded in the analysis, hence responses of 294 survey participants (148 men, 146 women) in 2014 were included in this report.

In 2015, a total of 300 people were interviewed, of which one respondent worked for the police, the courts, prison services or provincial administration. The response of this respondent was excluded in the analysis, hence responses of 299 survey participants (149 men, 150 women) in 2015 were included in this report (see **Annexure 4.1** for respondents by gender).

### *Age groups*

In 2014, 19.7% of respondents were between 18 years and 24 years old, 34% aged 25 to 34 years, 20% were aged 35 to 44 years and 25% were over 45 years old (see **Annexure 4.2**). The 2015 survey captured only 7% of respondents between the age of 18 and 24 years, 30% were aged 25 to 34 years and 41% were 35 to 44 years old. The survey team had difficulties in getting youths to participate in the survey.

### *Marital status*

The highest proportion of respondents were married in 2014 (72%) and 18% were never married (see **Annexure 4.3**). Similarly, 78% of 2015 survey respondents were married and 12% were not married. A small proportion of respondents in 2014 (4.4%) were separated at the time of the survey, with 4.7% of the same in 2015.

### *Education level*

In both 2014 and 2015, the highest proportion of respondents had only Grade 6 education (56% in 2014, 68% in 2015) and Grade 10 education (32% in 2014, 26% in 2015), with 3.7 who completed technical education and 6% who never went to school (see **Annexure 4.4** for details by gender). The table below shows the education level by year.

**Table 6: Education level, by year**

	2014	2015
<b>Never went to school</b>	5.8%	4.0%
<b>Primary (Grade 6)</b>	55.8%	68.2%
<b>Secondary (Grade 10)</b>	32.0%	26.1%
<b>Secondary (Grade 12)</b>	1.0%	0.7%
<b>Technical / Vocational</b>	3.7%	-

University / College	1.7%	1.0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

### *Occupational activity*

The highest proportion of 2014 respondents were farming, fishing or gardening for business (33%) or for own consumption (24%). The proportion of 2015 respondents who were farming, fishing or gardening for business substantially increased to 53%. There were only 5% of 2014 respondents who claimed to be unemployed and increased to 7.7% in 2015 (see **Annexure 4.5** for details by gender). **About 91% of those who reported to be unemployed were aged between 21 years and 30 years, i.e. majority of unemployed are the youth.**

**Table 7: Occupational activity, by year**

	2014	2015
<b>Student</b>	2.0%	0.7%
<b>Unemployed</b>	5.1%	7.7%
<b>Home duties, full time staying at home</b>	13.9%	6.4%
<b>Casual paid work</b>	4.8%	4.0%
<b>Farming, fishing, gardening for own consumption</b>	24.1%	13.7%
<b>Farming, fishing, gardening for business</b>	33.0%	52.8%
<b>Full time employment</b>	2.4%	0.3%
<b>Government employee</b>	3.4%	0.3%
<b>Self-employed, own business</b>	6.8%	11.4%
<b>Volunteer</b>	2.0%	0.3%
<b>Church worker</b>	1.0%	2.3%
<b>No response</b>	0.7%	-
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

### *Economic well-being*

Asset and livestock ownerships were collected to provide an indication of economic status of the community in the sample villages. Majority of respondents (78% in 2014, 87% in 2015) stated that the family did not own a car, truck, motorbike, bicycle or boat. Only 12% owned a bicycle and 8% owned a boat in 2014 (see **Annexure 4.6** for details by gender).

Livestock ownership was average with 68% of respondents (or the family) did not own any livestock. This increased to 72% in 2015. In 2014, about 16% owned more than one pig, 7% owned poultry and 5% had pigs and poultry (see **Annexure 4.7** for details by gender). Those who had poultry in 2015 had increased to 10% and 9% had pigs and poultry. The economic status of sample villages from 2014 to 2015 did not improve based on the asset and livestock ownership data.

### 3.4 Community Perceptions about the Village Courts

The community's perception about the Village Courts were collected from the two Community Perception Surveys, i.e. before the VCO trainings (2014 survey) and after the VCO trainings (2015 survey). The intention of the survey is to determine the extent of perceived satisfaction in services provided by the Village Courts and how the Village Court is being used to resolve community conflict. **Only 14% of the 299 respondents in 2015 confirmed that they were also interviewed during the 2014 survey.**

Almost all respondents interviewed in both years were aware that they have Village Courts in their community (99% in 2014 and 2015). About 86% of 2014 respondents confirmed that they know the function of the Village Court (82% in 2015) and 81% had anything to do with the Village Court in 2014. The contact with Village Courts increased in 2015, when all respondents who had anything to do with the Village Courts in 2015 and 76% in the past 6 months.

Some law and order issues including disputes were resolved within the family but in most cases were referred to the village elder or the Village Court. About 88% of respondents have indicated that problems or conflicts were resolved by referring the matter to VCOs or through VC process. When asked who were involved in solving community problems, 80% of respondents mentioned the Village Court Officials (increased to 92% in 2015), 30% identified the police (decreased to 8% in 2015), 54% mentioned village chiefs or elders (decreased to 36% in 2015) and 25% identified Community Based Constables in 2014 but none in 2015 (see **Annexures 4.12 to 4.14**).

The surveys were able to capture the perceptions of complainants, defendants and their relatives providing a balanced views of the community in regards to services provided by the Village Courts. **Table 8** describes the respondents' involvements with the Village Courts.

**Table 8: Community survey respondents' nature of involvement with the Village Courts**

	2014 (n=236)	2015 (n=299)
Complainants	31.6%	38.1%
Relative of complainants	12.7%	18.1%
Friends or neighbours of complainants	1.7%	1.0%
Defendants	23.6%	17.1%
Relative of defendants	9.3%	7.4%

Friends or neighbours of defendants	0.8%	1.0%
General observers during VC sitting	20.3%	13.0%
Witnesses	5.9%	4.3%

Survey respondents were asked about the most recent cases or problems they presented to the Village Courts (see **Table 9**). Respondents reported an increase in cases relating to *swearing or using insulting words* (by 10 percentage points), *unwanted pregnancy issues* (by 6 percentage points), *homebrew, drugs or alcohol related problems* (by 3 percentage points), *rape or sexual assault* (by 2 percentage points) and *land disputes* (by 2 percentage points). The reported decrease in cases were related to *marital problems* (decreased by 9 percentage points), *fighting or assault* (decreased by 5 percentage points), *stealing* (decreased by 3 percentage points) and *adultery* (decreased by 3 percentage points).

The nature of cases indicates how the Village Courts are being used by the community. In 2014, a wide range of problems were handled by Village Court Officials, corresponding to both civil and criminal cases and minor conflicts between individuals.

**Table 9: Cases dealt with by Village Courts in Gulf Province**

	2014 (n=236)	2015 (n=299)
Swearing, gossiping, false accusation	6.8%	17.1%
Land disputes	8.9%	10.4%
Adultery	13.9%	10.7%
Unwanted pregnancies, early marriage	3.8%	9.7%
Disputes over property, damage to property e.g. livestock, crops	9.3%	8.4%
Rape, sexual assault/harassment (including attempted)	6.3%	8.0%
Alcohol, drugs or homebrew related issues	2.5%	5.4%
Stealing, robbery, break and enter	10.5%	7.4%
Accusation of practicing sorcery, sorcery related disputes	4.2%	5.4%
Domestic violence	4.2%	5.4%
Marital problems (arguments, separation, child custody)	14.8%	5.4%

Fighting, assault, bashing	9.3%	4.7%
Murder, killing (including attempted)	1.3%	0.7%

Note: multiple responses provided

It is worth noting that the training manual outlines the list of “**offences the courts are NOT allowed to hear**”:

- Rape
- Using drugs
- Incest
- Armed robbery
- Ownership of land
- Murder
- Illegal sale of alcohol
- Arson
- Gambling
- Motor vehicle offences or accidents

Respondents who were in contact with Village Courts (236 in 2014 and 299 in 2015) were asked about their perception of satisfaction with the Village Courts. The percentage of respondents satisfied with how the Village Courts handled their matter had increased from 46% in 2014 to 56% in 2015. Those who were satisfied<sup>55</sup> with the decisions of the Village Courts have increased from 44% in 2014 to 55% in 2015. Respondents were also asked whether the Village Courts were doing a good job. In 2014, 55% of those in contact with the Village Courts stated that *the Village Courts are doing a good job*. The percentage of respondents who were confident in their Village Court Officials has slightly increased from 47.5% in 2014 to 47.8% in 2015 (see graph on page 24).

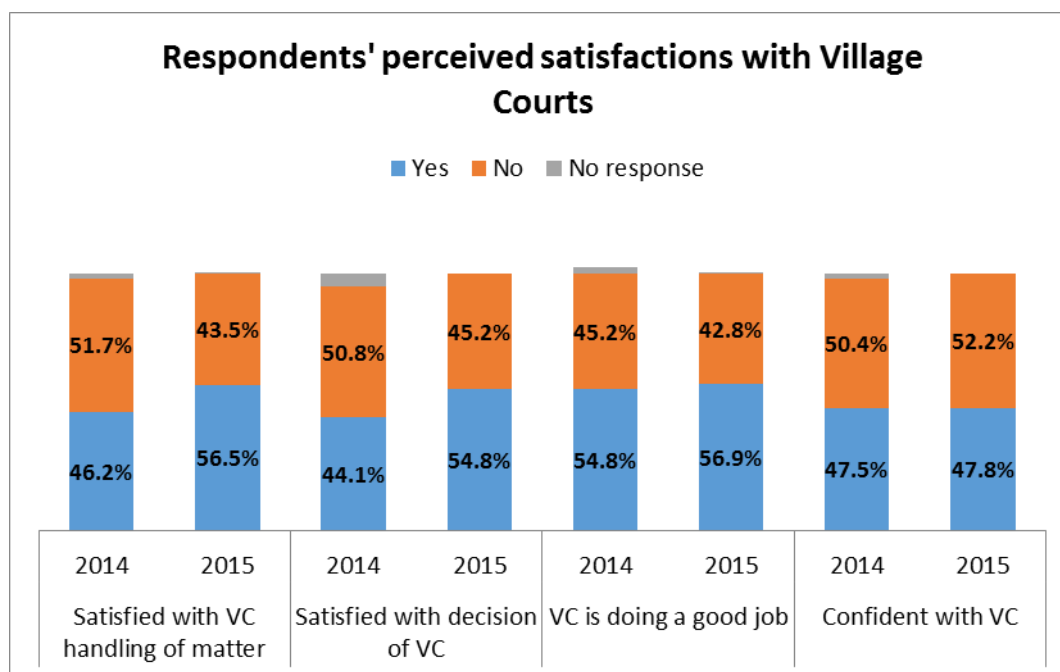
Further analysis of survey responses revealed the factors associated with the communities’ perceived satisfaction with the Village Courts, as follows:

More likely to be satisfied with VC	Less likely to be satisfied with VC
Male	Female
Home duties as main occupation	Decision to compensate but not paid
Those who felt safe	Case dismissed, not solved or no action from VC
Decision to compensate and pay received	Case relating to rape or sexual assault
Cases dealing with swearing or land dispute	Case dealing with sorcery related issues

The satisfaction with the Village Courts differs between locations. Respondents from villages covered by Tairuma 1 and Tairuma 2 Village Courts were less likely to be satisfied with their Village Courts. The two Village Courts provides services to urban villages nearer to Kerema town. In 2015, only 42% of respondents were satisfied with Tairuma 1 or Tairuma 2 Village Courts. In regards to the other four locations, over 62% of respondents were satisfied with their Village Courts.

<sup>55</sup> To provide more context in regards to perceived satisfaction with the Village Courts in Gulf Province, a survey of national courts in Bangladesh in 2013 reported that 47% of court users were satisfied with their national court services.

Excluding Tairuma 1 and Tairuma 2, over 68% of survey respondents in 2015 were satisfied with the decisions of the Village Courts. The highest number of pending cases was reported at Tairuma 2 and Tairuma 1, while the highest number of rape cases was reported in Tairuma 2 Village Court.



The following main reasons were given by respondents on why they “*are or are not satisfied with the Village Courts*”.

**Table 10: Main reasons behind perceptions of satisfaction with Village Courts, 2015**

Satisfied with the Village Courts	Not satisfied with the Village Courts
Decisions in favour of respondent	Decisions not in favour of respondent (23% of complainants)
Good or fair decision	Biased or unfair decision, <i>wantok</i> system (20% of complainants)
Compensation was paid	Case settled but complainants have not received the agreed compensation

Satisfied with the Village Courts	Not satisfied with the Village Courts
Case settled, decisions acceptable	-Respondents believed tougher decisions should have been made (36% of complainants)
Problems resolved traditionally (by exchanging cooked food)	Case not solved or still pending

Survey respondents were concerned about their cases not being resolved quickly, perception of bias, and receiving compensation either after mediations or full court sittings. There are a number of factors that can influence an individual's perception, including changes they observed – resulting in either a positive or negative reaction to services provided by the Village Courts. **Table 11** below provided some examples of comments made by survey respondents in contact with the Village Courts in the past six months (April to September 2015) regarding changes they observed in the Village Courts.

**Table 11: Examples of comments from people in contact with the Village Courts in the past 6 months (April to September 2015)**

Positive comments	Negative comments
<i>"Their presence represents the law of this country, that's why problems in the villages are minimised and does not escalate into bigger problems"</i>	<i>"Their uniform and presentation is good but their attendance is poor"</i>
<i>"They are trying their best to maintain peace in the community"</i>	<i>"I have not seen any change, some officials are also consuming homebrew"</i>
<i>"I think there is a bit of change in terms of court fines and charges imposed on offenders"</i>	<i>"There is no change because serious crimes like rape should be referred to the police"</i>
<i>"There is improvement on how they handle cases and handing down of decisions. I think it is because of the training they received"</i>	<i>"The decision is biased especially when they deal with cases involving their families"</i>
<i>"I saw them in uniforms and I am happy because we can identify them in uniforms"</i>	<i>"The charges are very high even if the case is not too serious"<sup>56</sup></i>
<i>"The Village Court Officials have improved in sorting out issues or problems, proper penalties are imposed"</i>	
<i>"Officials are more confident in solving problems"</i>	
<i>"They now conduct mediation before court sitting"</i>	

<sup>56</sup> Respondents/VC clients' views on "charges" related to court fees or "compensation or damages". These can be considered as "subjective comments". It can be argued that in general, the majority of people may not be aware that Village Courts can make an order for payment of compensation or damages to an amount not exceeding, in cash or in value, the sum of K2000.



Some people's understanding and expectations of the function of the Village Courts could be different from the legislated roles and responsibilities of Village Court Officials. In 2014 (before the VC Training), the Village Courts were hearing all sorts of cases (from murder, rape, to minor conflicts). **After the training course, VCOs are now more aware of their legislated roles, the VCOs confirmed that they are now declining to proceed or hear cases that they believe are not in accordance with the Village Courts Act.** In 2014, 14% of respondents reported that they *are not familiar with the function of the Village Courts*, and 18% in 2015 confirmed that they *are not familiar with the function of the Village Courts*. Unfortunately, the surveys were not designed to measure the communities' level (or extent) of understanding of the role of the Village Courts.

Conducting community awareness regarding the roles and responsibilities of the Village Courts will improve the people's understanding not only of the laws but of how Village Courts operate, hence could improve the level of satisfaction to services and improve confidence in the Village Court Officials. It is also recommended to closely monitor the community satisfaction with Village Courts over medium to long term.

#### Summary response to the evaluation questions

##### To what extent is there community confidence in the Village Court and its officials?

**About half of respondents from all surveyed locations had confidence in their Village Court Officials.** In 2015, 48% of survey respondents had confidence in their Village Courts, the same percentage in 2014. Respondents had confidence due to: *they are now trained, decisions were made in the best interest of the village, without the VC there will be more law and order problems, VC made good decisions, Magistrates were representing girls and women who were abused, VCOs working together, working hard to maintain peace and harmony, and female VCOs.* The reasons provided by respondents for negative perceptions were mainly due to: delays in settlement of cases; perceived bias when decisions were not in favour of respondents; compensations not received or amount considered to be unacceptable; and officials not following-up on compensations to be paid. The level of confidence in VCOs can be affected by different factors, including community awareness on the legislated roles and responsibilities of the Village Court Officials.

##### To what extent does the community perceive satisfaction in services provided by Village Courts?

**Over 57% of respondents from all surveyed locations were satisfied with the services provided by their Village Courts in 2015.** This was a significant increase from 46% of respondents satisfied with the Village Courts in 2014. Respondents were satisfied with the Village Court's decisions and handling of their matters due to: *problems were resolved traditionally, quick action on problems presented to VCOs, problems resolved and not getting worse, fair decisions, favourable outcome, mediation process, investigations and hearing all parties before making decisions.* The reasons provided by respondents for negative perceptions were mainly due to: delays in settlement of cases; perceived bias when decisions were not in favour of respondents; compensations not received; and officials not following-up on compensations to be paid. The level of satisfaction can be affected by different factors, including

community awareness on the legislated roles and responsibilities of the Village Court Officials. **Stakeholders' comments supported the communities' perceptions, when stakeholders observed less complaints from the community, which they believed as good representation of communities' satisfaction with Village Courts' decisions.**

*To what extent are Village Courts being used to resolve community conflict?*

**The two surveys revealed that the Village Courts are being used by the majority of people to resolve community conflicts.** In 2014, about 49% of survey respondents reported that law and order problems were resolved through the Village Courts, with 22% of respondents who mentioned the police and 16% of respondents who mentioned the village chiefs or elders. **During the 2015 survey, 88% of respondents reported that problems were resolved through the Village Courts,** only 14% mentioned the police. In the absence of recorded number of cases dealt with by sample Village Courts, the analysis was focused on cases identified by survey respondents. In 2015, majority of cases dealt with by the Village Courts were associated with *swearing, land dispute, adultery, unwanted pregnancy or early marriage issues and disputes over properties*. There were some cases relating to *stealing, rape or sexual assault, and marital problems*.

### 3.5 Impact of the Training

**The research found that the majority of training participants understood their roles and responsibilities as Village Court Officials and they are applying the knowledge and skills they learned from the training course.** When presented with scenarios of possible cases during the 2015 interviews, 80% of participants were able to correctly describe what they will do with a civil case, and the process of mediation before conducting a full court sitting. However, there were some Village Court Officials (25%) who were not able to convey that criminal cases such as sexual assault or rape should be referred to the police. The 2015 results are consistent with the training participants' views of their understanding of the *Village Courts Act*, i.e. **half of trained VCOs believed that "maybe they understand the *Village Courts Act*."**

In 2015, a total of 21 respondents indicated that the most recent matter they presented to the Village Court was related to rape or sexual assault. Only two out of the 21 cases were referred to the police. None was progressed by the police. Where perpetrators were questioned by the police, respondents mentioned that the perpetrators were released by the police and are at large within the community.

Village Court Officials interviewed in 2015 were asked about their perceptions of the effect of the training. The research found that Village Court Officials were very motivated (average of 2.8 out of high score of 3) and very confident (average of 2.9 out of high score of 3) due to the training (see **Table 12**). About 80% of VCOs who participated in the training course gained knowledge of the mediation process. They believed that the community was satisfied with the services that they provide.

Stakeholders within Gulf Province confirmed that some support was provided to Village Court Officials. However, the difficult terrain and transport issues within the province hinders the ability of district and provincial Village Court officers to provide support to Village Courts located far from

Kerema town. Stakeholders recognised the importance of follow-up support after the training but found difficulties in reaching Village Courts located in remote areas of the province.

**Table 12: VC Officials' personal assessments, from interviews conducted in 2015**

2015		Notes
Understands role of VCOs	100%	% of VCOs
Knowledge of mediation process	80%	% of VCOs
Knows that criminal cases are outside of VC jurisdiction	75%	% of VCOs
Extent of motivation	2.8	Score: 1-not motivated to 3- very motivated
Confident due to the training	2.9	Score: 1-not confident to 3- very confident
Understands the Village Courts Act	2.5	Score: 1-no to 3- yes
Community is satisfied with VC services	2.5	Score: 1-not satisfied to 3- very satisfied

Law and justice stakeholders in the province perceived that partial knowledge was acquired during the training. **Table 3** (see page 15 above) presented some of the major changes implemented by the Village Courts due to the training.

**Stakeholders believed that Village Court Officials are now well respected and gained more confidence in undertaking their roles and responsibilities. VC Trainers suggested a review or revision to the training timeframe**, i.e. due to many topics covered in the training some important (and difficult) topics have not been given enough attention. This could be the reason why some VCOs were not confident in their understanding of the *Village Courts Act*.

**Table 13: Stakeholders' comments about the village courts and the village court training**

Stakeholders' interviews conducted in 2015	
Changes observed in the past 6 months	<i>Less complaints from the people, VCOs respected and being used by the community, boosted morale and confidence, maintained regular contact with DVCOs and PVCO, community reported being happy with the VCOs, VC functioning better than before, some VC forms completed correctly, improvement in approach to public</i>

Stakeholders' interviews conducted in 2015	
<b>Level of service</b>	<b>Competent</b> – on average the level of service improved after the training, no record of appeals to the District Court and less complaints presented to DVCOs and PVCO
<b>Acquired knowledge from the training</b>	<b>Partial</b> – some new VCOs will need to learn more and need more support/supervision, some topics were only briefly covered since new manual covered too many topics over short timeframe, some Clerks needs more improvement and support, issues with language (some are not able to understand English or Tok Pisin) and education level affected their ability to acquire knowledge from the training
<b>Sound decision making practices</b>	Needs more improvement in regards to decision making process, VCOs are trying their best, now they know what penalties can be imposed
<b>Comments on the new training manual and the VCO training</b>	Suggested the training manual be translated into Tok Pisin, VC Act needs to be presented in a way that is easily understood, some topics not fully covered due to limited timeframe (too many topics over short period), training has encouraged VCOs to do better in delivering their duties
<b>Other comments</b>	LLGs, Councillors and communities pledged support to Village Courts, communities have confidence in VCOs after the training, VCOs want trainings to continue, there should be specific trainings per position not only a combined training

*"I didn't really know much about the Village Court and the training enlightened my mind."*<sup>57</sup>

*"I heard the first sorcery case in mediation and was successful. The case did not progress to full court."*<sup>58</sup>

*"Now the community and public respect me for the role I play in the Village Court"*<sup>59</sup>

*"The training helped VCOs in performing roles better. Being honest with ourselves. Face issues and deal with them, be humble"*<sup>60</sup>

### Summary response to the evaluation questions – Impact (Behaviour – Level 3)

To what extent are the training participants applying their learning to support improved service delivery? Village Court Officials were observed to be putting into practice what they learned from the training course. The Officials who attended the training course are performing their duties in accordance with their legislated roles (see comments from stakeholders - Table 5 and Table 13 and VCLMS officers – Table 4). Village Court Officials who attended the training course were rated **competent** in regards to the

<sup>57</sup> Comments from a VC Peace Officer who have been a VCO in Gulf Province for 17 years

<sup>58</sup> Comments from a VC Magistrate in Gulf Province, 2015

<sup>59</sup> Comments from a VC Magistrate in Gulf Province, 2015

<sup>60</sup> Comments from a VC Clerk in Gulf Province, 2015

acquired knowledge and level of service provided. Some VCOs believed that they have not fully understood the *Village Courts Act*, for example some were assessed to be unaware of criminal cases to be referred to the police.

*To what extent are Village Court Officials motivated to perform their duties?*

**Village Court Officials who attended the trainings gained confidence and are very motivated to perform their duties to a high standard.** Those who attended the trainings reported some positive change in behaviour as community members and as community leaders. In addition to the training opportunity, VCOs indicated that receiving uniforms and the inclusion in the new government payroll system have contributed to their motivation to perform their duties.

*To what extent are officials not supported in the delivery of their duties?*

**The Provincial Government and in particular the PVC and VC officers confirmed that they provided some support albeit logistical and resource constraints.** As much as possible, the District Courts are providing advice to Village Court Officials. All stakeholders suggested that VCOs will need the following supports: more trainings to Village Court Officials, mentoring and supervision to enhance the knowledge they gained from the training.

*To what extent are there changes in attitudes among Village Court Officials?*

Researchers and stakeholders provided the following comments: *“Village Court Officials were very helpful during this research”; “during the court sittings they were respectful”; “they are more confident”; “they now communicate well”*. The observations were supported by claims made during the Village Court Officials’ interviews in 2015 – that **Village Court Officials who participated in the training course have demonstrated some encouraging changes in attitudes in the delivery of their duties, as a community leader and towards the improvement of Village Court services.**

### 3.6 Sustainability

Changes implemented by Village Court officials who participated in the training aimed to improve the services that they provide to the community. The results of the training were determined from observed changes (by the community and stakeholders) and reported by the training participants. **It may still be too early to understand and evaluate the impact and sustainability of the VCO training program, after one year of implementation. However, the information collected during the research indicated that the training program is on track in contributing to the achievement of the intermediate outcome objective of “Village Courts delivering equitable and effective services”.**

The changes implemented by Village Court Officials who participated in the training courses are summarised in **Table 14**. The reported changes were based on what they learned during the training course. Officials were observed to be using the new VCO Training Manual during court sittings. VCOs who participated in the training course not only gained respect from the community but also reported gaining respect from their family. There were general feelings of empowerment among Village Court Officials, especially the women. There were challenges identified by VCOs, for example, when VC decisions were being questioned, community expectations which VCOs believed are beyond their roles, and keeping good records of cases and payments/fees. Stakeholders and

VCOs have identified some support needed to sustain the momentum gained from the VC training program.

**Table 14: Training participants' views on changes in the Village Courts, 2015**

	Tairuma 1 VC	Tairuma 2 VC	Lamo VC	Lovera Paiaru VC
	Interview date: 21/09/15	Interview date: 22/09/15	Interview date: 24/09/15	Visit date: 25/09/15
<b>Personal gains from the training</b>	<ul style="list-style-type: none"> <li>-gained family respect</li> <li>-learned how to approach difficult situations</li> <li>-knowledge on what to do as VCO</li> <li>-realised importance of VCO role in the community</li> <li>-feeling of empowerment</li> </ul>	<ul style="list-style-type: none"> <li>-empowered to do VC work confidently</li> <li>-gained knowledge on role of VCOs</li> <li>-now encouraged to do VC work</li> <li>-learned leadership skills, now able to <i>"care for VCOs and the community"</i></li> </ul>	<ul style="list-style-type: none"> <li>-learned about the mediation process</li> <li>-learned about HIV/AIDS and its implications</li> <li>-gained community respect</li> <li>-gained confidence</li> <li>-<i>"helped me to do my work honestly"</i></li> </ul>	<ul style="list-style-type: none"> <li>-increased knowledge of VC processes, now implementing what was learned</li> <li>-learned about the mediation process</li> <li>-learned how to be humble</li> <li>-fairness in decision making</li> <li>-how to handle difficult situation, e.g. fighting</li> </ul>
<b>Changes implemented after the training</b>	<ul style="list-style-type: none"> <li>-Chairman appoints other magistrates to hear cases, previously only the Chairman can hear cases</li> <li>-All 4 Peace Officers to attend the sittings</li> <li>-Sittings opened and closed with prayer</li> <li>-Magistrates taking notes during sitting</li> <li>-Clerk empowered to provide advice to Magistrates</li> <li>-VCOs had briefing before court sitting to discuss cases</li> </ul>	<ul style="list-style-type: none"> <li>-established a designated court sitting area within the village, where community knows about it</li> <li>-parties make the decision in mediation not the magistrate</li> <li>-Peace Officers securing the court sitting area and monitor situation during court sittings</li> <li>-VCOs now use and refer to the new VC Manual regularly</li> <li>-As a team, VCOs assess and discuss</li> </ul>	<ul style="list-style-type: none"> <li>-VCOs do spot fines to offenders so people fear getting into trouble</li> <li>-using and correctly completing VC forms</li> <li>-that Clerk can advise magistrates</li> <li>-formally opening and closing the court sitting, VCOs sit at a table and hear cases</li> <li>-not to be involved in fights</li> <li>-advising disputing parties that they can appeal if they are not</li> </ul>	<ul style="list-style-type: none"> <li>-Chairman delegating responsibilities and other VCOs comply</li> <li>-conduct mediation before full court sitting, encouraging parties to go through mediation</li> <li>-determine difference between civil and criminal cases</li> <li>-court fines determined during sitting</li> <li>-correctly set-up court sitting</li> </ul>

	Tairuma 1 VC	Tairuma 2 VC	Lamo VC	Lovera Paiaru VC
	Interview date: 21/09/15	Interview date: 22/09/15	Interview date: 24/09/15	Visit date: 25/09/15
	-Share knowledge with other young people in the village	cases and address outstanding compensation issues	happy with the decision  -all 3 magistrates involved in making decisions not only the Chairman	-using correct forms and tried to complete the forms correctly
<b>Challenges</b>	-people criticising VC work  -people challenging the role of VCOs  -VCOs accused of “conflict of interest”  -community expectations for VCOs to respond to all conflicts including dangerous situations  -VC decisions challenged by young and educated people  -VC decisions questioned by District and Provincial officers	-being accused by the community of not performing VC duties  -some people are jealous of VCOs receiving benefits  -decisions being challenged or questioned by conflicting parties	-keeping records of court fees and the payment process  -when defendants refused to turn up for court hearing  -when people are not happy with VC decisions  -sometimes poor attendance of VCOs	-people argued with VCOs when VCOs asked police to intervene or when matter is referred to the police  -defendants not accepting court summons  -defendants not attending court
<b>Other comments</b>	-people expect VCOs to do some tasks beyond their responsibilities  -the training helped but some were struggling to understand the Manual	-VCOs are now respected  -VCOs to do community awareness about new laws and roles of VCOs, during community days/meetings	-VCOs not sure about their understanding of the <i>Village Courts Act</i>  <i>“some of us are not well educated and the training has helped us and we want more”</i>	-separate training for clerks and other VC positions  -VCOs not sure about their understanding of the <i>Village Courts Act</i>

The community survey respondents and law and justice stakeholders identified the following strengths of the Village Courts:

- Village Courts maintain and uphold law and order in the community;
- having uniforms shows authority;

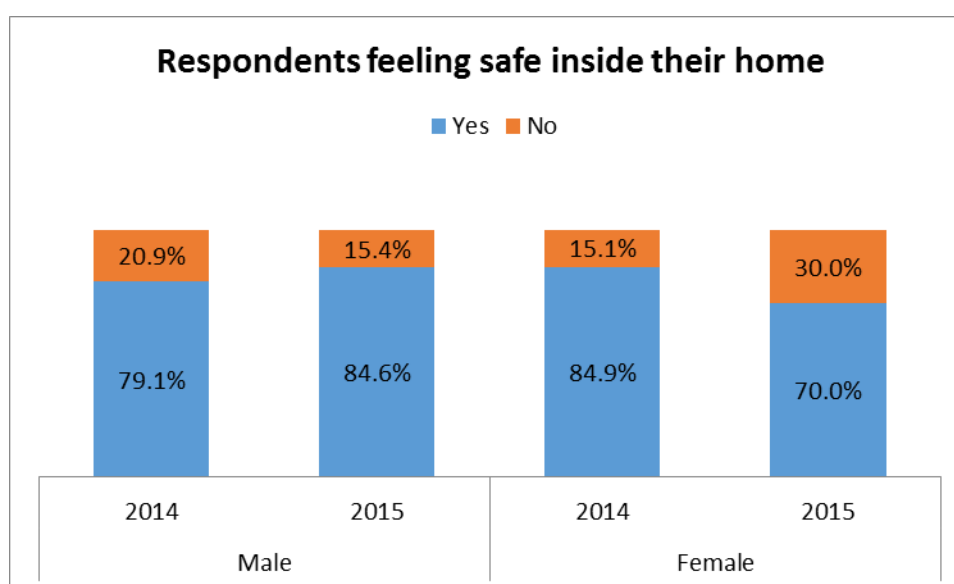
- commitments of VCOs;
- some VCOs were conducting community awareness, mainly focusing on law and order issues such as homebrew, alcohol and drug and domestic violence;
- ability to immediately respond to community problems and settling disputes; and
- ability to resolve problems through traditional ways.

Survey respondents also reported that the most important things that the Village Courts are doing for community safety are:

- maintaining peace and order;
- resolving community problems; and
- community policing and providing security.

### *Perceptions of safety and crime*

Community survey respondents from Gulf Province were asked about their perceptions of crime and safety in their community. This section summarised the perceptions of 2014 respondents (294 people) in comparison with the 2015 survey (299 people).



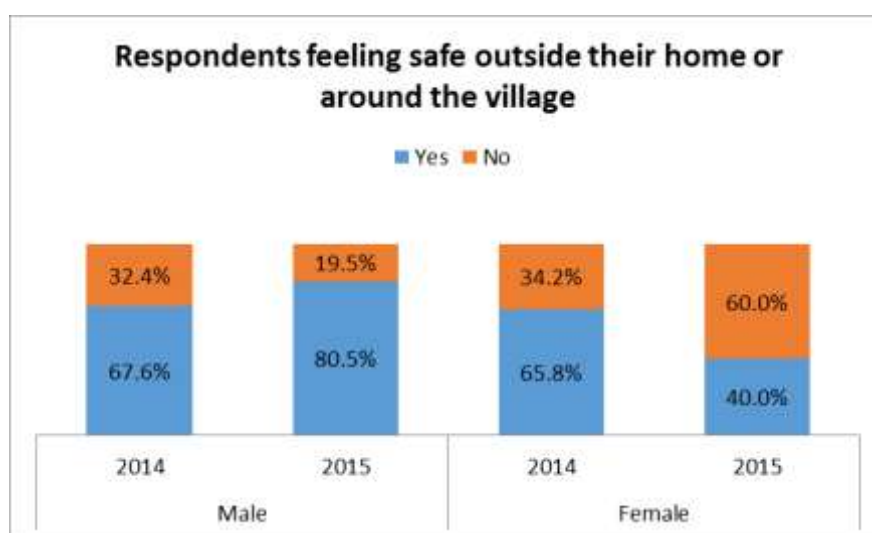
**There were 77% of Gulf respondents who felt safe and secure inside their home in 2015, a reduction from 82% of respondents who felt safe inside their home in 2014.**<sup>61</sup> Less women reported feeling safe inside their home in 2015 (70%) compared with about 85% of men (see figure above). Within a year, the percentage of men who reported feeling safe increased from 79% in 2014 to about 85% in 2015. On the other hand, the percentage of women who reported feeling safe decreased from 85% in 2014 to 70% in 2015. When analysed by location, the highest percentage of respondents who felt safe inside their home in 2015 were from Karama village

<sup>61</sup> Community Crime Survey respondents who felt safe: 50% in Goroka (2011), 53% in Kainantu (2011), 47% in Mt Hagen (2011), 67% in NCD (2010), 56% in Lae (2008).



(88%), Lovera Paiaru (87%), Silo Uamai (80%) and Oalai Itisora (77%). The lowest percentage of respondents who felt safe and secure inside their home were from Tairuma 2 (63%) and Tairuma 1 (70%).

**There were 60% of respondents from Gulf Province who felt safe and secure outside their home or around the village in 2015;** a decrease from 67% in 2014. A very low percentage of women reported feeling safe around the village in 2015 (40%) compared to around 80% of men (see below figure). The percentage of women who reported feeling safe around the village decreased from 66% in 2014 to 40% in 2015. About 76% of women from Lovera Paiaru reported feeling safe around the village, followed by 52% of women respondents from Karama. The low number of women who felt safe around the village were from the other four locations: 12% of women from Tairuma 2, 28% of women from Oalai Itisora, 36% of women from Tairuma 1, and 37% of women from Silo Uamai.



Survey respondents were also asked to identify the reasons for feeling insecure. In 2015, the top four main reasons provided by female respondents for “*not feeling safe and secure*” were:

- Drugs, alcohol and homebrew related issues/crime
- Community disturbances and trouble-makers within the community
- Criminal activities within the village
- Land issues

Those who reported feeling safe (mostly male respondents) identified some reasons for feeling safe due to: familiarity within the village or long term residency, the presence of family members or relatives, position or status within the community. **Women respondents who felt unsafe in 2015 were those who reported the following cases to the Village Courts:**

- Rape or sexual assault
- Adultery
- Stealing
- Domestic violence

- Unwanted pregnancies

When asked about their perceptions of crime, all respondents believed that “***there are crime problems in the community***” (87% in 2014, 100% in 2015). The percentage of people who felt that the crime problem in their community was either *large* or *very large* increased from 52% in 2014 to 70% in 2015. Those who thought that the crime problem was *very large* decreased from 18% in 2014 to only 3% in 2015. Those who thought that the crime problem was *not large* decreased from 44% in 2014 to 30% in 2015.

**Table 15: Perceived level of crime problem in the community**

	2014 (n=294)	2015 (n=299)
Not large	44.2%	29.8%
Large	33.9%	67.2%
Very large	18.5%	2.7%
Don't know	1.0%	0.0%
No response	2.4%	0.3%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>

Survey respondents were asked about their perceptions of the top three law and order problems occurring in their community. **Table 16** shows the range of responses. In both years, the majority of respondents (over 91%) identified *drugs, alcohol and homebrew* as one of their top three law and order problems, followed by *swearing or gossiping*. It is worth noting that *adultery, swearing, unwanted pregnancies, and land disputes* were the leading problems presented to Village Court Officials in 2015. The perceived law and order issues are consistent with the type of cases presented to the Village Courts (see **Table 9** above, page 23). Majority of survey respondents were in contact with the Village Courts as complainants or defendants, hence their perceptions of law and order issues are most likely to be related to the most recent law and order problems or experiences they had.

**Table 16: Perceived law and order issues (top 10)**

Rank	2014	2015
1	Drugs, alcohol and homebrew problems	Drugs, alcohol and homebrew problems
2	Stealing, theft, robbery	Swearing, gossiping
3	Fighting, physical assault	Fighting, physical assault
4	Swearing, gossiping	Land dispute
5	Rape, sexual assault	Stealing, theft, robbery

6	Domestic violence	Adultery
7	Adultery	Domestic violence
8	Sorcery related problems	Rape, sexual assault
9	Land dispute	Family arguments
10	Property damage	Unwanted pregnancy

When survey respondents were asked about the main causes of their top three law and order issues, the consumption of *drugs, alcohol and homebrew* was prominent in their responses. In addition to the top five causes identified by survey respondents (**Table 17**), the research found that:

- A very small number of respondents indicated *the lack of law and order services* as the cause of problems (2.3% of respondents in 2015).
- Some respondents (29%) blamed the youths. In addition to this, 10% of respondents mentioned outside influence or peer pressure as causes of problems.
- 17% of respondents in 2015 mentioned lack of education or school dropouts.

**Table 17: Main causes of law and order problems (top five)**

2014	2015
Consumption of drug, alcohol and homebrew	Consumption of drug, alcohol and homebrew
Lack of discipline, behaviour & attitude	Lack of discipline, behaviour & attitude
Unemployment, economic issues	Family problems
Laziness, people are idle	Land dispute
Lack of education, school dropouts	Unemployment, economic issues

### Summary response to the evaluation questions – Sustainability (Results – Level 4)

#### What has changed in the Village Court as a result of the training?

In 2015, Village Court Officials who participated in the training course implemented some major changes as a result of the training. The research found that the changes are consistent with the Officials' legislated roles and in accordance with the Village Courts' procedures and standards. **If maintained and further supported, the changes will contribute to effective delivery of VC services**, e.g. more mediations conducted before full court sittings, implementing sound decision-making processes, consistent and

improved record keeping and reporting, maintaining VCOs' motivation and confidence, and commanding respect from the community.

**To what extent has the acquired new knowledge of VCOs contributed to delivering equitable and effective services?**

Although still early to determine if the acquired new knowledge has contributed to Village Courts' delivering equitable and effective services, the research found that due to the training course, **Village Courts are on track to contributing to improved delivery of equitable and effective services.**

Stakeholders confirmed that after the training course they received less complaints from the communities. The percentage of respondents who thought that the Village Courts were involved in solving community problems have increased from 80% in 2014 to 92% in 2015. **More people are now accessing services provided by the Village Courts.**

**To what extent does the community perceive improvements in safety and security?**

There was no improvement in the communities' perceived safety and security between 2014 and 2015, a short period which could be affected by fluctuations and circumstances happening within the community. The results or impact of the training on safety and security cannot be realised within a year after the training course. The perceived safety and security collected in 2014 and 2015 can be used as a baseline to assess the impact of the training, and the new law and justice program (JSS4D) four years after the program. It can also be argued that the more people are aware of what crime is and issues such as domestic violence and family and sexual violence, the more likely they say there are crime problems and that they are feeling unsafe due to these problems.

## 4. Implications of the Evaluation

The findings and analysis of information generated from this one year research were summarised in a diagram (see page 38). The *Issues Diagram* presented the major issues identified from the research, i.e. the common issues raised by the three study groups: (1) the Village Court Officials, (2) the Law and Justice Stakeholders and (3) the Community.

The people of Gulf Province including the law and justice stakeholders recognised the important role of the Village Courts in maintaining peace and harmony within the community. The PNG Government also recognised the Village Courts through increased VCO allowance and inclusion of the VCOs in the government's payroll system. The VCOs' allowances and the provision of uniforms, in addition to an opportunity to be trained under the new VCO Training Course, were the factors for increased motivation of VCOs. Due to the training course, Village Court Officials and stakeholders believed that the community and VCOs' families are now more respectful of VCOs. After the training course, stakeholders commented that decisions made by VCOs were acceptable to conflicting parties, when less complaints were received by stakeholders (PVCO, DVCOs, and the District Court).

The community is aware of the VC training courses held in the province and survey respondents have associated the training courses with the positive changes they observed with the Village

Courts. Village Court Officials and stakeholders believed that specific training courses such as Clerk's training course will be needed. Some of the trained VCOs (estimate of about 25%) were not confident of their understanding of the *Village Courts Act* and a further 20% were not convinced that they fully understand the mediation process.

The Village Court Officials who participated in the new VC training course were found to be highly motivated and showed confidence in performing their roles and responsibilities. The commitments of these Village Court Officials were identified by both the community and stakeholders as one of the strengths of the Village Courts. To sustain the VCOs' motivation and commitment, Village Court Officials will need continuing support from the PVCO, DVCOs, the Gulf Provincial Administration and the VCLMS – to further enhance what VCOs have learned from the training course.

Some opportunities for improvements were identified from this research:

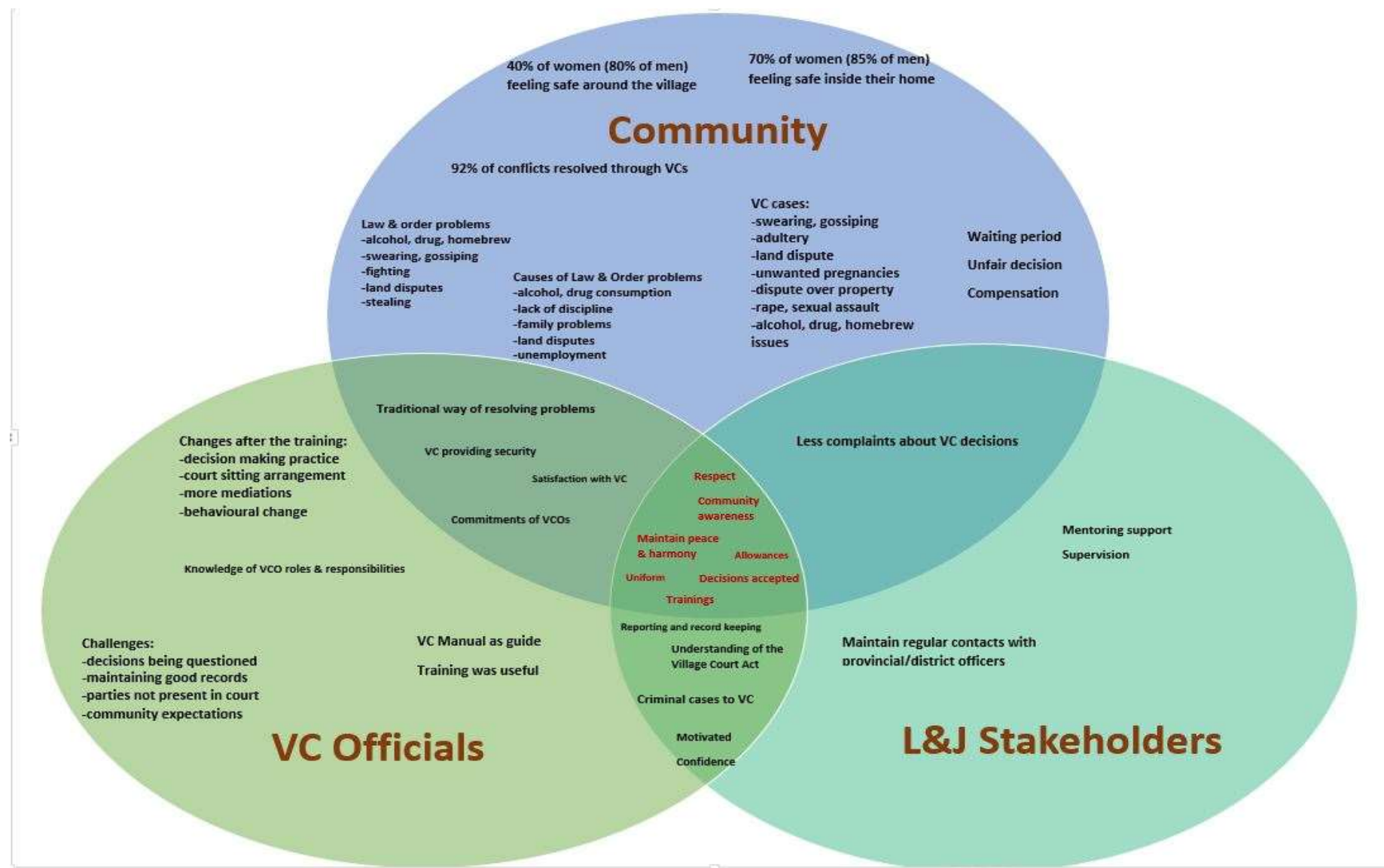
- Correct completion of VC standard forms
- Collection of information and completion of VC Quarterly Returns for submission to PVCO and then to the VCLMS
- Increase community awareness on the roles of the Village Court Officials and VC processes
- Follow-up trained VCOs' understanding of the *Village Courts Act*, in particular focusing on criminal cases not to be handled by Village Courts. This could be through supervision or mentorship with District Court Magistrates, PVCO or DVCOs.
- Village Courts should have regular supplies of receipt books and VC standard forms
- Maintain regular contacts between VCOs and PVCO/DVCOs or provincial officers
- Further support to improve the decision making process and decision making skills of VCOs
- Reduce backlog of Village Court cases to increase satisfaction of court users/community or address long period of waiting by clients (from the time their matter was referred to VCOs to the time their matter was resolved/settled)

#### *What have we learned from this research?*

- Although time consuming and resource intensive for PALJP-TP and specifically for the M&E Team, the direct involvement of the PALJP-TP team in design, data collection and in-house analysis produced a much better results in terms of analytical requirements of the evaluation and how much detail can be included in the report. It also allows for learning opportunities for those involved in the research, e.g. DVCOs (collecting information through focus group discussions), PALJP-TP researchers (conducting interviews, data collection, survey methodology) and VCLMS staff (conducting interviews, observing VC sittings, data collection, developing questionnaires).
- The questionnaires were found to be adequate. However, the inclusion of possible pre-coded responses in some of the questions (2015 questionnaire only) has diminished the recording of actual comments made by respondents.
- Some questions or instructions in the Focus Group Discussion protocols were not correctly followed or completed by trainers.
- Constant follow-up and coordination with counterparts in the provinces can avoid misunderstanding in regards to operational logistics.

- The collection of views from participants before and after the training was challenging. In most cases, the focus group sessions had to be conducted outside of the designated five days of the training course.
- The number of days (5 days) allocated to observe Village Court sittings and assess the VC process and VCOs was found to be insufficient time to observe 5 VC sittings. Most Village Courts conduct their sittings between Monday and Wednesday.
- The Village Court Officials appreciated the one-on-one interviews and the visits. There were comments such as *“you should be visiting us more often”*.
- It is important to ensure early engagement with the relevant agencies and stakeholders.
- The research methodology can be replicated in other provinces.
- Researchers did not receive any complaints or negative comments about the survey/visits from survey respondents or in general from the community.
- During the data collection phase, the number of cases dealt with by Village Courts in Gulf Province, by type of cases, and by year, was not available. The inclusion of this information in the research will determine how Village Courts are being used in resolving community conflicts.
- The Provincial Administration is not keeping track of the schedule of Village Courts’ sittings. It was difficult to develop a schedule of VC visits when PVCO is not aware of the regular sitting schedule of some Village Courts.

## Issues Diagram



## 5. Recommendations

Informing the recommendations are the findings from the four levels of assessments: reaction of participants, learning (effectiveness), behaviour (impact) and results (sustainability). The *Issues Diagram* outlining the “common issues” raised by the three study groups; (1) the Village Court Officials, (2) the Law and Justice Stakeholders and (3) the Community provided a way of focusing and prioritising the recommendations. The training materials were found to be sufficient and relevant to the purpose of the VCO Training Course, hence no recommended major change to the VCO training package and the VCO Training Course.

The recommendations specific to the Gulf Province are summarised below, under the assumption that there will be continuing support to the province through JSS4D or there will be an increased sense of ownership and/or commitment amongst provincial stakeholders (in particular the Gulf Province Village Court Office). National level recommendations are presented in the Summary of Findings (Volume 1 of the Evaluation Report) some of which may also be applicable to the province.

Recommendations – Gulf Provincial Administration <sup>62</sup>	Action By	Proposed timing
85. Continue with the training of VCOs using the new training package, to achieve 100% of VCOs trained by 2017	Gulf Provincial Administration, VCLMS	By end of 2018
86. Conduct refresher training of VC Trainers, using the Tok Pisin training package	Gulf Provincial Administration and JSS4D (GoA)	By end of 2017
87. Distribute Tok Pisin version of the VCO Manual to VCs trained in 2014 and 2015.	Gulf Provincial Administration, VCLMS supported by JSS4D (GoA)	By end of 2017
88. Engage District Court Magistrate or Senior Provincial Magistrate to conduct the specific session on the <i>Village Courts Act</i> , difference between criminal cases and civil cases, and cases that can be taken by Village Courts	Gulf Provincial Administration, JSS4D (GoA) and SPM (MS)	By end of 2016
89. Develop strategy on how to improve the understanding of the <i>Village Courts Act</i> (including criminal and civil cases) of VCOs trained in 2014 and 2015	Gulf Provincial Administration	By end of 2016

<sup>62</sup> Gulf Provincial Administration thru the Gulf Province Village Courts Office



Recommendations – Gulf Provincial Administration <sup>62</sup>	Action By	Proposed timing
90. Conduct training of VC Clerks	VCLMS, Gulf Provincial Administration	2017 onwards
91. Ensure that regular supply of standard VC forms, receipts and stationery are provided to all Village Courts	Gulf Provincial Administration	From mid-2016 onward
92. Work with VCLMS in streamlining the reporting of VC Quarterly Returns, for timely and quality submission of Quarterly Returns from the province to VCLMS	Gulf Provincial Administration and VCLMS	By end of 2016
93. Maintain a record of and keep track of schedule of all Village Courts sittings in the province	PVCO and DVCOs	2016 onwards
94. In collaboration with VCLMS, train DVCOs on how to conduct VC inspections, develop timetable for regular VC inspections and conduct VC inspections using the VCLMS approved inspection form	Gulf Provincial Administration and VCLMS	2017 onwards
95. Develop annual timetable of VC visits by PVCO and DVCOs, then implement and monitor the timetable. Use the regular visits to review the Case Register, review receipts and forms, mentor and supervise VCOs, observe VC sittings, conduct refresher training and further develop VCOs' understanding of VC processes.	Gulf Provincial Administration	From mid-2016 onwards
96. <u>This may be applicable to some Village Courts only.</u> Discuss with VCOs and develop strategy to address long waiting times (from the time when a case was recorded to settlement) during mediation or full court hearing. DVCOs should determine which Village Courts have backlog of cases.	PVCO, DVCOs and VCOs	2017
97. Conduct targeted community awareness sessions or roadshows, in conjunction with Village Court Officials, regarding the roles of VCOs, the function of VCs, the processes of VCs and the <i>Village Courts Act</i> , and role of the police in enforcing VC orders.	Gulf Provincial Administration	2016 to 2017
98. Develop a strategy to address alcohol and drug-related crimes.	Gulf Provincial Administration, Law and Justice Working Group	By end of 2016
99. Incorporate FSV awareness in community roadshows and other trainings. Develop a strategy to address FSV issues, gender inequality and to improve women's safety.	Gulf Provincial Administration, Law and Justice Working Group	2016 onwards
100. Develop a strategy to address youth-related law and order issues.	Gulf Provincial Administration	By end of 2016

Recommendations – Gulf Provincial Administration <sup>62</sup>	Action By	Proposed timing
101. Develop medium term plan for future surveys and M&E strategy, including performance measures such as ‘community satisfaction with VC services’, ‘levels of crime’ and ‘feelings of safety’	Gulf Provincial Administration, JSS4D	By end of 2016

## 6. Annexures

## Annexure 1 – Village Courts Training - Program Logic

	Outcomes	Assumptions	Performance Questions
<b>LONGER TERM OUTCOMES</b>	Community safety, stability and crime prevention improved in priority provinces and the ARB	That improved agency service delivery leads to improved community safety, stability and crime prevention in priority provinces and the ARB.	To what extent do women, men, boys and girls experience improved safety, stability and crime prevention?
<b>INTERMEDIATE OUTCOMES</b>	Village Courts deliver equitable and effective service in priority locations	That training of VC officials will contribute to ensuring delivery of equitable and effective service in priority locations	<p>-To what extent has the acquired new knowledge of VCOs contributed to delivering equitable and effective services?</p> <p>-To what extent are there changes in attitudes among VC Officials?</p> <p>-To what extent does the community perceive improvements in safety and security?</p>
	<p>-Village Court Officials who have participated in trainings are performing their duties more effectively in accordance with their legislated roles and standards (procedures?)</p> <p>-Village Court Officials are applying an appropriate range of skills, techniques and decisions in performing their duties</p>	That Community Leaders and community have trust and confidence in their Village Courts.	<p>-To what extent are VC Officials applying their knowledge and skills?</p> <p>-To what extent are VC Officials implementing sound decision making practices?</p> <p>-To what extent is there improved technical ability among Village Court Officials?</p>
	<p>Village Court Officials have increased knowledge and understanding of the following topics:</p> <ul style="list-style-type: none"> <li>• Introduction to VC</li> <li>• Ethics</li> <li>• Role of officials</li> <li>• Communication and Mediation</li> <li>• VC processes and procedures</li> </ul>	-That training delivered was of high quality, suitable and conducted by skilled trainers.	<p>-To what extent have VC Officials acquired new knowledge and skills?</p> <p>-How were they assessed?</p>
	Village Court Officials want to perform their duties to a high standard and have increased confidence to perform their duties	-That PVCO and DVCO are encouraged to provide supports to VCs.	To what extent are VC Officials motivated to perform their duties?

	Outcomes	Assumptions	Performance Questions
		-That other life matters or external factors are not preventing VC Officials from effectively performing their duties.	To what extent are officials not supported in the delivery of their duties?
	Increased community confidence in VC decision making	-That VCOs are applying knowledge that they gained and are making decisions within their mandate. -That people will respect the decisions of the VCOs. -That decisions and judgements made by VCs are followed.	-To what extent are there community confidence in the VC and its Officials? -To what extent does the community perceive satisfaction in services provided by VCs? -To what extent are VCs being used to resolve community conflict?
<b>IMMEDIATE OUTCOMES</b>	Post training survey (evaluation 6 months after the training) of VCOs and community	That community is willing to participate in the survey	
<b>ACTIVITIES</b>	<ul style="list-style-type: none"> <li>Use same survey design, methodology and questionnaire developed for the baseline survey</li> </ul>	That the same research team used in the baseline survey are available and have appropriate skills	(Use performance questions under Intermediate Outcomes)
	High quality training is conducted for targeted number of Village Courts	That planning for delivery of training/workshop is adequately resourced	-How many VC Officials (men and women) have been trained in what knowledge areas? -Where did the training take place? -Who provided the training? -How did they deliver the training? -What level were the participants?
	Relevant training materials (presentations) are developed	That people developing the materials have appropriate skills	Are materials of the quality it needs to be?
	Baseline survey of VCOs and community <ul style="list-style-type: none"> <li>Appropriate survey design, methodology and questionnaires developed</li> </ul>	That research team members selected to conduct the survey have appropriate skills	Has survey plan been prepared?

	Outcomes	Assumptions	Performance Questions
	<ul style="list-style-type: none"> <li>Baseline survey conducted by September</li> </ul>	That community are willing to participate in the survey	
<b>GETTING READY</b>  <b>Laying the foundation</b>	-Appropriate research team members (e.g. enumerators or sub-contractor) are selected to conduct the surveys	That appropriate research team (interviewer, technical advisers) are available to conduct the survey	How are interviewers selected?
	-Appropriate training service providers are contracted for the VC training		
	Sufficient budget allocated for the training and surveys	That proposals are being prepared and submitted and supported with adequate appropriations	What is the budget allocated for the survey?  (K100,000 to support both baseline and post training surveys)
	Engagement with VCs, provincial administration and VC Secretariat	That relevant stakeholders are informed and will support the survey	How were stakeholders engaged?

## Annexure 2 – Questionnaires and Focus Group Discussion Protocols

### 2.1 FOCUS GROUP PROTOCOL – BEFORE THE START OF THE TRAINING (PRE-TRAINING SURVEY 2014)

The original protocol was provided to Provincial Trainers following information session / focus group training with the PALJP-TP Monitoring & Evaluation Team. The protocol includes suggested outline of the focus group discussion, how to conduct the focus group and Tok Pisin translation under each English questions. Butcher papers were prepared in advance with the following questions.

*Participants were provided with sticky labels numbered 1, 2 and 3 (or colour coded labels) and after reading one question at a time participants were invited to stick the numbered label corresponding to how they feel, their views or response to the question.*

Responses: 1- Totally agree (Yes)      2- Neutral (Maybe)      3- Disagree (No)

- 15. I understand the purpose of the training.
- 16. I was provided with good information (date/venue/time) before the training.
- 17. I want to attend this training.
- 18. The training will be useful and relevant to my work in the Village Court.
- 19. I understand my role as a Village Court Official.
  - I understand the role of the District and Provincial administrations of the Village Court.
  - I understand the role of the Village Court Secretariat.
- 20. I understand the Village Courts Act.
  - I know the rules of the Village Court.
- 21. I understand the correct process in hearing a complaint.
  - I understand the correct process of settlement order.
- 22. I understand the importance of keeping records and using the required forms.
  - I send reports to the Village Court Secretariat and/or District.
- 23. I serve the community in my role as a Village Court Official.
  - I act honestly as a Village Court Official.
  - I respect all those I dealt with.
- 24. I use negotiation skills and conflict resolution skills.
  - I have good communication skills.
- 25. I receive support from District officials.
  - I receive support from Provincial officials.

*Participants were invited to express their views on the following questions, while Trainers write the answers on butcher papers.*

- 26. What do you expect to learn during this training?
- 27. How will the training help you?
- 28. What do you think are the views of the community that you serve?

## 2.2 FOCUS GROUP PROTOCOL – AFTER THE TRAINING (POST-TRAINING SURVEY 2014)

The original protocol was provided to Provincial Trainers following information session / focus group training with the PALJP-TP Monitoring & Evaluation Team. The protocol includes suggested outline of the focus group discussion, how to conduct the focus group and Tok Pisin translation under each English questions. Butcher papers were prepared in advance with the following questions.

*Participants were provided with sticky labels numbered 1, 2 and 3 (or colour coded labels) and after reading one question at a time participants were invited to stick the numbered label corresponding to how they feel, their views or response to the question.*

Responses: 1- Totally agree (Yes)      2- Neutral (Maybe)      3- Disagree (No)

17. The training was relevant to my work as a Village Court Official.
18. The teaching method was easy to understand.  
The teaching method helped me to learn a lot.
19. Day 1 (role of VCOs, hearing claims and procedures) was useful.
20. Day 2 (processes & procedures of courts, penalties and court orders) was useful.
21. Day 3 (appeals, joint sittings, inspections and communication skills) was useful.
22. Day 4 (ethics, joint sittings, inspections and communication skills) was useful.
23. Day 5 (Moot Court) was useful.
24. I understand my role as a Village Court Official.  
I understand the role of the District and Provincial administrations of the Village Court.  
I understand the role of the Village Court Secretariat.
25. I understand the Village Courts Act.  
I know the rules of the Village Court.
26. I understand the correct process in hearing a complaint.  
I understand the correct process of settlement order.
27. I understand the importance of keeping records and using the required forms.  
I send reports to the Village Court Secretariat and/or District.
28. I serve the community in my role as a Village Court Official.  
I act honestly as a Village Court Official.  
I respect all those I dealt with.
29. I use negotiation skills and conflict resolution skills.  
I have good communication skills.

*Participants were invited to express their views on the following questions, while Trainers write the answers on butcher papers.*

30. How will the training help you? What do you plan to do after the training?
31. What type of support you will need so you can use the skills and knowledge that you learn from this training?
32. General comments about the training



## 2.3 VILLAGE COURT OFFICIALS QUESTIONNAIRE 2015

The following list of questions during the Village Court Official's one-on-one interview conducted by PALJP-TP researchers.

- Interviewer
  - Date of interview
  - Location of interview
  - Name of Interviewee (Village Court Official)
  - Gender
  - Highest education level
  - Any other work or activity outside of the Village Court
  - Province/District
  - Name of Village Court
  - Position in the Village Court
  - Number of years as Village Court Official
  - Age
29. What is your role/function in the Village Court? Please describe what you do as a Village Court Official
30. Do you serve your community outside the VC process?
31. In the past 6 months after the training, has your VC submitted reports to either the: (a) VCLMS; (b) PVCO/DVCO; (c) Other
32. Have you attended the training using the new VC Manual?
33. When did you attend the training?
34. Does your Village Court have a copy of the new VC Manual?
35. Do you have access to the new Manual?
36. What are the benefits to the Village Court from your participation in the training?
37. What do you think you have personally gained by attending the Village Court training?
38. What important topics can you recall from the training?
39. Which of the above topics you mentioned help you the most in undertaking your role and responsibilities as a Village Court Official? How are you applying what you have learned?
40. What have you done differently in the past 6 months as a VCO as a result of the training?
41. To what extent are you motivated to perform your duties and responsibilities?
42. What challenges have you encountered when applying what you have learned during the training?
43. In the past 6 months after the training, was there any change in the Village Court process?
- Please describe what you will do when the following disputes are presented to you as a Village Court Official*
44. Anna from your village accused Jack of taking the bananas from her backyard. Jack argued that it was supposed to be payment for when he repaired Anna's fence.
45. Nancy from another village informed you that two men from your village have sexually assaulted her daughter. Her daughter is able to identify the two men.
46. Mr San informed you that he saw his neighbour selling drugs in his house. He got suspicious when there are always young people and outsiders coming in and out of the compound.
47. John told you that his daughter was kicked and punched by her husband last night because she was late in coming home and there was no cooked food in the house. She went to John and does not want to go back to her husband. Her husband is now looking for her.
- Please provide one example of a recent case or incident when your Village Court applied or used the following*
48. Settlement Order
49. Imprisonment Order
50. Court Order
51. Preventive Order
- Overall comments and self-assessment*
52. Because of the training, I am now more confident in doing what is required of me as a VCO
53. I understand the Village Courts Act and the correct processes of the Village Court
54. The community we serve is satisfied with the services we provide
55. In what way have you or the Village Court contributed to maintaining peace and harmony in your community?

56. Please provide your overall comment on how worthwhile it was for you and for the Village Court Officials to attend the training course

## 2.4 OBSERVATION CHECKLIST – VILLAGE COURT SITTING 2015

The Checklist was designed to be completed by a member of a team of observers (1 male, 1 female) senior officers appointed by the VCLMS Executive Director. This is not an inspection but a guide used by the team while observing the operation and conduct of the Village Court sittings in sample villages. Below is the list of topics, this is not the original format of the checklist.

37. Date of visit / observation
38. Name of observer
39. Province
40. Village Court name
41. LLG
42. District
43. Village Court's case register sighted
44. Case register (last 6 months) – entries are in order, register completed correctly
45. Case register (Jan-June 2014 or late 2013) – entries are in order, register completed correctly
46. Case register for the past 6 months indicates that "mediation process" was followed before court sittings
47. Record of Settlement Order Forms sighted – entries are in order, forms completed correctly
48. Record of Imprisonment Order Forms sighted – entries are in order, forms completed correctly
49. Record of Court Order Forms sighted – entries are in order, forms completed correctly
50. Record of Preventive Forms sighted – entries are in order, forms completed correctly
51. VC maintaining good record of court fines receipts – entries are in order, receipts kept and there are financial records
52. Total number of VC Officials present – Number of Magistrates, Number of Clerks, Number of Peace Officers
53. Village Court Officials wearing uniforms
54. Description of location where Village Court is sitting
55. Village Court session starts on time
56. Who opened the session, who speaks first at the start of the sitting?
57. At least one of the officials taking note during the sitting
58. How many cases were heard during the specific VC sitting observed?
59. Brief description of cases heard and decisions made or resolutions
60. All parties concerned are present during the hearing and VC heard statements from all parties
61. Provide comments on observed communication skills of VC Officials
62. Provide comments on observed behaviour of VC Officials
63. Provide comments on observed behaviour of those involved in the case and the general public
64. To what extent are VCOs implementing sound decision making practices?
65. Provide assessment on conduct of VC sitting
66. Provide assessment on decisions made by VC sitting
67. How long does it take for one VC sitting? Time VC sitting starts and time ends
68. Assessment of VCOs' understanding of Village Courts Act
69. Assessment of VCOs' understanding of the VC processes
70. Assessment of VCOs' understanding of the correct process of conducting a hearing of VC sitting
71. Provide comments on challenges and issues the VCs are having when applying what they learned during the training
72. Overall comments and assessment

## 2.5 STAKEHOLDERS QUESTIONNAIRE 2014

The following is the list of background information and questions taken from the original Stakeholders Questionnaire 2014 used by the M&E Team.

-Interviewer	-Province/District
-Date of interview	-Position Title
-Location of interview	-Agency
-Name of interviewee	-Primary function of job
-Contact details	-Date when started with agency

15. Were you involved in the development of materials, the development of VC Manual, planning of the training and selection of VC and VCOs to be trained?
16. How did you select Village Courts or VCOs for this training?
17. What is the purpose of training VCOs, why have you selected the VCs identified?
18. What do you think is the level of knowledge and competencies of VCOs that you will train or currently training or the Village Court Officials in your area? – their understanding of the Village Courts Act, their responsibilities and respective role as Village Court Officials?
19. What do you think is the level of skill of Village Court Officials that you will train or currently training in your area, in regards to negotiation skills, conflict resolution and communication skills?
20. What do you think is the level of knowledge of VCOs that you will train or currently training in your area, in regards to VC processes, proper recording and reporting?
21. What do you think will be gained out of this training program?
22. How will the training help the Village Court and the VCOs? How will it help you? How will it help the community?
23. Do you provide support to the Village Court, the VCOs?
24. Do you think the Village Court Officials need support?
25. What do you think are the views of the community that the Village Court serves?
26. Do you have plans to continue the training after PALJP Transition Program, after 2015? Will you use the same training materials?
27. What additional training opportunities would you identify for Village Court Officials?
28. In what ways are you supporting or encouraging VCOs to improve skills and knowledge?

## 2.6 STAKEHOLDERS QUESTIONNAIRE 2015

The following is the list of background information and questions taken from the original Stakeholders Questionnaire 2015 used by the M&E Team.

- |                        |                    |
|------------------------|--------------------|
| -Interviewer           | -Province/District |
| -Date of interview     | -Position Title    |
| -Location of interview | -Agency            |
| -Name of interviewee   | -Contact details   |
| -Gender                |                    |

21. Have you been in contact with any of the Village Court Officials?
22. In the past 6 months, was there any change you observed from Village Court Officials?
23. In the past 6 months, was there any change you observed from the Village Courts (for example hearings, sittings, court orders and VC reporting)?
24. What do you think are the causes of the changes you observed?
25. What do you think the VC Officials have personally gained by attending the Village Court training?
26. What do you think is the level of knowledge and competencies of VCOs after they have gone through the training using the new VC Manual?
27. After the training, what do you think is the level of confidence of VCOs, in regards to doing what is required of them?
28. After the training (or in the past 6 months) to what extent are VCOs motivated to perform their duties?
29. What do you think is the level of service provided to the community by the Village Courts?
30. To what extent are the acquired knowledge from the training contributed to delivering effective and equitable services?
31. Do Village Courts contribute to maintaining peace and harmony in your community?
32. In what way does the training help the Village Court and the VCOs? How did it help you? How did it help the community?
33. To what extent are Village Courts implementing sound decision making practices?
34. To what extent is there improved technical ability among VCOs e.g. understanding of the laws and processes of the Village Court?
35. To what extent are Village Court Officials being supported in the delivery of their duties?
36. What do you think are the views of the community that the Village Court serves?
37. To what extent are Village Courts being used to resolve community conflict?
38. Are you aware if reports are being received from Village Courts? Has the quality of reporting improved in the last 6 months?
39. Do you have any comments in regards to the content of the Village Courts training and how the Village Court trainings were conducted?
40. Please provide your overall comment on how worthwhile it was for Village Court Officials to attend the training course

## 2.7 COMMUNITY PERCEPTION SURVEY - 2014

The original 2014 questionnaire (with Tok Pisin translation) was provided to Anglo Pacific Research Ltd following the training of Anglo's research team (survey interviewers) conducted by PALJP-TP's M&E Team. The questionnaire was pilot tested in Vabukori Village in Port Moresby South.

- Interviewer Name
- Village Court Reference Name
- Location (Village/Ward)
- Date

1. Do you work for the police, the courts, prison services or provincial administration? (If YES, discontinue the interview)
2. How old are you?
3. Gender
4. Marital status
5. Highest level of education completed
6. What best describes your main occupational activity? What kind of work do you do most of the time?
7. Do you or anyone in the family you live with own a (list of vehicles)?
8. Do you or the family you live with own any livestock?
9. Do you feel safe and secure inside your home and home compound?
10. Please describe why or why not.
11. Do you feel safe and secure outside your home, around the village?
12. Please describe why or why not.
13. Are there crime problems in your community?
14. How big do you think the crime problem is in your community?
15. What are the three major law and order or crime problems that you believe are affecting your community?
16. What do you think are the main causes of these problems?
17. How does your community resolve these problems?
18. Who are those involved in solving these problems or community issues?
19. Who (position in community/work) do you contact first when you have a law and order problem that involves your family that you would like to resolve?
20. Who do you think your community, village members or neighbours contact first when they have a law and order problem in your community?
21. Do you know if you have a Village Court in your community?
22. Do you know the function of the Village Court in your community?
23. Have you had anything to do with the Village Court?
24. What best describes your involvement with the Village Court?
25. Please describe the most recent matter you were involved in a case dealt with by the Village Court.
26. How far is the Village Court from your home?
27. Were you satisfied with how the Village Court handled your matter?
28. Please describe why or why not
29. Were you satisfied with the decisions of the Village Court?
30. Please describe why or why not.
31. Do you think the Village Court is doing a good job?
32. Please describe why or why not.
33. Are you confident with your Village Court Officials?
34. Please describe why or why not.
35. What are the strengths you see in the Village Court providing services to your community?
36. What do you think are the most important things the Village Court are doing for community safety?

## 2.8 COMMUNITY PERCEPTION SURVEY - 2015

The original 2015 questionnaire (with TokPisin translation) was provided to Anglo Pacific Research Ltd following a briefing session with the company directors and supervisors.

Interviewer Name

Village Court Reference Name

Location (Village/Ward)

Date

41. Do you work for the police, the courts, prison services or provincial administration? (If YES, discontinue the interview)
42. How old are you?
43. Have you been interviewed last year by our group in regards to your views on Village Courts?
44. Gender
45. Marital status
46. Highest level of education completed
47. What best describes your main occupational activity? What kind of work do you do most of the time?
48. Do you or anyone in the family you live with own a (list of vehicles)?
49. Do you or the family you live with own any livestock?
50. Do you feel safe and secure inside your home and home compound?
51. Please describe why or why not.
52. Do you feel safe and secure outside your home, around the village?
53. Please describe why or why not.
54. Are there crime problems in your community?
55. How big do you think the crime problem is in your community?
56. What are the three major law and order or crime problems that you believe are affecting your community?
57. What do you think are the main causes of these problems?
58. How does your community resolve these problems?
59. Who are those involved in solving these problems or community issues?
60. Who (position in community/work) do you contact first when you have law and order problem that involve your family that you would like to resolve?
61. Who do you think your community, village members or neighbours contact first when they have law and order problem in your community?
62. Do you know if you have a Village Court in your community?
63. Do you know the function of the Village Court in your community?
64. Have you had anything to do with the Village Court in the past 6-7 months?
65. Have you ever had anything to do with the Village Court (not necessarily for the past 6-7 months), sometimes last year?
66. What best describes your involvement with the Village Court?
67. Please describe the most recent matter you were involved in a case dealt with by the Village Court.
68. How far is the Village Court from your home?
69. Were you satisfied with how the Village Court handled your matter?
70. Please describe why or why not
71. Were you satisfied with the decisions of the Village Court?
72. Please describe why or why not.
73. Do you think the Village Court is doing a good job?
74. Please describe why or why not.
75. Are you confident with your Village Court Officials?
76. Please describe why or why not.
77. What are the strengths you see in the Village Court providing services to your community?
78. What do you think are the most important things the Village Court are doing for community safety?

79. Have you observed or noticed any difference with the Village Court and Village Court Officials in the past 6 months?
80. What differences or changes have you observed? Please describe.

### Annexure 3 – Summary table, views of training participants

#### 3.1 TRAINING PARTICIPANTS' VIEWS BEFORE AND AFTER THE TRAINING

Training participants' responses to the statements (percentage over total number of participants) <sup>63</sup>		Before the training	After the training
<b>I understand the purpose of the training</b>	Totally agree	68%	-
	Neutral	30%	-
	Disagree	2%	-
<b>I was provided with good information before the training</b>	Totally agree	92%	-
	Neutral	7%	-
	Disagree	1%	-
<b>I wanted to attend this training</b>	Totally agree	84%	-
	Neutral	15%	-
	Disagree	1%	-
<b>The training will be useful and relevant to my work in the Village Court</b>	Totally agree	53%	98%
	Neutral	43%	2%
	Disagree	4%	0%
<b>I understand my role as a Village Court Official</b>	Totally agree	45%	96%
	Neutral	28%	4%
	Disagree	27%	0%
<b>I understand the role of the District and Provincials administrations of the Village Court</b>	Totally agree	10%	80%
	Neutral	59%	10%
	Disagree	31%	9%
<b>I understand the role of the Village Court Secretariat</b>	Totally agree	24%	52%

<sup>63</sup> Interpretation of results – a higher percentage of “totally agree” *after the training* in comparison with *before the training* is desirable.

	Neutral	32%	45%
	Disagree	44%	3%
<b>I understand the Village Courts Act</b>	Totally agree	10%	85%
	Neutral	49%	15%
	Disagree	41%	0%
<b>I know the rules of the Village Court</b>	Totally agree	12%	84%
	Neutral	31%	15%
	Disagree	57%	1%
<b>I understand the correct process in hearing a complaint</b>	Totally agree	7%	88%
	Neutral	38%	12%
	Disagree	55%	0%
<b>I understand the correct process of settlement order</b>	Totally agree	38%	90%
	Neutral	9%	5%
	Disagree	53%	6%
<b>I understand the importance of keeping records and using the required forms</b>	Totally agree	26%	87%
	Neutral	50%	13%
	Disagree	24%	0%
<b>I send reports to the Village Court Secretariat and/or the District</b>	Totally agree	5%	-
	Neutral	81%	-
	Disagree	14%	-
<b>I serve the community in my role as a Village Court Official</b>	Totally agree	5%	100%
	Neutral	80%	0%
	Disagree	15%	0%
<b>I act honestly as a Village Court Official</b>	Totally agree	5%	100%
	Neutral	68%	0%
	Disagree	27%	0%



<b>I respect all those I deal with</b>	Totally agree	20%	95%
	Neutral	55%	2%
	Disagree	25%	3%
<b>I use negotiation skills and conflict resolution skills</b>	Totally agree	6%	85%
	Neutral	56%	12%
	Disagree	38%	4%
<b>I have good communication skills</b>	Totally agree	21%	72%
	Neutral	57%	24%
	Disagree	22%	4%
<b>I receive support from District Officials</b>	Totally agree	30%	-
	Neutral	60%	-
	Disagree	9%	-
<b>I receive support from Provincial Officials</b>	Totally agree	52%	-
	Neutral	25%	-
	Disagree	23%	-
<b>The teaching method was easy to understand</b>	Totally agree	-	86%
	Neutral	-	14%
	Disagree	-	0%
<b>The teaching method helped me learn a lot</b>	Totally agree	-	88%
	Neutral	-	12%
	Disagree	-	0%
<b>Day 1 (role of VCOs, hearing claims and procedures) was useful</b>	Totally agree	-	91%
	Neutral	-	9%
	Disagree	-	0%
<b>Day 2 (processes &amp; procedures of courts, penalties and court orders) was useful</b>	Totally agree	-	92%
	Neutral	-	8%

	Disagree	-	1%
<b>Day 3 (appeals, joint sittings, inspections and communication skills ) was useful</b>	Totally agree	-	93%
	Neutral	-	5%
	Disagree	-	2%
<b>Day 4 (ethics, leadership, corruption, gender, FSV) was useful</b>	Totally agree	-	97%
	Neutral	-	3%
	Disagree	-	0%
<b>Day 5 (Moot Court) was useful</b>	Totally agree	-	91%
	Neutral	-	7%
	Disagree	-	2%

## Annexure 4 – Summary tables, Community Perception Surveys 2014 and 2015

### 4.1 SURVEY RESPONDENTS BY GENDER

Gender	Gender		Total
	Male	Female	
2014 (n=294)	50.3%	49.7%	100.0%
2015 (n=299)	49.8%	50.2%	100.0%

### 4.2 SURVEY RESPONDENTS BY AGE GROUP

Age group	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
18 to 24	15.5%	24.0%	19.7%	5.4%	8.0%	6.7%
25 to 34	38.5%	30.1%	34.4%	30.9%	30.0%	30.4%
35 to 44	16.9%	24.0%	20.4%	43.6%	38.7%	41.1%
45 to 54	18.9%	14.4%	16.7%	14.1%	17.3%	15.7%
Over 55	10.1%	7.5%	8.8%	6.0%	6.0%	6.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

### 4.3 SURVEY RESPONDENTS BY MARITAL STATUS

Marital status	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Married	71.6%	72.6%	72.1%	80.5%	75.3%	77.9%
Separated	2.7%	6.2%	4.4%	1.3%	8.0%	4.7%
Widowed	3.4%	6.8%	5.1%	1.3%	8.0%	4.7%
Never married	22.3%	14.4%	18.4%	16.1%	8.7%	12.4%
No response	-	-	-	0.7%	-	0.3%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.4 SURVEY RESPONDENTS BY HIGHEST EDUCATION LEVEL

Marital status	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Never went to school	4.1%	7.5%	5.8%	1.3%	6.7%	4.0%
Primary	57.4%	54.1%	55.8%	73.8%	62.7%	68.2%
Secondary Grade 10	30.4%	33.6%	32.0%	22.1%	30.0%	26.1%
Secondary Grade 12	1.4%	0.7%	1.0%	0.7%	0.7%	0.7%
Technical	4.7%	2.7%	3.7%	-	-	-
University	2.0%	1.4%	1.7%	2.0%	0.0%	1.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.5 SURVEY RESPONDENTS BY OCCUPATIONAL ACTIVITY

What kind of work do you do most of the time?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Student	1.4%	2.7%	2.0%	1.3%	0.0%	0.7%
Unemployed	2.0%	8.2%	5.1%	13.4%	2.0%	7.7%
Home duties, full time staying at home	2.7%	25.3%	13.9%	2.0%	10.7%	6.4%
Casual paid work	9.5%	-	4.8%	6.7%	1.3%	4.0%
Farmer, fishing, gardening for own consumption	27.0%	21.2%	24.1%	14.8%	12.7%	13.7%
Farmer, fishing, gardening for business	44.6%	21.2%	33.0%	56.4%	49.3%	52.8%
Full time employment	1.4%	3.4%	2.4%	0.7%	0.0%	0.3%
Government employee	4.1%	2.7%	3.4%	0.7%	0.0%	0.3%
Self employed, own business	2.7%	11.0%	6.8%	2.0%	20.7%	11.4%
No response	1.4%	-	.7%	-	-	-
Volunteer	.7%	3.4%	2.0%	0.0%	0.7%	0.3%
Church worker	1.4%	.7%	1.0%	2.0%	2.7%	2.3%

<b>TOTAL</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
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#### 4.6 ASSET (VEHICLE) OWNERSHIP

Do you or any in the family you live with own a	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Car</b>	0.0%	.7%	0.3%	0.0%	0.0%	0.0%
<b>Truck</b>	2.0%	4.1%	3.1%	0.7%	0.7%	0.7%
<b>Motorbike</b>	1.4%	0.0%	0.7%	0.0%	0.0%	0.0%
<b>Bicycle</b>	12.8%	11.6%	12.2%	9.4%	2.0%	5.7%
<b>Boat</b>	5.4%	11.0%	8.2%	12.1%	2.7%	7.0%
<b>None of the above</b>	82.4%	74.0%	78.2%	78.5%	94.7%	86.6%

#### 4.7 LIVESTOCK OWNED OR KEPT BY RESPONDENTS OR THE FAMILY

Do you or the family you live with own any livestock?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Pig</b>	2.7%	.7%	1.7%	0.0%	0.0%	0.0%
<b>More than one pig</b>	14.9%	17.1%	16.0%	8.1%	8.0%	8.0%
<b>Poultry</b>	4.1%	10.3%	7.1%	12.8%	8.0%	10.4%
<b>Pigs and poultry</b>	6.1%	4.8%	5.4%	16.8%	1.3%	9.0%
<b>None</b>	70.3%	66.4%	68.4%	61.1%	82.7%	71.9%
<b>Other</b>	.7%	-	.3%	1.3%	0.0%	0.7%
<b>One pig and more than one chicken</b>	-	.7%	.3%	0.0%	0.0%	0.0%
<b>Not stated</b>	1.4%	-	.7%	0.0%	0.0%	0.0%
<b>TOTAL</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.8 FEELING OF SAFETY INSIDE THE HOME

Do you feel safe and secure inside your home and home compound?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	

<b>Yes</b>	79.1%	84.9%	82.0%	84.6%	70.0%	77.3%
<b>No</b>	20.9%	15.1%	18.0%	15.4%	30.0%	22.7%
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.9 FEELING OF SAFETY OUTSIDE THE HOME OR AROUND THE VILLAGE

Do you feel safe and secure outside your home, around the village?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Yes</b>	67.6%	65.8%	66.7%	80.5%	40.0%	60.2%
<b>No</b>	32.4%	34.2%	33.3%	19.5%	60.0%	39.8%
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.10 EXISTENCE OF CRIME PROBLEMS IN THE COMMUNITY

Are there crime problems in your community?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Yes</b>	98.6%	75.3%	87.1%	100.0%	100.0%	100.0%
<b>No</b>	1.4%	23.3%	12.2%	0.0%	0.0%	0.0%
<b>No response</b>	-	1.4%	.7%	-	-	-
<b>Total</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.11 PERCEIVED SIZE OF CRIME PROBLEMS IN THE COMMUNITY

How big do you think the crime problem is in your community?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Not large</b>	39.7%	48.6%	44.2%	20.1%	39.3%	29.8%
<b>Large</b>	45.9%	21.9%	33.9%	75.2%	59.3%	67.2%
<b>Very large</b>	13.0%	24.0%	18.5%	4.0%	1.3%	2.7%
<b>Don't know</b>	0.0%	2.1%	1.0%	0.0%	0.0%	0.0%
<b>No response</b>	1.4%	3.4%	2.4%	0.7%	0.0%	0.3%

<b>Total</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
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#### 4.12 INVOLVEMENTS IN SOLVING PROBLEMS OR COMMUNITY ISSUES

Who are those involved in solving these problems or community issues?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Police</b>	33.8%	26.0%	29.8%	10.7%	6.0%	8.4%
<b>Family, parents, relatives</b>	12.8%	8.9%	10.8%	32.9%	38.0%	35.5%
<b>Village Court Officials</b>	88.5%	72.6%	80.3%	89.3%	94.0%	91.6%
<b>Community Based Constables</b>	27.0%	24.0%	25.4%	0.0%	0.0%	0.0%
<b>Village Chiefs, Village elders</b>	60.1%	47.9%	53.9%	20.8%	51.3%	36.1%
<b>Community</b>	2.7%	6.2%	4.4%	9.4%	20.0%	14.7%
<b>Counsellor, Ward Counsellor</b>	4.1%	43.2%	23.4%	2.7%	0.7%	1.7%
<b>Nothing is done, issue not resolved</b>	0.7%	0.0%	0.3%	0.0%	0.0%	0.0%
<b>Law &amp; justice agencies</b>	0.0%	0.0%	0.0%	6.0%	4.0%	5.0%
<b>No response</b>	0.7%	0.0%	0.3%	0.0%	0.0%	0.0%

#### 4.13 FIRST CONTACT FOR LAW AND ORDER PROBLEMS

Who do you contact first when you have law and order problem that involves your family that you would like to resolve?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Police</b>	58.1%	49.3%	53.7%	2.7%	0.7%	1.7%
<b>Relatives</b>	39.2%	8.2%	23.8%	36.2%	45.3%	40.8%
<b>Village elder</b>	53.4%	75.3%	64.3%	26.2%	36.0%	31.1%
<b>Church (priest, pastor, church leader)</b>	6.1%	8.9%	7.5%	2.7%	10.7%	6.7%
<b>Village Court</b>	71.6%	90.4%	81.0%	73.2%	64.0%	68.6%

District Court	0.7%	0.0%	0.3%	0.0%	0.0%	0.0%
Government employee or officials	0.7%	2.1%	1.4%	0.0%	0.0%	0.0%
Other (e.g. community based constables)	1.4%	7.5%	4.4%	4.7%	6.7%	5.7%

#### 4.14 FIRST CONTACT BY THE COMMUNITY FOR LAW AND ORDER PROBLEMS

Who do you think your community, village members or neighbours contact first when they have law and order problem in your community?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Police	42.6%	20.5%	31.6%	4.7%	9.3%	7.0%
Relatives	49.3%	50.7%	50.0%	26.2%	10.0%	18.1%
Village elder	50.0%	32.2%	41.2%	27.5%	54.7%	41.1%
Church (priest, pastor, church leader)	7.4%	3.4%	5.4%	6.0%	6.0%	6.0%
Village Court	68.2%	56.8%	62.6%	74.5%	90.0%	82.3%
District Court	0.0%	0.0%	0.0%	0.7%	0.0%	0.3%
Government employee or officials	1.4%	0.7%	1.0%	0.0%	0.0%	0.0%
Community based constables				4.0%	6.0%	5.0%
Other	1.4%	12.3%	6.8%	0.0%	3.3%	1.7%

#### 4.15 KNOW THE VILLAGE COURT

Do you know if you have a Village Court in your community?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Yes	98.0%	100.0%	99.0%	100.0%	98.0%	99.0%
No	2.0%	-	1.0%	0.0%	2.0%	1.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.16 KNOW THE FUNCTION OF THE VILLAGE COURT

2014 (n=294)	Total	2015 (n=299)	Total
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Do you know the function of the Village Court in your community?	Male	Female		Male	Female	
Yes	94.6%	76.7%	85.7%	67.8%	95.3%	81.6%
No	5.4%	22.6%	13.9%	32.2%	4.7%	18.4%
No response		.7%	.3%	0.0%	0.0%	0.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.17 RESPONDENTS IN CONTACT WITH THE VILLAGE COURT

Have you had anything to do with the Village Court?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Yes	89.2%	71.9%	80.6%	100.0%	100.0%	100.0%
No	9.5%	27.4%	18.4%	0.0%	0.0%	0.0%
No response	1.4%	.7%	1.0%	0.0%	0.0%	0.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.18 DISTANCE OF THE VILLAGE COURT FROM RESPONDENT'S HOME

How far is the Village Court from your home?	2014 (n=236)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Less than 1 hour walk	97.0%	98.1%	97.5%	94.0%	83.3%	88.6%
1 to 2 hours walk	2.3%	1.9%	2.1%	3.4%	3.3%	3.3%
More than 2 hours walk	0.0%	0.0%	0.0%	0.0%	1.3%	0.7%
Other	0.8%	0.0%	0.4%	2.7%	12.0%	7.2%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.19 PERCEIVED SATISFACTION WITH THE VILLAGE COURT'S HANDLING OF MATTER

Were you satisfied with how the Village Court handled your matter?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Yes	34.8%	60.6%	46.2%	57.0%	56.0%	56.5%
No	62.9%	37.5%	51.7%	43.0%	44.0%	43.5%
Don't know	1.5%	0.0%	0.8%	0.0%	0.0%	0.0%
Not applicable	0.8%	1.9%	1.3%	0.0%	0.0%	0.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.20 PERCEIVED SATISFACTION WITH THE VILLAGE COURT'S DECISION

Were you satisfied with the decisions of the Village Court?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Yes	34.8%	55.8%	44.1%	54.4%	55.3%	54.8%
No	60.6%	38.5%	50.8%	45.6%	44.7%	45.2%
Don't know	2.3%	1.9%	2.1%	0.0%	0.0%	0.0%
No response	1.5%	0.0%	0.8%	0.0%	0.0%	0.0%
Not applicable	0.8%	3.8%	2.1%	0.0%	0.0%	0.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

#### 4.21 PERCEPTIONS IF VILLAGE COURT IS DOING A GOOD JOB

Do you think the Village Court is doing a good job?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
Yes	43.9%	65.4%	53.4%	64.4%	49.3%	56.9%
No	53.8%	32.7%	44.5%	34.9%	50.7%	42.8%
Don't know	1.5%	1.0%	1.3%	0.0%	0.0%	0.0%
No response	0.0%	1.0%	0.4%	0.7%	0.0%	0.3%
Not applicable	0.8%	.0%	0.4%	0.0%	0.0%	0.0%

<b>TOTAL</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
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#### 4.22 PERCEPTIONS OF CONFIDENCE WITH VILLAGE COURT OFFICIALS

Are you confident with your Village Court Officials?	2014 (n=294)		Total	2015 (n=299)		Total
	Male	Female		Male	Female	
<b>Yes</b>	38.6%	58.7%	47.5%	50.3%	45.3%	47.8%
<b>No</b>	59.1%	39.4%	50.4%	49.7%	54.7%	52.2%
<b>Don't know</b>	0.8%	1.9%	1.3%	0.0%	0.0%	0.0%
<b>No response</b>	0.8%	0.0%	0.4%	0.0%	0.0%	0.0%
<b>Not applicable</b>	0.8%	0.0%	0.4%	0.0%	0.0%	0.0%
<b>TOTAL</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%