

Vanuatu Police Force Capacity Building Project

MID TERM REVIEW **December 2008**

Final Report

Review Team

Kevin Raue	Team Leader/Independent Consultant
Kirsten Bishop	AusAID Law and Justice Adviser, Canberra
Peter Henningsen	Superintendent, International Deployment Group, AFP, Canberra
Arthur Caulton	Deputy Commissioner of Police, Vanuatu Police Force
George Bogiri	Ministry of Internal Affairs
John Ezra	Office of the Prime Minister

Executive Summary

Background

The current five year Vanuatu Police Force Capacity Building Project (VPFCBP or Project) commenced in February 2006 and has now completed 2 years and 9 months of the proposed tenure. The Project is a whole-of-government approach between two Government of Australia (GoA) agencies, AusAID and the Australian Federal Police (AFP) and the Vanuatu Police Force (VPF) on behalf of the Government of Vanuatu (GoV). The Project is managed and funded by AusAID utilising the technical expertise of the AFP and as such the AFP are the implementers of the Project. The VPFCBP shares with the VPF a common Goal, Purpose and a set of six Objectives, with specific strategies and activities further articulated in a Joint Business Plan. The Project was designed with the intent of improving the capacity of the Vanuatu Police Force and has as its goal “to contribute to creating a safe and secure environment for all citizens and visitors of Vanuatu through the provision of excellent policing services.”

The current Project has evolved from an interim phase of assistance (referred to as the Interim Phase) which commenced in 2002 and that phase included support for a comprehensive review of the VPF. The Interim Phase concluded in 2005 and after a 4 month delay the VPFCBP commenced in February of 2006.

The original Project Design Document (PDD) incorporated much of the Interim Phase Comprehensive Review Report (CRR) strategies. The CRR also incorporated some of the themes conveyed in two previous reviews conducted by GoV in 1998 and 2001. Not all of these strategies remain valid, or of sufficient priority to the GoV and the VPF in the current environment. As a result of this shift in GoV/VPF priorities a number of changes were made to the PDD through a Project Implementation Document (PID) in January 2007 and other authorised changes through the Project Coordinating Committee (PCC). Nonetheless, the original intent of the PDD has been carried forward with an emphasis on the Project supporting the VPF goal, now adopted as the organisation’s mission statement of “providing a safer and more secure environment for the community by the prevention and detection of crime through strong (close) police/community relations”.

The objectives of this Mid-Term Review were to assess the effectiveness of the VPFCBP support to the VPF, its contribution to Vanuatu’s law and justice sector and to identify opportunities for maximising the effectiveness of ongoing support.

The effectiveness of the VPFCBP

In assessing the overall effectiveness of the Project a number of achievements on the part of the VPF are evident, which the Project has contributed to. However, the sustainability of achievements to date is subject to future efforts on the part of both the VPF and the Project to address critical

VPF constraints relating to the level of workplace skills, budget and financial management capacity. Resolution of these issues will require medium to long term strategies.

The Project and the VPF have achieved a strong partnership through the establishment of a joint planning and reporting process, which has contributed to increased VPF ownership and leadership of Project assistance, as well as stronger alignment of Project support to VPF priorities. Improved organisational capacity is evident across a range of areas including: formal training through the Vanuatu Police Training College (VPTC); the Workforce Renewal Program (WFRP); planning and reporting regimes; establishment of systems and procedures in both administration and operations; and community safety/crime prevention activities (particularly at a local level).

Most notably, the capacity of the VPTC has increased and the College now has formal accreditation as a recognised training provider in Vanuatu. The VPTC has concentrated its efforts on the Recruit Program and some refresher Training of Trainers programs throughout 2006 – 2008.

Equally as significant, the Workforce Renewal Program (WFRP) has successfully completed 2 Recruit Training Programs with a total of 59 graduates including 16 female constables. These Probationary Constables are now part of a Diploma in Policing program and the successful completion of that diploma, relying in the main on workplace achievements and tasks, presents the VPF with a challenging opportunity to develop the new recruits through this recognised tertiary program.

The second part of the Workforce Renewal Program (WFRP) is continuing with 27 officers now having taken redundancies. The review team is of the view that the original intent behind the WFRP is being met despite the constraints of inadequate budget allocations. Future Project support to this valuable program must be examined in terms of its financial sustainability. The WFRP, designed to energise the organisation and reward long serving members, is likely to require assistance beyond the current phase of support.

A range of infrastructure activities have been completed including the finalisation of the Southern Command Headquarters, Port Vila police station (commenced in the Interim Phase), the VPTC refurbishment and a new police station at Luganville. A number of police posts have already been constructed, or are planned for 2009. Equipment and vehicles have also been provided to support VPF operations. It is stating the obvious to highlight the need for both GoV and GoA and their agencies to recognise the issues of sustainability, particularly recurrent cost financing implications and asset management capacity. These issues need to be addressed as part of any future Project support of this kind. However, despite the longer term financial and management risks associated with such expenditure, this assistance has served to bolster the VPF assets and infrastructure base in critical areas over the short term. This, in turn, has enabled the VPF to maintain ongoing efforts to build operational capacity.

Critical issues and constraints

A number of issues have impeded progress towards some objectives. The most significant of these relate to: uncertainty around the GoV/VPF policy framework; the VPF budget position and financial management capacity; and skills transfer and VPF capacity in frontline/operational duties. Other areas that have presented challenges to implementation include: the communication of VPF successes and the VPFCBP contribution to those; the fragility of emerging cross-sector linkages and collaboration; and the evolving roles and mandates of GoA implementing partners.

GoV/VPF policy framework:

Review of police legislation (CAP 105): GoV, with assistance from the Interim Phase and current VPFCBP has undertaken two separate reviews of the police legislation (CAP105) as part of its policing reform agenda. However, most recently, the GoV has informed the VPF that a further review of the legislation is required.

VPF restructure issues: As a consequence of the request for a third review of CAP 105, a proposed VPF restructure cannot take place as the GoV and the VPF hold a very strong view that restructure activities should not commence until the legislation has been revised.

Noting that both previous reviews of the CAP 105 Legislation have not proven satisfactory to GoV, it is important to draw on lessons from these earlier processes. Given the experience of the Vanuatu Legal Sector Strengthening Project (VLSSP) in assisting GoV with legislative review activities (such as the review of the drugs legislation) and its role in supporting the State Law Office, the VLSSP may be a more appropriate mechanism for assisting with the facilitation of any future GoV review of Legislation, if such assistance is requested.

VPF budget position and financial management capacity: The VPF is operating in an environment of serious budget constraints and very limited financial management capacity. In this context, it has been necessary for the Project to provide budget supplementation to support critical operational needs. Efforts are now being made to increase support for VPF financial management capacity, however opportunities exist to further strengthen VPF engagement with the Ministry of Finance and the Ministry of Internal Affairs in order to address what is a critical but long-term challenge.

Skills transfer and VPF capacity in frontline/operational duties: In 2008 a Community Perceptions Survey was conducted and results suggested an increased community confidence in some areas of VPF performance. Despite this commendable survey result many observers are still of the opinion that the standard of police response to calls for assistance and police visibility require improvement. Skills transfer in frontline/operational duties is currently undertaken (with modest success) at Port Vila station and Luganville. To build on these efforts a

refocusing and/or increase in advisory assistance to general policing, particularly, but not exclusively, at Port Vila and Luganville, would complement the advances being made in formal training at the VPTC.

Future directions

The current development of GoA's Pacific Police Development Program (PPDP) and the evolution of Australia's support to the law and justice sector, particularly through the VLSSP, present a range of opportunities for GoA and GoV partners to maximise the effectiveness of the VPFCBP over the remaining two years of its current phase.

The Project and the VPF should engage closely with GoA partners, in the context of the forthcoming PPDP and the evolving role of the Defence Cooperation Program. Opportunities may emerge, as has been the case with regional assistance provided through the Pacific Regional Policing Initiative and collaboration with other bilateral donors, for VPF to access complementary assistance through a range of programs, not only in the area of formal training but also in support of other strategies that may be developed to strengthen frontline policing. Ongoing Project support to VPF management should include a focus on improved coordination of these efforts.

With two years remaining until Project completion the Project and the VPF should now seek to consolidate and expand on the good work already achieved in formal training (VPTC), joint planning, the Workforce Renewal Program (WFRP), establishment of systems and procedures (operations and administration), and community safety activities.

Particular assistance will be needed to further strengthen VPF planning, budgeting and financial management capacity and to improve frontline/general duties policing. This will require revised strategies designed to cater for a long term approach, accompanied by a refocusing, and possible increasing level of GoA assistance. Based on experience and progress to date, these strategies should include a focus on:

- key VPF partnerships, including with central agencies, other sector agencies, non-government organisations, donors and communities;
- consolidation of human resource development efforts, including training, mentoring and recruit development, and an increased focus on skills transfer in the workplace; and
- opportunities for supporting critical cross-cutting issues in line with broader GoV-GoA commitments, particularly regarding gender and anti-corruption.

Looking beyond the life of the current Project, GoV and GoA should enter into early dialogue regarding any future assistance to policing in Vanuatu, in the context of the forthcoming GoA-GoV Partnership for Development and the emerging priorities across the law and justice sector in Vanuatu.

Acronyms

AFP	Australian Federal Police
AusAID	Australian Agency for International Development
COP	Commissioner of Police
CRP	Comprehensive Reform Program
CRR	Comprehensive Review Report
CSU	Corporate Services Unit (VPF)
DCP	Defence Cooperation Program (Australian Defence Force)
GD	General Duties
GoA	Government of Australia
GoV	Government of Vanuatu
HRM	Human Resource Management
JPOC	Joint Planning and Operations Centre
L&J	Law and Justice
LTA	Long Term Adviser
M&E	Monitoring and Evaluation
MF	Mobile Force
MoF	Ministry of Finance
MoIA	Ministry of Internal Affairs
MoJ	Ministry of Justice and Social Welfare
MW	Maritime Wing
NZAID	New Zealand Agency for International Development
NSU	National Support Unit
PAA	Priorities Action Agenda
PCC	Project Coordinating Committee
PDD	Project Design Document
PID	Project Implementation Document
PMG	Project Monitoring Group
PMO	Prime Ministers Office
PPDP	Pacific Police Development Program
PRPI	Pacific Regional Policing Initiative
ROU	Record of Understanding
SLO	State Law Office
SRF	Surveillance and Response Force
STA	Short Term Adviser
TA	Technical Adviser
TORs	Terms of Reference
USP	University of South Pacific
UTA	Unallocated Technical Assistance
VLSSP	Vanuatu Legal Sector Strengthening Project
VPF	Vanuatu Police Force
VPFCBP	Vanuatu Police Force Capacity Building Project
VPTC	Vanuatu Police Training College
WFRP	Work Force Renewal Program

Table of Contents

Part I Introduction	9
Part II Context	10
Vanuatu Police Force.....	10
Project resources	11
Part III Evaluation	11
(i) Relevance.....	12
(ii) Effectiveness.....	13
Overview	13
Objective 1	15
Objective 2	16
Objective 3	17
Objective 4	18
Objective 5	19
Objective 6	20
(iii) Efficiency.....	22
(iv) Impact-Sustainability	23
Part IV VPFCP contribution to Vanuatu Law and Justice Sector	24
Part V Maximising the effectiveness of ongoing support	25
Planning, Budgeting, Financial Management.....	25
Strengthening Front Line Policing	27
Opportunities: Partnerships.....	28
Other Opportunities: Cross Cutting Issues.....	29
Part VI Conclusion - Future Directions	31
RECOMMENDATIONS	32
Annexure A – List of persons consulted	
Annexure B – Terms of Reference	

Part I - Introduction

In 2001 the Government of Vanuatu (GoV) requested assistance from the Government of Australia (GoA) to improve the capabilities of the Vanuatu Police Force (VPF). As a result of that request the GoA agreed to undertake an interim phase of project assistance to the VPF which has evolved into a longer term capacity building project. The interim phase (2002 -2005) resulted in a Comprehensive Review Report (CRR) of the VPF with 98 recommendations for change/support to the VPF.

The current five year project, referred to as the Vanuatu Police Force Capacity Building Project (VPFCBP or Project) commenced in February 2006 and has now completed 2 years and 9 months of the proposed tenure. The VPFCBP is a whole-of-government approach between two GoA agencies, AusAID and the Australian Federal Police (AFP) and the VPF on behalf of the GoV. The Project is managed and funded by AusAID utilising the technical expertise of the Australian Federal Police (AFP).

The VPFCBP shares with the VPF a common Goal and Purpose:

Goal: To contribute to creating a safe and secure environment for all citizens and visitors of Vanuatu through the provision of excellent policing services.

Purpose: To contribute to providing a safer and more secure environment for the community by the prevention and detection of crime through strong (close) police/community relations.

Specific strategies and activities are developed through an annual planning process against 6 shared Objectives articulated in a Joint Business Plan:

- 1 Review the structure and legislation, CAP 105, to improve organisational effectiveness;
- 2 Improve the operations of the VPF to enhance community safety, crime prevention and victim support;
- 3 Improve community view/perceptions of the VPF through proactive policing (community policing);
- 4 Improve administrative systems, procedures and training to enhance service delivery to both internal and external clients;
- 5 Provide support to Government border control agencies (Customs, Quarantine, Immigration, Fisheries) in controlling the illegal movement of goods and people and EEZ management into and through Vanuatu;
- 6 Support organisational planning and performance reporting of the VPF and the VPFCBP including joint submission of management reports, project administration, planning and reporting.

The purpose of the Mid Term Review was to assess the effectiveness of the VPFCBP support to the VPF; its contribution to Vanuatu's law and justice sector and to identify opportunities for maximising the effectiveness of ongoing support. The Review Team undertook an examination of the Project Monitoring and Evaluation Framework and related reporting, including the most recent (2008) PCC reports. This was supplemented by a desk review of documents, site visits, observations and consultations across a wide range of VPF and Project personnel and stakeholder groups based in Port Vila (Project advisers and VPF representatives from Luganville were also consulted). Based on this information, the Review Team made an assessment of the effectiveness of the VPFCBP in terms of progress against each of the 6 common objectives as set out in the Joint Business Plan.

Part II - Context

Vanuatu Police Force

The Vanuatu Police Force (VPF) has an establishment of 540 members and consists of 3 elements; General Policing, Mobile Force and Maritime Wing. The General Policing element operates across two commands, Police District North (Headquarters at Luganville, Santo) and Police District South (Headquarters at Port Vila). The VPF have also indicated their intention of creating a third Command (Central) based at Malekula. It is the intention of the Commissioner to seek an increase in staff numbers to a ceiling of 720 in a proposed re structure of the organisation.

Southern Command currently has a strength of 115 with the majority of police attached to the capital, Port Vila. Northern Command has a workforce establishment of 110, with 55 of that number attached to Luganville. The Mobile Force currently has workforce strength of 176 with 130 of those personnel attached to Cook Barracks in Port Vila. The Maritime Wing has 26 members all attached to the Patrol Boat base in Port Vila. A small civilian component and specialist policing roles including Corporate Services Unit (CSU), Joint Planning and Operations Centre (JPOC), Transnational Crime Unit (TCU), headquarters personnel and CID/Special Branch, constitute the remaining personnel. There are 45 women in the VPF (approximately 8%), with 35 occupying operational roles. Of these, 3 women have attained Commissioned rank.

Broadly speaking the General Policing element is responsible for general or community policing, also referred to as General Duties (GD). The General Policing element (225 personnel) includes a general or community policing contingent which amounts to less than 50% of the VPF organisation. (Note: this report will occasionally refer to the General Policing element as "frontline policing").

The Mobile Force (MF) consists of the Surveillance and Response Force (SRF) and a National Support Unit (NSU). Their duties include remote area patrols, surveillance, and intelligence relating to national security interests. The MF has a paramilitary style and is distinguished from the General Policing

element by a different uniform. The Mobile Force also provides ad hoc support to general policing, usually in times of major incident responses.

The Maritime Wing (MW) provides personnel attached to the Patrol Boat RSV Tukoro, conducting border sea patrols, including enforcement and intelligence associated with illegal entry of vessels, illegal fishing and more recently a Search and Rescue function.

The 2009 VPF budget is currently subject to final approval with the GoV considering a request for Vt900 Million. It is understood that this amount would include some additional funding to provide for outstanding VPF commitments and a more realistic operating budget is thought to be in the vicinity of Vt 640 Million (approximately AUD\$8.5M). Less than 15% of the VPF Budget is allocated to operational activity.

Project resources

The current Project consists of the Team Leader, who also acts as “Adviser to the Commissioner” and 6 Long Term Advisers (LTAs) attached as follows: Vanuatu Police Training College (1); Human Resource/Administration (1); Southern Command office (1 at Command level); Port Vila General Duty/CID (1); Port Vila Crime Prevention and Community Safety (1); and one adviser at Luganville (with general responsibilities from Command level to General Duty and CID policing).

In addition to LTA support, the Project has provided a range of Short Term Advisers (STAs) in accordance with positions identified and agreed in the original PDD and, subsequently, as identified and mobilised through the Project’s Unallocated Technical Assistance (UTA) budget. At the time of this review short term assistance included STA Monitoring and Evaluation, STA Legal, STA Finance, and STA Information Management. These STAs have had varying inputs over the past 12 months of between one and six months. Advisers, such as the Monitoring and Evaluation STA, visit the Project at regular intervals. With the exception of the Team Leader, all of the original LTAs have been rotated and the current team is relatively new to the Project.

The Project budget is AUD\$26M over the five years of assistance. On average, this amounts to approximately 35% of total resources (GoA and GoV) to the VPF on an annual basis.

Part III - Evaluation

The Mid Term Review Terms of Reference (attached as Annexure B) sets out the criteria for the evaluation and assessment of Project activity in accordance with the Organisation for Economic Cooperation and Development, Development Assistance Committee criteria;

- relevance (whether the activity is suited to the priorities and policies of the target group, recipient and donor);
- effectiveness (whether the activity has achieved its objectives);

- efficiency (whether the activity uses the least costly resources to achieve the desired results);
- Impact (positive and negative changes produced by the activity, direct and indirect, intended and unintended) and sustainability (the likelihood of the benefits continuing after funding is withdrawn).

The Review Team have made assessments of the Project using these criteria.

1. Relevance

Project relevance in the Vanuatu context relies initially on the linkages between the GoV Priority Action Agenda (PAA) and the Comprehensive Reform Program (CRP). It is fair to say that both these high level Government policy statements were acknowledged in the design phase and subsequent PDD. The Project also responds to the VPF and the Ministry of Internal Affairs (MoIA) Corporate Plans, with the design drawing upon elements of the Comprehensive Review Report (CRR) of 2004. Whilst much of the “intent” of the CRR is legitimately carried forward into the PDD and a subsequent Project Implementation Document of 2007 (PID), it is also the case that parts of the CRR are no longer considered to be VPF and GoV policy. In particular, issues relating to organisational structure, the VPF establishment and strategies designed to encourage closer integration of the Mobile Force into Community Policing (frontline policing) roles have had a significant change in emphasis, generally reversing the CRR recommendations as they relate to those activities.

Whilst the VPF remain committed to developing into a strong community focussed policing service there remains an under resourcing of the general policing element and the maintenance of a Mobile Force with a paramilitary approach to policing and security. There is minimal integration of the MF functions into the general policing area. The shift away from these proposals is generally reflected in the joint planning process and is indicative of the flexible approach to planning and the strong VPF ownership evident in both Planning and Project implementation. As a consequence of these changes in VPF priorities it is inevitable that some of the original areas of Project assistance have become less relevant than what was originally intended.

- Project implementation is consistent with GoV Policy contained in the PAA, the CRP and Ministry/VPF Corporate Plans
- Project implementation generally remains consistent with the intent of the PDD and appears consistent with GoA policy requirements
- Project is responsive to GoV and VPF strategic and emerging priorities
- Changes to original PDD are transparent and documented formally through the PCC Uncertainty in the VPF and GoV policy framework and the evolving role of DCP highlights the need for ongoing GoA-GoV dialogue

Greater alignment with GoV public financial management objectives is possible

This having been said, the Project is responsive to GoV policy and the VPF strategic goals through the joint annual planning process and, to the emerging needs and changing priorities of the organisation on a rolling basis. This is

evident in the sometimes ad hoc or unplanned supplementation of VPF operational budgets and resources.

The original PDD drew heavily on the then recently approved CRR. The PID, and various PCC approved variations to the original design are generally consistent with the priorities of both governments, reported faithfully in the planning process and reflective of the flexible approach strongly recommended in the design. It is however apparent that as the VPF moves away from CRR-based activities there is a danger that planned Project assistance will be less relevant, particular in relation to activities designed to support organisational restructure and integration strategies. The Project has adapted to these variations in a number of ways, including by encouraging inclusion of the VPF MF in training and infrastructure activities.

Given the shared VPF/Project goal to “Provide a safer and more secure environment for the community by the prevention and detection of crime through strong (close) police/community relations”, the Project’s focus on strengthening the general policing capability with close community linkages remains valid. Even without the benefit of closer integration between the GD and MF elements of the VPF, Project assistance has rightly been focussed on moving ahead with those activities that support improved frontline policing operations. Whilst closer integration has not emerged from the CRR review it should also be acknowledged that the VPF MF are engaged in rural and remote area policing governed by a Remote Area Policy that encourages a community oriented approach to those patrols.

Given the current uncertainty around the proposed review of CAP 105 and GoV’s broader law and justice sector policy framework, together with the evolving role of the GoA-GoV Defence Cooperation Program in Vanuatu, there is a critical need for ongoing dialogue to ensure continued relevance of Project assistance. There is also an opportunity to increase the alignment of Project assistance with broader GoV public financial management objectives. These issues are discussed further below (see Part V).

1. Effectiveness of the VPFCBP support to the VPF

Overview

These assessments relate to perceived effectiveness of the Project in supporting VPF progress towards the achievement of objectives. Issues relating to the sustainability of Project assistance are discussed later in this Part, section 4.

The Project is operating at satisfactory levels of effectiveness in the areas of formal training (at Recruit level and some refresher Training of Trainers), development of systems and procedures, the execution of the Workforce Renewal Program (WFRP), joint planning and reporting regimes, community safety activities (particularly at a local level) and the provision of significant infrastructure support.

The review of CAP 105 has been completed in accordance with Objective 1 however the GoV is not yet satisfied with the outcomes and has requested another review. Community or frontline policing capacity is more problematical and presents, together with financial management/budget issues, the greatest challenge for the VPFCBP and the VPF as it enters the final phase of the Project.

In assessing the effectiveness of Project assistance under Objectives 2 and 3, it is clear that some limited but positive impact is being made as documented in the recent PRPI-supported Community Perception Survey. General observations across stakeholders and an examination of relevant VPF systems and procedures also support this view. However, the scope for improvement in these areas appears much greater than in other more defined environments under Objectives 4 and 6 such as training, establishment of systems and procedures and strategic/annual planning. Frontline policing and crime prevention is more exposed to the community and success or failure in work outputs is more critical to community safety, as well as being more dependent on the contributions of a range of other partners, beyond the control of the VPF. In this context, the Review acknowledges the improved capacity of the VPF in operational systems and procedures, including a revised CID manual and some improvements in community confidence. Recent Project-supported reviews of general and traffic policing needs are also useful tools to guide future efforts and should be acknowledged as benchmarks of effective Project support under these Objectives.

It does however appear that the challenges facing the Project and the sole LTA (at Port Vila) are of such a magnitude that additional LTA assistance is warranted in order to expand on the relatively modest progress achieved to date. It is the opinion of the Review Team that based on the current capacity building efforts of the advisers (Port Vila and Luganville), the effectiveness of assistance under Objectives 2 and 3 would be improved through an increase in technical support in the work place with strong links to the formal training stream now existing in the revitalised VPTC. Short Term Adviser (STA) inputs may be useful in specific or specialist skills transfer situations however with the strong VPF emphasis on mentoring programs, support to frontline policing may benefit more from longer term support (ie through LTAs), allowing for the necessary relationship building involved in assisting mentoring programs. This should be accompanied by a stronger emphasis on facilitating and supporting operational partnerships with key stakeholders, both within the justice sector (eg Public Prosecutors, Corrections) and externally (eg Council of Chiefs, Vanuatu Women's Centre, Department of Women's Affairs, etc).

In relation to Objectives 4 and 6, there is an ongoing and urgent need to support the VPF to address budgetary and financial management constraints. To date Project assistance has focused on the provision of a Financial Management Adviser. The recent resignation of this adviser has undermined progress and momentum, however, it is understood that the Project and the VPF are working closely towards engaging another adviser and/or developing alternative arrangements to enable the VPF to access the required expertise in the short term. These efforts are critical to improving the overall

effectiveness of project assistance and should be supplemented by other strategies aimed at strengthening the relationships between the VPF, MoIA, and Ministry of Finance (MoF), strengthening VPF asset management capacity and greater transparency and integration of Project resources and decision-making with the VPF budget cycle.

In highlighting the need to bolster Project effectiveness in the areas of financial management and frontline policing capacity, it is acknowledged that the Project has recently supported reviews in both these areas. This assistance, and the attention being given to these high priority areas, is fully supported by the Review Team and ongoing/increasing efforts strongly encouraged.

Review of Objectives

The following gives an assessment of the effectiveness of Project assistance toward each of the shared VPF/Project Objectives.

Objective 1

Review the structure and legislation, CAP 105, to improve organisational effectiveness:

Project effectiveness under this objective has been impeded due to the extended and often delayed process of legislative review, reflecting the changing requirements of GoV stakeholders over time. Two reviews of CAP 105 have now been completed. The first was conducted by a former Attorney General during the Interim Phase (Bule Report 2003). The second review was facilitated by the current Project in 2006, utilising a short term legal consultant. This review consisted of a 3 month revision of the legislation which included a series of workshops, consultations and a period of research and drafting. An Exposure Draft was then forwarded to the State Law Office (January 2007) and later to the Minister of Internal Affairs where it remains. The GoV has informed the VPF that it now requires a third review of the legislation and it is understood that the VPF are awaiting advice from the MoIA regarding the Terms of Reference.

It is noted that Objective 1 also carries with it the intent of providing activities and guidance to the VPF to undertake an organisational restructure. The VPF and the GoV have a very firm view that the proposed restructure of the organisation is dependant upon the finalisation of the new legislation. Even if the TOR were forthcoming in the immediate future, it would be unlikely that fully revised legislation will be in place within the next 18 months. That being the case it seems unlikely that this phase of Project assistance will be able to contribute to any activities which have as a prerequisite, the revised legislation.

However, the importance of this legislative review is not underestimated in terms of Project productivity. Given the current uncertainty, it may now be necessary to revise Project activities in support of Objective 1. The VPFCBP

and the VPF should consider new tasks, perhaps in support of restructure related issues not reliant on legislative change.

Whilst acknowledging Project efforts made to date in supporting the VPF to move forward with restructure issues, it is important that the GoA (through the Project and other appropriate avenues such as the PCC) continue to engage in dialogue with the VPF and GoV with a view to resolving this longstanding issue.

To date, GoV has undertaken two separate reviews of the CAP 105 legislation as part of its policing reform agenda and has now indicated that a third is required. Noting that both previous reviews of the legislation have not proven satisfactory to GoV, it is important to draw on lessons from these earlier processes in order to support a more satisfactory outcome for future efforts. Given the experience of the Vanuatu Legal Sector Strengthening Project (VLSSP) in assisting GoV with legislative review activities and its ongoing role in supporting the State Law Office, the VLSSP may be a more appropriate mechanism for providing GoA support to any subsequent review process, if such assistance is requested.

Objective 2

Improve the operations of the VPF to enhance community safety, crime prevention and victim support:

The Project has supported the VPF in the development, establishment and re introduction of systems and procedures across both administration and operational areas. These systems, which include Case Management, Bail procedures and Intelligence processes, serve to enhance VPF operations as well as contributing in a more orderly fashion to the collection and collation of data and statistics which over the last two years have had the effect of creating an improved base line data bank which not only enables the Project to monitor progress, but more importantly is now enabling the VPF to manage it's service delivery in a more precise and timely manner.

Whilst the progress made in the area of formal training and the development of the VPTC capacity is acknowledged, it is also the case that service delivery of the organisation, particularly in frontline policing, causes the community some concern. In saying this, it must also be acknowledged that the most recent PRPI-supported Community Perceptions Survey provides some encouragement in terms of Police response to calls for assistance and community confidence in the VPF.

Nonetheless, observers are generally of the view that frontline policing performance is still in need of improvement. Anecdotal evidence and Project observation supports this perception. Some evidence of improved police response in Northern Command and Port Vila appears to have been influenced by direct technical adviser support complimented by additional Project funded resources (including vehicles) linked to a small number of enthusiastic dedicated police officers. There is no issue of the Project providing "in line" support, in fact the VPF and the Project have a firm view on correct adviser protocols and these appear to be working well. It can however

be said that where frontline policing has the benefit of advisory assistance in the workplace, particularly when accompanied by resource supplementation, police performance does improve. Sustainable improvements in the capacity of frontline policing, including both human and financial resources, is likely to be a long term proposition for the VPF. However, this review is of the opinion that current capacity building efforts would be enhanced by an increased emphasis on Project support to general duties policing, beyond that which currently exists. This hypothesis is further strengthened when one considers the commentary below about the value of current and future recruits in the workplace.

Observations of advisers currently based in Port Vila and Luganville suggests that additional advisory support in these areas, particularly at the Port Vila station, may serve to enhance frontline capacity particularly with regards to police visibility and response to calls for assistance. The LTA support at Port Vila has already shifted its focus from what was a strong role supporting CID to a 60% - 40% work ratio with the greater emphasis now on GD policing. Options for future assistance in this area are covered in more detail in Part V, below.

Objective 3

Improve community view/perceptions of the VPF through proactive policing (community policing):

VPF commitment toward an increasingly active presence within the community and school populations is evident and the Project continues to support such efforts. The Project support to date has led to a modest array of targeted activities at the local level. However, all stakeholders, including the Project, recognise that the opportunity to work towards broader, national strategies and programs now exists.

A National Crime Summit was held in 2008 which led to a GoV commitment to establish a National Crime Prevention and Community Safety Office within the MoIA and to be led by a VPF Superintendent. This renewed GoV focus presents the Project with an opportunity to support the VPF to develop national strategies in the crime prevention/community safety area. The Project should discuss with the VPF opportunities for a broader Project role in support of these efforts. Current PDD guidelines are considered sufficiently flexible to allow the Project to undertake this course through the joint planning process. The Project was involved in supporting the first National Crime Summit and is well placed to continue the expansion of its current community safety/crime prevention assistance (ie LTA, Community Linkages Fund) on a broader and more strategic whole-of-organisation basis.

A Community Policing Policy was developed in 2004, however it is understood that the document has not been formally endorsed by the Commissioner and is likely to be the subject of further review. In the context of the recent developments above, there may now be an opportunity for the Project to support the VPF to revisit that Policy, with a view to encompassing a more strategic, collaborative and national approach. Such support should

emphasise the importance of VPF partnerships with other sector agencies, non-government organisations and communities, as well as fostering renewed VPF leadership and buy-in from key stakeholders.

At the operational level, a range of opportunities exist to strengthen existing partnerships and build others, including with the Vanuatu Women's Centre, the Council of Chiefs and the University of South Pacific Law School Community Legal Centre and Legal Literacy Program, as well as to collaborate with other donor-funded programs (See also the discussion in Part V, below).

Objective 4

Improve administrative systems, procedures and training to enhance service delivery to both internal and external clients:

This Objective currently encompasses a broad range of strategies and initiatives ranging from planning and budgeting, to human resource management and development (including training), asset management and infrastructure. The Project has been supporting the VPF to develop a range of policies and revised procedures across these areas, however given the breadth of issues, there is a need to establish a more focused/sequenced work agenda, based on VPF priorities and leadership.

The most significant area of progress, and Project support to date, has been the Workforce Renewal Program (WFRP), involving the Recruitment Program (which included the development of the Recruit Training Program in conjunction with the PRPI) and the Redundancy Program designed as an exit path for long serving members to enable a more appropriate workforce balance resulting from both entry and exit strategies.

The WFRP had its origin in the CRR (2004) and the VPF has achieved significant progress in its execution. While the general intent of the 2004 proposal is being met, the entry and exit ratios and budget ceilings have, through necessity, become more flexible than the original equation predicted. However as a policy designed to refresh, invigorate and reward the organisation and long serving personnel, it is seen as having a positive impact upon the VPF. The extent of this impact will very much rely on the short to medium term management of the graduates of the Recruit Program as they mature in the workplace (refer Part V, below).

It has been observed that the WFRP was initially very much Project driven, however it is apparent that the VPF now exercise a greater degree of ownership of both the recruitment and redundancy programs. Some constraints still exist relating in the main to VPF Budget issues, however the recruitment program has achieved two recruit courses with an intake of 59 Probationary Constables and a third recruit course is scheduled for 2009. Female officers represent one quarter of the intakes to date. A total of 27 members have exited the organisation with a proposal that further officers enter retirement during 2009.

With serious financial constraints imposed upon the organisation for the foreseeable future, the continuation of such a strategy beyond the life of the current Project is worthy of examination and dialogue with donors, the GoV and the VPF. Further work is also needed (and is currently planned) to strengthen relevant VPF systems and processes (particularly human resource management capacity) to support this program.

Another area of significant progress and Project support is in relation to VPF training capacity. The VPTC has now achieved formal accreditation as a Training Provider with the Vanuatu National Training Council (VNTC). This has the added benefit of providing a training environment which will now lead to a Diploma in Policing for graduates of the Recruit Program on successful completion of their probationary period involving task competencies. The VPF and the Project are to be congratulated on this achievement however the continuance of learning and qualification from the day of graduation to the completion of the probationary period presents significant challenges for the VPF. These challenges will include the successful mentoring of probationary constables and ongoing VPTC support. The Project, together with regional training providers (PRPI/PPDP) should continue to engage with and support the VPF in addressing these issues.

Objective 5

Provide support to Government border control agencies (Customs, Quarantine, Fisheries, immigration) with regards to controlling the illegal movement of goods and people and Economic Enforcement Zone (EEZ) management into and through Vanuatu:

The VPF are actively engaged in working towards this Objective which includes Maritime, Mobile Force and General Policing. The GoA-GoV Defence Cooperation Program (DCP) also provides significant support in this area (Maritime Wing), particularly with sea going border and EE Zone patrols.

An examination of current Project activities (Joint Plan 2008) indicates that the lead role in support of this objective is largely with the Defence Cooperation Program although a 2008 review (Scoping Mission for a Tier II vessel for Northern Command) was facilitated by the Project highlighting some remote area patrol issues in Police District North. In response to these issues it is understood that GoA has now agreed to provide a vessel through the Project to support Northern Command patrols. Careful consideration and support will be needed to address ongoing maintenance, management and other recurrent cost implications of this initiative. Lessons and experience from the DCP support to the Maritime Wing should be drawn on.

The focus on the Maritime Wing's role in border security and sea going patrols is only one part (albeit a very important part) of the overall objective. The reestablishment of the Combined Law Enforcement Agencies Group (CLAG) which incorporates all border agencies and police in a formal network of intelligence sharing and policy development may be a means of increasing the relevance and effectiveness of Project assistance.

It is understood that DCP support to the Maritime Wing will continue in the short to medium term. In this context, it is critical to ensure effective communication and collaboration across the DCP and the Project. To avoid duplication of effort, the Project's role in support of this Objective should now be directed to encouraging the VPF to interact with other border control agencies particularly in relation to intelligence sharing, and transnational crime (through the VPF Transnational Crime Unit), as well as to support the VPF in adopting community policing concepts through remote area patrols. Without diminishing the importance of the activities relating to border security and Economic Zone patrols, there may be a benefit in the VPF being supported to consider more community police orientated activities in support of this objective. More deliberate and strategic linkages between activities under this Objective, with community policing/intelligence initiatives under Objectives 2 and 3 may bolster these efforts.

Objective 6

Support organisational planning and performance reporting of the VPF and the VPFCBP including joint submission of management reports, project administration, planning and reporting:

A pleasing feature of the VPFCBP is the shared goal and purpose of both the VPF and the Project. This common goal/purpose has been further developed into six common or shared objectives which are articulated in a Joint VPF/VPFCBP Business Plan. This joint planning approach adopted a "less prescriptive" style of articulating Project activities in support of the VPF priorities (based on the 2007 Project Implementation Document (PID) Team recommendation). Although this approach is commendable, it is not without the imposition of some constraints and compromise on behalf of both partners. The process involves the identification of VPF priorities on an annual basis, and targeting Project support against them. This can lead to the Project being engaged reactively and, noting the VPF's separate budget preparation process, does not necessarily ensure the strategic integration and alignment of Project support with the VPF's own resources. Despite these issues, the joint planning approach has been an effective capacity development tool, helping to foster strong VPF ownership of the planning process and giving credibility to the Project due to increased flexibility and responsiveness of support.

The Review has examined the various monitoring and evaluation processes established by the Project since its inception. These processes have evolved over time and now involve quarterly and annual reporting to the PCC against the Project Monitoring and Evaluation Framework, in accordance with the requirements of the joint planning process. The Project monitoring and evaluation systems appear suitably robust for the current environment and provides for indications of Project progress against each objective. In particular, the twice yearly reporting against objectives to the PCC is seen as a useful forum for the evaluation and monitoring of Project progress, providing the opportunity for both internal (VPF/VPFCBP) and external (Ministries, sector stakeholders) examination of Project progress. Importantly, the joint VPF/Project monitoring and reporting processes have served as

effective capacity building tools in their own right. Once again the genuine sharing of planning and reporting regimes is commendable, with the usual proviso of both partners being alert to the sustainability of the processes in the longer term.

The PCC provides the opportunity for a range of stakeholders, including donors and importantly, GoV Ministries to be represented. On occasions the PCC has not been well represented by GoV stakeholders and perhaps over represented by observers. The management of the PCC should continue to encourage a stronger representation of "key" stakeholders as is practicable to ensure that the Project is robustly scrutinised, assessed and monitored. This "stronger" representation need not imply engaging with larger numbers of representatives, rather a smaller representation of key personnel with clearly defined roles may serve to enhance the authority of the PCC and lead to a more effective management of the Project. The role of the Project Management Group (PMG) is also acknowledged and both management groups remain vital to project coordination and should ensure that the project remains relevant to GoV policy.

As noted above, the review acknowledges that the VPF's tight budget position and limited capacity to effectively manage its scarce financial resources remain critical underlying constraints to improved policing in Vanuatu. In this context, the Project has been called upon to provide emergency, supplementary budget assistance in support of some VPF activities. In an effort to provide greater transparency and predictability to this practice, GoA and GoV have recently agreed to establish an Operational Imprest Fund which is proposed at both Southern and Northern Commands, providing for a small supplementary Project budget for priority operational purposes in each Command. The funds have detailed guidelines, with the relatively modest level of expenditure confined to a ceiling figure per calendar month.

Clearly this approach is not a sustainable or long term response to VPF's underlying budgetary and financial management constraints. To minimise the risks and lack of sustainability associated with this support, the Project should continue to work closely with the VPF on systems, procedures and skills transfer activities associated with financial management, using the Operational Imprest Funds as an entry point for supporting broader financial management capacity building. The risks associated with this short term approach to resource and budget support should now more than ever be clearly documented in all Joint Planning and reporting regimes to assist the GoV and the VPF in preparing for any future transition or future program of assistance beyond this Project.

The Project should also prioritise support for the VPF to supplement its financial management capacity in the short term. It is understood that the Project and the Commissioner are in the process of recruiting a replacement Financial Adviser (VPF position - Project funded) as a matter of some urgency. Other strategies such as increased collaboration with donor-funded programs focused on supporting GoV public financial management capacity and reform efforts (eg Governance for Growth) should be considered.

Opportunities also exist to further strengthen VPF's budget position by considering ways to increase the integration of the Project process with the GoV budget cycle. Greater transparency of Project resource allocation against VPF objectives, combined with more explicit analysis of capital and recurrent cost financing implications, would also strengthen VPF's own planning and budgeting capacity and would enable more effective engagement with MoIA and MoF. Current issues that remain unresolved from the perspective of MoF include VPF management and rationalisation of 'special allowances', reconciliation of VPF payroll information with MoF records, clear articulation and justification of new initiatives, and the need for improved and more coordinated contingency planning. A key strategy should therefore focus on supporting VPF to regain the confidence of central agencies, leading, in time to improved budget outcomes.

Opportunities for further strengthening the planning, budgeting, monitoring and reporting processes are discussed in more detail in Part V, below.

3. Efficiency

With the adoption of the whole-of-government approach to Project management and implementation, the implementers (AFP) bring to the Project a financial management system which is based on Commonwealth Procurement Guidelines and consistent with AFP National Guidelines. It is understood that Project finances are submitted to AusAID at quarterly intervals. The Project budget is currently underspent. The Project informs that the reasons for the current level of underspending include: the AFP providing some training resources outside Project budget and some AFP donated equipment outside of normal Project costs; delays in construction of some infrastructure works (Police Posts) due to land disputes; the withdrawal of a Senior Management Program from the Australian Institute of Police Management (AIPM) now to be conducted in country (AUD\$350,000) and the postponement of the Officer Safety Trainers Program due to a similar course being conducted by the French (New Caledonian) Government (AUD\$250,000). The Project/VPF is intending to utilise the surplus budget across delayed infrastructure and training programs in 2009.

The use of AFP training resources outside of the normal Project budget should be seen as a cost effective benefit to both the Project and the VPF, however it is important that such training satisfies the training needs/criteria of the VPF and the VPFCBP support and is captured in joint VPF-Project planning and reporting. It is understood that this is current Project policy.

Whilst underspending does not necessarily imply cost efficiency, the reasons for such underspending are noted and the test of true efficiency will lie in how the excess is managed over the final two years of the Project. If the proposals discussed in this report relating to increased support for frontline policing are adopted, any surplus funds that may exist would be advantageous to such an exercise. Further and more detailed analysis of Project/VPF expenditure trends, as suggested above, would also assist both

partners to better identify the underlying drivers of VPF expenditure, including issues of absorptive capacity.

It is arguable that some cost efficiencies have accrued as a result of the whole-of-government approach, with reduced establishment costs in scoping and tendering activities and some occasional use of AFP resources outside of the actual Project budget. The review is not in a position to detail all of these efficiencies and has not undertaken a comparative audit of Project expenditure against other delivery mechanisms. In this context, it is not possible to accurately test the assumption that the whole-of-government approach has provided some relief from previous project establishment and running costs associated with the previous engagement of a private managing contractor to support project delivery. Whilst not strictly a “twinning” arrangement between the AFP and VPF organisations, elements of such arrangements are evident, with the potential existing for both organisations to grow and develop a closer relationship, benefiting both Police services in terms of administration, training and operational support. This could be seen as a positive outcome, perhaps unintended, to both Police services and is consistent with the intent of the forthcoming GoA (AFP-led) PPDP.

A range of stakeholders expressed concerns about the VPF capacity to effectively manage and coordinate donor support, and the extent to which fragmented and sometimes duplicated effort is impacting on the overall efficiency of external assistance. In this context, the extent to which the Project continues to support the VPF to manage these inputs contributes to reduced transaction costs and streamlining of effort, which in turn serves to improve the efficiency of assistance under the Project.

Finally, it should be noted that issues of Project efficiency in terms of management arrangements have been considered as part of the December 2007 AusAID-AFP Joint Management Review of the VPFCBP. Recommendations were made relating to the AusAID-AFP Record of Understanding (ROU) between the parties and management arrangements generally. It is understood that the review recommendations have been accepted by GoA partners and are awaiting formal implementation. This Mid Term Review has not re-examined those issues, however, it strongly encourages GoA partners to implement outstanding recommendations as a priority.

4. Impact – Sustainability

A range of positive changes within the VPF are evident, most notably within in planning processes, the formal training arena (although this is currently confined to the recruit program and refresher courses for VPTC Trainers), the development of systems and procedures leading to improved collection and use of performance data and the execution of the Workforce Renewal Program (WFRP), which has now gained a level of organisational ownership and drive (although the sustainability of this program in the medium term is contingent on strengthened VPF budget allocation and the embedding of related systems, processes and policies).

Indications are that the joint VPF/Project annual planning process has developed a degree of sustainability, although it is noted that quarterly planning and reporting conferences are sometimes Project driven. Performance monitoring, information management and reporting processes (particularly reporting for external stakeholders) are yet to be embedded and consistently undertaken as part of VPF organisational practice.

The impact of Project support on operational areas is more variable with some evidence of improved performance, including as a result of infrastructure development (eg Port Vila police station refurbishment). However, there is an ongoing need to strengthen core policing capacities. Project assistance to community safety/crime prevention initiatives has seen a more steady, if modest, impact, with community-based initiatives and engagement appearing to gain some momentum in targeted locations. In some cases, the impact and sustainability of achievements in the formal training and community safety areas are in part attributable to the strong individual capabilities of the VPF officers involved. Frontline policing counterparts however vary from high to medium dependency on Project support.

While it is premature to assess sustainability at the outcome level, there is evidence that some Project-supported activities are moving in the right direction. Although the Project's direct supplementation of operational budget, provision of equipment (including vehicles) and significant infrastructure support tend to encourage the recipients to make favourable assessments of progress, the less tangible gains made in formal training, planning, operational and administrative systems and procedures, together with some improvements in community confidence, do support the notion that the overall impact of Project support to the organisation is a beneficial one. The Commissioner and key partners and stakeholders have supported this general view.

However, at this stage, impact needs to be understood within a short term timeframe. In the context of significant and ongoing challenges outlined throughout this report, GoA and Gov need to give serious attention, including in targeting Project assistance over the remainder of the current phase, to strategies aimed at understanding and addressing these underlying constraints, particularly in relation to medium term resource requirements and critical financial management and human resource capacities. Without this, longer term sustainability of VPF achievements are currently in doubt.

Part IV - VPFCBP contribution to Vanuatu's law and justice sector

The Project has exercised limited interaction with the Law and Justice Sector as a whole however specific linkages have been created with the Vanuatu Legal Sector Strengthening Project (VLSSP) and the agencies that they support. These links have had a positive impact on the VPF, particularly in the areas of Police Prosecutions, training (VPTC) and operational systems and procedures.

The two Projects are engaged in improving the capacity of the Police Prosecutors, who although members of the VPF operate in a work environment which links them closely to the Public Prosecutors Office. The Public Prosecutors Office and the VLSSP are to be commended for their ongoing training and support to the Police Prosecutors. Both Projects are also engaged in training development with input not only to Police Prosecution training but also to the VPTC curriculum in general. The cooperation between Projects extends to reviews of legislation when requested by counterparts (e.g. Revision of Drug Legislation). Operationally both Projects have provided joint technical support to frontline policing and CID in the development of systems and procedures (e.g. new/revised bail procedures which have had a positive impact on reducing time frames between arrest and court appearance).

Whilst sector interaction has been somewhat limited it would seem that the relationship with the VLSSP (at various levels of both Projects) has had a positive impact on VPF performance in prosecutions, training and operational systems and procedures. Some Project interaction was also evident with the NZAID-funded program supporting the Department of Corrections, as well as with the forthcoming regional domestic violence program, although this has been relatively limited in both cases.

Opportunities for further strengthening of VFP engagement and contribution to the law and justice sector are discussed in Part V, below.

Part V - Maximising the effectiveness of ongoing support

In examining opportunities for future effective development within the VPF it is useful to look at the two key areas of constraint discussed in this report: budget and financial management; and frontline policing challenges.

Strengthening planning, budgeting and financial management

The MoF has a pivotal role in all financial management activity in the government sector and from a Project/VPF perspective, dialogue between not only the GoV agencies but also technical advisers working within them should be increased in an effort to inform both the Project and the VPF on ways to improve financial management generally and specifically to enhance the VPF's budget process. Additional Project technical support, beyond that which currently exists, perhaps utilising international treasury or budget specialists may also be considered in the longer term.

The joint planning process is now into its third annual planning phase and approaching a completion phase (2010-2011). Whilst acknowledging the advice given by the PID review team for the Project to adopt a "less prescriptive" approach to describing Project activities in the joint planning process, it may now be timely to adopt a more nuanced approach to activity planning. Efforts should be made to articulate more clearly the strategies and key initiatives against each objective in the Joint Business Plan, to ensure a

more focused, prioritised and sequenced work agenda. It would also be helpful to more clearly outline the nature of each partner's contribution against objectives, including the particular capacity development approach being adopted (ie advisory assistance, direct operational funding, support for procurement of infrastructure or equipment).

These efforts would help foster greater transparency, thereby enabling managers and other VPF/Project stakeholders to understand and analyse expenditure trends and overall resource requirements, and to assess the effectiveness of both GoV and Project resources. Such an approach would also help address transition issues and exit strategies as the current phase of assistance enters its final planning cycle (2010) and would help inform GoA-GoV dialogue about the sustainability and impact of current assistance, as well as the alignment of GoA's contribution with GoV's own expenditure priorities.

As noted above, opportunities also exist to further strengthen and embed performance monitoring and reporting functions more strongly within the VPF organisational structure (eg CSU), to increasingly shift the emphasis to the VPF as the owner and leader of these processes, with the assessment of the Project contribution being a subset of this work. These processes should evolve to become fundamental elements of the VPF annual planning and budgeting cycle. In line with the suggested strengthening of the planning process above, increased efforts could be made to support the inclusion of expenditure tracking as part of the monitoring and reporting process. This would assist the VPF and key partners like MoIA and MoF to understand issues of absorptive capacity and other constraints to effective budget implementation. This in turn, would provide a stronger evidence base for decision-making about expenditure priorities.

Consideration should also be given to supporting the VPF to use performance information to more effectively communicate key achievements and challenges to external partners (eg MoIA, MoF, community stakeholders) as a key element of the planning/budgeting/monitoring/reporting cycle. With the current evolution of the PRPI, careful consideration is now needed to ensure ongoing support for the Community Perception Survey and Functional Audit processes, both of which provide critical performance data for VPF management. The Base Line Data File developed in 2002 during the Interim Phase may also be of use to the Project/VPF to assist in comparative/trend analysis of VPF performance improvement over time, particularly to inform decision making upon completion of the current phase of assistance.

As noted above, better communication of VPF achievements (including the Project's contribution to such achievements where relevant and appropriate) to MoIA, other GoV agencies and stakeholders would help to enhance the reputation of the VPF and validate VPF budgetary requests. This communication of successes, particularly on the part of the VPF, should also extend to the community through the execution of a media/public relations policy which complements the VPF Community Policing Policy.

Defence Cooperation Program (DCP) support

There exists an expectation that the VPFCBP may contribute to some areas vacated by the DCP advisers. It is noted that the DCP has a continuing commitment to the VPF, including exchange programs (Vanuatu Alliance), support for the Patrol Boat Tukoro, and the opportunity for the VPF to continue to bid for DCP support on an annual basis.

One important area in which the DCP has provided significant assistance over a number of years is in the Joint Planning and Operations Centre (JPOC). The Joint Planning and Operations Centre (JPOC) was established out of the 1997 Strategic Review which stated that the JPOC "will be the nerve centre of the more integrated force" and "will be responsible for developing overall planning for the Force and the conduct of its operations.....and will seek to ensure that the greatest efficiency is gained by the sharing of asset or task". The CRR reported on the role of JPOC in a similar vain, encouraging integration in planning, operations and importantly a centralised criminal intelligence unit. To some extent the JPOC fulfils these functions.

The principle roles of the JPOC include the preparation of strategic plans for the development and deployment of the Force. The critical role that JPOC plays in advising the Executive, through the Deputy Commissioner is such that in the absence of long term DCP support, some project capacity building would be appropriate.

This review supports VPFCBP assistance for continuing capacity building of the JPOC, in the absence of the DCP assistance in that area. Support to the JPOC would fit well with the current Project/VPF common goals and objectives, particularly Objectives 2, 4 and 6. In the event that future advisory assistance to JPOC was to be filled from within existing Project resources, care would be needed to ensure that overall workloads did not overstretch existing Project capacity.

Strengthening frontline policing

With two years remaining on the current Project, the VPF and the Project should seek to capitalise on the improved capacity of the VPTC by linking its work program in a more formal way with general policing. This could be achieved through the establishment of a more structured strategy of on-the-job training, skills transfer, coaching and mentoring. In particular the recent and future graduates of the recruit program would benefit from an increased emphasis on work place coaching and training however the emphasis should also include other general duty police, CID personnel and the VPF mentors charged with the responsibility of guiding the probationary constables through their early years in the police service.

Whilst it remains a matter for the Commissioner, the GoV and GoA, doubling the current advisory inputs in both Northern and Southern Commands would be seen as a minimum level requirement giving effect to this strategy and would significantly bolster VPF/Project progress toward Objectives 2 and 3. In the event that an increase in advisory resources was cost prohibitive and/or contrary to GoV/VPF policy, adviser units might well be found through a process of refocusing the current Project structure, such is the importance and urgency of establishing a quality frontline policing presence and response.

It is understood that the Project is considering reallocating current technical adviser resources in support of this frontline policing strategy.

On-the-job training should not be an ad hoc activity but rather a planned, structured approach to workplace reinforcement (in real time) of formal training outputs. The previously implemented General Duty Refresher Course, developed in conjunction with the PRPI, with some revision, may well be identified as an appropriate training resource at workplace level. This structured approach may require a revision of workplace training approaches currently in place by linking on-the-job training more directly with formal training (including the re-introduction of General Duty Refresher Training). Of course, any structured program of this kind should be designed to suit the Vanuatu policing context and culture and should be seen as an integrated element of VPF's overall training strategy.

This approach should also link explicitly and strategically to other priority reform initiatives being supported by the Project, including to consolidate efforts in piloting or implementing new organisational policies and procedures, as well as to maximise the effectiveness of the direct funding support provided to the VPF through the Operational Imprest Account, Community Linkages Fund and Procurement Fund. This proposal also serves to add value to the significant budget and resource contributions (largely in support of general policing infrastructure, operational budget and vehicle fleet) made by the Project since the Interim Phase commenced in 2003.

The current Project and any future GoA assistance should also seek to provide significant support to not only the WFRP, which includes the VPTC recruit training program and the mentoring programs currently in place, but importantly to the graduates of the recruit programs in the work place. The value to the organisation and the individual potential of recent and future recruit graduates should not be underestimated and the project should continue to support the VPF to ensure that the WFRP remains within its annual planning and budgeting priorities. Current Project planning provides for the delivery of short term technical assistance in curriculum development to enhance the VPF mentoring program.

Some consideration might be given to expanding the current Workplace Experience Program (WEP) by including recruit graduates as they mature and emerge from their probationary period. Whilst acknowledging that the WEP is generally targeted at middle managers, exposure of the graduate recruits (beyond probation) to community policing in an alternative environment (e.g. Australian Capital Territory) would serve to enhance their capacity in frontline policing. If the WEP was not considered a suitable program similar workplace attachments could be pursued as part of the structured approach to improving the capacity of frontline policing discussed above.

Opportunities: Partnerships

As has been noted above, future Project assistance will be strengthened through strategies for supporting key VPF partnerships, including with central

agencies, other sector agencies, non-government organisations, donors and communities.

The Project should be encouraged to maintain and further its links to the VLSSP in support of current activities, including possible VPF collaboration with USP's Community Legal Centre and Legal Literacy Programs (both currently supported by the VLSSP), as well as emerging issues such as the potential for a further review of CAP 105. Given the recent challenges to the VPF-Corrections relationship, and the development of a Memorandum of Understanding between both organisations to address these issues, further and increased collaboration across these projects is strongly encouraged.

The emerging role of the new Ministry of Justice and Social Welfare (MoJ) in driving GoV's justice sector agenda and playing a greater role in Sector coordination also presents a significant opportunity for expanding and strengthening cross-agency partnerships. With the potential increase in VPF/MoIA interest in community crime prevention, and the ongoing need for new strategies to strengthen frontline policing, consideration should also be given to fostering stronger VPF links with the Council of Chiefs and local level governance initiatives through collaboration with the AusAID-funded Kastom Governance program.

The extent to which Project support is able to facilitate and foster these relationships will be a critical factor in ensuring longer term progress and sustainable improvement against VPF objectives. In this context, the Project should remain open to opportunities that may present from within the sector that assist Project support to the VPF.

Other opportunities: cross-cutting issues

Future Project assistance should be provided in a manner that integrates support for critical cross-cutting issues in line with broader GoV-GoA commitments, particularly regarding gender and anti-corruption.

Gender: The VPF is not a large organisation and whilst the overall representation of women is low (although comparable to police organisations across the region, including in Australia and New Zealand), recent recruit courses, the result of a deliberate and structured recruitment program by the VPF, has seen the representation of female recruits increase significantly. 25% of all recruits entering the Force in 2007-2008 were female. In the workplace, women are reasonably well represented in policing operations (GD/CID) and there are currently three Commissioned Officers. It is also apparent that parts of the VPF have made efforts to establish and maintain operational links with Vanuatu's leading NGO in this area, the Vanuatu Women's Centre (VWC).

However, given the absence of clear GoV and VPF policies or strategies for addressing gender-related issues, particularly as they relate to policing in Vanuatu, it is fair to say that VPF leadership is still emerging. In this context, there is an ongoing and high risk that gender issues will continue to have a

potentially detrimental impact on VPF performance effectiveness, both within the organisation itself and in terms of VPF operational strategies (eg to respond effectively to critical areas like gender based violence).

The Project has adopted a mainstreamed approach to gender issues, seeking to integrate gender considerations across a range of initiatives, including through the formal training programs at the VPTC, and generally through technical assistance in the workplace. The forthcoming NZAID domestic violence program will add to the formal training and awareness regime in a positive way and the Project/VPF has recently commenced its engagement with this program.

The Project should continue to engage with the VPF and other stakeholders on development strategies that enhance the role of women in the VPF and strengthen the VPF's capacity to respond effectively to gender-based crime (the recently release report on Violence against Women in Melanesia and East Timor should be seen as a key VPF/Project resource). Project engagement should focus particularly on fostering GoV/VPF leadership and should encourage a collaborative approach with key partners such as the Department of Women's Affairs, the VWC and Department of Education (ie in relation to the VPF's schools outreach program). Current VPF/Project efforts to increase the collection and analysis of gender disaggregated data are strongly encouraged. Incorporation of this data and analysis into VPF/Project reporting is critical strategy for increasing awareness and accountability around these issues.

Anti-corruption: Like gender, the GoV/VPF policy framework in support of issues relating to corruption within government, including the VPF, is not prominent. There exists only a limited range of policies in this area and the opportunity to effectively drive the anti-corruption agenda is difficult. This being the case the Project's capacity to support the VPF to address these issues remains constrained. Key partners such as the Vanuatu Police Services Commission and the Ombudsmen Commission are also subject to significant capacity constraints and are currently unable to perform their respective roles effectively. Both organisations are yet to be prioritised by GoV for additional support, either through donor assistance or GoV budget measures.

In this context, particularly in the absence of an explicit GoV/VPF strategy, the Project is supporting the VPF to address corruption risks through a range of entry points, including a planned revision of the VPF Ethical Practices and Integrity Policy and a review of the Internal Investigations Unit and its complaints handling procedures, both scheduled activities within the 2009 Joint Business Plan. Ongoing efforts to strengthen VPF financial management capacity, as well as improvements to VPF performance monitoring and reporting, should also be recognised as critical, integrated responses to corruption risks within the VPF.

In the context of broader GoA – GoV dialogue, particularly the GoA aid program's forthcoming (and GoV endorsed) Vanuatu Anti-Corruption Action

Plan, the Project should continue to engage with the VPF and other stakeholders to identify further opportunities to consolidate efforts in this area, in line with emerging GoA-GoV commitments to increase overall aid effectiveness.

Part VI - Conclusion & Future Directions

This review acknowledges the significant progress made in formal training, systems and procedures, community safety and joint planning arrangements during the first three years of the Project. Efforts to consolidate these achievements over the next two years, would benefit from some expansion in formal training beyond the recruit program to encompass specialist training courses, accompanied by a stronger focus on on-the-job training, coaching and mentoring.

The forthcoming Pacific Police Development Program (PPDP) also provides opportunities for the Project to maximise the benefits of its support to the VPF. The Project should support the VPF to engage at an early stage with this Program. An ongoing mix of bilateral and regional support should be an integral part of the current capacity building model. Moreover, the evolving role of the AFP in supporting police capacity building in the Pacific, provides an opportunity for greater coordination and integration of bilateral and regional programs, which remains a challenge for the VPF. Efforts should be made to leverage this engagement to support VPF in the management and coordination of other donors.

Without limiting the potential for sustainable outcomes in other important areas, the activities associated with the VPTC, joint planning, community safety and the establishment of systems and procedures in both operations and administration should be approached with the intention of achieving real levels of sustainability by the end of the current phase. Progress to date and the level of VPF ownership and leadership in some of these areas is encouraging. While, it is acknowledged that financial constraints will inhibit the sustainability of outcomes, particularly in the short term, in each of these areas the potential to achieve a high level of individual and organisational capacity does exist.

The current and future recruit graduates are one of the most important assets for the VPF. The highest priority should be given to ongoing support and training of these new recruits as they clearly represent the long term future of policing in Vanuatu. Project and VPF energy should be maximised, through continuance of learning, mentoring programs and workplace experience, not necessarily at the expense of other police but with the acknowledgement that this group, with proper guidance can contribute greatly to overall improvements in community oriented policing.

The areas of constraint that have been discussed throughout this report, particularly financial management/budget and frontline policing capacity, will need patience, new strategies, refocused and possibly additional resources. The implementation of strategies to address these challenges should be

considered “long term” and are likely to require ongoing assistance beyond the current phase of GoA support.

This review does not attempt to pre-empt what course the GoV or the GoA will embark upon in terms of future GoA assistance to policing in Vanuatu. However, in any event, the next two years, certainly the final 12 months of Project activity, should be seen as a transition phase for what ever lies beyond 2011. It is noted that there was no seamless transition from the Interim Phase to the current start up date of the VPFCBP. The Interim Phase concluded in October 2005 and the current Project commenced (with limited advisory inputs) in February of 2006. Anecdotal evidence and stakeholder observations indicate that this break in continuity was less than helpful to both the VPF and the new Project in recommencing assistance after such a break in activity.

It will be useful to the GoV and the VPF to have the benefit of early dialogue with the donor agencies involved in the current Project so that, assuming the GoV request ongoing support for the VPF, a programmed, seamless progression from this phase to the next is achieved. Subject to emerging GoA and GoV priorities and policy directions, GoV/GoA discussions about future assistance to policing should also be undertaken in close coordination with dialogue about future law and justice sector assistance more broadly (this process is discussed in the VLJSSP Mid-Term Review, October 2008).

Recommendations

It is recommended:

1. If the Project is required to adopt a lesser role in support of Objective 1 (due to ongoing uncertainty associated with the legislation review process) consideration be given to engaging with the VPF on alternative activities in support of human resource development and restructure strategies that are not reliant of the revision of CAP 105.
2. The Project place a greater emphasis on workplace training in the general policing element than currently exists. Advisory assistance to General Policing/CID should be increased with a view to enhancing on the job training and workplace coaching and mentoring to current and future recruits, their VPF mentors and police generally involved in frontline policing activities.
3. That a revised approach to technical assistance in the frontline policing area be structured and linked to the Vanuatu Police Training College (VPTC) formal training programs (including General Duty Refresher Courses) that provide workplace (real time) reinforcement of approved VPF and VPTC course material and procedures.
4. The Project supports the VPF and the newly formed National Crime Prevention and Community Safety Office in adopting national strategies and encouraging a whole of organisation approach to community safety issues. The VPF Community policing policy should be further developed in a way that supports a national strategy and a whole of organisation approach to Community Policing principles which adopts a collaborative approach with key partners across government, the private sector and communities.
5. The Project continue to work closely with the VPF in the recruitment of a Financial Management Adviser, or some other appropriate expertise, to continue the work already commenced in strengthening the capacity of the VPF financial management area.

6. That the Joint Planning process explore ways of articulating more clearly the nature of Project assistance against VPF activities in such a way as to assist in ongoing expenditure and risk analysis, particularly to highlight issues of absorptive capacity, recurrent cost financing implications and the likely impact of proposed reforms emerging from the proposed review of CAP 105.
7. Formal links be established between the Project/VPF and Ministry of Finance personnel and their technical advisers in an effort to better inform the Project and VPF counterparts on ways to improve budgetary and financial management within the organisation.
8. The Project/VPF liaise with the new Pacific Police Development Program and explore avenues for engagement that will enhance the capacity of the VPF and add value to the VPFCBP, particularly in support of formal training and the proposed increase in capacity building efforts in the frontline policing arena.
9. That the Project in collaboration with the VPF seeks to expand on the achievements made by the VPTC in developing and executing the recruit program by introducing specialist courses at the VPTC.
10. In support of Objective 5, the Project/VPF articulate activities that are clearly supportive of community policing and intelligence strategies, including to support the VPF to engage effectively with the Combined Law Enforcement Agencies Group (CLAG).
11. That the GoA and its agencies enter into early dialogue with GoV to discuss any future program of assistance to the VPF beyond the current Project completion date (February 2011) and that this be undertaken in close coordination with broader discussions regarding future assistance to the justice sector as a whole.
12. That any future assistance to the VPF beyond the current Project involve a seamless transition, without the interruption that occurred after the Interim Phase completion date in 2005.

13. The Project, as a specific capacity building strategy, increase support to the VPF to build on key partnerships within the Law and Justice sector including but not exclusively the newly established Ministry of Justice and Social Welfare (which has a mandated interest in GoV's law and justice sector reform agenda), the Department of Corrections, the Public Legal Offices (particularly Public Prosecutor's Office), non-government partners (particularly the Council of Chiefs, the Vanuatu Women's Centre, USP Law School) and other donor-funded programs (particularly AusAID's VLSSP and Kastom Governance programs and NZAID's corrections and domestic violence programs).
- 14. The Project support the VPF in developing appropriate communication strategies aimed at providing timely and relevant information about police activity and achievement to both Government and community stakeholders.**
15. If the VPFCBP is requested to provide capacity building support to areas currently subject to DCP assistance from within existing Project resources (in particular the JPOC role) some consideration should be given to VPFCBP Adviser's work load to avoid any detrimental impact on existing roles and responsibilities.

Annexure A

List of persons who assisted this review

Tracy Banister	VPFCBP
Francoise Batick	Commander CSU
Michelle Brazel	Team Leader VLSSP
Kelson Bule	Superintendent (CID)
Leonard Bule	Chairman Police Service Commission
John Claason	NZAid
Nick Cumpston	AusAID
Jonathon Dick	Defence Cooperation Program (DCP)
Graeme Eaton	VPFCBP
Hamish Garare	Senior Sergeant Port Vila General Duty
Linda Gellard	AusAID
Patrick Haines	AusAID
Mark Harradine	Adviser MoF
Robson Iavro	Director VPTC
John Ireland	VPFCBP
Krem Joshua	Senior Inspector Police Prosecutions (VPF)
Willie Ben Kalo	VPF Chief of Staff
Namen Kau	Inspector Port Vila
Rolf Kidson	VPFCBP
Sue Langford	Deputy Head of Mission AHC
Jeff Langley	High Commissioner - New Zealand Head of Mission
Joe Ligo	Director General (MoJ)
Patu Lui	Commissioner of Police
Fred Mahit	Deputy Director VPTC
Agatha Malsungal	Vanuatu Women's Centre
Peter McFarlane	Manager, Community Legal Centre USP
Dave McGarry	Defence Cooperation Program (DCP)
Johnson Naviti	DSPPAC
Cedric Netto	Team Leader VPFCBP
Gregoire Nimbtik	DSPPAC
Jimmy Nipo	NZAid
George Pakoasongi	Director General MoIA
K Patel	Adviser MoF
John Pilbeam	Australian Head of Mission (HOM)
Paul Prickett	Defence Coperation Program (DCP)
Lester Roy	Commander Northern Police District

Paul Spooner	AFP Liaison Officer AHC
Bernard Standish	VLSSP Adviser
John Taleo	Commander Southern (VPF)
Tari Tamata	Commander Maritime Wing (VPF)
Peter Taurakoto	Chief Ombudsman
Natu Tawari	Vanuatu Women's Centre
Jesse Temar	Force Legal Officer (VPF)
John Tete	Senior Inspector Port Vila
Charles Vatu	AusAID
Willie Vira	Commander MF
Emma Ward	VPFCBP
Peter Watt	VPFCBP
Ron Weekes	VPFCBP
Ruth Yawoi	Vanuatu Women's Centre

Annexure B

Mid Term Review Terms of Reference

Mid Term Review Vanuatu Police Force Capacity Building Project

Terms of Reference

1. Background

- 1.1 The Vanuatu Police Force Capacity Building Project (VPFCBP) is a five year project which commenced in February 2006. It was established at the request of the Government of Vanuatu to support the capacity development of the Vanuatu Police Force (VPF). The program presents a significant long-term commitment to the Government of Vanuatu to assist in the development of efficient, independent and accountable policing services. Integral to the success of the VPFCBP is ensuring the ongoing partnership with the VPF.
- 1.2 The VPFCBP is a whole-of-government effort between two Commonwealth of Australia agencies, AusAID and the Australian Federal Police (AFP), and the VPF on behalf of the Government of Vanuatu. It is unique in Vanuatu in that is an AusAID managed and funded project, drawing on the technical expertise of the AFP.
- 1.3 The VPFCBP is being implemented in accordance with the Project Design Document, 2005 (PDD) and subsequent Project Implementation Document 2006 (PID). The PDD is the result of a Comprehensive Review Report 2003 and includes intended Project inputs in specific activities. A subsequent Review of the PDD in 2006 resulted in the PID. The PID recognises the need for flexibility with the PDD responding to VPF Priorities.

1.4 VPFCBP goal, purpose and shared objectives

Goal: To contribute to creating a safe and secure environment for all citizens and visitors of Vanuatu through the provision of excellent policing services.

Purpose: To contribute to providing a safer and more secure environment for the community by the prevention and detection of crime through strong (close) police/community relations.

Shared objectives: The VPFCBP and the VPF share an annual Joint Business Plan which has six objectives designed to direct the activities of the VPF and VPFCBP towards achieving the Goal and Purpose of the VPFCBP. These objectives are:

1. review the VPF structure and legislation, CAP 105, to improve organisational effectiveness;

2. improve the operations of the VPF to enhance community safety, crime prevention and victim support;
3. improve community view/perceptions of the VPF through proactive policing (community policing);
4. improve administrative systems, procedures and training to enhance service delivery to both internal and external clients;
5. provide support to Government border control agencies (Customs, Quarantine, Fisheries, and VMA) in controlling the illegal movement of goods and people and EEZ management into and through Vanuatu; and
6. support organisational planning and performance reporting of the VPF and VPFCBP, including joint submission of management reports, project administration, planning and reporting.

1.5 The VPFCBP is progressively designed through the preparation of a VPF/VPFCBP Joint Business Plan on a calendar year basis. The preparation of a relevant Business Plan is done closely with the VPF. A Business Plan for 2009 was drafted in October 2008 and will be presented at the (PCC) Project Coordinating Committee for endorsement in November 2008. Progress on implementation will be provided in a separate issues paper that will be circulated prior to commencement of the Mid Term Review.

1.6 In addition to VPFCBP, AusAID is providing support to other elements of Vanuatu's law and justice system through the following bilateral and regional programs:

- (i) the Vanuatu Legal Sector Strengthening Program (VLSSP), a \$10 million initiative over five years (2006-2011), to support a stable and responsive government in Vanuatu by building sustainable administrative and legal capacity within the three main public legal offices. This is to be achieved through the provision of technical assistance and support for infrastructure, procurement and training programs. Currently the program has five in-country advisors and a Team Leader;
- (ii) the Vanuatu Justice for the Poor (J4P) project, an AusAID-World Bank collaboration to explore innovative approaches for promoting access to justice by disadvantaged groups. In its design/mobilization phase (\$250,000 for 2008/09), J4P will conduct initial diagnostic work, including the formation of strategic partnerships, community consultation and action-based research around local level justice and dispute resolution;
- (iii) the Pacific Judicial Development Program, a \$10 million initiative (2006-2010) jointly funded by AusAID and NZAID, to strengthen governance and the rule of law by improving judicial processes and systems (case management in courts, access to courts, knowledge about the law), and provide judicial training at all levels of the judiciary in 14 Pacific jurisdictions;
- (iv) the Pacific Regional Policing Initiative (PRPI), a \$21 million initiative (2003-2008) to improve the effectiveness of policing in Pacific Island Forum countries through police training, capacity-building, strategic planning, improved human resources and recruitment; and

(v) the Pacific Islands Law Information Institute (PacLII). Jointly funded by AusAID and NZAID, based at the University of the South Pacific's School of Law in Port Vila, PacLII promotes access to primary legal resource material through its free on-line database.

2. OBJECTIVE

2.1 The objective of the Mid-Term Review is to evaluate the effectiveness of VPFCBP support to the VFP; its contribution to Vanuatu's law and justice sector and identify opportunities for maximising the effectiveness of ongoing support.

3. SCOPE OF SERVICES

3.1 In undertaking the Mid-Term Review, the team will use the OECD Development Assistance Committee (DAC) Principles for the Evaluation of Development Assistance as a framework for the review report:

- Relevance
- Effectiveness
- Efficiency
- Impact
- Sustainability

Led by the team leader, the team will develop a methodology for analysis to be used during consultations which will guide the MTR's findings and conclusions.

3.2 Using this framework, the team will:

- assess the VPFCBP's progress towards project goal and objectives;
- Review relevance of the project goal, objectives, and project implementation document with reference to the current operating environment, national development strategy, and other relevant policy directions;
- assess the appropriateness and effectiveness of the VPFCBP capacity building approach and the extent of its contribution to improve VPF capacity;
- assess the adequacy of the VPFCBP's current monitoring and evaluation arrangements. Examine the extent to which they are used by VPFCBP partners to identify any major challenges or risks affecting project-supported activities and objectives (including broader issues such as VPF capacity constraints). Also, assess ways which these M&E arrangements are a basis to address/mitigate these challenges or risks, and the extent to which they provide data on impact/results.
- assess the sustainability of project-supported initiatives to date, including the likely impact of the VPF budgetary position (recurrent cost financing and operational needs) and the VFP financial and human resource management capacity;

- (f) evaluate the VPFCBP's approach to addressing cross-cutting issues such as gender and anti-corruption;
- (g) examine the effectiveness of the VPFCBP in supporting and strengthening the linkages of, and involvement with, the broader law and justice sector. This includes the ability of the VPFCBP to contribute and engage in sectoral dialogue aimed at coordinating Australian support to the law and justice sector (particularly noting the research and findings of the VLSSP mid term review), as well as coordination with partner agencies and regional organisations and projects such as PRPI and
- (h) articulate lessons learnt from the first phase of the project and provide guidance to inform project planning in the lead up to the transition in 2010. This includes identifying opportunities for maximising the effectiveness of ongoing support and examining options for future assistance. Opportunities for cross-program coordination that could be explored may include linkages with VLSSP, USP law school and legal clinic, any regional policing initiatives, other programs in the law and justice sector in Vanuatu (for example NZ Corrections program), and assessing opportunities to address gender-based violence and strengthen services for victims of domestic violence.

3.3 To achieve the above, the team will:

- Adopt a collaborative and consultative approach;
- Review all relevant documentation prior to commencement of the in-country mission;
- Consider the strategic and policy direction provided to the VPF by the Ministry of Internal Affairs and Police Services Commission, and the level of VPF ownership of project-supported activities;
- Consult with the VPFCBP contacts within the AFP IDG team in Canberra, either in Canberra prior to leaving for Vanuatu, or in-country via teleconference;
- Attend a meeting with the VPFCBP Team Leader and the relevant team members on the first day of consultations and periodically thereafter;
- Undertake in-country consultations with key stakeholders, including all VPFCBP project advisers, key VPF officers (particularly Advisers for Southern Command and General Duties/CID and Training, Maritime Wing and the Australian Defence Cooperation Adviser for Maritime Wing), officials of the Ministries of Internal Affairs, Public Works and Transport, NZAID law and justice managers, the Team Leader of VLSSP, and key non-government partners (including, for example, USP Law School and the Vanuatu Women's Centre);
- Use a range of monitoring and evaluation tools including project data, consulting with the VPFCBP monitoring and evaluation adviser, VPF statistics, and the PRPI Community Perceptions Surveys (2006 and 2008);
- Provide an Aide Memoire and exit brief on Review findings, lessons and recommendations to key stakeholders before leaving Vanuatu;
- Document findings, lessons and recommendations in a succinct Review Report; and

- Revise and finalise the Review Report following feedback from AusAID on the draft.

4. TEAM SPECIFICATION

4.1 The team will comprise of

- (a) The Team Leader (consultant) – responsible for directing, coordinating and managing the assignment, including submission of the required reports to AusAID
- (b) Law and Justice Adviser (AusAID)
- (c) 2-3 Government of Vanuatu Representatives (potentially from the Prime Minister’s Office, Ministry of Internal Affairs and the VPF)
- (d) Australian Federal Police (AFP) representative

5. DURATION AND PHASING

- 5.1 The initial intention was to conduct this MTR before the next PCC so that the recommendations could inform the development of the 2009 Joint Business Plan (JBP). However, with the recent elections and the constraints associated with this (including the formation of a new government), it is proposed that the review is conducted soon after the PCC so that the full review team will be in country from 8-12 December 2008 to focus at a more strategic level, involving broader stakeholder consultation.
- 5.2 A detailed schedule of meetings will be prepared by post and made available to the team before the Mission commences.
- 5.3 The assignment is expected to be completed within 6 weeks of commencement.

Team Member	Preparation	Field Mission*	Report	Total
Team Leader	3	7	10	20
Law & Justice Adviser (Kirsten Bishop)	3	7	3	13

*includes travel time

6. REPORTING REQUIREMENTS

6.1 The Review Team will produce the following reports:

- (a) An aide-memoire (of no more than five (5) pages) that captures the key findings of the review will be presented to AusAID/ AFP and GoV prior to the completion of the in-country mission.
- (b) A draft report (of no more than 20 pages plus annexes) to be submitted to AusAID/ AFP within two (2) weeks of the completion of the in-

country review or as agreed in writing by AusAID/AFP. The report will be clear, concise, of a high quality and meet the objectives and scope set out above; and

- (c) A final report, incorporating stakeholder comments, to be submitted to AusAID/AFP five (5) days after comments have been provided.

6.2 These documents should be sent electronically, compatible with Microsoft Office 2000. The draft reports will be marked as draft and will have the revision date on the cover. Hardcopy report will be made available to AusAID/AFP upon request. AusAID/AFP will have ownership of all reports.

7. BACKGROUND DOCUMENTATION

7.1 In preparation for the review, the team will review the following documents:

- a) The DAC Principles for the Evaluation of Development Assistance, OECD (1991) available at: www.oecd.org
- b) Priorities and Action Agenda 2006-2015, Government of Vanuatu (June 2006)
- c) Australian –Vanuatu Joint Development Cooperation Strategy 2005-2010 (March 2005) & Joint Mid-term Review (March 2008)
- d) The Unfinished State: Drivers of Change in Vanuatu (April 2007)
- e) VPFCBP Project Design Document (2005)
- f) VPFCBP Project Implementation Document (2006)
- g) Record of Understanding between AusAID and AFP
- h) VPF/VPFCBP Joint Business Plans 2007/2008 and 2008/2009
- i) VPFCBP Monitoring and Evaluation Framework
- j) VPFCBP Project Coordination Committee Report November 2008 (available end November from VPFCBP Team Leader)
- k) PRPI Community Perception Surveys (2006 and 2008)
- l) Vanuatu Legal Sector Strengthening Project Mid Term Review report (October 2008)
- m) Vanuatu Country Report on Gender Violence Interventions
- n) World Bank Institute Governance Indicators for Vanuatu

7.2 These documents will be provided to the team electronically by AusAID before commencement of the in-country mission.