Stretem Rod blong Jastis mo Sefti 2017-2020

Vanuatu-Australia Policing and Justice Program

Evaluation Report

Final: 19 December 2019

Executive Summary

Stretem Rod blong Jastis mo Sefti (SRBJS)[1], "the Program", is a $24 million program, that runs from 1 January 2017 - 31 December 2020. With a focus on access and delivery of quality services for the most vulnerable (women, children, youth and persons with disabilities), the Program's goal is to improve policing, justice and community services in Vanuatu. It is implemented in an innovative hybrid implementation modality with a Managing Contractor and direct AFP implementation, working together under one overall design and two governance mechanisms (Program Management Groups for both police and justice).

An independent evaluation team comprising policing, justice, development and evaluation specialists undertook a mission to Vanuatu from 26 August to 6 September 2019, carrying out consultations with stakeholders in Port Vila and surrounding communities (Olin, Tokyo Buninga and Blacksands) and Santo. The purpose of the evaluation is to assess performance over the project period to date (2017-2019) and to recommend improvements to program delivery in the remaining period (2020). A series of interviews and small group discussions were held with government, program and civil society organisation stakeholders. Focus group discussions were carried out with community members, including with youth, women, men, chiefs and Authorised Persons (APs). A total of 121 stakeholders participated in consultations.

The Program operates in a changing policy, economy and security context. It was designed as an adaptive and iterative program working towards overarching End of Program Outcomes (EOPOs), with flexible annual planning, technical advisory (TA) and funding mechanisms. The most significant developments over the period include the launch of the Government of Vanuatu's (GoV) first ever National Security Strategy, commitments to increase Vanuatu Police Force (VPF) operational capacity from 580 to 900 officers by 2020, and changes in leadership at political and operational levels in Vanuatu. The Prime Ministers of Australia and Vanuatu agreed a package of enhanced security cooperation between the two countries in 2018 as part of Australia's Pacific Step Up. This enabled Australia to further enhance its support though the Program alongside complementary commitments of the Australian Defence Force (ADF) to the Vanuatu Mobile Force (VMF, a branch of the VPF in their integrated policing and security structure). The Program also seeks to respond to challenges in the justice context related to lack of sustainable operational budget, strengthen the capacity of key agencies, support agencies to work cross sectorally and strengthen access to justice at a community level. This is particularly important as vulnerable people including women, children and youth, particularly from remote and peri-urban areas, experience high levels of violence. Vanuatu's informal customary system is the means by which the majority of Ni-Vanuatu access justice, with rural communities having limited access to formal justice.

The evaluation has seven major findings and associated recommendations.

Findings

1.   The Program has achieved **significant progress in some important areas at systems, organisational and community levels** that is resulting in better justice for vulnerable people, particularly women, and builds on previous efforts and phases of Australian assistance. Across the Program, good progress is being made given the underlying challenges in the operating environment that pose a challenge for sustainability. The Program could do more to respond to opportunities and constraints across and beyond the sector with the Government of Vanuatu to address core issues of financing and human resources in the long term.

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[1] The translation of *Stretem Rod Blong Jastis mo Sefti long Vanuatu* is a straight road to justice and safety in Vanuatu. Justice is understood in its broadest sense, accounting for local, contextualised conceptions of the term.

System level achievements to which the Program has contributed to date include:
- An increase in numbers of victims of family violence willing to make reports to Police
- High numbers of successful prosecutions of offenders of family violence
- Improved collaboration and cooperation amongst police and justice agencies, including through the Sector Leadership Group (formerly Heads of Agencies)
- Improved systems for case management, data collection, human resources, financial management and monitoring and evaluation across the sector.

Organisational achievements of the Program to date include:
- Improved capacity and operations of the Office of Public Prosecutions (OPP):
  - Demonstrable leadership behaviours within new management structures
  - Improved timeliness of case registration and reduced backlog in Case Management System (CMS) (Santo and Port Vila State Prosecutions Department (SPD))
  - More appropriate prosecutions of young offenders through new Guidelines for OPP and VPF SPD prosecutors containing detailed directions on process, policy and victim management.
- Improved capacity of the investigations function of the Police, particularly regarding family violence
  - observable increased ability for the VPF Criminal Investigation Department (CID) team to operate under pressure and complete multiple major investigations to a high level

Community level achievements of the Program to date include:
- Increased number of Temporary Protection Orders (TPOs) issued by APs in the community.
- Increased awareness of women and other vulnerable people of their rights to access the justice system.

The achievements made in the Program are highly significant in this challenging and changing context. There is evidence of sustained improvements over time that builds on previous Australian investments, that have been robust in the face of changing leadership and political disruption (such as change of Ministers) through electoral cycles. The Program has continued to operate and deliver activities in situations of acting leadership or substantial numbers of vacant government positions.

The Program works across 14 GoV police and justice Agencies implementing a wide range of activities from simple one-off infrastructure and procurement of vehicles, to cross-sectoral capacity building for collective action. Long terms advisers are complimented by short term inputs and local technical and support staff. The modality is achieving results but could be refined over time.

The evaluation observed that performance across the program is highly variable according to the factors enabling and constraining progress (the political economy of the individualised setting), and the approach being adopted by the program (the nature of capacity building, 'style' of the relevant Adviser, and focus on the activity itself). The review also observed that the reporting and monitoring and evaluation arrangements did not provide a 'simple' story of progress and effectiveness against the original design (at the EOPO and Intermediate Outcome (IO) levels) as key data sets for baseline and monitoring are not available, with the evaluation identifying avenues to improve the program logic and monitoring and evaluation.

2. **The "chain of justice" approach** adopted by the Program is **fundamental to the improvements that have been supported in delivering justice for vulnerable communities** in Vanuatu. The Program has not just used the language of supporting justice as a system, it has implemented program structures and modalities to ensure that program efforts consistently contribute to this vision.

The chain of justice is comprised of a number of operationally independent agencies which together are responsible for the system of criminal law in Vanuatu. The strength of the approach can be seen in the balancing and consistency of effort applied across the agencies in the chain. Program efforts start from the first point vulnerable people interact with the formal justice system[2], by sensitising VPF General Duties officers on family and sexual violence (FSV) to improve their response; then strengthening CID and Family Protection Unit (FPU) to improve investigations and case management; linking this to SPD and OPP support aimed at improving case management, investigations and prosecution;[3] and including Public Solicitor's Office (PSO) support to ensure defendants receive an adequate defence. The Program not only provided support to each link of the chain, it also implemented several cross-cutting activities aimed at whole of sector corporate strengthening, and developed specific program management approaches to ensure communication and adaptive approaches towards issues between agencies.

The Program not only provided support to each link of the chain, it also implemented several cross-cutting activities aimed at whole of sector corporate strengthening, and developed specific program management approaches to ensure communication and adaptive approaches towards issues between agencies. The choice of a specific program focal point, being FSV, has likely contributed to the strong outcomes. FSV is a significant issue for Vanuatu, and has often been a difficult issue for the formal policing and justice system. This should be understood in the context of how difficult it is to support systemic change in justice systems. While most international development programs in the justice sector claim to be focused on the chain of justice, the evaluation team is not aware of any in this region that have so successfully implemented such an approach, or delivered on chain of justice outcomes to this extent.

3.	There has been **some shift in policy priorities and resources** (associated with the Step Up and enhanced security cooperation between Government of Australia and GoV) **towards greater operational support** that supports the implicit approach of the original program design. This aims to ensure an operational capability in policing and justice to maintain community confidence, from which capacity gains and improvements can be made. It is important that the **balance in effort between short-term results and long-term sustainable change is maintained**, to avoid the risk of creating dependency and removing incentives for internal change.

The original design was structured against three major EOPOs and 15 IOs. All of these statements are 'developmental' in nature, in that they express an 'improvement' in capacity, quality or reach of individuals, organisations or services. None of them reflect an underlying analysis of the political economy which suggests that agencies within the sector may lack the basic human and financial resources to deliver services to a minimum standard, or that there may be fundamental failings in the quality, reach or provision of their service. The original design included some elements of basic operational support (infrastructure, vehicles, maintenance, support costs) that enable basic government service provision. Australia's Pacific Step Up and the enhanced security cooperation agreed between Vanuatu and Australia in 2018 further directed resources to key operational priorities of the VPF. An analysis was undertaken of the overall program budget across 12 cost categories which reflect like-for-like elements of the Program to understand the underlying nature of the strategies deployed, contrasting short term operational support with longer term developmental approaches. This showed that the shift in priorities since 2018 is modest, but that the balance of effort needs to be

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[2] DFAT provides separate and complementary support to Vanuatu Women's Centre (VWC) through another program which has been critical to this Program's gender work. VWC are often the first port of call for many victims, and VWC plays a key role in linking them into the system and providing support. There is opportunity to explore ways to strengthen coordination better these two programs.

[3] The above study of collaboration found that: "The VPF, SPD and OPP collaborate on case management; investigations and prosecutions. This has the benefit of overt and willing collaborators within leadership." PJSPV Thinking about working together as a sector for our shared goals, 2016, p.5.

maintained to achieve sustainable outcomes. The rationale for the emphasis in priorities and resources is well-founded, and reflects the original, but implicit, intention of the program design.

4.   The Program has **understated its positive impact on gender equality**. It has a strong focus and demonstrated impact on prevention and prosecution of family violence. **Good progress has been made in integrating gender considerations across most program components**, while more could be done in some areas.

The Program has contributed importantly and significantly to gender equality by strengthening Vanuatu's systems and capability to prevent and prosecute family and sexual violence, particularly through its EOPOs focus, its approach across the chain of justice and through systems change, and partnership with internal advocates in key justice Agencies and organisations committed to gender equality (such as the Vanuatu Women's Centre). However, the Program's gender story and impact is not well captured in program reporting, and there remain some missed opportunities to extend the good practices across the whole program. While there is a strong external focus on gender through program activities and outcomes, greater attention could be paid to effectively progressing internal organisational agency gender issues and addressing deep-seated structural issues such as Family Protection Unit workload, women's representation in senior roles, and gender equity of new recruits.

5.   Early evidence suggests that the Program's efforts to engage at **community level is having a tangible impact**, including changing attitudes and behaviours particularly concerning violence against women. **Awareness and outreach activities are highly valued by communities** who are seeking greater visibility and access to justice systems. While not able to operate at scale, these activities are critical to the "virtuous spiral" necessary for increasing demand and accountability for effective governance across the chain of justice.

The Program implements a range of community interventions through community grants and community partnerships including: the Authorised Persons Pilot project: community awareness raising sessions (for chiefs, community members, women, men and youth); and cross-sector workshops for youth; and disability projects. Community level FSV initiatives are resulting in positive changes including raised awareness of FSV laws and services; opening of a dialogue within communities about changing of norms and behaviours; and increasing community knowledge of and links with formal policing and justice agencies and support services. Formal policing and justice elements and community level initiatives have been well integrated within the Program. The Program has brought key policing and justice partners to the community and has also linked community members with the formal system through exposure visits and referrals. The continued success of these initiatives is likely to be linked with quality of services and support women receive if they access the formal justice system. These community level projects represent small pockets of practice, and have not been implemented at scale.

6.   There are a **wide range of approaches** and practices for capacity development across the Program. Some parts of the Program **demonstrate good practice** and other parts of the Program rely on a more traditional approach with **less clear pathways to local ownership** and sustainability.

The Capacity Development Strategy developed for the Program provides a comprehensive framework and plan which utilises a broad range of concepts and practices. This strategy, while conceptually sound in many ways, is overly complicated for practical implementation, and progress is hard to monitor. The Program has been designed to draw on a broad range of specialist expertise. While the modality is achieving results, it could be refined over time. There are opportunities to learn from the good practice across the Program, and further consider alternative modalities which would add to the ability of the program to contribute to capacity development at Agency and sector level in the longer term.

7.   The EOPOs have **driven performance towards a vision of results** through integrated systems thinking, **but the implementation arrangements** (program logic, Monitoring and Evaluation (M&E),

annual planning and budget systems) **are complex and not well aligned**, and could be more efficient to manage.

The original design and EOPOs have come to represent a compelling integrated 'vision' for the program, that brings the wide group of stakeholders (GOV agencies) and implementing partners (Contractor and AFP) together to achieve meaningful results. The design structure (3 EOPOs and 15 IO) has a flexible annual planning process. However, several approaches to implementation arrangements have been created complicating management, monitoring and evaluation and reporting.

The complexity of the program logic and implementation arrangements may also have affected the working relationships between DFAT, the GoV, the Managing Contractor and the AFP, as there are different understandings and expectations from the Program. The multiple 'lenses' with which to view the Program has added to the transactions and time needed to review and approve documents and plans. At the operational level, different GoV agencies interact with the Program in different ways. Advisers manage their workloads, relationships and plans in different manners. While this creates responsiveness to local partners, it also allows for different quality and approaches in implementation, and adds some inefficiency to management and reporting. There are opportunities to streamline governance and management accountabilities within a 'partnership' model whereby the Contractor leads on operational and administrative issues and Australian Government agencies (including DFAT, AFP and ADF) jointly agree to policy and strategic direction.

Key evaluation recommendations:

1. DFAT should continue the Program into a further four-year phase from 2021-2024 as an integral part of Australia's aid investments in Vanuatu.

2. Australia should continue to support a joined-up policing and justice sector approach, with the hybrid modality and joint management. The benefits of this approach far outweigh the challenges, and have resulted in better outcomes than seen elsewhere.

3. The next phase of the Program should recognise explicitly the contribution that the Program makes towards supporting the GoV to maintain confidence of the public in stability and security in its outcome statements, and maintain a balance between short term gains and building momentum for long term sustainable change.

4. The Program should maintain its commitments and efforts to promote gender equality through its support of women's networks, male gender advocates and important data collection and reporting disaggregated by gender, as well as the focus on family violence. While there is a strong external focus on gender through program activities and outcomes, greater attention could be paid to effectively progressing internal organisational agency gender issues.

5. The Program should continue to invest at the community level and facilitate government agencies to better engage in reflecting on the feedback from communities in planning and delivering their services. Efforts should be made to support the GoV to lead implementation and take this approach to scale.

6. Program management should continue to refine and socialise the existing Capacity Development Strategy which is underpinned by the adaptive planning model (Problem Driven Adaption and Iteration, PDIA).

7. A "reset" process for further adapting and updating the program management and implementation arrangements should be conducted in 2020 to prepare for implementation of the next Phase from 2021-24. This is not a re-design but an opportunity to capture the ongoing adaptation and refinement that has occurred to date, and establish a renewed framework for program governance.

List of Acronyms

ADF	Australian Defence Force
AFP	Australian Federal Police
AHC	Australian High Commission, Port Vila
AIP	Aid Investment Plan
AP	Authorised Person
AUD	Australian Dollar
CID	Criminal Investigation Department (VPF)
CMS	Case Management System
CSO	Civil Society Organisation
CSU	Corporate Services Unit
DCP	Defence Cooperation Program (GoA)
DFA	Direct Financing Arrangement
DFAT	Department of Foreign Affairs and Trade (GoA)
DPO	Disabled Persons Organisation
DSPPAC	Department of Strategic Planning, Policy and Aid Coordination (GoV)
EOPO	End of Program Outcome
ESC	Enhanced Security Cooperation
FIFO	Fly-in Fly-out
FPA	Family Protection Act 2008 (Vanuatu)
FPU	Family Protection Unit (VPF)
FRA	Fiduciary Risk Assessment
FSV	Family and Sexual Violence
GD	General Duties (VPF)
GoA	Government of Australia
GoV	Government of Vanuatu
HR	Human Resources
IO	Intermediate Outcome
JAM	Joint Adviser Meetings
LRC	Law Reform Commission (GoV)
M&E	Monitoring and Evaluation
MJCS	Ministry of Justice and Community Services (GoV)
MoIA	Ministry of Internal Affairs (GoV)
NSDP	National Sustainable Development Plan (GoV)
NSO	National Statistics Office (GoV)
ODA	Official Development Assistance
OPP	Office of the Public Prosecutor (GoV)
PDIA	Problem Driven Adaption and Iteration
PEA	Political Economy Analysis
PFM	Public Financial Management
PIMS	Police Information Management System

PJSI	Pacific Judicial Strengthening Initiative (New Zealand)
PJSPV	Policing and Justice Support Program Vanuatu
PMG	Partnership Management Group
PMO	Prime Minister's Office (GoV)
PSO	Public Solicitor's Office (GoV)
PSU	Professional Standards Unit (VPF)
PTC	Police Training College (VPF)
RC	Registered Counsellor
SLO	State Law Office (GoV)
SPD	State Prosecutions Department (VPF)
SRBJS	Stretem Rod Blong Jastis mo Sefti
STA	Short-term Adviser
TA	Technical Adviser
TOR	Terms of Reference
TPO	Temporary Protection Order
TWP	Thinking and Working Politically
VAPJP	Vanuatu-Australia Policing and Justice Program
VLS	Vanuatu Law Society
VMF	Vanuatu Mobile Force
VPF	Vanuatu Police Force
VSPD	Vanuatu Society for People with Disability
VT	Vanuatu Vatu
VWC	Vanuatu Women's Centre
WAN	Women's Advisory Network (VPF)
WOG	Whole of Government

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Section 1: Introduction

1.1   Program background

Stretem Rod blong Jastis mo Sefti (SRBJS)[4], or 'the Program', also referred to as Vanuatu Australia Policing and Justice Program (VAPJP), is a $24 million program, that runs from 1 January 2017 - 31 December 2020. The Program's goal is to improve policing, justice and community services in Vanuatu. SRBJS has three interconnected End of Program Outcomes (EOPOs):

- **EOPO1**: VPF, justice and community services agencies and targeted non-state actors demonstrate strengthened service delivery capacity, particularly in their handling of cases involving women, children and youth.
- **EOPO 2:** Women, children and youth are increasingly accessing state policing, justice and community services in targeted locations.
- **EOPO 3:** VPF, justice and community services agencies and targeted non-state actors demonstrate improved quality of service delivery to women, children and youth in targeted locations.

The Program has a hybrid implementation modality. DFAT has contracted a Managing Contractor to deliver the Program, and provides separate funding to the Australian Federal Police (AFP) to fund AFP advisers to work within the program structure. The management structure sees personnel working in (i) Policing and (ii) Justice teams, each headed by a Program Coordinator (Program Coordinator Policing being an AFP adviser, who also advises the Vanuatu Police Force (VPF) Commissioner) and a Senior Manager from the Contractor working across the finance and operations of both streams. The contract between DFAT and Palladium contains flexibility with an option to extend for up to four years. There are two Partnership Management Groups (PMGs) overseeing and guiding the justice and policing streams of work. The Program is delivered in a combination of ways, including through technical advisers (TA), a grants facility, some infrastructure support, supporting information systems and a VPF operational fund.

Australia has provided support to the justice, policing and community sector in Vanuatu in various iterations since 2000. In 2014, the previously separate programs of police and justice support were combined in a two-year program managed by DFAT, which was the pre-cursor to SRBJS (the Policing and Justice Support Program Vanuatu, PJSPV 2014-2016). SRBJS is largely an extension of PJSPV, and has the same implementation modality and Managing Contractor.

In 2018, the breakdown of Australian funding (DFAT allocations to SRBJS and AFP combined) between the sectors was 57% police, 43% justice (compared with 54% police, 46% justice in 2017). 3.2% of budget was spent on M&E (compared with 4.2% in 2017). Of the Government of Vanuatu (GoV) 2018 budget (total VT 43 billion/AUD 530 million), the Vanuatu justice sector was allocated 4% and the police 2.5%. Australia's investment in these sectors in 2018 in Vanuatu equates to 9% of GoV spending on justice and 21% of GoV spending on police.

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1.2   Political economy context

The Program operates in a changing policy, economic and security context. Recent developments include changes in VPF leadership, the launch of the GoV's first ever National Security Strategy, as well as continued implementation of the decentralisation agenda. Despite these developments, the Program remains closely aligned with the GoV's law and justice reform agenda and priorities that it set out to support, as articulated in the Vanuatu 2030 National Sustainable Development Plan (NSDP) 2016-2030, and the Justice and Community Services Sector Strategy.

Announcements by both the Government of Australia (GoA) and GoV have resulted in a shift in priorities and resources within the Program. In accordance with the GoV's decentralisation agenda and as outlined in the NSDP, in 2018 the Minister of Internal Affairs announced plans to increase VPF operational capacity from 580 to 900 officers by 2020, in order to enable all Area Councils to have police presence. In November 2018, the Prime Ministers of Australia and Vanuatu announced a package of enhanced security cooperation between the two countries[5]. This included additional support for the VPF including DFAT funding for VPF recruitment and training of an additional 320 new officers over 2019-2020 and Australian Defence Force (ADF) investment in infrastructure upgrades and training for the Vanuatu Mobile Force (VMF). While these developments have paved the way for new opportunities, they have also presented implications and risks for the Program which are discussed under Finding 3.

The changing security context in the Pacific region includes increasing recognition of the challenges of climate change, transnational crime, illegal fishing, money laundering and human security threats. This has resulted in more countries and actors seeking to re-engage and increase support to the police and justice sector in Vanuatu. Alongside the Program, the Australian Defence Cooperation Program (DCP), has a program of support planned for the VPF in 2019-2021. Traditional partners such as New Zealand are becoming more active and new partners such as China, Japan and the US are increasing their engagement in the sector in Vanuatu.

There are a range of enabling and constraining factors which impact on the operating environment and affect the Program's focus and delivery approaches. For example, many agencies in the sector have insufficient personnel or funds to reach regional and remote areas of the country or to meet minimum service standards with current levels of central government support for personnel costs, infrastructure, transport and recurrent costs. There are pockets of commitment to gender equality within the policing and justice institutions along with organisations working to advance gender equality with good capacity such as the Vanuatu Women's Centre (VWC). However, policing and justice institutions generally do not resource or prioritise Family and Sexual Violence (FSV) response, despite national statistics indicating that over 60% of women have experienced sexual or physical violence at the hands of male partners or husbands.[6]

The Vanuatu policing context is constrained by challenges associated with: middle and executive leadership; having an inadequate operational budget which is further eroded by compensation claims for misconduct; poor mobility, capacity and insufficient infrastructure to support government policies; leave and training policy entitlements that apply across the public service that take officers out of the workplace for up to three months a year; and weak communication platforms. Enabling factors include: an active Women's Advisory Network (WAN), good planning capacity, and a cadre of engaged officers motivated to seize capacity development opportunities.

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[5] These are outlined in the Australian Government Step Up of the 2017 Foreign Policy White Paper and the agreement with the GoV on "Enhanced Security Cooperation" (ESC) announced by Prime Minister Morrison in November 2018.
[6] Source: National Survey conducted by VWC and the National Statistics Office (NSO) 'Vanuatu National Survey on Women's Lives and Family Relationships', 2011. This survey was carried out eight years prior to the evaluation, with a range of respondents indicating their view that this statistic had increased.

The Vanuatu justice context is constrained by challenges associated with: lack of sustainable operational budget; the composition of multiple agencies with different constitutional and statutory bases and different reporting lines; and insufficient operational funds for the Magistrates' Court, State Law Office (SLO) legislative function and Law Reform Commission (LRC). Enabling factors include: a justice sector hub for Human Resources (HR) and finance functions which also taps into central agencies; and a high level of capacity in the justice agencies, particularly the Office of the Public Prosecutor (OPP) and Public Solicitor's Office (PSO) which work cross-sectorally with other agencies such as the State Prosecutions Department (SPD) and the VPF, including through the Joint Adviser Meetings (JAM).

Vanuatu's informal customary system is the bedrock of Vanuatu's justice system, and remains the system in which 80 percent of Ni-Vanuatu access and experience justice[7]. The customary justice system is accessible through "kastom" chiefs who adjudicate and hold courts within their communities. Rural women reportedly experience more of every type of violence than urban women in Vanuatu[8]. The decentralisation agenda and Family Protection Act (FPA)[9] signal the GoV's commitment to extend and strengthen links in the formal justice system with activities on the ground. However, Section 6 of the FPA which relates to the establishment of Authorised Person/Registered Counsellor (AP/RC) has remained unfulfilled for almost a decade, until the inception of SRBJS's AP-RC Pilot Project. This is a major success of the Program and is discussed in Finding 5.

1.3   Scope and methodology of the evaluation

The purpose of the evaluation is both accountability and management decision making. For accountability purposes, the evaluation looks back to assess past performance drawing on internal DFAT quality standards, with the audience being the Australian Government and the public.   For decision making, the evaluation was undertaken to inform future decisions on whether or not Australia should make ongoing investments in this sector, and consider what changes or improvements could be made to program delivery. The audience for this aspect of the evaluation is senior decision makers in the Australian Government (DFAT and AFP), GoV officials, and other local stakeholders.

Evaluation questions and sub-questions

The terms of reference drafted by DFAT and the AFP provided three key evaluation questions, and a set of guiding questions. These were reviewed and developed by the evaluation team in evaluation planning, and subsequently re-framed as four Key Evaluation Questions (KEQs) with guiding questions for investigation (see Annex 5.3):

> *Q 1: To what extent has VAPJP generated outcomes that are significant and relevant to the needs and priorities of Vanuatu stakeholders (government, institution and community)?*

> *Q 2: How effective is the design and delivery of the VAPJP - what has and has not worked well?*

> *Q 3: How optimally are the program's partnerships, modality and resource allocations functioning and contributing to program outcomes - what has and has not worked well?*

> *Q 4: What opportunities are there for Australia to effectively and efficiently contribute to the Vanuatu policing and justice sector going forward?*

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[7] Source: The World Justice Project: Vanuatu Chief's Legal Education Pilot Program.
[8] Source: NSO and VWC 'Vanuatu National Survey on Women's Lives and Family Relationships', 2011, p.23.
[9] The FPA was enacted in 2008.

The change in KEQs reflects a formative and open-ended evaluation approach, rather than the summative and closed approach implied by the original KEQs, in order to match the methodology used and the nature of the original design and delivery arrangements. This approach was selected due to the timing of the evaluation (mid-point, not end of program), the data available (no formal baseline data against EOPOs and IOs), and the adaptive nature of the program delivery arrangements (flexible annual budget and prioritisation). The KEQs are intentionally asked in an open-ended manner (rather than a closed manner) to be able to analyse a broader range of data and information in the changing context. In order to address standard DFAT Annual Quality Check criterion, a separate assessment of effectiveness and efficiency against the original KEQs was provided to DFAT by the evaluation team.

Methodology

The evaluation used mixed methods and adopted a participatory approach. For each key evaluation question, various lines of evidence were gathered from a range of sources. Data collection consisted of: a desktop review; face to face and telephone interviews and focus group discussions with key stakeholders; iterative development and testing of findings with clients (DFAT/AFP/GoV) throughout the in-country visit; and a feedback and verification workshop.

The evaluation team undertook a 12-day visit to Vanuatu from 26 August to 6 September 2019, carrying out consultations with stakeholders in Port Vila and surrounding communities (Olin, Tokyo Buninga and Blacksands) and Santo (including community consultations in Saraday). A total of 121 individuals participated in consultations (a detailed breakdown of participant groups is provided in Annex 5.3). A series of interviews and small group discussions were held with government (52), program staff (20), Australian High Commission officials (7), other donors (2) and civil society organisations (4). Focus group discussions were carried out with 36 community members, including with youth, women, men, chiefs and APs. During the course of the evaluation, the team undertook a rapid assessment of the political economy of the policing and justice context in Vanuatu as a basis for assessing the performance of the Program.

In order to look back at past performance, 22 individual "parts" of the Program[10] were analysed, rather than an analysis directly of the design Intermediate Outcomes (IOs) and End of Program Outcomes (EOPOs). This is because the evaluation team quickly came to the conclusion that the sector in practice is managed and implemented by the GoV in its separate agencies and functions, the plans and activities of the Program (particularly the advisers) work to specific agencies and functions, and the original program logic of IOs to EOPOs was not easy to use for evaluation purposes, as data is not directly available to assess the effectiveness of this logic. The individual parts were analysed in terms of political economy influences, quality of approach and progress to date, and results towards outcomes (whether ''results'' were observable, regardless of their meeting intended objectives). Assessment is therefore based on the quality of inputs provided and whether the Program could have done things differently or better to effect greater change in light of the realities of the operating context. The activities were also analysed in terms of their capacity building approaches, sustainability and consideration of gender equality. Ratings scales were applied for some of the assessment criteria using the DFAT 1-6 Quality scale as a basis and are presented in Section 2, Finding 3. The analysis table presented in Annex 5.1 provides a detailed justification of the evaluation team's judgements of the effectiveness of individual assessments in narrative form.

The evaluation was conducted by a five-person evaluation team comprising of both external and internal team members. External team members include Paul Nichols (Team Leader), Michelle Besley (Evaluation Specialist) and Leigh Toomey (Justice Systems Specialist). DFAT and AFP staff members also formed part of the evaluation team, with Bertha Pakoasongi (Senior Program Manager – Law and

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[10] Parts of the Program were determined by participating Agency and/or Adviser focus and/or budget allocations for cross-sector activity.

Justice, Australian High Commission Port Vila) and Patrick Hagan, (AFP Senior Evaluation Officer, AFP Canberra) forming part of the core team. All core team members participated in evaluation planning, data collection and analysis and report writing. The team leader ensured independence by holding responsibility for final determinations and judgements presented in this report. The evaluation was managed by the responsible First Secretary (Development Cooperation) DFAT Post.

Limitations of the evaluation

There are strengths and weaknesses to the methodology adopted for this evaluation. A strength includes the open-ended enquiry which was able to assess relevance and impact in a changing context given the adaptive approach to the program, with the associated weakness being the inability to form definitive judgements about effectiveness against the original program logic and design due to lack of baseline and indicator-based outcome data. Another strength includes the participatory and inclusive nature of the evaluation process, where the views and opinions of stakeholders are directly reflected in the analysis and assessments, with strong confirmation of findings through verification and feedback from stakeholders. The associated weakness is that the evaluation does not present independent objective evidence against pre-determined indicators or criteria for assessment. A further strength includes the quality and depth of analysis on the most important emerging issues, which provides useful and meaningful information and recommendations for future action, with the associated weakness being the lack of formal reporting against all of the areas for enquiry of all of detailed guiding evaluation questions.

1.4   About this document

This document presents the findings of the evaluation of the Program. The main report presents seven key findings, with associated strategic level recommendations. These seven key findings are presented in order of importance, given the weight of evidence, significance in the context, and implications for decision making. The findings emerged from investigation of the key evaluation questions which guided the data collection and analysis process, but are not written directly against those questions (as is common to many evaluations), the evaluation team determined that these findings tell a more comprehensive and useful story of progress, impact and relevance.

The link between the Findings and KEQs, and the original TOR KEQs, is as follows:

Findings in this report	Emerging from KEQs of the Evaluation Plan	Respond to original TOR KEQs
Finding 1: significant progress but sustainability challenges	KEQ 1 re outcomes and significance	KEQ 1 re effectiveness
Finding 2: working across the chain of justice	KEQ 1 re outcomes and significance	KEQ 1 re effectiveness
Finding 3: balancing stability and development objectives	KEQ 1 re outcomes and significance	KEQ 1 re effectiveness
Finding 4: underestimating gender equality impact	KEQ 2: design and delivery worked well and not	KEQ 2: re efficiency
Finding 5: importance of community level activities	KEQ 2: design and delivery worked well and not	KEQ 1 re effectiveness
Finding 6: consistent capacity development approach	KEQ 3: implementation modality: worked well and not	KEQ 2: re efficiency
Finding 7: align implementation arrangements to drive and report on results	KEQ 3: implementation modality: worked well and not	KEQ 2: re efficiency
All Findings	KEQ 4: future opportunities	KEQ 3: future directions

More detailed information and supporting evidence is presented in Annex 5 including:

- An assessment of effectiveness of each individual part of the Program which also includes key analysis and achievement, and analysis of capacity building and gender equality (5.1);

- Official policing and justice statistics and data sets which have informed analysis (5.2);
- A detailed evaluation methodology (5.3).

A secondary set of findings on specific issues were provided to DFAT and AFP under separate cover. This provides more detailed analysis and recommendations on issues mentioned under the main findings for further consideration.

Section 2: Findings

2.1 Key findings

Finding 1: Significant progress but sustainability challenges

The program has achieved **significant progress** in **some** important areas at systems, organisational and community level that is resulting in better justice for vulnerable people, particularly women, that builds on previous efforts and phases of Australian assistance. Across the Program, **good progress** is being made given the underlying challenges in the operating environment that pose a challenge for sustainability. The Program could do more to respond to opportunities and constraints across and beyond the sector with the GoV to address core issues of financing and human resources in the long term.

Systems, Organisational and Community level achievements

SRBJS is a complex program with three End of Program Outcomes (EOPOs) which are framed as aspirational goals[11] to improve service capacity, increase access and improve quality of services. The design has a multi-layered approach to capacity development across the sector. The evaluation found that there are significant achievements of the program that span these outcome areas and levels.

System level achievements of the Program to date include:
- An increase in numbers of victims of family violence willing to make reports to Police[12]
- High numbers of successful prosecutions of offenders of family violence. [13]
- Improved collaboration and cooperation amongst police and justice agencies, including through the Strategic leadership group[14]
- Improved systems for case management, data collection, human resources, financial management and monitoring and evaluation across the sector.

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[11] The design document features a program logic with three EOPOs as displayed in Figure 8. While DFAT M&E Standards 1.8 and 1.9 require EOPOs to expressed as outcomes that can realistically be achieved within the program time frame and not expressed as open-ended outcomes such as "improved capacity", the EOPOs featured in the SRBJS program logic are framed as open-ended high-level goals.

[12] Annex 5.2 Figure 10 shows an increase in Family Protection offences being reported to VPF, while substantial drop in Offences against the Person.

[13] CMS data indicates that in the Magistrates' Court for Offences against Morality prosecuted by OPP, guilty outcomes have increased. For the Supreme Court, there has been no change as a very high percentage are found guilty.

[14] SRBJS Jan-June 2019 progress report, p.45.

Organisational achievements of the Program to date include:

- Improved capacity and operations of the OPP:
  - Demonstrable leadership behaviours within new management structures
  - Improved timeliness of case registration and reduced backlog in Case Management System (CMS) (Santo and Port Vila (SPD))
  - More appropriate prosecutions of young offenders through new Guidelines for OPP and SPD prosecutors containing detailed directions on process, policy and victim management[15].
- Improved capacity of the investigations function of the Police, particularly regarding family violence
  - observable increased ability for the CID team to operate under pressure and complete multiple major investigations to a high level

Community level achievements of the Program to date include:

- Increased number of Temporary Protection Orders (TPOs) issued by APs in the community - Pilot communities are increasingly accessing services provided by APs. 45 TPOs were issued between January – June 2019, compared with 15 TPOs for the same period last year (though none of these were issued on Efate, only Santo in 2019)[16].

- From 2015-2019, there has been a clear increase in the number of FPA offences reported, steadily increasing from **306 in 2015** to an estimated **467 in 2019.**
- There has been a significant increase in the number of protection orders filed in the Magistrates' Court from 2016-2019, most notably in **Port Vila, Luganville and Lakatoro**.
- There has also been a notable decrease in the number of protection order matters that were dismissed by the Magistrates' Court or withdrawn (**212 dismissed/withdrawn in 2016, and an estimated 117 dismissed/withdrawn in 2019**).
- In relation to sentencing, **Prosecutors are seeking higher and more appropriate sentences, including in relation to sexual assault**. Decisions in the Supreme Court to this effect have now been confirmed in the Court of Appeal. **The sentence range has now moved from 2-8 years to 8-18 years imprisonment for sexual offences**
- Cross-Sector Networks are collaborating under the leadership of MJCS, with TA and funding support. Sector Networks are also seeking to build sustainability and ownership across the sector, beyond the MJCS. This is evidenced by HRO Network and M&E Network meetings being chaired by sector representatives for the first time (including by VPF, PSO and Judiciary during the first six months of 2019).

- Increased awareness of women and other vulnerable people of their rights to access the justice system- VPF Victim Gender Analysis[17] indicates that from 2015-2018, the number of female victims of FPA offences rose from 244 in 2015 to 339 in 2018 (with 226 female victims in 2019 Year to Date). This suggests that awareness of women and other vulnerable people of their rights to access the formal justice system is increasing.

Significance of achievements in light of the enabling and constraining factors in the context

There are underlying factors of the political economy in Vanuatu within which development programs operate and have limited ability to influence directly. Relatively weak political governance affects the accountability chain for the delivery of state services - from citizens to elected representatives, through Parliament, the Executive and to the public service. This impacts upon the expectations of the community for services to be provided, and the quality that they expect when it is provided. In the

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[15] Prosecutors are making applications for the suppression of victim names, closing courts and screening offenders, in accordance with the Prosecution Guidelines. During the two Court of Appeal sessions held between January and June 2019 the Court has directly and indirectly supported the use of these mechanisms to assist vulnerable victims to give their best evidence and an uplift in sexual assault sentences. Source: SRBJS Jan-June 2019 progress report, pp.21, 33-34.

[16] SRBJS Jan-June 2019 progress report, Page10. NB the previous six monthly report does not state the number of TPOs for direct comparison.

[17] Annex 5.1: Figure 27: VFP – Victim gender analysis.

context of policing and justice, most communities remain out of reach of a police officer apart from the two main towns (Port Vila and Luganville). This is combined with a severely constrained budget environment, so that all agencies, and citizens, understand that that the Government is not able to fully fund the services it promises to deliver, including health and education, as well as infrastructure (roads) and policing. As financing is always inadequate to fund Agency plans and commitments, this often leads to malaise in accountability for performance and standards of service delivery. Furthermore, the limited human resource capacity at a national level means that the senior and middle management cohort is not sufficient to fill all government sector leadership positions with the required level of qualification and experience. Agencies tend to be highly dependent on individuals for capability, and often fall back when high performing individuals move position. These three key factors profoundly impact on the policing and justice sector.

The achievements made in the Program are highly significant in this context. There is evidence of sustained improvements over time that builds on previous Australian investments, that have been robust in the face of changing leadership and political disruption (such as change of Ministers) through electoral cycles. Moreover, the Program has continued to operate and deliver activities in situations of acting leadership or substantial numbers of vacant government positions.

The Program has adopted strategies and approaches that work with enabling factors as far as possible. The cross-sectoral approach builds networks and coalitions for change that withstand individual Agency rises and falls, and builds a broad base of human capital for the sector regardless of individual appointments and positions; working with civil society agencies who have their own mandates and functions, and broader support base, creates pressure for performance within the sector; and engaging with communities is aimed at improving the demand for good governance (in the long run).

Although not intended as a focus of inquiry for this evaluation, sustainability of the investment is the critical issue that arises when considering achievements, and progress, to date. It can be argued that the achievements have been generated through a substantial element of capacity substitution and operational support provided by the program[18], rather than from internally generated reform efforts. The program is not geared towards tackling the binding constraints beyond the sector associated with poor governance systems, lack of financing and a thin human capital base. While the operational support to ensure services continue to be delivered in the short term is necessary to maintain the foundations from which to build capacity, there is the inherent risk of creating dependence by preventing a "crisis" and avoiding the critical junctures from which major reform and change may occur. This is the development conundrum within which the entire Australian Aid program operates. In this context, the achievements of the Program may still be regarded as substantial and significant, and the Program has responded by developing Sustainability Targets. However perhaps more could be done across Australia's aid program in Vanuatu to either recognise and tackle the underlying constraints to sustainability for sectoral programs such as this, or to establish feasible EOPOs that more directly acknowledge the constraints to sustainability.[19]

Overall Effectiveness

The Program works across 14 GoV police and justice agencies implementing a wide range of activities from simple one-off infrastructure and procurement of vehicles, to cross-sectoral capacity building for collective action. Technical Assistance is provided primarily through 14 long term advisers (9 justice and 5 police), plus 6 short term advisers, with 9 local technical and support staff.

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[18] See Finding 4.

[19] More on the EOPOs of this Program is found under Finding 7.
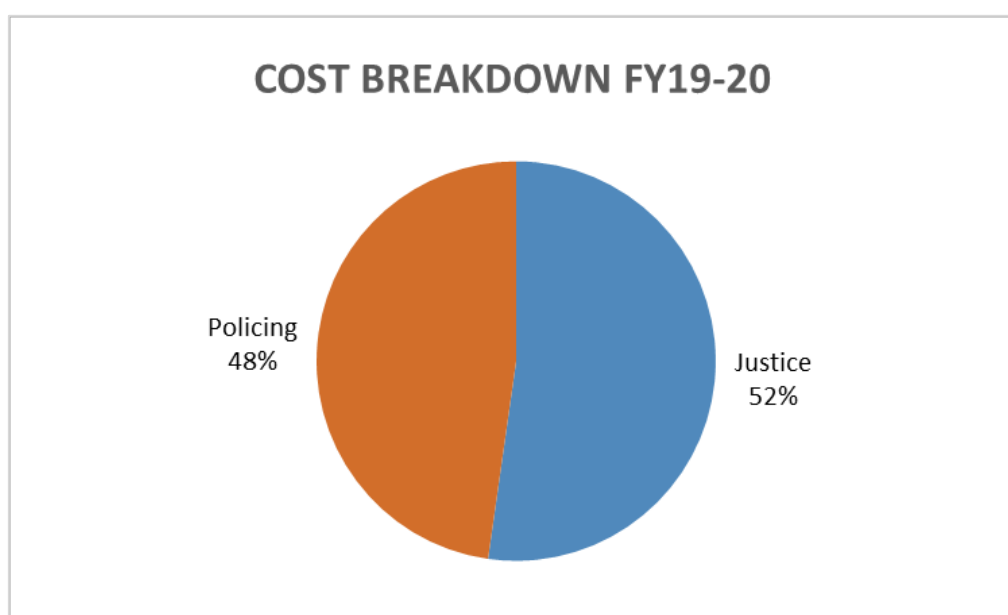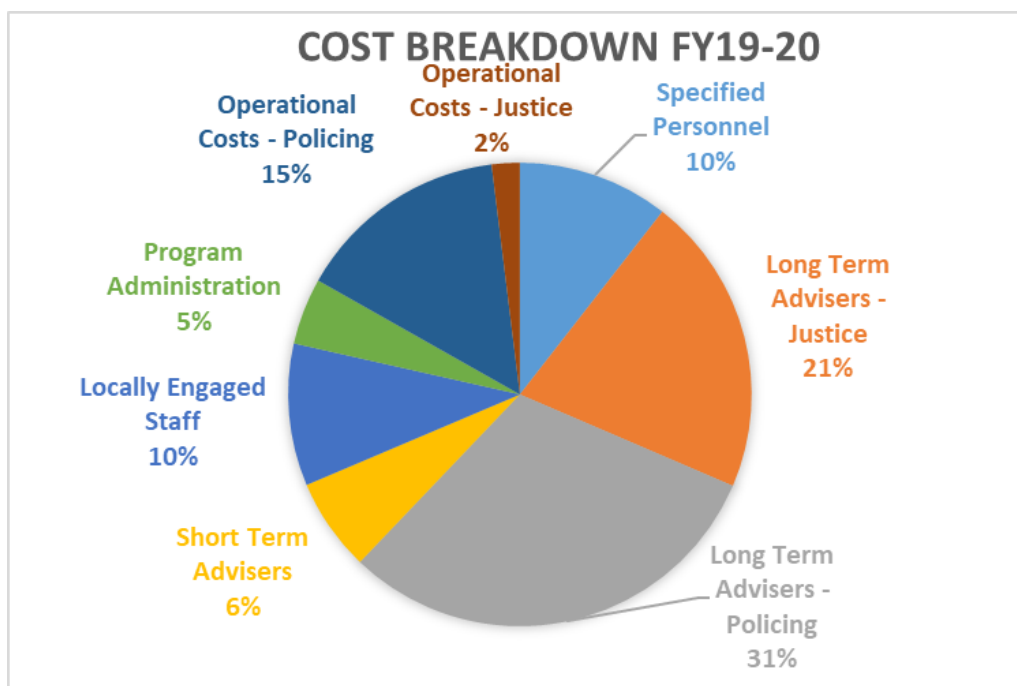
COST BREAKDOWN FY19-20

Operational Costs - Policing 15%
Operational Costs - Justice 2%
Specified Personnel 10%
Program Administration 5%
Locally Engaged Staff 10%
Short Term Advisers 6%
Long Term Advisers - Justice 21%
Long Term Advisers - Policing 31%

COST BREAKDOWN FY19-20

Policing 48%
Justice 52%

The evaluation observed that performance across the program is highly variable according to the factors enabling and constraining progress (the political economy of the individualised setting), and the approach being adopted by the program (the nature of capacity building, "style'' of the relevant Adviser, and focus on the activity itself). The review also observed that the reporting and monitoring and evaluation arrangements did not provide a 'simple' story of progress and effectiveness against the original design (at the EOPO and Intermediate Outcome (IO) levels) as key data sets for baseline and monitoring are not available.[20]

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[20] Discussed later under Finding 7.

In order to assess overall effectiveness, 22 individual "parts" of the Program (determined by participating Agency and/or Adviser focus and/or budget allocations for cross-sector activity) were analysed in terms of political economy influences, quality of approach and progress to date, and results towards outcomes (whether ''results'' were observable, regardless of their meeting intended objectives). The detailed analysis table (Annex 5.1) provides a detailed justification (in narrative) for the individual assessments. The activities were also analysed in terms of their capacity building approaches, and consideration of gender equality in implementation. Ratings scales were applied for each assessment criteria using the DFAT 1-6 Quality scale as a basis.[21]

The synthesis can be represented in the following diagram (Figure 1), which shows the variation across the dimensions rated. There is no simple relationship between the political economy of the setting and results, nor with the quality of work being undertaken or the approaches to capacity development and gender, as a separate set of factors appear to be at work in each part of the program.

Figure 1: Effectiveness of SRBJS program parts
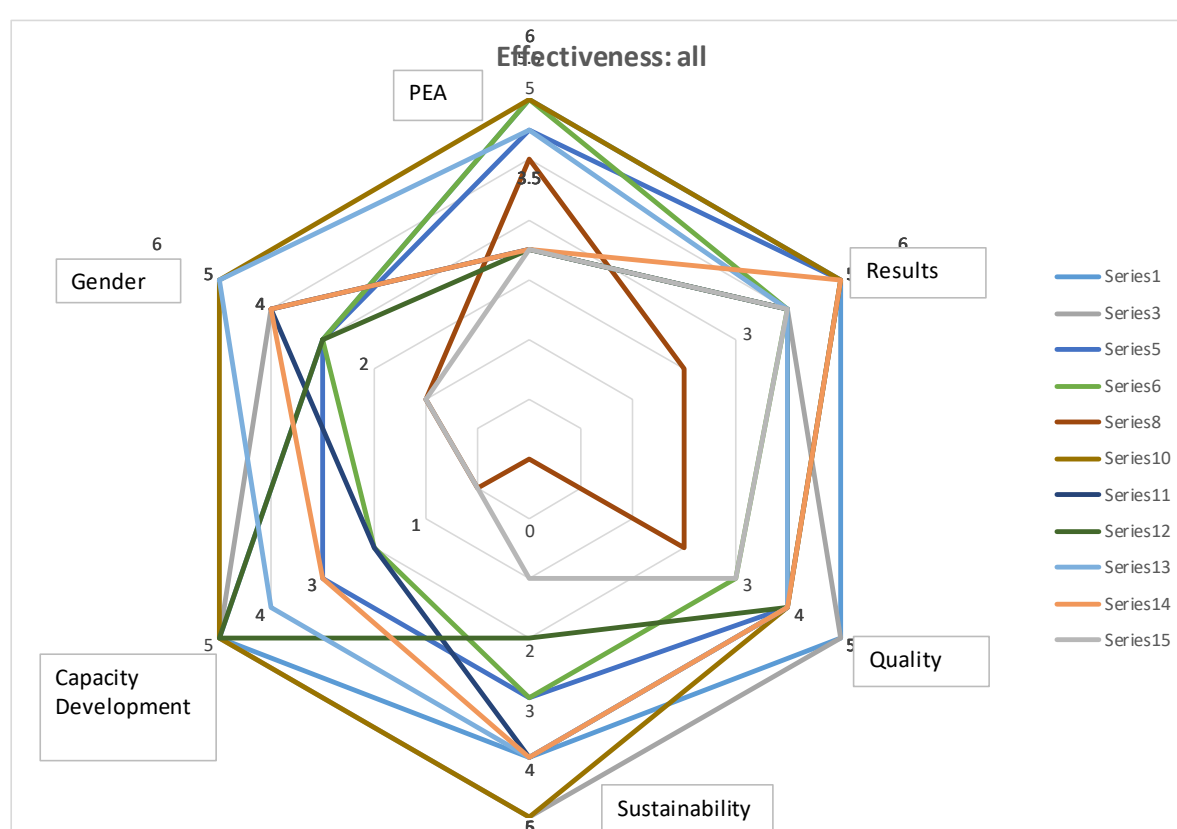
Table 1 highlights results of progress to date[22] – with 12/22 showing results of 5 or above; and just 4/24 with poor results (score of 3) and none with scores of 1 or 2. Four areas have no results as the program is not working in these Agencies, although they are important parts of the justice system, reflecting the low score for political economy setting (reflective of the poor enabling environment irrespective of the Program at the present time).[23]

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[21] Note the ratings for gender and capacity development were undertaken for synthesis purposes only, and the table provides narrative description of the analysis, rather than raw scores. In the analysis, different scales were used for different criteria (for their individual purpose) and applied later to a 1-6 scale.

[22] This table uses the original separate rating scales of each criteria assessed.

[23] The evaluation team included these agencies and functions of the justice system because they are part of the chain of justice approach that the Program advocates, even though there are no current activities.

Table: 1 Assessment of Progress of 22 "Parts" to EOPOs and IOs

Area #	Title (See Annex 1)	Enabling or Constraining Political Economy	Results towards outcomes	Quality and progress	Sustainability
Synthesis of agency and sector activities					
#	Title	VL, L, M, H, VH	1 0 6	0 -100	-10 - +10
1	VPF -CID	M	6	90	2
2	VPF-FPU	VL	4	80	2
3	VPF - PTC	H	3	40	-9
4	VPF-GD	VL	3	60	-9
5	VPF - CSU	VL	3	70	8
6	PSU	H	5	60	-5
7	MIA	L	-	-	-
8	N.Commd	VH	6	100	5
9	LRC	L	-	-	-
10	MOJ-CSU	M	5	90	9
11	SPD	M	?	?	?
12	OPP	H	6	80	2
13	PSO	VH	5	60	2
14	SLO	L	-	-	-
15	Judiciary	H	3	40	0
16	Ombuds	L	-	-	-
17	AP Pilot	VH	6	90	10
18	MoJ-Disbty	M	5	70	5
19	CMS/PIMMS	\M	5	85	-3
20	Awareness	H	5	70	8
21	Comy Partn	M	6	80	7
22	Infras	M	5	60	-5

Enabling and Constraining key: Very Low, Low, Moderate, High, Very High

Results towards outcomes likelihood scale 1 Poor to 6 Very high

Quality and progress: 0 to 100%

Sustainability: -10 ST externally driven; 0= balanced; +10 = LT locally driven

The most recent six-monthly report also provides an overview of progress of the Program to date (see Figure 2), indicating that good progress is being made against 1 EOPO and some progress against the other 2 EOPOs, while good progress is being made against 3 IOs, some progress against 9 IOs, and no progress against 2 IOs.

The Program has been tracking Aggregate Development Results[24], Reach and Coverage[25] and Sustainability Indicators,[26] with all progress reports reviewed showing measured positive progress.

A major challenge for assessing progress is the Program's ability to measure and report on progress in relation to IOs. The IOs are what may be described as 'theoretical steps' in a program logic chain that lead towards the EOPOs, but they are not grounded in identifiable Agencies or key milestones to be met. In some ways they are better regarded as 'indicators' of progress towards the EOPOs. They are important ideas, and represent the changes we aspire to see in a sector wide program of this nature. However, in practice they are relatively high level and do not capture the changes that can realistically be expected to result directly from the Program's activities and outputs that can be feasibly be measured through monitoring. As a result, IOs have not been able to be readily 'measured' for reporting, despite best efforts. The analysis provided in six monthly reporting may be regarded as reliable (they are fair assessments using multiple sources of data, with which the evaluation team concurs).

However, they are not appropriate measures as they seek to measure things that are outside the project's scope of control (such as the uptake or application of capacity building by counterparts or communities) and do not measure crucial elements that should be measured (such as the outputs and specific knowledge, skills and systems changes resulting from advisory work). The end result of this knowledge, skills and institutional conceptualisation is that there remains a 'missing middle' in the

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[24] Aggregate Development Results (SRBJS-VAPJP January-June 2019, Pg 8).

[25] SRBJS-VAPJP Number Reach and Coverage Table (January-June 2019) (Attachment D)

[26] SRBJS-VAPJP Sustainability Targets tracking table (January-June 2019) (available on request).

design between inputs and outcomes of concrete outputs which can be delivered and for which management can be held accountable.

Figure 2: Assessment of EOPOs and IOs (SRBJS Progress Report January- June 2019, Pg 3).

EOPO 1: VPF, justice and community services agencies and targeted non-state actors demonstrate strengthened service delivery capacity, particularly in their handling of cases involving women, children and youth

KEY:	
no baseline	
establishing baseline	
gone backwards	
no progress	
some progress	
good progress	
beyond expectations	

EOPO 2: Women, children and youth are increasingly accessing state policing, justice and community services in targeted locations

EOPO 3: VPF, justice and community services agencies and targeted non-state actors demonstrate improved quality of service delivery to women, children and youth in targeted location

Pillar 1: Strengthening policing, justice and community services institutions	*Pillar 2: Improving people's access to justice*	*Pillar 3: Support to vulnerable and at-risk groups*
IO1 Individuals are participating in targeted skills development, and are applying this in their work, to contribute to strengthened service delivery	**IO9** Sector agencies are delivering more services, including expanding the reach of services to targeted provincial locations	**IO13** Sector agencies and targeted non-state actors are responding more effectively to cases involving violence against women and children
IO2 Police prosecutors and public sector lawyers are providing more professional and timely representation	**IO10** Targeted communities better understand the policing, justice and community services system and how to use it (includes enhanced understanding of the law and human rights)	**IO14** Sector agencies and targeted communities work together to respond more effectively to juvenile justice issues
IO3 Sector agencies are better managing their human and financial resources		**IO15** Sector agencies are responding more effectively to the needs of persons with disabilities
IO4 Women's professional participation in the sector is enhanced	**IO11** Targeted communities are increasingly claiming their rights to assistance and access to state policing, justice and community services (involves building demand for services and increased use)	
IO5 Sector agencies are working together more effectively to achieve and sustain improvements in service delivery		
IO6 Sector agencies improve their evidence and knowledge base and are using this to inform decision-making about service delivery	**IO12** Targeted non-state actors better understand the law and human rights and are acting more consistently with these standards as community conflict managers	
IO7 Sector agencies make coordinated reductions in delay in the state policing, justice and community services system		
IO8 Targeted communities have greater trust and confidence in the VPF		

Responding to the constraints and opportunities of the political economy

The Program has a strong emphasis on a "thinking and working politically" (TWP) narrative throughout its design and associated documents. However, the approach is lost somewhat in translation into the core structures and implementation arrangements of the design. The IOs do not show how the program will operate or what will be done (just the changes expected). If a TWP approach was adopted as the core idea of the design's theory of change, then the program logic diagram and structure would reflect the core ideas of a Political Economy Analysis (PEA) and TWP astute approach: it may identify the leaders, the organisations (Agencies), the processes for support, the financing modality, the networks and coalitions, and/or the policy engagement mechanisms, from which those changes could be expected to accrue. In a TWP approach, taking advantage of opportunities and enablers in the political economy is a key idea, and needs to be reflected in the modalities and implementation

arrangements of the design. The Program has in fact responded in many areas in a politically astute manner, for example the differentiated approaches between the Adviser work in the OPP compared to the PSO respond directly to the leadership style and agency plans of each office; and the Advisers work in General Duties in Port Vila Central Station compared to that of the Adviser in SANMA Province, responds to the leadership style and momentum for change in each location. These differences are not strengthened and supported by the inherent design, but are hidden from view in planning, budgeting and operations, by the current design. Similarly, the Program understands where there may be blockages and obstacles to reform (such as in some sector Agencies) and so efforts are not maintained and are directed elsewhere. This 'no progress' should be regarded as good decision making in some cases. A renewed conceptualisation of the basic approach may reveal more opportunities to engage smartly with opportunities and enablers for change, particularly where new appointments are made, leadership emerges, and GoV policy decisions are made.

Adapting to context and policy changes

The Program has responded extremely well to changes, and pressures, in the policy and operating context, which adds to the significance of achievements and progress to date. Rather than resisting new directions, or undermining progress, big shifts have been embraced and used by the Program in positive ways. Important context changes relate to Australia's Pacific 'Step Up' (which has seen some additional funding and personnel to the Program as well as an associated complementary commitment to the VMF managed separately by the ADF); changes in leadership in the GoV with a new Minister of Internal Affairs who is driving the increase of police numbers and decentralisation agenda; and several changes to leadership across the VPF[27]. The Program has adapted and responded well to these changes, yet continues reporting against the original Intermediate Outcomes and End of Program Outcomes (as required by DFAT). A better understanding of the key drivers of change (grounded in the real-world context of organisations and accountabilities rather than the design Intermediate Outcome statements) and 'thinking and working politically' strategies behind the design may enable this adaptation to be better reflected in planning and reporting. The detailed budget cost centre breakdown, and the theme headings for the 2019 Annual Plan (as well as deliverables) give strong clues to the operational drivers and mechanisms behind the program's strategy: Agencies, cross-sectoral working, operational financing, Technical Assistance and policy engagement (largely missing in the planning, reporting and analysis) are key building blocks of the efforts to deliver this Program[28].

Stakeholders consistently report that the support is valued, is well directed, delivers tangible benefits, and is "nudging" change without directing or imposing external approaches. It was common, and positive, for GoV stakeholders to value the support provided, ask for more, and yet express some frustration or dissatisfaction on the way support is provided. This largely reflects the important role that Advisers have in responding to requests but channelling those requests towards more developmental or sustainable activities than those immediately requested[29]. The apparent degree of flexibility of the Program, as perceived by stakeholders, is extremely positive. This could be utilised even further with greater transparency over operational budgets to support internal reform efforts and be linked to further policy engagement opportunities.

Recommendation 1

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[27] There have been changes throughout all of VPF including Commissioner (multiple changes), Northern Commander, and many other senior ranks.

[28] More on this is found under Finding 5.

[29] Naturally some Advisers are more inclined to want to respond to practical tangible requests for infrastructure, vehicles and consumables than others who may redirect requests to be linked to policy changes or conditions linked to a work program. Overall, the evaluation team considers Advisers to be conscious of making these choices, but the Program as a whole needs a better mechanism to provide calibrated responses with clearer strategy.

> DFAT should continue the Program into a further four-year phase from 2020-2024 as an integral part of Australia's aid investments in Vanuatu.

In continuing the Program, further consideration could be given to developing a clear articulation of long-term vision and expectations for sustainability (economic and human capital) across policing and justice in Australia's aid program in Vanuatu. The program management and governance arrangements (including across GoA) could enable greater strategic management to take advantage of opportunities and address constraints emerging in the Program.

Finding 2: working across the chain of justice

The "chain of justice" approach adopted by the Program is **fundamental to the improvements that have been supported in delivering justice for vulnerable communities** in Vanuatu. The Program has adopted and maintained a chain of justice approach consistent with the intent set out in the design document, and has reinforced this intent through internal program management structures and processes. The decision to consistently implement a **chain of justice approach underpins much of the success the Program has achieved in supporting improved justice outcomes for vulnerable people under the three EOPOs**. This has been done in a way that is technically sound and politically feasible, that is, while still respecting the independence of constitutional and statutory agencies within the sector.

The chain of justice[30] is comprised of a number of operationally independent agencies which together are responsible for the system of criminal law in Vanuatu. This system embraces the VPF, SPD, OPP, PSO and the Magistrates' and Supreme Courts, and corrections which are each involved in criminal cases, from their initiation until their resolution. CSOs, such as the VWC and VSPD, offer important capacity development to this process and are the first port of call for many victims, linking them into the system.

Figure 3: Chain of Justice

Crime
Police record and investigate crime, working with community and social services.

Arrest
Police apprehend and arrest suspects, charges are issued (either by police or prosecution services).

Detention
Suspects held in pretrial detention or released on bail while a case for prosecution is built.

Trial and appeal
Court trial determines innocence, guilt and sentencing. Charges may be dismissed or court decisions appealed.

Sentence
Prisons and corrections facilities carry out sentences and rehabilitation.

Some examples of the value of joining assistance for policing and justice in one program include:

- Prosecutors can be more effective by working with VPF investigators to improve the quality of briefs.
- Tracking criminal cases through the system is more effective if each agency, including the police as the entry point, record information and cases accurately.
- Work on addressing gender-based violence will be more robust if it actively includes and involves the police and justice institutions.

While it is possible to improve various aspects of the criminal justice chain at individual and agency levels, engaging with the sector as a whole ensures all pieces of the jigsaw are accounted for. These

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[3030] This definition is adapted from a definition provided in the Jamaican Justice System Reform Task Force Final Report, June 2007, p.129. The diagram represented in Figure 3 is sourced from: Geneva Centre for the Democratic Control of Armed Forces, "The Justice Sector", SSR Backgrounder Series (Geneva: DCAF, 2015).

examples make clear why SRBJS supports a whole-of-sector strengthening approach.[31] It is also recognised that this approach spreads resources thinly while requiring substantial funding due to the large number of parts.

The strength of the approach can be seen in the balancing and consistency of effort applied across the agencies in the chain. Program efforts start from the first point vulnerable people Interact with the formal justice system, by sensitising VPF General Duties officers on FSV to improve their response; then strengthening CID and FPU to improve investigations and case management; linking this to SPD and OPP support aimed at improving case management, investigations and prosecution;[32] and including PSO support to ensure defendants receive an adequate defence. For example, this has been achieved through: collaboration between VPF, SPD and the OPP on case management, investigations and prosecutions; VWC collaboration with the FPU, VPF to improve the efficiency and effectiveness of the handling of cases of family violence; and cross-agency prosecutorial collaboration with respect to record management, case and data management systems, drafting charges, strengthening investigations and briefs of evidence, advocacy skills and case management[33]. The Program has supported the Magistrates' Court and Supreme Court in the final stage of considering these cases, but has been careful to respect their independence. Finally, the Program also looks to link the formal justice agencies with strengthened traditional justice systems through innovative projects like the AP pilot, the Malekula Domestic Violence community awareness sessions and the Youth Domestic Violence awareness trainings, which have all supported a stronger role for the formal system while building the capability of communities and traditional systems to address FSV and build demand for justice.

The Program not only provided support to each link of the chain, it also implemented several cross-cutting activities aimed at whole of sector corporate strengthening, and developed specific program management approaches to ensure communication and adaptive approaches towards issues between agencies. For example, SRBJS has delivered a range of training and courses offered by the Program for public sector lawyers from OPP, PSO, SPD, SLO to learn together. Advisers were also able to point to regular use of adviser coordination meetings (known as the JAM) to develop joint problem-solving approaches where cross-agency issues had developed, though the evaluation team considers that similar meeting structures that include and are led by counterparts should occur.

The choice of a specific program focal point, being FSV, has likely contributed to the strong outcomes. FSV is a significant issue for Vanuatu, and has often been a difficult issue for the formal policing and justice system. Need in this area is illustrated by the heavy workload of the FPU[34], and the high incidence of morality and FSV offences against women[35]and the ongoing impact it has on Vanuatu's economy and daily life. While the Program has worked appropriately to strengthen organisational capability in general, the consistent focus on FSV has been useful in providing a consistent aim and in showing the impact the Program has supported.

The success of the approach can be seen in the throughput of cases through the formal justice system. As illustrated in Figure 4 below, FPA offence cases investigated by the FPU have increased from 306 in 2015 (the first year that statistics are available) to 467 in 2019. As evidenced by Figures 5-6 below, this has been matched in the OPP and SPD, where more FPA cases have been registered and prosecuted,

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[31] SRBJS 2017-2020 Program Design Document, 2017, p.18.

[32] The above study of collaboration found that: "The VPF, SPD and OPP collaborate on case management; investigations and prosecutions. This has the benefit of overt and willing collaborators within leadership." PJSPV Thinking about working together as a sector for our shared goals, 2016, p.5.

[33] Source: PJSPV, 'Thinking about working together as a sector for our shared goals' 2016, p.5.

[34] See Annex 5.2 Figure 7: 'Offences assigned to VPF Units over last five years' (only the Port Vila Serious Crimes Unit has a larger offence load at 16%). See also Figure 8: 'Offence load by Unit over last 5 years', and Figure 9: 'Offence load by Unit over last 5 years – EFATE'.

[35] See Annex 5.2 Figure 26: VFP – Victim gender analysis since 2015 which show the high number of women experiencing FSV: Offences against morality victims (M:68, W:853) and Family Protection Act Offences (M: 294, W: 1328).

and in the courts with improved probability of the offenders being found guilty (from 49% in 2016 to 71% in 2019 in the Magistrates' Court). This shows a 'virtuous circle' where the VPF are conducting a greater number of, and higher quality, domestic violence investigations, these investigations are leading to effective prosecutions, which are resulting in more convictions for gender-based crimes, which may then facilitate further reporting from the community of FPA cases to the justice system.

It should be noted that not all cases involving domestic violence will be prosecuted as domestic violence offences against the FPA. The very serious offences will instead be prosecuted as serious assault, murder (offences against the person) or sexual assault/rape (offence against morality) as these have harsher sentences. This means that not all domestic violence matters care captured through the data, but the FPA offences as well as offences against the person and offence against morality where female is victim are a good proxy.

Figure 4: Top 10 Offences (FPA offence cases investigated by FPU have increased (2015;306-2019 (est): 467).

Top 10 Offence categories	2015	2016	2017	2018	2019 EST
Other offences	257	261	201	501	249
1900 FRAUD OFFENCES	101	60	142	145	164
2300 OFFENCES AGAINST TRAFFIC	100	74	55	144	354
1500 OFFENCES AGAINST MORALITY	206	216	241	179	204
2500 DRUG OFFENCES	160	250	183	295	197
1000 PUBLIC ORDER OFFENCES	403	314	205	242	174
3300 OFFENCES AGAINST PUBLIC INTEREST	419	282	281	420	407
3400 FAMILY PROTECTION ACT OFFENCES	306	287	357	454	467
1700 OFFENCES AGAINST REPUTATION	653	561	333	297	239
1600 OFFENCES AGAINST THE PERSON	1780	1399	1071	1102	932
1800 OFFENCES AGAINST PROPERTY	2883	2552	1854	2096	1757

Figure 5: OPP offences registered (2018 saw a general increase as a result of taking on more cases from SPD – especially in Port Vila. Volumes are now more aligned to 2017 levels)

OPP - offences registered	2017	2018	2019 EST
OFFENCES AGAINST PROPERTY	161	245	128
OFFENCES AGAINST MORALITY	143	193	164
OFFENCES AGAINST THE PERSON	130	157	165
Dangerous drugs	41	40	33
PUBLIC ORDER OFFENCES	26	26	36
FAMILY PROTECTION ACT OFFENCES	32	28	44
FRAUD OFFENCES	19	61	15
DRUG OFFENCES	30	32	17
OFFENCES AGAINST REPUTATION	13	23	27
OFFENCES AGAINST TRAFFIC	9	20	32
Other offences	48	70	23
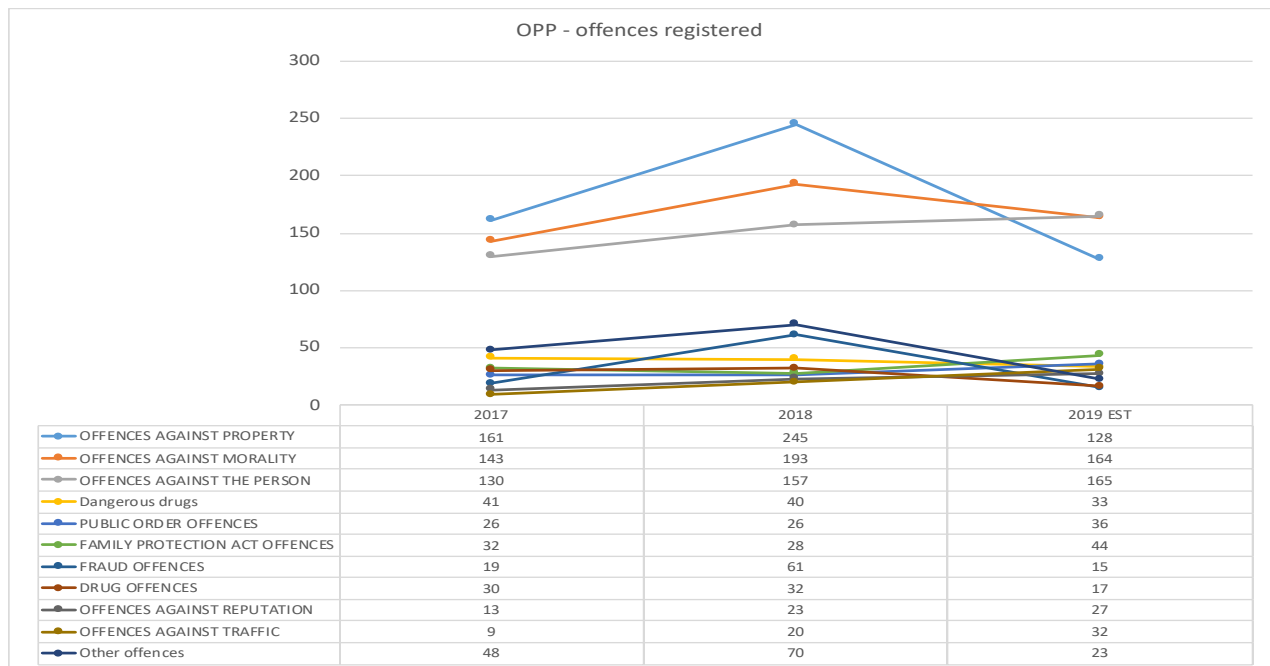
Figure 6: SDP offences registered (SPD were not recording offences consistently in 2016, and have been excluded. Clear growth, matching the VPF results, for growth in FPA matters).

SPD - offences registered	2017	2018	2019 EST
OFFENCES AGAINST PROPERTY	220	250	366
OFFENCES AGAINST THE PERSON	195	187	197
FAMILY PROTECTION ACT OFFENCES	106	195	227
OFFENCES AGAINST PUBLIC INTEREST	86	116	179
OFFENCES AGAINST TRAFFIC	70	69	110
OFFENCES AGAINST REPUTATION	46	76	78
PUBLIC ORDER OFFENCES	54	49	87
OFFENCES AGAINST MORALITY	8	9	23
Other offences	68	67	90

Overall, this is a highly significant outcome that should be understood in the context of how difficult it is to support systemic change in justice systems. While most international development programs in the justice domain claim to be focused on the chain of justice, the evaluation team is not aware of any in this region that have so successfully implemented such an approach, or delivered on chain of justice outcomes to this extent. The focus on the chain of justice has also allowed the justice and policing aspects of program management (that is, the Managing Contractor and the AFP on the policing side) to bring their collective strengths together in support of their Vanuatu counterparts operating across this chain.

> **Recommendation 2**
> Australia should continue to support a joined-up policing and justice sector approach, with the hybrid modality and joint management. The benefits of this approach far outweigh the challenges, and have resulted in better outcomes than seen elsewhere.

The lessons, and challenges, from this experience provide a strong basis to inform other deployments and aid investments in similar settings. A specific case study and promotion of this experience internationally would be of benefit to other bilateral donors and development partners. The Program's integrated approach may be enhanced through continued and strengthened linking of the two separate Program Management Groups.

Finding 3: balancing stability and development objectives

There has been some **shift in policy priorities and resources** (associated with the Step Up and enhanced security cooperation between GoA and GoV) **towards greater operational support** that supports the implicit approach of the original program design. This aims to ensure an operational capability in policing and justice to maintain community confidence, from which capacity gains and improvements can be made. It is **important that the balance in effort between short-term results and long-term sustainable change is maintained**, to avoid the risk of creating dependency and removing incentives for internal change.

The original design was structured against three major EOPOs and 15 IOs. All of these statements are 'developmental' in nature, in that they express an 'improvement' in capacity, quality or reach of individuals, organisations or services. None of them reflect an underlying analysis of the political economy which suggests that agencies within the sector may lack the basic human and financial resources to deliver services to a minimum standard, or that there may be fundamental failings in the quality, reach or provision of their service. The rapid political economy analysis undertaken for this evaluation[36] concludes that there are some factors in the context which constrain basic operations of some agencies in the sector, particularly the VPF, and the Magistrates' Court. These agencies do not have sufficient personnel or funds to reach regional and remote areas of the country or to meet minimum service standards with current levels of central government support for personnel costs, infrastructure, transport and recurrent costs. An implicit driver of the original design however, expressed through the mobilisation of the AFP officers and operational budget to be used to support recurrent costs for basic infrastructure maintenance, vehicles, fuel and consumables, was the need to ensure that basic services continue to be provided by the GoV. Without this underlying level of support, any efforts to support capacity development and improvements, are unlikely to be successful or sustained.

The Australian Government Pacific Step Up outlined in the 2017 Foreign Policy White Paper[37], and the agreement between the Prime Ministers of Australia and Vanuatu to enhance security cooperation in

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[36] See Finding 1 and associated Annex.
[37] https://www.fpwhitepaper.gov.au/ Retrieved 19/09/19

2018[38] resulted in some shift in priorities and resources within the Program. Two new additional AFP officers were deployed (one to General Duties in the Port Vila Central Police Station, and one to Luganville in Northern Command for four northern Provinces); resources were committed to train over 300 additional police recruits (cohorts of, 52, 100 and 60 to date) supported by an existing AFP officer, and funds committed to additional infrastructure (including a fence at the VMF barracks) and some operational support costs (including vehicles). Complementary to these activities, the ADF also supported training of 100 new recruits for the VMF, and additional infrastructure and training exercises between the ADF and VMF. These are planned and agreed through regular talks between senior officials, and are delivered with non-Official Development Assistance (ODA) funding.

An analysis was undertaken of the overall program budget across 12 cost categories which reflect like-for-like elements of the Program (where similar activities and approaches were grouped together).[39] (For example, all the capacity development activities for legal offices were grouped together, the CMS/PIMMS activities were identified as a separate activity). The evaluation team undertook an assessment of these program elements to rate them according to their contribution towards the long-term outcomes of the Program (an assessment of their sustainability given the approaches being taken); and undertook an assessment of the quality of implementation to date (quality being assessed according to the nature of the activities and progress to date). The ratings were an aggregation of the individual assessments undertaken across the detail of the Program's activities used in Finding 1.[40] The Managing Contractor provided a budget breakdown by the 12 program elements across a 30-month

After Step up (June 2018- end)   *Before Step Up (to June 2018)*

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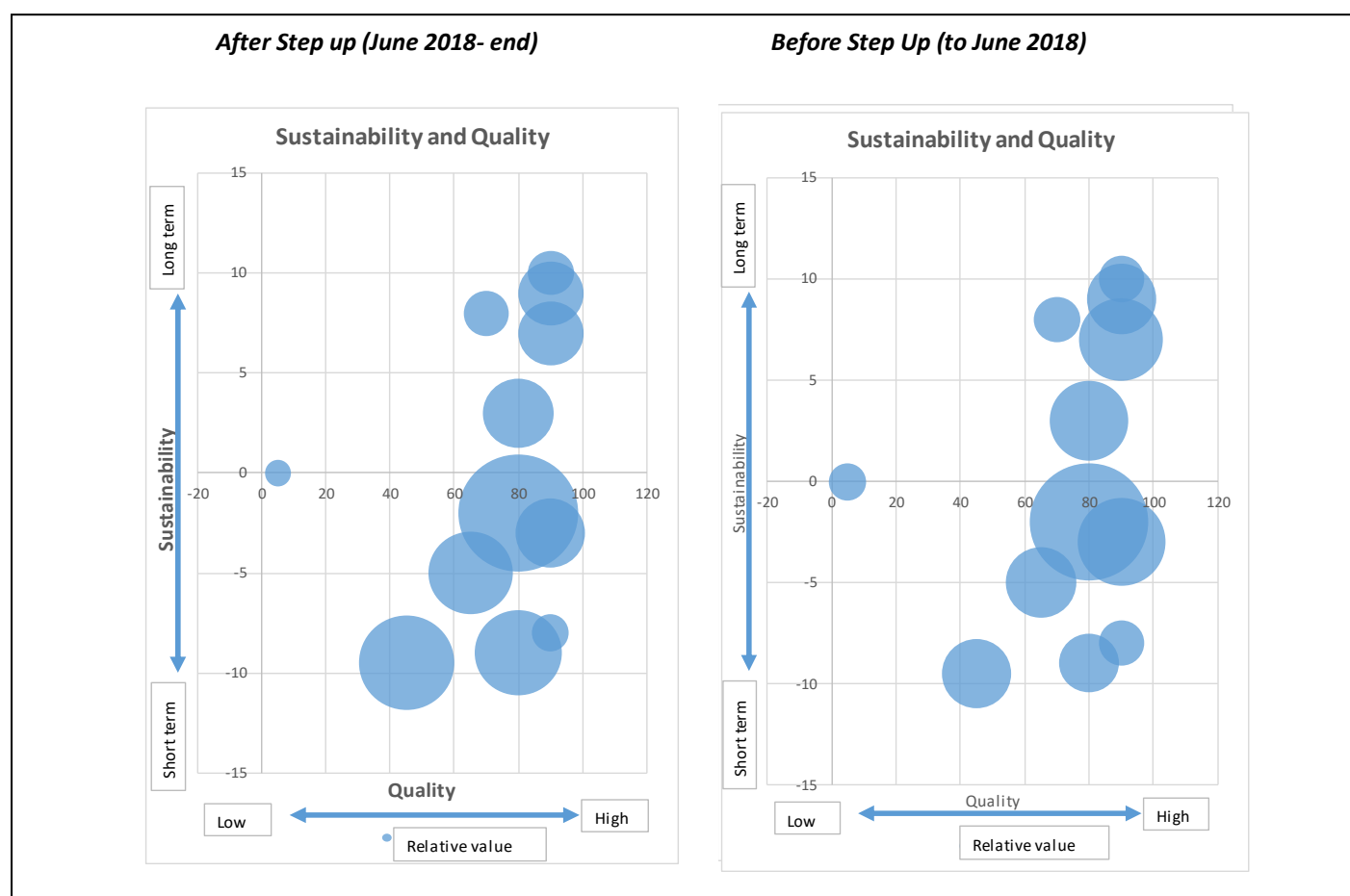
[38] https://www.pm.gov.au/media/enhanced-security-cooperation-vanuatu Retrieved 10/09/19
[39] Detailed cost categories and percentage allocations are available in Annex 5.3.
[40] See Annex 5.1 related to effectiveness in light of the political economy, quality, capacity building approach, gender considerations and progress to date.

period (actuals from 2017 and budget to end of 2019)[41]. The sustainability (long vs short-term approaches) and quality (poor to high) were represented in relation to the relative value of the elements. This shows that any diversion of resources and attention from the Step Up and enhanced engagement has driven the Program only slightly towards a more operational and short-term focus, noting that the quality/progress to date has typically been above 4 (on the DFAT quality rating scale of 1-6).

This can be compared to the original intention of the design, which had a somewhat more balanced spread of activity types towards long and short-term approaches.

This allocation of priorities and resources is well understood by stakeholders, including DFAT Post, the GoV and implementers[42]. The rationale for the emphasis in priorities and resources is well-founded. The Minister of Internal Affairs is an active and enthusiastic Minister of the GoV who is keen to build the VPF operational capacity to ensure that the Force increases from 580 to 900 officers as specified in Vanuatu's National Sustainable Development Plan, and to enable all 72 Area Councils to have police presence. This is an important political initiative that Australia is supporting in line with its strategic priorities, and fits within the mandate of the Program. The basic infrastructure (such as the Malekula police station) and vehicles, support basic operational capability required for effective policing to the community. These activities are an extension of the original intention of the design, which had already included provision of operational support costs as part of the Program. However, the original design did not recognise the need for 'balance' of operational support costs to long-term capacity building objectives, nor articulate how these activities contributed to the program logic.

Recent Program reporting has had a strong emphasis on the activities of the Step Up and enhanced security cooperation, and consistently argued for the need for ongoing operational support costs, particularly in the separate AFP progress reporting.[43] This reporting has not, however, identified the issue of the trade-off between provision of short-term support to long-term capacity development. There are some activities of the Program for which ongoing operational and Adviser support is critical and necessary. This would include the support to the Professional Standards Unit (which would be unlikely to have internal and external political support and coverage for its highly sensitive work without external budget and visibility), and to the VPF FPU (without which the priority and attention on victims of family violence and sexual assault may not be prioritised). There are also areas of the Program which have operational support budgets for the GoV, but the Adviser approach and way of working leans more towards long-term sustainable change. The operational support provided to the MJCS largely supports locally generated initiatives that operate at a sector level or organisational capacity building, and the adviser support at Northern Command works across the organisation of the VPF units to mobilise internal reform, change practices and implement new initiatives, rather than supplement recurrent budgets. There are also some areas where there are missed opportunities to elevate the short-term support into a long-term sustainable change. For example, the support for the Case Management Systems (CMS) has reached a strong point of operational capability across different police and justice agencies, but is highly dependent on Program support. The process of securing GoV ongoing recurrent budget and building internal maintenance capacity has only just begun to be taken forward.

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[41] AFP adviser and on-costs were estimated in line with the DFAT Aid Adviser Remuneration Framework for this purpose. Management only costs were excluded (Finance, admin, ops, office) – general Advisers were distributed across relevant program areas. A detailed spreadsheet of cost categories and dollar values is available separately.

[42] The 2018 Progress report outlines the range of investments introduced as a result of the GoA's Pacific Step Up (as described in the context analysis of this report. It states 'These investments will bring a mix of positive returns along with substantial risks that will need management by donors, program managers and VPF alike." SRBJS Progress Report July-Dec 2018, p.9.

[43] E.g. SRBJS-AFP Progress Report July-Dec 2018, p.7.

There is strong feedback from the community that a basic operational police capability, and particularly a regular presence, is important to them. The Authorised Persons evaluation found that in almost all pilot locations there was a reported increase in perceptions of safety and security. This was especially the case where there were also police rotations, although this also featured in sites where there were not strong links with police. Having someone in the community who could respond to problems was said to be a significant factor in helping communities feel safer, particularly women and children. As expressed by community members "*It's safer now for children and women – and girls can walk at night*, and "*Before, our community was not safe, but I've noticed things changing. Mothers and children are safe*"[44]. The AP project and outreach by justice agencies to build community awareness (e.g. Malekula work) are well received and valued by communities, and especially so when backed up by regular police officer visits. Presently, all this community level outreach, including police rotations, are supported by the Program through operational support costs (for transport, fuel and per diems) and would not be undertaken otherwise. While it is clearly not sustainable, it is critical for building community confidence in security and safety.

> **Recommendation 3**
> The next phase of the Program should recognise explicitly the contribution that the Program makes towards supporting the GoV to maintain confidence of the public in stability and security in its outcome statements, and maintain a balance between short term gains and building momentum for long term sustainable change.

The Program could consider how to enhance the capacity development and sustainability aspects of parts of the Program that inherently substitute for lack of GoV recurrent funding (infrastructure, vehicles, fuel, other operational costs) by adopting good practice approaches for Advisers (based on that already within the Program) and tying operational support costs to policy triggers or incentives agreed with the GoV. Where activities are comprised or constrained by broader financial or political economy issues that affect sustainability (such as the CMS), this could become elevated for policy dialogue between GoA and GoV in governance bodies and medium-term plans agreed to reduce reliance on Program support.

Finding 4: understating gender equality impact

The Program has understated its positive impact on gender equality. It has a strong focus and demonstrated impact on prevention and prosecution of family violence. **Good progress has been made in integrating gender considerations across most program componen**ts, while more could be done in some areas.

The Program has contributed importantly and significantly to gender equality by strengthening Vanuatu's systems and capability to prevent and prosecute FSV. This is illustrated through evidence of improved accessibility and quality of services and outcomes for women assessing the justice system as outlined under Finding 2. This has been achieved through the Program's pointed focus on EOPOs that have driven whole of systems strengthening, which keeps user experience at the forefront, along with targeted gender interventions. The Program's gender story and impact is not well captured in program reporting[45], and should be celebrated as a key success of the Program. Inability to tell this story within the Program may be potentially impacting upon the GoV's ability to tell the story and

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[44] Draft evaluation report on the AC/RC Pilot, 2019 p.31.
[45] Despite excellent evidence-based results in prosecuting FSV, results are not outlined and touted in program reports as the Program has not had access to PIMS/CMS data. The four AQCs provided and reviewed (2013, 2015, 2018, 2019) each only scored gender at a four, despite tangible and significant progress. SRBJS's ability to tell its gender story is potentially linked to issues related to program level M&E discussed in Finding 7.

secure more budget, and in transitioning responsibility to the GoV for areas like the AP program[46]. While the Program is attuned to gender dynamics and overall is working well at an activity level to integrate gender considerations, some opportunities exist to strengthen internal gender dimensions, particularly at a whole of program level.

There are pockets of commitment to gender equality within the policing and justice institutions in Vanuatu along with some high capacity organisations such as VWC working to advance gender equality. However, there are also pockets of resistance, making gender equality an area of sensitivity. Advancing gender equality in the sector requires the Program to listen, support and respond to local voices for gender equality when determining approaches and interventions. The Program has done this successfully through good quality implementation of the SRBJS Gender Strategy[47]. Program managers and advisers each hold responsibility for integrating and prioritising gender into their roles, with some advisers integrating gender more strongly than others. In addition to mainstreaming gender, SRBJS has implemented specific initiatives to strengthen women's leadership and advance gender equality in more overt ways. These include:

- **Pushing the conversation internally** - Facilitating gender training within the VPF (including for executive / command in in 2019) and facilitating gender institutional assessments with the MJCS and OPP in 2018)**;**
- **Promoting women's leadership and participation** - Supporting a 'Women in leadership program' which draws women together across the sector and facilitates networking and paired mentoring arrangements, and increasing the participation of women at executive meetings[48]
- **Providing funding support and encouragement to the Women's Advisory Network (WAN)** – which has seen recommendations elevated through its regional reporting chain related to women's recruitment, promotion and attendance at trainings addressed by command[49].

The Program has contributed to a range of systems changes across Vanuatu's 'chain of justice' which has enabled women, particularly those who have experienced FSV, better access to services that are more likely to bring about just outcomes. The rapid political context analysis undertaken by the evaluation team also revealed a range of constraining factors which continue to limit access and outcomes for women. Table 2 below outlines factors both supporting and constraining gender equality in some aspects of the chain of justice chain in Vanuatu. While SRBJS has a focus on supporting women and children who have experienced FSV, the Program also engages men directly in awareness raising, behaviour change and encouraging them to champion gender issues. Benefits are also experienced by men who are charged with FSV offences (related to FPA offences and offences against morality) through strengthened legal representation[50].

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[46] Another barrier to government assuming funding of the AP initiative is government's perception that other donors entering the gender equality space (such as NZ – Pacific Partnership and EU – Spotlight) are likely to provide funding.
[47] The two aims of the gender strategy are: i) to provide guidance for the mainstreaming of a strong and effective "gender lens" across the entire program which seeks to be gender transformative wherever possible; and 2) strengthening the specific programming that is targeted at enhancing women's access to justice; reducing inequity; supporting effective responses to and elimination of gender based violence; and building women's capacity and leadership. Source: Gender SRBJS Gender Strategy 2017-2020, Palladium, 2017, p.6.
[48] Source: SRBJS AQC, DFAT 2018, p.4.
[49] Vanuatu is part of a regional network of 22 countries (Pacific Islands Chiefs of Police WAN) in which women's workforce issues are elevated through a chain of command which requires signatory countries police force command to address reported issues. More information can be accessed Here.
[50] As illustrated in Annex 5.2 Figure 29: 'VPF- gender analysis of POI/Accused since 2015' the majority of FSV cases are committed by men. SRBJS provides capacity development support to PSO lawyers who represent those charged.

Table 2: Factors supporting and constraining gender equality across the chain of justice

	Supporting	Constraining
Community level justice systems	• Some women and men (including youth) have better access to legal information and more women are accessing the formal justice system. • The AP program has made it easier for women to get protection orders and APs are also referring women to the VWC. • Many couples are receiving ongoing support / awareness raising from APs and RCs to reduce FSV.	• Many women do not feel safe to approach APs as the majority are men, and instead go to their wives. • Many women are reluctant to get protection orders or seek prosecution of crimes due to fear of reprisals and their children's welfare. • The reach and engagement of youth and men in awareness raising and behaviour change is limited, and does not sufficiently transform gender awareness and attitudes of men, including chiefs.
Policing – response and investigation	• Recruits now receive gender training as part of the curricula. • More officers have knowledge of the FPA and increased tactical response to FSV through increased FPA offences charged and[51] protection orders. • Data is now available through (Police Information Management System (PIMS) and CMS to track gender dimensions, and allows identification of high rate areas that they can direct the crime prevention team to focus on and identify blocks across the system.	• Gender training for recruits is limited, with some unable to refer women victims to the right place within the VPF if they need to make a complaint or to the VWC. • Delay in investigation after police complaints are filed due to lack of staff. This includes limited VPF officers in the FPU[52]. • Lack of basic resource allocation by VPF to support women's applications or prosecutions of DV crimes (VWC must cover fuel money for the serving of protection orders and women's travel costs to Port Vila, and victims have to pay to be checked for evidence at hospital).
Prosecutions	• The OPP takes the prosecution of family violence and sexual offences seriously, evidenced by increase of cases prosecuted in 2019[53]. • Victim impact statements now being read out to court during sentences.	• Family violence matters are considered less important and given less resourcing than serious crime matters[54]. • Lack of understanding of gender issues across senior leadership. • The quality of witness support is dependent on the level of prosecutor awareness of the gender components

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[51] Figure 32: 'All offences - Case files submitted (CFS) to Prosecution'. This data shows that substantial increase in CFS being submitted to Prosecution (including for FPA offences and offences against morality) reflecting the increased focus on case management of investigations by VPF officers.

[52] While FSU has the highest number of cases assigned to them in PIMS in the last 2.5 years– 10% more than for SPD Port Vila), it currently has four out of its set staffing allocation of 12.

[53] Annex 5.2 Figure 16: OPP – offences registered

[54] At the time of this evaluation, there are currently 186 family violence matters dealt with by 4 females and 1 male prosecutor, and 36 serious crime matters (which are reportedly considered more important) are dealt with by four male prosecutors. Source: information provided during an interview.

			of a crime (with some not conducting a witness briefing before the trial).
Courts	• Increase in the Magistrates' Court issuing protection orders[55] • Courts are responding more quickly to cases[56] and less protections orders are being dismissed by the court[57] • The 2016 amendment to criminal code raised punishments for morality offences	• Some magistrates turn to cultural and religious views when delivering judgements.	

The VWC has played a critical role in supporting program activities. It has: conducted community awareness raising activities in collaboration with lawyers; conducted awareness raising for APs to ensure that they are aware of and able to provide referrals to the VWC; and provided gender training for VPF officers. Importantly, the VWC facilitates a gender equality male advocates network,[58] of which the former head of the FPU was a member and strong influencer within the VPF. The VWC also plays a critical role in providing client support to assist women reporting FSV offences and helping them access the court system[59]. This includes covering VPF fuel costs to ensure police officers serve protection orders and covering flight costs for police offices and suspects (to ensure perpetrators are sent to the remand centre), and for women to travel to appear in court. While these activities are unsustainable and increase VPF reliance on external funding, they are critical to the chain of justice and the protection and safety of women experiencing FSV. These project activities are not funded under SRBJS, but through another DFAT funded program of support, and have been critical to the Program's gender work.

Training and workshops have been used as a primary modality to create awareness of gender issues. The Program has sought to ensure women participate in training, largely achieving planned targets[60]. It has also sought to ensure various stakeholder groups across the policing and justice continuum receive gender training, particularly on the FPA. An appropriate level of investment has been placed on training police officers at officer and executive levels. There is an opportunity to build on trainings, supporting partnerships and other forms of assistance that enable officers to develop and apply practical skills in the workplace and effect systems changes that are encompassing of women's gendered experience of the policing and justice system, and support greater equitable access. Insufficient effort has been given to training prosecution lawyers, and supporting them to understand the gendered dimensions of particular crimes and the barriers women may experience in accessing and using the justice system.

SRBJS does not have a gender adviser or an allocated budget specified for gender. There is a need to ensure the Program's gender component is supported by whole of program strategic analysis,

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[55] See Annex 5.2 Figure 19: 'Protection Orders – Magistrates' Court' and Figure 23: 'Court cases – total volumes.'

[56] See Annex 5.2 Figure 38: 'Average days from Date of Offence to Decision at Court'. This data shows Visible improvement in last 2 years for those victims of Family Protection offences seeing justice in quicker time.

[57] See Annex 5.2 Figure 33: 'Protection Orders – Magistrates' Court – Outcomes (results)'. It evidences that less matters – in % terms - being withdrawn or dismissed by the Court - a positive reflection in the dealing with matters by the Judiciary.

[58] VWC has trained over 500 officers. There are four levels of training - receptive men who progress through all four levels form part of the network. Three police officers have done all stages and 60 have done two stages.

[59] VSPD has also been performing a similar role for people with disability, however it lacks knowledge of the court system and processes.

[60] During 2019, the SRBJS targets for participation of women in training were met during reporting period (100% of all women in justice agencies; 30% of those accessing VPF training are women). 34 per cent of the VPF recruits in the period were women (12 women, 23 men). (from the cohort from June – Dec 2018).

reflection and strategy development and to ensure gender is understood and owned by all advisers and fully embedded into all of their work. While the Program has tried to address several systematic gender issues, there are several priority issues that require deeper attention and broader solutions, that could be supported by the stronger Australian influencing and placing of conditionalities, strategic use of data, research, engagement and influencing of male advocates, enhanced cross-sector coordination and strategy development. These include:

- **Disproportionately high FPU Workload**[61] – Port Vila FPU has the second largest offence load of PV station, carrying 3,361 offences, 13% of the overall offence load[62].This figure reflects the high proportion of the caseload carried by the FPU, which is currently staffed by four officers[63] (out of its set staffing allocation of 12). FPU is currently staffed solely by women, with some stakeholders reporting concern that FSV can be seen as a women's issue that is not sufficiently resourced or prioritised[64].

- **Women's representation in senior roles** – Women's overall representation in the VFP has increased marginally, since 2015[65] with a representation rate of 18% (117 women out of a 635 force). While this may be partially due to decreasing rates of male participation due to retirements (as the overall force strength has dropped from 684 to 635 since 2015), overall women's representation is a high female percentage for the Pacific. Women's holding of leadership roles in the VPF is at a dismal 0.31% (2 women out of a total of 635 VPF members hold senior roles - Inspector or above, and no women sit on the Executive) and at 1.7% of the female cohort (2/117). Women are also at 2.5% of the total leadership cohort of 81 (2/81). Several of the recommendations made in the 2015 Evaluation of the Participation of Women in the VPF have not been implemented[66]. One of largest barriers to women's career development is reportedly their ability to access more specialised forms of training. WAN reported that while commanders mandated women's participation in a range of trainings, their participation was effectively denied by HR. While SRBJS works directly with HR, it does not appear to be cognisant of this issue.

- **Increasing gender equity of VPF recruits** – The last intake of recruits had just eight women out of 60 (13% women), which may have been partially a result of restrictions placed on applicants' marriage and child status. This is the lowest representation of women in any of the intakes so far and below the VPF's target of 35%. The disappointing outcome on this occasion does not reflect the effort that advisers and DFAT made to advocate for changes to the formal regulations which impacted on selection, nor on past decisions of VPF which had increased female recruitment. The same regulations did not have the same impact on the selection of VMF recruits in 2019.

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[61] The FPU holds responsibility for investigating domestic and sexual violence including statements, evidence, crime scene, and submission to prosecutions.

[62] See Annex 5.2 Figure 7: 'Offences assigned to VPF Units over last five years' (only the Port Vila serious crimes unit has a larger offence load at 16%). See also Figure 8: 'Offence load by Unit over last 5 years', and Figure 9: 'Offence load by Unit over last 5 years – EFATE'.

[63] Two additional recruits are to be assigned.

[64] Some respondents noted there had been some improvements in this area, with more officers now aware of and carrying out duties associated with the FPA. This is supported by increases in reporting of FSV offences. However, respondents also reported that this was dependent on the particular officer rather than a systematic policy or culture mandated by command.

[65] The 2015 evaluation of the participation of women in the VPF found that the percentage of women in the VPF was 13.9%. At the time, there were 3 women in leadership roles: 1 Superintendent, 1 Chief Inspector and 1 Inspector. The percentage of women in leadership positions was 0.44% of the total number of VPF members, and 3.1% of the total number of women. (Evaluation of the Participation of Women in the VPF, June-July 2015, p.23).

[66] Some examples include the appointment of female officers to the VPF Executive (currently there are no female officers appointed above Senior Inspector and only 2/83 (2%) of Senior Officers over Inspector level are women), and the development of a policy on equity in women's representation in VPF activities. Source: SRBJS Progress Report, January - June 2019, Attachment G, pp.6-7.

> **Recommendation 4**
> The Program should maintain its commitments and efforts to promote gender equality through its support of women's networks, male gender advocates and important data collection and reporting disaggregated by gender, as well as the focus on family violence. While there is a strong external focus on gender through program activities and outcomes, greater attention could be paid to effectively progressing internal organisational agency gender issues.

The Program should continue to invest in targeted gender training (facilitated through local organisations such as VWC or WAN), and increase its focus on training of lawyers including prosecutors. It could build on initial training of VPF recruits and officers supporting the establishment of partnerships and more practical capacity development and mentoring processes that support skills development and practical application, such as by having officers accompanied to community visits and supported to address structural issues in the workplace. The Program could also invest in the development of broader strategies and solutions to address deep-seated structural issues (i.e. FPU workload, women's representation in senior roles, and gender equity of new recruits) including through the strategic use of data revealing internal gender inequalities, research, engagement and influencing of male advocates, enhanced cross-sector coordination and strategy development.

Finding 5: importance of community level activities

Early evidence suggests that the Program's efforts to engage at **community level is having tangible impact**, *including changing attitudes and behaviours particularly concerning violence against women.* **Awareness and outreach activities are highly valued by communities** *who are seeking greater visibility and access to justice systems. While not able to operate at scale, these activities are critical to the "virtuous spiral" necessary for increasing demand and accountability for effective governance across the chain of justice.*

Vanuatu's informal customary system is the means by which the majority of Ni-Vanuatu access justice. Vulnerable people including women, children and youth, particularly from remote and peri-urban areas, experience limited access to formal justice. There are also high levels of violence against women and children and non-responsiveness of the policing and justice system[67]. Community members engaged through the evaluation emphasised their high rates of FSV experience, reporting that violence was prevalent due to cultural beliefs and a prevailing lack of awareness that violence against women is a crime. They reinforced the critical need for awareness raising, prevention and establishment of greater linkages between the formal and informal justice systems. Responding to high levels of need, focus group discussions indicated that community-based initiatives are highly valued and endorsed by participating communities.

The Program implements a range of community interventions through CSO grants and community partnerships including: the AP/RC Pilot project; community awareness raising sessions (for chiefs, community members, women, men and youth) in Malekula, Blacksands, and Santo co-facilitated by experts from across the sector such as OPP, SPD and VWC; cross-sector workshops for youth from Whitesands and Wan Smolbag Youth Centre; and disability projects (implemented by VSPD and Disabled Persons Organisations, DPOs). Community level FSV initiatives are resulting in positive changes including: raised awareness of FSV laws and services; opening of a dialogue within communities about FSV, prevention and changing of norms and behaviours; and increasing community knowledge of and links with formal policing and justice agencies and support services.

Enhanced awareness of the Family Protection Act (FPA) is resulting from structured awareness activities and information sessions, as well as the visibility of community activities. Several community members reported it was the first time that both women and men within their communities had

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[67] SRBJS Project Design Document, DFAT 2016, p. 10.

received critical information about the FPA and learned that violence against women is a crime. The Program is appropriately and effectively targeting a range of different stakeholder groups in separate awareness raising sessions conducted by stakeholders with strong knowledge of the FPA and experience in the justice system. There is however, need to ensure more isolated women and people with disability are reached and supported to participate. These activities are garnering interest, with more community leaders requesting awareness workshops, and more people accessing the VWC to obtain legal information.

There is evidence that community level initiatives are supporting prevention and changing behaviour. The AP Program has witnessed increased awareness of domestic crimes and surveys reported perceptions of a reduction in the incidence of violence[68]. Initiatives are opening a dialogue within communities about FSV. Through the AP/RC Pilot, APs provide regular support to families, helping them to discuss gender roles and communication patterns, supporting families to find alternatives to violence. Cross-sector awareness workshops held for youth appear to be very effective, providing an excellent a mix of information, discussion and dialogue, and exposure to services. They enable young men and women to have structured and safe debates about gender roles, stereotypes and women's rights. One female youth respondent reported learning and applying strategies in her communications with her partner to stop the escalation of his violence. Youth reported that some men had changed their treatment of their wives as a result of the workshop and that the role of the prison visit in the youth training seems to have had a positive effect in deterring young men from committing offences in some areas.

> *'As part of the workshop we learned about domestic and sexual violence and the law. We had debates about women's roles and rights with male youth. We then went on a "state justice" tour and visited the FPU, VWC and Magistrates' Court. We finished at the corrections centre. The boys who break the law changed after meeting with detainees. Since returning some of the men have changed and are being nicer to their wives and doing the dishes and cleaning'*
> *- Female youth*

At these early stages, the value and benefit of the AP program appears to lie in prevention and influencing the community to commit less violence. It has had a broader effect on crime and misbehaviour in addition to domestic violence, as youths are afraid to swear at APs and engage in other problem behaviour given the threat of being reported to police. The threat that police will come if an order is breached is causing the community to respect the order. Having the police officer visit the community regularly reinforces this. The associated six-weekly police visits are a critical element to support the APs and make a police presence visible in communities, of benefit in itself.

These community level projects represent small pockets of practice, and have not been implemented at scale. The continued success of these initiatives is likely to be linked with quality of services and support women receive if they access the formal justice system. For example, if women are encouraged to make reports and police do not follow up, this could undermine the impact of the initiatives. It is also unlikely that week long youth cross-sector workshops will affect far reaching and sustained behaviour change. While projects have seen good outcomes for both women and men, to deepen impact, the Program needs to work in a more consistent way with specific communities over the longer term, and raise greater awareness amongst men, working beyond awareness on attitude and behaviour change. Participating communities pointed to the need for the Program to better engage chiefs[69], so that they can work directly with offenders and better link in and support initiatives.

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[68] Draft Evaluation of the AP-RC Pilot, p.6.

[69] Respondents from Tokyo Buninga and Olin reported that their communities were part of a "Nasara" which has four chiefs in the area. As not all of the four chiefs had been engaged, some communities were unable to approach APs. Focus group respondents also noted that some of the roles played by APs traditionally belong to chiefs, and that the level of support and endorsement provided by the chief for the AP (which influences community uptake) was dependent on each chief's personal understanding and level of support for the project.

Complementing youth awareness initiatives with the AP program element would also make it more effective and sustainable.

Formal policing and justice elements and community level initiatives have been well integrated within the Program. The Program has bought key policing and justice partners to the community and has also linked community members with the formal system through exposure visits and referrals. The youth tour to the justice services and the VWC has been particularly helpful for women, who now know where to go for help. Police involvement in the AP program is highly effective in linking police and community, and is perceived as such by both sides; community are willing to say very positive things about the police in this context, while still noting that police response to incidents is weak. Effective implementation of the FPA requires this increasing demand and enhanced links with policing and justice agencies to be matched by community trust and confidence in the system.

As outlined in Finding 7, the EOPOs are at a very high level and there is no data available to comprehensively assess the Program's achievement of these. Community perceptions surveys of the police and justice system have not been carried out in Vanuatu since the last Community Police Perceptions Survey in 2011 as they have been in other countries in the Pacific. The last national survey carried out in relation to FSV in Vanuatu was in 2011[70]. Data obtained regarding behaviour change as part of this evaluation is anecdotal and only a small sample size was used. As the project expands and deepens its community level work, it would benefit from introducing mechanisms to monitor changes in awareness and behaviour, community experience and levels of confidence and trust in the formal justice system and deepen understanding of how FSV is being responded to in communities, through both the informal and formal systems.

The Program has a strong focus on women and youth. People with disability are also a vulnerable group that the Program seeks to support. Girls and young women with disabilities are at the greatest risk of sexual violence, and face up to ten times more gender-based violence than those without disabilities[71]. The SRBJS design document strongly and appropriately incorporates disability inclusion. As outlined in detail under Finding 18, the Program has played a significant role in advancing disability inclusion more broadly across Vanuatu through support to the Disability Desk within the MJCS and strengthening disability focused NGO, VSPD. While this work has been foundational and appropriate, it has not yet resulted in strong program linkages with the policing and justice work carried out within communities supported through the Program. It is envisaged that support to the Disability Desk and VSPD will support disability inclusion at the community level in the longer term, as disability inclusion committees are established across six provinces that link with stationed police officers. There is a need to bring this work more sharply into the focus in the next phase and ensure strong engagement by Vanuatu's national DPO - Disability Promotion and Advocacy Association (DPA), to ensure all SRBJS's community level initiatives appropriately engage people with disability. Training for APs/RCs should also integrate disability content and equip APs/RCs with the knowledge and skills to effectively engage and respond to people with disability who experience FSV.

Due to the early indications of success of these activities, there is a strong case to continue and extend community level engagement. There is a relatively small level of financial investment directed to community level initiatives compared with investment in the formal justice system. Care should be given to ensuring that community-focused work is not diminished in favour of other more institutional and formal elements of the Program. Consideration will also need to be given to balancing the weight of investment between extending and deepening change in the communities already engaged and expanding activities to reach new communities.

Recommendation 5

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[70] A National Survey conducted eight years ago by VWC and the NSO 'Vanuatu National Survey on Women's Lives and Family Relationships', 2011.
[71] Source: A global study conducted by UNFPA, 2018 which can be accessed here.

> The Program should continue to invest at the community level and should ensure that government agencies are engaged in reflecting on the feedback from communities in planning and delivering their services. Efforts should be made to support the GoV to lead implementation and take this approach to scale.

The Program should consider further support to the Ministry of Justice and Community Services (MJCS) to implement the AP approach to the FPA and advocate for further government funding for implementation. Key partnerships with organisations for people with disability, and women's organisations, are integral to the success of the approach and should continue. Further mechanisms could be developed to monitor changes in awareness and behaviour, community experience and levels of confidence and trust in the formal justice system and deepen understanding of how FSV is being responded to in communities, through both the informal and formal systems.

Finding 6: consistent approach to capacity development

There are a **wide range of approaches** and practices for capacity development across the Program. Assistance model with **less clear pathways to local ownership** and sustainability. Some parts of the Program **demonstrate good practice** and other parts of the Program rely on a more traditional approach with **less clear pathways to local ownership** and sustainability

There are a range of approaches to capacity development evident across the Program, in theory and practice. The design and associated documents embed several theoretical approaches to capacity development, including:

i) The four levels "individual, organisational, institutional, sector levels"[72] which is based on the idea of sustaining individual changes in behaviour to organisational support and institutional norms;

ii) the "supply and demand" approach to good governance[73], which is based on the idea of sustaining capacity improvements by changing citizen expectations for the quality of services and using their electoral (political) pressure to ensure services continue;

iii) taking a "problem-driven iterative adaptive" (PDIA)[74] approach [75], based on the idea of supporting self-generating solutions from within the context, and 'learning by doing' and action research.

iv) Adopting a "systems approach" [76] based on the ideas of ''start anywhere go anywhere'' that recognises that every capacity constraint (and improvement) operates in a more complex system and the pathway to change is not linear;

v) Taking a "thinking and working politically" approach based on the idea of seizing opportunities and momentum for change led by internal advocates, and developing unique local solutions, rather than imposing pre-determined external solutions;

vi) Being "outcomes and performance driven"[77], based on the idea of using a binding vision to motivate and guide activities and planning.

In addition, the AFP have an internal approach to capacity building based on:

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[72] NB in most theoretic frameworks, there are four levels, with the fifth of "community" which is included in the SRBJS design being more related to another approach – that of supply and demand for good governance, rather than a 'level' or layer of capacity development. https://www.clearwatervic.com.au/about-us/what-is-capacity-building.php retrieved 20/09/19

[73] Rhodes, D and Antoine, E. 2013, *Practitioners' Handbook for Capacity Development: A Cross-Cultural Approach,* Leadership Strategies.

[74] Source: Building State Capability, Centre for international Development, University of Harvard, retrieved 20/09/19

[75] Justice and Community Services Sector Capacity Development Strategy, 2017-2020, Dr Vicki Vaartjes, Capacity Development & Leadership Adviser (Justice), May 2017,

[76] Justice and Community Services Sector Capacity Development Strategy, 2017-2020, Dr Vicki Vaartjes, Capacity Development & Leadership Adviser (Justice), May 2017 – particularly Fig 7 page 20.

[77] Rhodes, op cit.

vii) "rules, tools and skills"[78] based on a capability framework for ensuring services can be delivered.

At the individual level, a familiar frame of reference for capacity building is the:

viii) "Do -> teach -> support -> mentor -> monitor" progression [79]which is based on a notion of 'doing yourself out of a job' by leaving skills behind when you withdraw.

There is considerable evidence of effective practice against all of these approaches:

Conceptual framing	Examples in practice
The levels	The Program has activities for individual training (eg Victorian Bar training for government lawyers), organisational support (eg CSU work on budgeting and planning); institutional norms (working relationships between police and prosecutors), and sector coordination (Finance, M&E and HR networks).
Supply and demand	While the Program is focused primarily on improving government services (supply), it has complementary activities on community awareness and engagement through the AP Program and Community Outreach visits from legal teams (demand).
Problem driven iterative adaptation	The Program has initiated several internal reviews of activities as action research which have guided future plans. These include: ▪ Evaluation Report - PJSPV Support for Case and Data Management Systems and management response, 2015; ▪ Review of SRBJ Grants Facility and management response, 2015; ▪ Women in Leadership Mentoring Program: Status Update, 2016; ▪ Evaluation of program support for sector collaboration, 2016; ▪ Improving Service Delivery in Justice Institutions, Case Study: Improvement in Case Management in State Prosecutions Department, 2016; ▪ Evaluation Report: Legal Advocacy Skills Development in the Public Sector, Vanuatu, 2016. All of these except the first Evaluation Report were carried out in the previous phase.
Systems	The 'start anywhere, go everywhere' model of the CD Strategy adopts this approach. The work of the AFP Adviser in Santo initiating innovative one-off activities to stimulate changes in organisational culture and community relationships would be an example, where individual activities are not necessarily linked in a linear way to some grand plan.[80] The subsequent efforts of the SANMA command to upgrade the training of VMF recruits to work as part of the one-force in Santo is an example of localised systems thinking and impact (which may or may not be attributed to the Program's efforts).
Thinking and Working Politically	The responsiveness of the Program to the policy imperatives of the Step Up, the goals of the NSDP and the commitment of the relevant Minister to increase police numbers is a positive indication of TWP, and presents opportunities for further efforts that bring about long term change.
Outcomes focused	Program implementers (Advisers) and counterparts consistently report that the emphasis in the design on prevention and responsiveness to FSV was driving activities in different parts of the Program.

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[78] Ibid.

[79] Ibid.

[80] Activities such as the training for VPF recruits could be used in this manner if this approach was a guiding framework for capacity development and the Program's theory of change.

Rules, tools and skills	AFP advisers in particular refer to the internal training and models for rules, tools and skills that underpin their approach. The work within the General Duties section of Port Vila Central Police Station is an example of supporting rules (through introduction of systems and management norms), tools (through vehicles and equipment), and skills (through training).
Do -> monitor Progression	Much of the work of Advisers is supporting individual counterparts through workplace training and mentoring. Two examples, the Policing Adviser in the FPU, and the Legal Adviser in the PSO, have progressed in their support to the work units from ''doing'' the work to supporting, supervising and monitoring the work of counterparts.

Being overly complex has led to missed opportunities

The Capacity Development Strategy developed for the Program[81] provides a comprehensive framework and plan which utilises all of these concepts and practices. This strategy, while conceptually sound in many ways, is overly complicated for practical implementation, and progress is hard to monitor.[82] In the words of one Adviser "*just keep it simple for us to use*" (Program Adviser). A significant challenge is that without common approach management does not have a way to manage performance and opportunities may be being lost as a result. Some example of opportunities to be taken from different perspectives include:

Supply and demand	The AP and Community Outreach activities have demonstrated very strong interest and engagement from communities. This level of engagement does not appear to be understood by GoV in a manner which attracts political (both administrative, nor parliamentary) attention which might lead to more resources or commitments being made to extend and roll out the activities. There are many ways in which the voices of communities could be enhanced to reach policy and decision makers which may impact on improvement of services. This would *include* the voice of the community and government demand back to the GoA that these activities should be increasingly prioritised and supported by the Program.
Thinking and Working Politically	The training of new recruits being driven by the Ministry of Internal Affairs (MoIA) and supported by the Step Up is a critical opportunity to identify operational and financing constraints across the policing system. Ongoing policy dialogue and engagement could support better integration into the policing structure and ongoing budget planning.
Rules, tools and skills	A simple analysis of the "capacity" of VPF units shows that 'tools' are widely lacking, as a basic capability framework. Strategies for working with the GoV to overcome these constraints and to ensure the tools are available would be fundamental if capacity is to be sustained. The problems of mobility (vehicles and fuel) is a maintenance and asset management problem which could be used as a policy condition for further support (including direct budget support) to drive internal change within this model.
Do -> Monitor progression	While there are some Advisers who work themselves out of a job progressively, there are others who may continue to "do" too much, rather than step back and support their counterparts. Monitoring across the Program using this

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[81] Justice and Community Services Sector Capacity Development Strategy, 2017-2020, Dr Vicki Vaartjes, Capacity Development & Leadership Adviser (Justice), May 2017

[82] The monitoring of progress is extensive, but tells too many stories in too many different ways to enable an overview analysis of where we are at now compared to expectations. As a result, it is being managed and reported on as multiple separate projects, not one coherent program.

	model would help identify where changes should be made and where support to Advisers to adjust their approaches could be provided.

A key reason for the complex approach to capacity development being evident is that at its core the Program is heavily dependent on the Technical Assistance (or Adviser) modality. The Program has made strong efforts to develop 'strategies' for capacity development, but this has not fundamentally changed the underlying approach. There are two main things the Program can do about this: i) learn from the good practice within the TA modality evident in the Program; and ii) explore the use of complementary and alternative modalities.

Good practice Technical Assistance

The Program offers some excellent examples of technical assistance, seen from different perspectives[83]. These demonstrate the power of TA to add value to a context and setting in a manner that stimulates and supports sustainable change. This would include: TA as facilitator; TA as providing convening power; TA as broker and confidence builder; and TA as process consultant. The Program also offers examples of traditional TA practice, which is not sustainable and at times can be seen to lead to further dependency: TA as providing a short-term technical fix; TA as capacity substitution; TA acting in line positions.

Technical Assistance accounts for a large proportion of the budget. The analysis of current approaches to TA is consistent with the discussion on the additional implicit objective of the Program, to ensure an underlying operational capacity in policing and justice services, as some of the TA is clearly capacity substitution and providing short-term technical solutions, while some is aimed at longer term capacity development. The role of AFP advisers in representing an Australian presence and the mutually agreed benefits of that could also be acknowledged beyond the operational and capacity building expectations of those Advisers. The Program would benefit from a clearer articulation of the purpose and positioning of each TA position, and from a more straightforward method of reporting on the effectiveness of each position in relation to expected outcomes.

Overall, a lower reliance on TA as the modality should be considered for the future, which would free up considerable resources to support GoV requests for operational support in some areas, as well as ensure stronger ownership and responsibility for managing reform and change needed to address underlying constraints in the sector. Such an approach would require stronger policy dialogue from the GoA and more tools in the Contractor's and AFP toolkit for program implementation. More transparency about the operational budget available to the GoV for activity implementation, working alongside or complementary to TA workplans, could also be instituted.

Recommendations 6:
One underlying strategy for Capacity Development should be selected as best linked to one key theory of change for the design. This could the problem driven iterative adaptation (PDIA) approach for capacity development linked to a sector wide approach of the design's Theory of Change[84].

Adoption of the PDIA approach to capacity development and program design would require some re-setting of implementation and reporting arrangements away from a traditional 'program logic model' but in fact better represents important aspects of the current operating model (such as flexible work plans, a flexible annual budget, changing priorities according to changing agency priorities and plans, and responding to changing counterparts and leadership priorities). A 'one team' understanding of capacity development would also allow for ease of reporting. Stronger efforts to move away from traditional TA models (Adviser with Counterparts) towards facilitation and empowerment models should be considered further and implementation arrangements to avoid reliance on long term TA.

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[83]Additional examples were provided to DFAT and management separately on these examples.
[84] Or alternatively to an outcomes/vision focus could be the guiding strategy for the Theory of Change.

Alternative modalities could be considered to enable stronger policy dialogue opportunities between GoA and GoV to progress key reforms and raise underlying constraints.

Finding 7: aligning implementation arrangements to drive and report on results

The EOPOs have **driven performance towards a vision of results** through integrated systems thinking, **but the implementation arrangements** (program logic, M&E, annual planning and budget systems) **are complex and not well aligned**, and could be more efficient to manage.

The program logic of the design, which includes EOPOs and design structure, is featured in Figure 7 below. The EOPOs express a long-term vision for improving capacity, access and quality of services in policing, justice and community services. A distinctive feature of the statements is that they focus on the beneficiaries being women and children in particular, referencing the high incidence of FSV as a proportion of overall crime in Vanuatu. The EOPOs are also consciously integrated (not separating out police, justice and community agencies). These features of the EOPOs, and the way they have been communicated and used as a reference point by the Program has galvanised attention to the intended outcomes and results, rather than to the activities or outputs of the Program. These have come over time to represent the "vision'' for the Program, rather than a statement of expected end states, as represented in the program logic diagram as headings for IOs.

The IOs of the program logic reinforce the integrated and systems nature of the thinking behind the design. They refer to sector-wide outcomes that would be evident through implementation, for example "Police prosecutors and public sector lawyers are providing more professional and timely representation" or "Sector agencies and targeted non-state actors are responding more effectively to cases involving violence against women and children". They do not refer to individual Agencies, or functions of the justice sector, but the collective results. While this can be viewed as positive, a downside is that these statements do not guide planning and implementation of the Program, are there is no direct accountability for their achievement. In many ways, they would be better regarded as a "set of indicators'' of progress towards the EOPOs rather than IOs in themselves. For example, "IO 8: Targeted communities have greater trust and confidence in the VPF" is really a proxy indicator for EOPO 2 rather than a separate result of the Program's activities. The program logic has no output level, or activity level, which means there are no tangible deliverables expected of the Program in its design.

Given this lack of guiding program design structure, it is not surprising that several approaches to implementation arrangements have been created:

- A budget structure, with Reimbursable Personnel costs (5 headings), Operational Costs (8 sub-categories), and Activity Costs against "component" headings by Policing (10 headings) and Justice (7 headings), and Cross Sectoral Strengthening activity costs (3 sub-categories);
- An M&E structure, with indicators against IOs and EOPOs, plus additional data collection and analysis processes for reporting (such as the "reach and coverage" tables);
- A capacity development framework, focused on the 5 "levels" (and additional approaches to be adopted);
- An annual workplan structure, with theme headings (14 themes in 2019), and outputs and milestones as deliverables.

Figure 7: SRBJS Program Logic

Program Goal: Stretem rod blong jastis mo sefti long Vanuatu
Improved policing, justice and community services in Vanuatu

Program Objective VPF, justice and community services agencies and targeted non-state actors provide fair, equitable and quality services that meet the needs of the community

END OF PROGRAM OUTCOMES - these are the high level goals the program is aiming for by 2020

1. VPF, justice and community services agencies and targeted non-state actors demonstrate strengthened **service delivery capacity**, particularly in their handling of cases involving women, children and youth

2. Women, children and youth are increasingly **accessing** state policing, justice and community services in targeted locations

3. VPF, justice and community services agencies and targeted non-state actors demonstrate improved **quality** of service delivery to women children and youth in targeted locations

INTERMEDIATE OUTCOMES

Pillar 1: Strengthening policing, justice and community services institutions

1. Individuals are participating in targeted skills development, and are applying this in their work, to contribute to strengthened service delivery
2. Police prosecutors and public sector lawyers are providing more professional and timely representation
3. Sector agencies are better managing their human and financial resources
4. Women's professional participation in the sector is enhanced
5. Sector agencies are working together more effectively to achieve and sustain improvements in service delivery
6. Sector agencies improve their evidence and knowledge base and are using this to inform decision-making about service delivery
7. Sector agencies make coordinated reductions in delay in the state policing, justice and community services system
8. Targeted communities have greater trust and confidence in the VPF

Pillar 2: Improving people's access to justice
Involves an emphasis on access to justice for survivors of violence against women & children

9. Sector agencies are delivering more services, including expanding the reach of services to targeted provincial locations
10. Targeted communities better understand the policing, justice and community services system and how to use it (includes enhanced understanding of the law and human rights)
11. Targeted communities are increasingly claiming their rights to assistance and access to state policing, justice and community services (involves building demand for services and increased use)
12. Targeted non-state actors better understand the law and human rights and are acting more consistently with these standards as community conflict managers

Pillar 3: Support to vulnerable and at-risk groups
A: Addressing violence against women and children

13. Sector agencies and targeted non-state actors are responding more effectively to cases involving violence against women and children

B: Improving responses to youth in conflict with the law

14. Sector agencies and targeted communities work together to respond more effectively to juvenile justice issues

C: Promoting the human rights of persons with disabilities

15. Sector agencies are responding more effectively to the needs of persons with disabilities

LEVEL 5 Community supported to access policing, justice and community services

LEVEL 4 Sector is supported to work together as a sector for better service delivery

LEVEL 3 Institutions strengthened for better service delivery

LEVEL 2 Technical Groups strengthened to enable better service delivery

LEVEL 1 Individuals supported to deliver better quality services

Integrated 5-level approach for strengthening service delivery capacity

Operating principles

These principles will guide the way we work

Partnership and mutual accountability

Sustainability and ownership

Gender equality and women's empowerment

Disability inclusiveness

Child protection and juvenile justice

Information sharing and evidence-based decision making

Anti-corruption

In addition, in the real-world setting, the Program is directed towards 14 separate Agencies with 22 separate work units. The evaluation team also analysed that the Program operates in 12 different modes (the categories for like-for-like financing and implementation the subject of analysis in Finding 3).

These different lenses with which to view the Program are not consistent with each other and make management and monitoring highly problematic. Some constraints of these implementation arrangements are:

- The EOPOs are at a very high, unattainable level, and there is no baseline and ability to monitor change over time using quantitative or qualitative data against standardised indicators at present.[85] This might be acceptable if the IOs were a proxy or milestone towards the EOPOs, but because they are cross-sectoral indicators themselves, and they are not now being used as the main framework for gathering data about performance[86], there is an absence of outcome or impact level monitoring data.
- The budget is developed on the basis on cost categories, and does not use Activity Based Costing methods. This means that it is not possible to tell how much money is allocated to specific outcome areas (or even outputs), as personnel is budgeted separately to activities. Moreover, the budgeted ''activities'' are low level individual grants, not directly linked to any IOs (given the absence of any Outputs in the design program logic). The separate budget allocation to the AFP for the policing support compounds this difficulty, as the overall personnel costs related to program deliverables are not available nor transparent to the GoV.
- The annual workplan provides only very detailed milestones (deliverables) against theme headings which do not appear in the design program logic, so it is not possible to tell progress against the overall design, only progress on implementation on a yearly plan. This annual workplan does not capture the breadth of ongoing work in the Program, as it only highlights the one-off milestones to be achieved that year, not the ongoing operational and capacity building support being provided to individuals, agencies and the sector.

The complexity of the program logic and implementation arrangements may also have affected the working relationships between DFAT, the GoV, the Managing Contractor and the AFP, as there are different understandings and expectations from the Program. The multiple 'lenses' with which to view the Program has added to the transactions and time needed to review and approve documents and plans. At the operational level, different GoV agencies interact with the Program in different ways. Advisers manage their workloads, relationships and plans in a different manner. While this creates responsiveness to local partners, it also allows for different quality and approaches in implementation, and adds some inefficiency to management and reporting.

Program governance has been driven by the hybrid implementation modality: with separate Program Management Groups for the justice sector and policing sector, in part related to the separate implementing partners (Contractor, and AFP/Contractor), but also the different counterparts and program histories. The separate management structures (AFP Commander leading AFP and other policing advisers, and Contractor Team Leader for Contractor Advisers) has created some misalignment and relationship tension where both Contracted and AFP Advisers work together. The 'Program Manager' role within the Contractor is a coordinating and information sharing role, rather than a leading or directing role, resulting in a stronger implementation and decision-making role for Post at times. Individuals and team have largely worked to overcome these challenges at the operational level. There are opportunities to streamline and simplify the management, reporting and accountability structures based on good practice and lessons learnt, and to embed a 'partnership'

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[85] There is good information about achievements in each of the EOPOs, as demonstrated in this Review, but no consistent methodology to report on change over time.
[86] See the latest Six-Monthly Report, Jan to June 2019.

model with the Contractor leading on operational and management issues and Australian Government agencies (DFAT, AFP, ADF) jointly agreeing on policy issues within a Post-led WOG process.

A significant part of the challenge that has given rise to the level of complexity and different design perspectives is that there is not an easy 'fit' between a program logic based on a linear diagram representation (used by DFAT standard templates and the Program) and some of the underlying ideas behind the design (the real theory of change). For example, one key theory of change idea is expressed in the Capacity Development Strategy, that of 'systems thinking' to 'start anywhere, go everywhere', which is represented by a systems circular diagram. Another example is the use of the "5 levels" of capacity, which sits alongside the program logic diagram, but is separate to the basic logic architecture. An innovative representation of the core ideas of the design, once sifted and selected, could be more appropriate.

Figure 8: Capacity development tool to assist in planning and encourage a systemic approach[87]
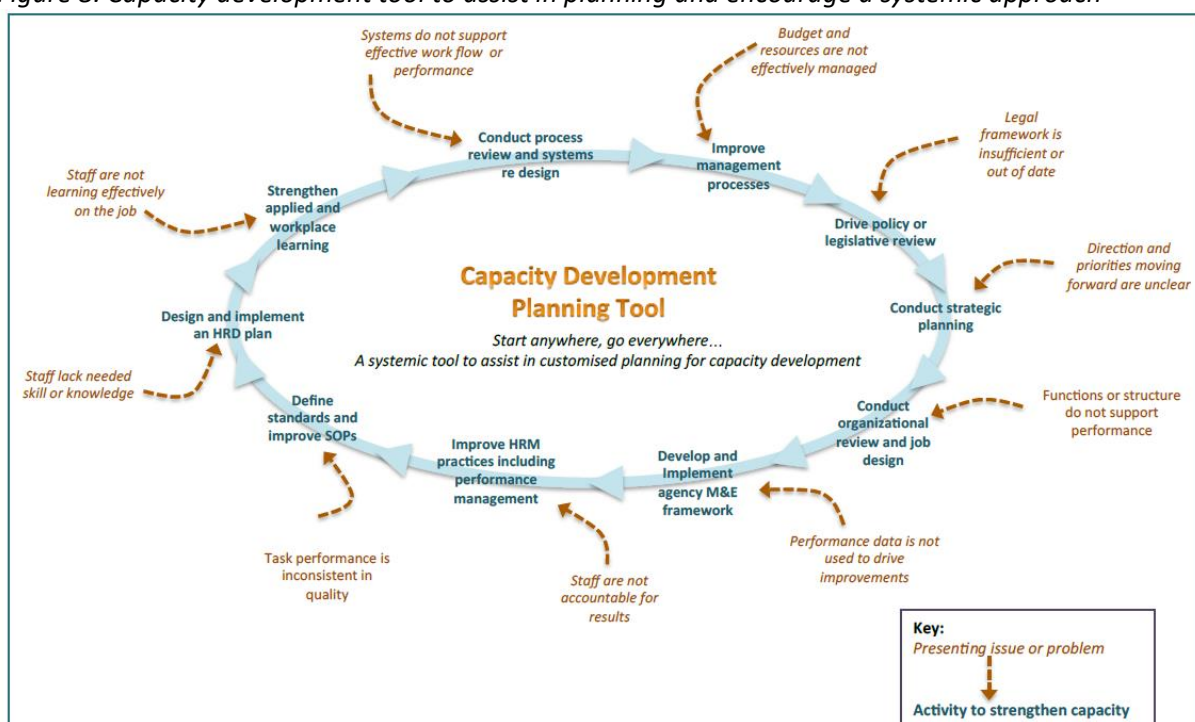
All of the theories and approaches referred to in the design and associated documents have merit, and have relevance to the Program. However not all are necessary, and simplification of implementation architecture and stronger alignment would assist in greater transparency (to GoV as well as GoA), accountability and efficiency in management. In particular, settling on one key underlying theory of change (how change will occur in this sector, context and setting), and identifying an output and component structure that aligns accountability for performance with real-world organisations and functions are two key ingredients for improved management and oversight.

Assessing quality and progress
The evaluation team observed that the quality of Program inputs was generally high to very high. This concerns the selection and approach of Advisers (both contracted and AFP deployed), and the management and allocation of funding for grants. Two areas of concern are apparent: the transparency and processes for allocation of funds for operational costs, particularly in policing; and management mechanisms for the overall team of Advisers across the Program to work collectively. Many Advisers were not aware of how internal Program decisions were being made for allocation of operational support costs to different partner agencies and it was not apparent to the evaluation team

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what the processes were. GoV counterparts raised in several discussions that they did not know total budgets available or have insight into how priorities were determined for funding allocation. Many requests were received and canvassed by the evaluation team, and reportedly to Program management and to DFAT directly, but no transparent processes are clear to the GoV on how resources are prioritised. Several Advisers, DFAT officers, and counterparts gave examples of Advisers working in a less than team oriented or cooperative manner with others, although these were considered carefully and suggested as isolated examples rather than the norm.

Given the lack of output and activity levels in the program logic (with the design providing that activities and outputs be specified in the annual work planning process), the Contractor reports on progress by percentage of expenditure against budget[88]. On that measure, management has been relatively efficient. Overall expenditure is 60% of the total budget of A$20million at 62.5% completion of the time frame for the Program (at June 30, 2019). This is an excellent result in terms of the Program executing its budget. Budget allocations for the 2018-19 financial year were 100% expensed which was positive for both DFAT and the Program[89].

Table 3: Life of Contract % expenditure by theme (as of Jan–Jun 2019 Report)

Theme	%
Specified Personnel Costs	66%
Unspecified Personnel Costs	81%
Adviser Support Costs	57%
Operational Costs	58%
Program Activity Costs	42%

Recommendation 7
A "reset" process for further adapting and updating the program management and implementation arrangements should be conducted in 2020 to prepare for implementation of the next phase from 2021-2024. This is an opportunity to capture the ongoing adaptation and refinement that has occurred to date.

The existing EOPOs could remain as the key focal vision for the Program to ensure efforts to bring about system changes that result in benefits for women and vulnerable people. An additional statement could be included in the program logic and M&E of "Help the GoV to build and maintain the confidence of the public in safety and security". Monitoring and evaluation arrangements could maintain the methods of the latest six-monthly report to capture steps taken, lessons learnt and progress towards EOPOs. Longitudinal studies on EOPOs could be commissioned as separate pieces of research. This could be done across the whole of the Aid Investment Plan (AIP) outcomes rather than program by program and in a manner that works with GoV systems. Budgeting, financial reporting, components (and Outputs instead of IOs) could be aligned to management accountabilities. More transparent and joint decision-making processes for funding allocation for project activities could be introduced as a pathway to working in partner systems. Clear partnership approaches, management structures and communication protocols between the Contractor, AFP, DFAT Post and other parties could be negotiated as part of the 'reset' for the next phase.

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[88] In 2018, upon a DFAT request to report on the percentage of annual work plan achieved, the Contractor reported that 60% of the annual work plan was achieved.
[89] SRBJS Progress Report, Jan-June 2019, pp.29-30.

Section 4: Conclusion

This evaluation report highlights the key findings of a multi-method methodology for data collection and analysis of a complex and varied program. The judgements formed by the team were generated through consideration of the data, immersion in the context, and application of comparative experience in other contexts. Through a process of verification and revision through feedback from stakeholders, the evidence and discussion was strengthened. The overall impression intended is that this is one of the most well-performing development programs that the individuals on the evaluation team have seen. This is particularly significant given the complexity of the sector and agencies involved, the constraints in the operating environment, and the inevitable challenges and tensions that were evident in implementation when working with multiple implementing partners with different underlying mandates and incentives. While the findings and recommendations appear to be far-reaching, the evaluation team acknowledges and expects that stakeholders will receive and respond to suggestions in the context of what is practical, timely and possible in the context of the day. They are intended to stimulate thought and consideration for how the Program may be improved even further in the short and medium term.

Section 5: Annexes

5.1   Detailed assessment table

Area	Analysis	Capacity building	Gender inclusion
1. VPF-CID	• **Systemic analysis and reflection:** TA has instituted systematic participatory gap and problem identification and analysis sessions to identify areas of improvement. • **Motivated staff**: The TA advisor is seizing on the momentum of motivated staff, working to achieve quick wins and tangible improvements such as the establishment of timeline procedure). • **Improved quality of briefs**: Improvements in briefs by CID supported by the Program have led to better magistrate judgements. • **Use of CMS is a success story in the police**: PIMS/CMS is being used and embraced enthusiastically for reflection and learning. • **Advocacy for effective resource management required**: officers are regularly pulled out to work on top level investigations, affecting workforce capacity.	• The Advisor is supporting collective participatory analysis, playing a facilitator role rather than external role, supporting ownership and local analysis capacity. • The advisor is building individual capacity, but also working at a systems level, such as through establishing reflection processes that examine the quality of investigations through use of case studies. • Support is connected across units, with CID integrated with CMS, GDs and OPP.	• Strong promotion of female CID officers who are empowered as investigations. • Female TA advisor, acknowledged as having a positive and effective impact on gender within CID. • CID are focused on murder, and most FSV cases in Port Villa go through FPU which is heavily burdened. A lack of clarify provided on how CID officers integrated gender considerations into their work.
2. VPF-FPU	• **Successful outcomes:** deals with more than 50% of overall cases going to court from whole VPF, excellent at their job and well versed in legislation. • **Over-burdened and under-resourced**: The caseload of FPU is high and the unit is understaffed, with only four staff out a workforce target allocation of 12. • **PIMS enables investigative work**: The information management system makes it easier to collect, conduct investigations and provide information to other stakeholders. • **Legitimising and protection FPU:** The Program brings political coverage to operate. The program could undertake greater efforts and apply political pressure to garner leadership support for the unit and its investigators.	• There is limited evidence that the Program is thinking and working politically to address issues associated with lack of resourcing and support. • The advisor is considering how to support the units to work together and create more awareness within the police force more generally (mentoring, coaching). For example, a junior GD office holding a case was mentored by FPU officers. • Advisor also linked with GD to address issues affecting FPU who	• External facing – the key unit dealing with investigations of FSV and early point of contact for vulnerable women. • FSV can be considered a female issue and the FPU a 'female' unit, which reportedly leads to FPU being under-resourced and prioritiesd and not getting the traction and political support required. • The previous head of FPU was a male gender advocate and is perceived to be more effective

Area	Analysis	Capacity building	Gender inclusion
	• **Changing of community perceptions**: Trying to change community perceptions by demonstrated deep interconnectedness with the Program and police.	were often not working on critical cases due to a lack of triage.	within VFP. Identifying and working with male advocates within Program.
3. VPF-PTC	• **Lack of strategic alignment:** Support to recruits is not taking place within a broader financing strategy which is a fundamental flaw for sustainability of the activities. • **Positive and negative implications:** There is now training course content and training in place (after several years with no training) however some concerns were raised about the quality of recruits. • **Lack of feedback loops to assess and improve the quality of training**: While recruits keep a workbook, there are no other measures in place to assess the extent to which the training is equipping recruits. • **Missed opportunity to link with the VMF**: more consideration could have been given to exploring the development of a higher quality integrated VPF / VMF training. • **Resourcing creating risks and affecting the wider Program:** resources in this area divert attention from other activities, risks are not being addressed, and other advisors are not being strategically linked in on this issue.	• The recruits training approach does not comprise a sustainability strategy. It is funded entirely by Australia and could not be run without the Program's support, resulting in capacity substitution. • Conflicting information provided about the extent to which the Program has built the capacity of local trainers to run the training independently. • Alternative forms of support could be drawn on to develop capacity and deliver the training Program and develop stronger links with ADF training	• A very small number of women in latest round of recruits due to selection criteria related to height, marriage and child status. The Program tried to advocate on this issue but was unsuccessful. • The training content has a gender component, with VWC and WAN providing some training on the FPA, though this session needs to be more extensive. • A range of local gender expertise that could be drawn on to strengthen and extend the gender component of the training (such as VWC).

Area	Analysis	Capacity building	Gender inclusion
4. VPF-GD	• **Significance of GD:** In the chain of justice, GD is the first point of contact for victims and offenders, so it has a very important role to play in the criminal justice system. • **Counterpart relationships:** TA is very well respected and has strong relationships with counterparts, and can communicate well in Bislama. TA makes attempts to build relationships outside of work and has been successful in establishing trust. • **Program contribution to GD:** TA has been able to secure practical progress toward VPF service delivery (e.g. two program vehicles), though this may have made other capacity development work more difficult as training/mentoring appears to be less valued by leadership than mobility assets. • **Operating context:** Concerns over the structural integrity of Port Vila Central Station is constraining the ability of TA to interact with counterparts, including in GD, as there is limited access to the building for reasons of workplace safety. Basic resourcing is inadequate at the Port Vila Central Station, including officers being unable to make outside calls due to the type of VOIP phones and limited budget. • **Coordination with other VPF units:** Support to GD appears to be operating in a siloed way. For example, further focus is needed to complete the feedback loop to the PTC. While there is a requirement for new recruits to complete a workbook, opportunities exist for TA evaluation and feedback to the PTC on recruit quality and areas of training that may require change (8 females and 22 male recruits were assigned to GD in January 2019, with 10 of these recruits based in Port Vila).	• It is difficult to train individuals in GD, as they are rostered on rotations and have limited time during work hours for training. TA is delivering training when possible. • A stronger focus on systems would assist in building capacity (e.g. people in custody are only released once TA checks the cells, rather than having systems in place to ensure that detention meets any legal requirements). • While GD interest in PIMS is reportedly low, further support is needed to encourage and build the capacity of officers and management to use it to generate data for operational decision-making.	• There appears to be a limited conception within GD of how gender is to be addressed (both internally for female officers, and externally in the protection of women, children, youth and PWD under the EOPOs, though there is interest in conducting more community work). • GD would benefit from further Program support on how the VPF can take a 'whole of service' approach to supporting vulnerable people, as the current thinking appears to be that all people are served equally by the VPF (without taking into account that not all people e.g. women and children can access the police equally).
5. CSU in VPF	• **Improvements in budget management:** There is typically a budget overspend, while this year the budget was slightly exceeded in terms of personnel, the operational budget did not blow out. • **Critical challenges:** There is no electronic HR system, the Leave Policy takes officers out of their roles for significant periods each year, loss of budget through claims against the state, and no system for training needs identification.	• Individually focused capacity building focused on training staff. • There is a lack of a system to assess and identify training needs, with officers attending training on an ad-hoc basis dependent on the types of training offered by donors. There is opportunity to institute a structured	• WAN identified the key blockage to career progression as the lack of opportunity to attend specialized training courses. While stated that while women's participation in trainings was a directive by commander's, HR had overruled this decision, blocking women's

Area	Analysis	Capacity building	Gender inclusion
	• **Lack of appetite to address issues**: There is little appetite among senior leadership to address issues to improve functionality. While the Program has constituted good quality advisors and funds, it is not seeing a good level of reform. • **Changing context compounding pressures on CSU:** Large loss of senior officers leaving, and the decentralisation process and new recruits which will have a huge impact on resources. • **Civilianisation is in progress**: Policies and procedures are not followed and a lack of staff. Challenges relate to CSU standing, and the dynamic between sworn and unsworn. CSU is under-resourced and needs to be civilianized, while there has been some progress in this area, it is resisted internally.	locally led training needs identification process which could enable the VPF to communicate training need to donors. • Have made attempts to work at the organisational level but without much success. The advisors have undertaken good analysis which has empowered the director to understand what is going on in the VPF related to finances.	participation. The Program does not appear to be cognisant of this issue and actively working with CSU to address barriers to women's attendance. • Opportunities to strengthen gender-based budgeting.
6. PSU	• **Significance of PSU:** The PSU is crucial to police accountability. PSU officers investigate allegations of police misconduct and disciplinary matters, and report directly to the VPF Commissioner on the findings. • **Counterpart relationships:** TA has a good relationship with PSU leadership and staff, though the TA's time is divided between the PSU and PTC, which has limited the focus on professional standards. • **Current functions:** PSU officers are investigating allegations against police in Port Vila and other islands, as well as raising awareness about the work of the PSU in the community, with oversight from TA. The Unit is investigating high profile cases despite pressures and personal risks, and providing the results to VPF leadership. • **Operating context:** The Program is providing TA and required funding for the PSU, without which the Unit would "collapse". The PSU is clearly not sustainable. However, the Unit is still functioning, matters are taken forward and raised at senior levels, and sanctions are being imposed. Ongoing GoA support is important as this gives the PSU political coverage and legitimacy for its highly sensitive work. • **Possible future directions:** The PSU's work should not be regarded as punitive, as it also represents a development opportunity to conduct education, awareness, prevention work, and to develop policies and standards for changes in behaviour in the VPF. For example, there is a	• There does not appear to be a strong focus on capacity development in terms of how the PSU works with the rest of the VPF. • A 'thinking and working politically' strategy is needed to join the Unit to the rest of the Program in a way that builds long term support for the professional standards function (a 'whole of service' approach). • Current support seems largely operational, not strategic. The Program will need to assist the PSU to develop a strategy for where GoA support is expected to take the Unit in the next phase. • A PSU office is planned for Northern Command, which will be an opportunity to tap into the cross-VPF capacity building approach being taken by the TA in Santo.	• At present, there are three male officers and one female officer in the PSU. • Complaints against police officers are mostly from women, which reflects a male-dominated culture within the VPF and in society. • While work is being undertaken by the PSU internally to change the mindsets and behaviour of officers, it is not clear whether this extends to, or has had any impact upon, gender equality within the VPF and in the treatment of women in the community. • There does not appear to be a direct link between the PSU's activities and the Program's gender focus.

Area	Analysis	Capacity building	Gender inclusion
	project underway within PSU to amend the Use of Force Policy to ensure it is fit for purpose with a particular focus on compliance.		
7. Ministry of Internal Affairs	• Political economy issue: The Program is not sufficiently engaging with the MoIA which is a gap. Only engage them when part of cross-sectoral activities. Connecting police to MoIA – where things play out but not directly engaged in the space or support to do role.		
8. Northern Command	• **Significance of Northern Command:** The Northern Command is reportedly operating well under strong leadership and is supportive of new initiatives such as the AP pilot and activities directed toward vulnerable groups. • **Counterpart relationships:** Despite being new to the position, TA has established good relationships and is able to model female capability to male colleagues. TA is working across multiple units within the VPF in Santo, and as the sole TA in Northern Command, has the flexibility to do so. At this stage, no further TA is required as this might inhibit the current cross-unit approach. • **Operating context:** The Northern Commander is acting in the role at this time, with some limitations (e.g. he cannot access the substantive Commander's office and sits in a smaller room). However, this appears to be resulting in careful thought being given to succession planning, including as a result of the current leave policy. • **Problem-solving approaches:** Joint training of VPF and VMF recruits (on police powers, arrests, etc) is being conducted in Santo so that VMF recruits are utilised more effectively and their skills are put into practice rather than simply remaining redundant in the barracks. Efforts are made to evaluate the training. • **Constraints:** In order to facilitate this support, the Program will need to keep responding to TA mobilisation and support needs, as well as providing access to funding for day-to-day needs. It has not always been easy for TA to access funding. Workarounds by the TA, such as accessing AFP funds from regional programs, has occurred but more sustainable arrangements are needed for budget/funding, and are reportedly being put in place by the Program.	• The TA model in the Northern Command should serve as the way in which capacity is built in other locations (especially outside Port Vila where it is possible to have less TA), with its focus on the 'whole of service/organisation' priorities and supporting the VPF leadership within the Northern structure. • With TA support, community engagement work (e.g. multi-purpose sports events, open day) is being undertaken, which represents a new approach in bringing civil society and community leaders into the arena of VPF capacity development and positively influencing perceptions of the VPF (it may be an appropriate site for future perception surveys or longitudinal studies). • The support is being provided by TA in a strategic way, looking at how systems operate together within the VPF (e.g. GD, FPU) and how TA can assist without doing the work and substituting capacity.	• Female recruits, females in senior position – further data needed. • Two females in prosecutions • Comes under AP program

Area	Analysis	Capacity building	Gender inclusion
9. LRC	• **Gaps in capacity and engagement in the justice sector**: there are areas of work the LRC should be performing as part of the justice sector which it currently does not have capacity to take on. However, given other needs across the sector, this is not a high priority for the Program. • **There are links to the LRC**: It is important for PSU (ombudsmen) as it is giving oversight, and for the Disability Desk in terms of oversight. In the long run it needs to be brought into the Program. • **Opportunities to link and leverage**: DFAT could explore avenues to leverage other regional programs and work cross-sectorally more broadly. It could also look into working at a policy level on adoption and trafficking.		
10. CSU (within the MoJ and community services)	• **Strong cross-system collaboration**: The work of the Program is excellent in supporting working groups, systems and development of technical and collaborative skills. • **Strengthened M&E**: Strengthened sector level M&E framework and working group and improved access of MoJ to Program data. • **Understaffed, vulnerable and dependent**: There is a lack of human capital - understaffed and vulnerable to staff moving. They system is highly dependent on Program support and needs to shift to a greater level of ownership among the individuals involved. • **Engaged and committed staff:** MoJ staff are embracing and benefiting from the support, with advisors working well with individuals.	• The Program is working well at the individual, systems and sector level • Gap with the Program not working politically to deal with the financing and institutional reform issues needed to sustain the work • Advisors working well and supporting individuals by listening and responding and not imposing (i.e. M&E Advisor).	• There are four female staff in the unit which is led by a woman. This is a positive in terms of effectiveness of the team which is getting strong buy-in and engagement within the network, but also a negative as the CSU is not being resourced. • CSU is commissioning an evaluation of the participation of women in the justice sector.
11. Prosecutions (SDP)	• More information is required. Unclear what is happening in this area		
12. Office of the Public Prosecutor (OPP)	• **Significance of OPP:** The OPP is integral to the criminal justice system, contributing not only to the prosecution of family violence and offences against vulnerable people, but also prosecuting matters of national security (e.g. trafficking, transnational crime, money	• Capacity building appears to be mainly focused at an individual level through training and mentoring. Steps have been taken to build sustainable capacity and systems	• The OPP appears to take the prosecution of family violence and sexual offences seriously (external gender lens). However, internally the gender focus is not as strong -

Area	Analysis	Capacity building	Gender inclusion
	laundering, proceeds of crime recovery). It was formerly one of the weaker offices, but is now stronger. • **Counterpart relationships:** TA has established good relationships and the work is seen as having been helpful to the OPP, though the role is now at 30% of TA time (until new OPP TA is recruited) as the TA is engaged in the Program Coordinator (Justice) role. Stakeholder feedback (e.g. courts) suggests that the performance of prosecutors has been stronger over the course of the Program, including in addressing backlog cases. • **Operating context:** The term of employment of the Public Prosecutor (a Fijian national, formerly employed by the Commonwealth, now by GoV) is coming to an end, generating uncertainty about the future of the office. It is important that this office remain independent into the future, given the nature of its work, including prosecution of high-profile political cases. • **Cross-sectoral cooperation:** There appears to be good cooperation with other agencies (e.g. VPF, PSO, SPD), with joint trainings organised by TA and with other providers such as the Victorian Bar. However, the OPP and other agencies have an advantage over private lawyers, who do not receive as much support, and underperform in defending criminal matters. OPP works with VPF on crime scene investigations. • **Constraints:** The OPP recently received a large budgetary allocation for office expansion (the office is seeking to set up a Victim Support Centre). However, resourcing outside Port Vila appears to be weaker, with a small new office in Santo (staffed by only two prosecutors) which is not easy to locate, is not readily accessible to the public, and has limited space for private discussions. Service of summonses is a real problem in remote areas of the islands, which impacts upon the OPP's work. The OPP has made important progress, though it is not all attributable to the Program (e.g. PP undertook an organisational review without Program support).	through the development of Prosecution Guidelines, a GBV manual, and a manual on vulnerable witnesses. • TA has been undertaking capacity substitution which has involved running some cases in court, especially to establish precedents. It is doubtful whether this will contribute to longer-term sustainability and is not generally regarded as good practice. • The OPP currently has two VPF officers from CID on secondment to assist with investigations on the Commission of Inquiry reports for Air Vanuatu and Vanuatu National Provident funds- Integrity and Commercial crime unit. This appears to have been an OPP-initiated development (not the Program). There may be lessons learned about this as a new business model for inter-agency cooperation. • Counterparts need to be included, and lead, the JAM with advisers in a supporting role only.	there are 186 family violence matters dealt with by 4 females and 1 male prosecutor, and 36 serious crime matters (which are reportedly considered more important) are dealt with by four male prosecutors.
13. PSO (Criminal	• **Good enabling environment** in Santo: PS has a specific policy of not allowing advisors to appear in court (good enabling environment)	• Support is focused at Individual level, and appears to be more ad hoc and less strategic.	• There is a high proportion of women working in office and a heavy caseload.

Area	Analysis	Capacity building	Gender inclusion
Defence work)	• **Positive links fostered through the JAM**: PSO works with GD Advisor on custody issues. • **PSO office well regarded by partners:** the quality of lawyers has been strengthened, especially in Santo. • **Support transition of the role to be more systems focused**: it is recommended that the Program support a shift from individual to systems strengthening in recognition of high capacity of lawyers. • **Unintended outcome**: not supporting bar association (used to do this and work with the private lawyers) with private lawyers reportedly now struggling to compete.	• Previous advisor noted pulling back due to strong capacity, current advisor has adopted an individual capacity building approach • Previous advisor worked across the justice sector more broadly.	• This component ensures a holistic approach to gender as it also provides support to men and women, by providing access to strengthened legal support in the breach of protection orders including female clients.
14. **State Law Office (SLO)**	• **Significance of SLO:** The Attorney-General is head of the SLO and is supported by a Solicitor-General and Parliamentary Counsel. The SLO is an independent statutory body. Its principal function is to provide advice to, and represent the Government on, legal matters. • **Relationship with the Program:** The SLO also provides legislative drafting services to the GoV. As such, it has a critical role in the development of legislation relating to the EOPOs (e.g. legislation implementing GoV commitments under human rights treaties for PWD, women and children) and laws affecting national security. The SLO defends the GoV in court when compensation is sought in civil suits against VPF officers accused of serious misconduct (mainly false imprisonment, assaults).	• The SLO has been provided with training for its lawyers, though it has not been a central focus of the Program. It also received support in developing a performance assessment process relating to government lawyers' pay scale. • The SLO may be a key partner in providing capacity building to the VPF – generating awareness of police responsibilities under the law and the consequences of failing to uphold standards. • The SLO requires assistance in legislative drafting, particularly long-term TA. This may come from the GoA (parliamentary counsel or individual TA) or another potential partner (e.g. Commonwealth, RRRT).	• No information to report.
15. **Judiciary (Magistrates' and**	• **Significance of the Judiciary:** The Judiciary is the final step in the chain of justice (apart from corrections) where family violence and all other criminal matters are resolved. It is critically important that cases are managed and resolved capably in the courts as this maintains the	• Opportunities for capacity building are limited at this time due to concerns about judicial independence.	• There are 10 Magistrates across Vanuatu, with 5 (50%) being female Magistrates. They have limited prospects for promotion when they

Area	Analysis	Capacity building	Gender inclusion
Supreme Court)	legitimacy of the system and builds upon the previous work by the VPF, SPD, OPP, PSO, SLO in bringing matters to court. • **Operating context**: The Judiciary is very careful about maintaining its independence in Vanuatu and the Program has been rightly cautious in its engagement. The previous work of a Magistrates' Court Adviser was discontinued, but Magistrates still require significant support. • **Contribution to EOPOs:** The courts are responsive to the needs of women and vulnerable groups. Anecdotally, up to 10 family violence matters are heard in the Magistrates' Court in Santo every day and are given priority. The CMS data shows a clear growth in the number of civil protection orders sought in the Magistrates' Court. The Chief Justice is highly supportive of the AP pilot and the focus of the Program. • **Possible future directions:** Possible avenues for support exist through NZ (seconded judge and PJSI program), as well as through the AP program (the need for Magistrates to be aware of the TPOs issued by APs). A long-term negotiation involving the building of a new Supreme Court is ongoing and may assist in finding avenues to support the Judiciary. The CMS is highly regarded and will require further Program support as it is increasingly used by magistrates and judges for management purposes. • **Constraints:** There are 10 Magistrates throughout Vanuatu, and those outside Port Vila (mainly women) feel that they have no avenues for career progression while male magistrates are allowed to stay in Port Vila. The Supreme Court has no permanent presence outside Port Vila but judges travel on circuit and, weather permitting, applications can be made from the islands using conferencing technology. Judges and magistrates are operating with outdated evidence and criminal procedure laws.	• The Program can only influence the quality of court work with the performance of government lawyers in court.	are based outside Port Vila, though the Acting Chief Magistrate is a woman (internal gender-related issues are significant for women). • The Judiciary makes a significant contribution to the EOPOs.

Area	Analysis	Capacity building	Gender inclusion
16. Office of the Ombudsman	• **Significance of the Ombudsman Office:** A very significant agency in terms of integrity of the public service. Its function is to investigate, to resolve or report and or recommend prosecution, where relevant in relation to complaints concerning injustice or maladministration in the public service and breach of the Leadership Code. • **Links to the Program:** There has been limited support to the Office during the Program, but training was conducted by the Commonwealth Ombudsman (Australia) in 2017 on administrative investigations run with staff from the Vanuatu Ombudsman, Vanuatu Land Ombudsman, VPF PSU and Public Service Commission. It reportedly worked well and was good value for money with the Program funding travel, allowances and accommodation of the Commonwealth Ombudsman staff. • **Possible future direction:** There is a partnership between the Office of the Vanuatu Ombudsman and the PSU, with the PSU sharing cases for review and oversight by the Vanuatu Ombudsman. This important accountability relationship should be further developed in future phases of the Program as part of support to the PSU.	• Apart from training by the Commonwealth Ombudsman (Australia), there is limited scope for capacity building at this stage in the Office of the Ombudsman (Vanuatu), though a request for TA has been recently made.	• No information to report. There does not appear to be a direct link between the Ombudsman and the Program in terms of service delivery to women, children, youth and people with disability.
17. AP Pilot	• **Significance of the AP pilot:** The pilot is conceptually aligned with the GoV decentralisation policy and is directly linked to the Program's EOPOs of improving service capacity, delivery and access of vulnerable persons. There is universal support for the pilot, including at DG and ministerial level in the MJCS and MoIA. This is one area of the Program that is exceeding expectations and is a very positive area of work. It has linked police to the justice system in communities. • **Operating context:** There is currently no GoV contribution for the pilot and the Program funds all awareness and police rotations. It is not likely that responsibility will be transitioned to the MJCS or GoV at this stage. The pilot is more likely to be sustainable as it is not a test to see if this work is a good idea, but is a statutory requirement under the Family Protection Act 2008. It has had to confront cultural and traditional governance norms, but has reportedly been successful in changing expectations of behaviour within communities. • **Constraints:** DFAT's approach to the pilot has been unnecessarily risk averse. It has now been six months since the pilot evaluation, and	• The APs were well-chosen and have been given the capacity to do their jobs well according to stakeholders and community interviewees. The capacity of police and their understanding of vulnerable persons is reportedly increasing. • Excellent capacity development training of APs who have a good understanding of FSV and how to work with female and male clients. • Further development of systems is needed (e.g. making data on TPOs available to Magistrates, recording information on rotations and community approaches to APs).	• The AP pilot has the EOPOs at its core and is highly effective in addressing the external aspects of gender, with women, children, youth and PWD as the key beneficiaries. • There were 3 women and 9 men appointed as ACs and RCs. Stakeholders called for both male and female APs and RCs in each community so that women affected by violence can approach a female AP/RC, and male APs can more effectively deal with male perpetrators. A female AP is required in each site to ensure women feel safe to make contact.

Area	Analysis	Capacity building	Gender inclusion
	there has been insufficient dissemination of the findings. Although DFAT have committed in principle to ongoing support for the pilot, it cannot commit funds until the next phase of VAPJP is contracted.. As a result, the Program is unable to capitalise on momentum. The pilot appears to have been more successful in Santo than Efate and the evaluation/ongoing reflection has generated likely reasons for this. • **Possible future directions:** The Program will have to deal with risks going forward (e.g. the voluntary nature of AP and RC roles, the overlap between these roles, and potential challenges from Chiefs and the Malvatumauri). The pilot is expanding organically and there is a significant risk that the Program might not get that traction again in future if the pilot is discontinued.	• The pilot was run by the Program not by the GoV, but had a high level of GoV engagement that may serve as a future resource to support expansion of the pilot.	
18. Disability (MoJ Disability Desk)	• **Development of national disability policy:** The Program has played a significant and important role in advancing disability inclusion more broadly across Vanuatu • **Participatory analysis undertaken to support justice work:** As part of the implementation of its policy, the MoJ recently brought disability stakeholders together to conduct a participatory analysis which explored the barriers and opportunities within the justice sector. • **Increased momentum in disability**: The introduction of the new policy will see a focus on implementation in a range of areas, the program needs to ensure justice work gets taken forward and be mindful of the range of demands that are likely to be placed on the Disability Desk, VPSD, DPO and other organisations. • **Future focus:** Disability needs to be brought more strongly into the program's strategy, analysis and reporting as the focus shifts from policy to implementation. • **Shifting of advisor resources:** The Advisor will shift from having a focus on disability inclusion to one of a broader inclusion advisor. This may have advantages (disability can be linked with gender work) and disadvantaged (as the focus on disability may be diminished).	• The Advisor has contributed technical skills to support policy development, there has been a more limited focus on capacity building of MoJ staff. • There are opportunities to draw on the skills of the national DPO and VSPD in capacity development of the MoJ and other stakeholders to support implementation. Key considerations include: ensuring people with disability lead work if possible "nothing for us without us"; DPO members providing assistance need to be remunerated; the MoJ needs to understand how to work appropriately with DPOS (including accessible communications) and be mindful of demand and capacity constraints as demand for their services increases.	• Lack of clear articulation on the double vulnerability girls and women with disability face to FSV and bringing this into the Program's focus given the EPOPs • MoJ and service providers do not yet have skills to make systems accessible for people with disability, several women have made complaints, with reports that they were provided different levels of support.
19. CMS and PIMS	• **Gained traction and being used:** PIMS and CMS are being used as intended by the full range of actors across the policing and justice	• Working at a systems level, and building the capacity of individuals to	• Enables a range of data to support a gender analysis of access and quality of the justice sector

Area	Analysis	Capacity building	Gender inclusion
	system who are entering and mining core data sets. CMS has contributed to overall performance of the criminal justice sector. • **Still improvements to be made**: There are some issues with data completion and data quality (ie gender of offenders and gender of victims not good). • **Limited operational capability and sustainability:** There are challenges to the GoV's ability to maintain the database, with only two current super-users and a lack of allocated financing to maintain IT infrastructure. • **Lack of perceived value and ownership by leaders:** While some leadership see value, others are not consistently requesting and engaging with the data for program management purposes, • **Future directions**: is important that the program pursues avenues to that support senior leadership to understand the benefits the systems have to offer for maximum benefit of the Program's large investment and for sustainability.	use the system, with the quality of super-users being key. • Advisors are thinking politically, engaging different levels of the Program's management and offering serval ideas for how the issue could be addressed. This has not been followed up on sufficiently by the Program's management.	• Some lack of gendered data such as the gender of victims, and the outcomes of cases of offences related to morality and FSV. • Data not being used at a Program level or by government to tell the gender story and inform gender programming.
20. Awareness raising	• **Creating access to justice agencies for community members**: information sessions for different stakeholder groups including women, men and chiefs in separate sessions (delivered jointly by PPO, SDP and VWC). • **Spreading knowledge of the FPA**: the awareness is raising community understanding of the FPA and are learning for the first time that FSV is a crime. • **Strengthened coordination required**: one key stakeholder commented that the training was disjoined as it was run by different organisations and needed to be better integrated and coordinated.	• N/A as activities undertaken directly by GoV counterparts and partners	• The program content is focus on women and women are directly engaged in awareness raising. The program needs to develop strategies to target women who may be more isolated in their homes as well as women and girls with disability.
21. Community partnerships and grants (including Malekula work youth workshops,	• **Opening a dialogue and changing norms**: Community projects are creating knowledge of the laws related to FSV, changing attitudes and in some cases are changing behavior. • **Prevention and controlling behaviour**: all programs are supporting prevention through a mix of practical strategies such as having youth visit prisons, strengthening police presence in communities, and having the AP as a legitimacy authority under the MoJ.	• Good multi-level approach to capacity building involving provision of information such as legislation, exposure to services and institutions and practical exercised such as discussion and debate.	• Strong gender focus in terms of dealing with gender roles, communication and behaviour. • Working with men as well as women – the work with men needs to be increased, as well as engagement of chiefs who are power holders.

Area	Analysis	Capacity building	Gender inclusion
disability and youth)	• **Unsustainable and dependent on the Program:** the Program is funding all activities and needs to focus on ensuring resources are allocated from the government to ensure this critical work can be sustained and strengthened. • **Diminished resources to community work**: resources to community work are limited and need to be maintained and if possible increased. • **Community grants supporting flexibility**: grants enable important work at the community level and provide flexibility to respond across the sector, however challenges exist in relation to scalability and sustainability.		
22. Infra-structure	• **Infrastructure funding has been relatively modest** (Cook Barracks Fence, Vehicles, and Malekula Station, Tanna Courthouse, and justice sector infrastructure (including DPO) upgrades have been the major activities). • **Maintenance and asset planning** remain a significant gap in GoV capability and accountability. **Budget preparation and better PFM** are keys to getting central agency commitment and financing for ongoing maintenance and infrastructure financing. There remains little internal momentum or appetite for tackling these challenges at agency level across the sector. • There has been **ongoing policy dialogue** between Post and GoV over financing and plans for a new Supreme Court. GoA has indicated strong support to the GoV, dependent on having appropriate, affordable and sustainable plans and approaches to the infrastructure so it is fit for purpose. Post engagement on this issue has been at the highest level and well delivered. • The program needs to **monitor developments closely** and be ready to assist Post to deliver on this commitment if agreements are reached between Post and GoV.	• While the infrastructure itself has delivered capability, there is little evidence of efforts to address underlying infrastructure planning and asset management issues.	• Support for the Disability Peoples Organisation has contributed to gender outcomes, as has Australia's longer term (but regionally funded) support for the VWC. Issues of accessibility for women and children needs to continue to be factored into infrastructure planning. The choices of infrastructure to be supported should be assessed for gender equitable impact and priority.

5.2 Official GoV Policing and justice data

This annex presents official data obtained through the CMS provided by the GoV. A summary of volumes is provided in Table 1 below. Those measures/results that demonstrate that case management systems have contributed to overall performance of the criminal justice sector have been highlighted in grey.

Table A: Volumes: List of Policing and justice figures

VPF – 2015 to 2019 (estimated full year)		Gender/Age	
Figure 1	Incidents reported by province	Figure 26	VFP – Victim gender analysis since 2015
Figure 2	10-year trend (total reported incidents)	Figure 27	VFP – Victim gender analysis
Figure 3	Incidents under investigation versus closed	Figure 28	VPF - Victim Age Profile – Offences against Morality
Figure 4	Days to enter incidents	Figure 29	VPF - gender analysis of POI/Accused since 2015
Figure 5	Top 10 offence categories by year	Figure 30	Courts – Victim gender profile
Figure 6	Offences reported by province	**Outcomes**	
Figure 7	Offences assigned to VPF Units	**VFP**	
Figure 8	Offence load by unit over last 5 years	Figure 31	Case files (3 key offences) submitted to Prosecution
Figure 9	Offence load by unit over last 5 years - EFATE	Figure 32	Total case files submitted to Prosecution
Figure 10	VPF – Offences reported for the 3 key offence types	**Court**	
Figure 11	#s and % shift in 3 key offence types	Figure 33	Protection Orders – Magistrates' Court – Outcomes (results)
Figure 12	Average days to finalise investigation (and volume)	Figure 34	Court Guilty outcomes – for the three offence types
Figure 13	Average days to finalise investigation of an offences and # closed	Figure 35	Tracking offences through the 'system' – 2019 YTD
Prosecution – 2016 to 2019 (estimated full year)		Timeliness	
Figure 14	Total Cases registered by Office	Figure 36	Protection orders – average days to finalise (days)
Figure 15	Total cases registered by major location	Figure 37	Average days from Date of Offence to Decision at Court
Figure 16	OPP Offences registered	Figure 38	Number of offences finalised
Figure 17	SPD Offences registered b		
Court – 2016 to 2019 (estimated full year)			
Figure 18	Criminal - Magistrates' Court		
Figure 19	Protection Orders - Magistrates' Court		
Figure 20	Preliminary Investigation - Magistrates' Court		
Figure 21	Criminal - Supreme Court		
Figure 22	Criminal - Island Court		
Figure 23	Total volumes		
Figure 24	4 year annual % shift – case volumes		
Figure 25	Magistrates' Court – key locations – Criminal and Protection Orders		

Figure 1: Incidents Reported VPF

A clear drop in incidents reported in 2017, followed by visible growth in 2018, while drop again in 2019 incident entries is of concern

	2015	2016	2017	2018	2019 EST
■ Torba	7	3		6	2
■ Penama	136	72	59	71	23
■ Tafea	166	162	116	162	222
■ Unknown	71	130	93	273	317
■ Malampa	223	205	230	197	231
■ Sanma	996	773	672	691	1020
■ Shefa	1707	1876	1550	2368	1665
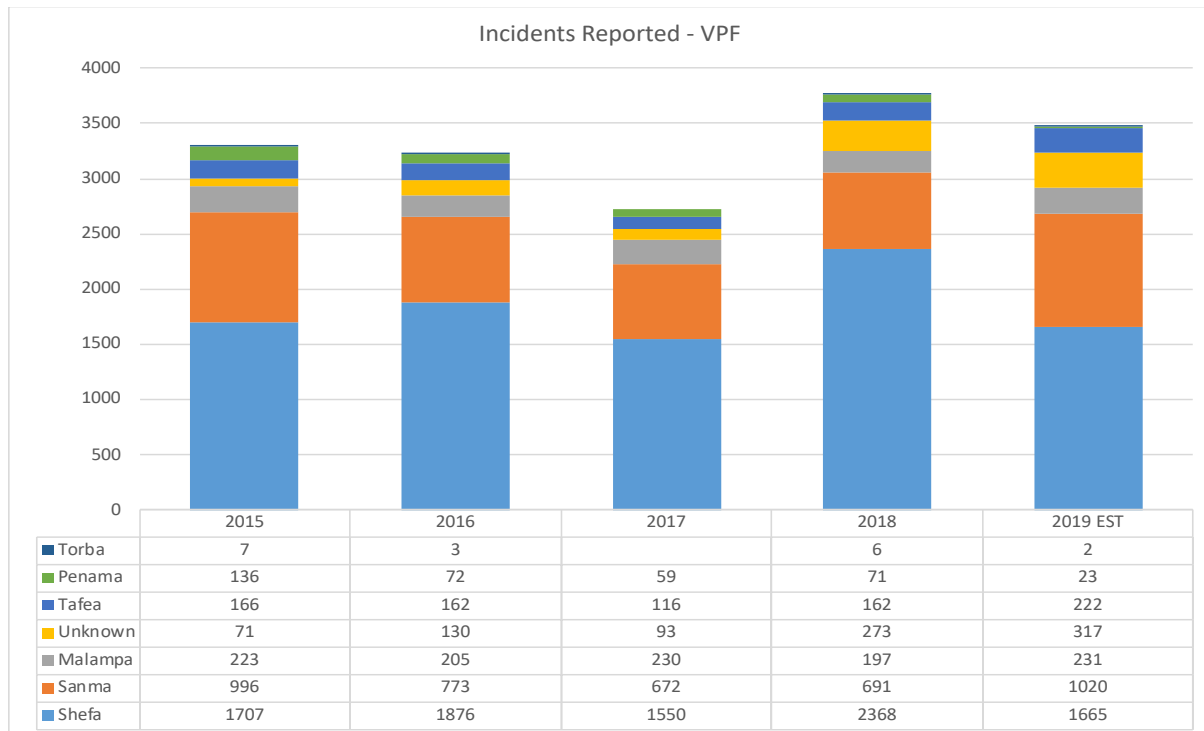
Figure 2: 10 year trend – Incident entries - VPF

Visible jump/improvement in total Reported Incidents since the introduction of PIMS in 2015 – a positive reflection in the use/up-take of PIMS

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019 EST
Incidents Reported	1890	2006	1903	2306	2381	3306	3221	2720	3768	3479
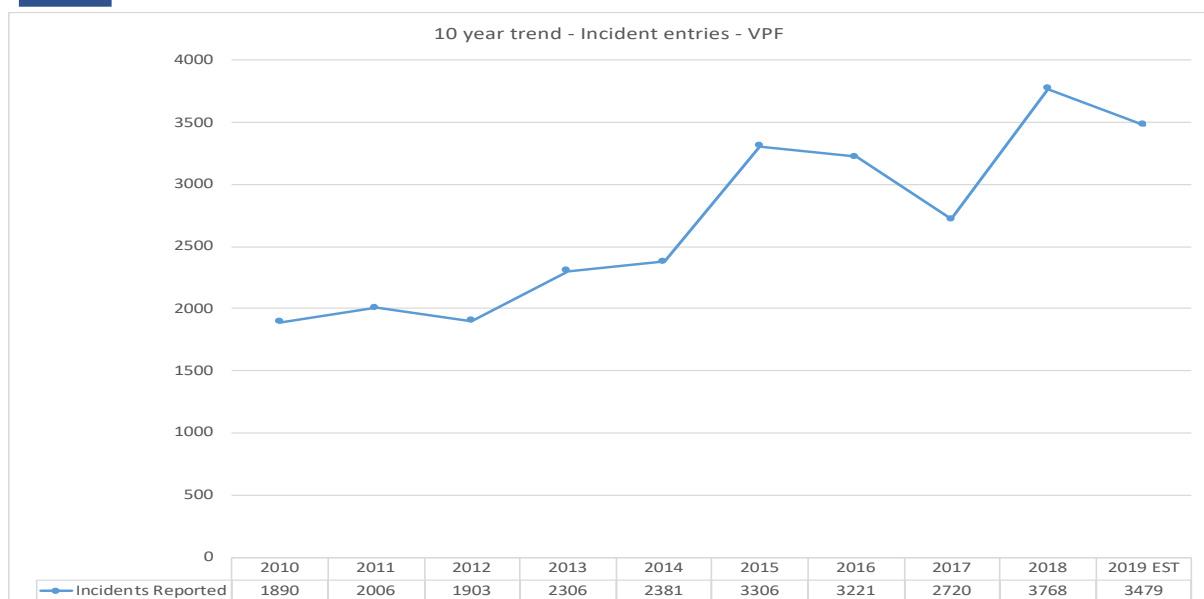
Figure 3: VPF Incident – Under Investigation versus finalised
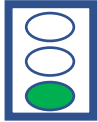
Visible shift in # of cases being finalized as part of the VPF/AFP Clean-up activity of old incidents (a legacy of the former CRIMS system) – substantial improvement

VPF Incidents - Under Investigation versus Finalised

	JULY 2018	AUG 2018	SEP 2018	OCT 2018	NOV 2018	Dec 2018	Jan 2019	FEB 2019	MARCH 2019	APRIL 2019	MAY 2019	JUNE 2019	JULY 2019	AUGUST 2019
Under Investigation	6,207	6,287	6,484	6,676	6,620	5,369	4,815	4,879	4,866	4,287	4,146	3,946	3,849	3,860
Finalised	11,984	12,333	12,565	12,760	13,070	14,724	15,592	15,813	16,113	16,968	17,320	17,835	18,400	18,748
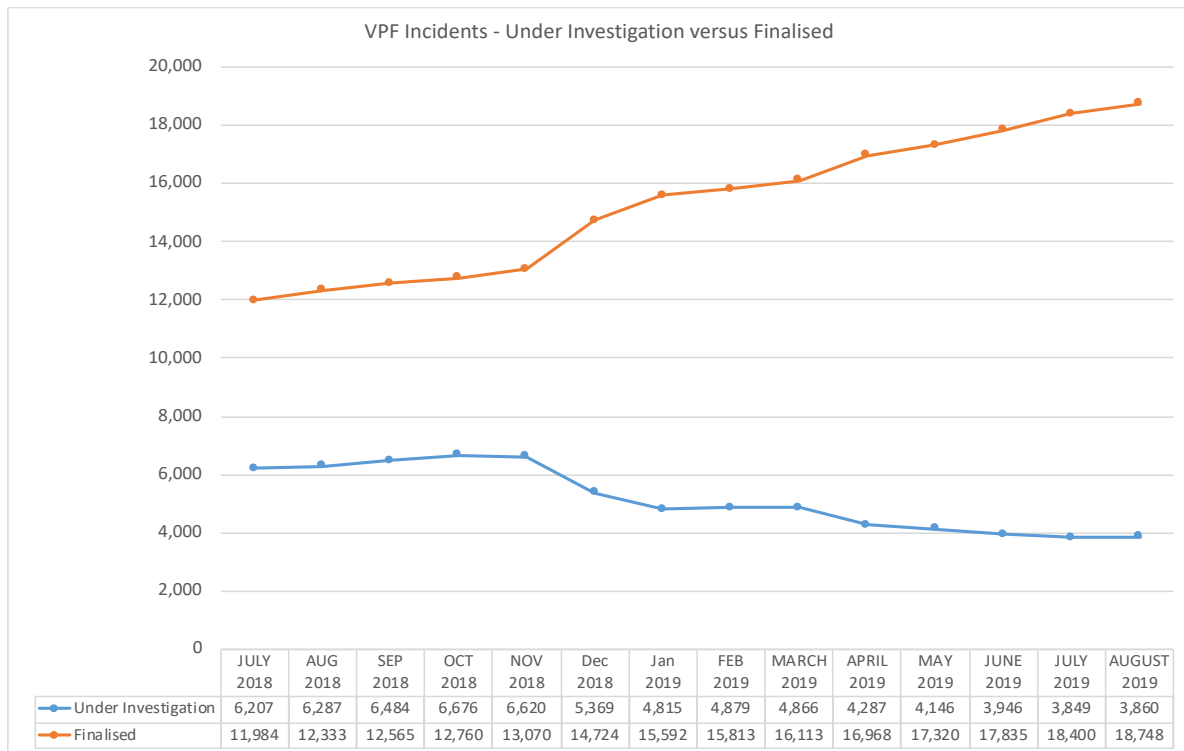
Figure 4: Days to enter incident into PIMS

Visible shift/reduction in time taken to enter incident reported into PIMS – now within 1 day at Port Vila station – 3 out of 4 times

Days to enter Incident into PIMS - 75th percentile (3 out of 4 times...)

	pre PIMS	2018	2019
SHEFA	92	5	1
SANMA	11	11	9
NATIONAL	62	10	6
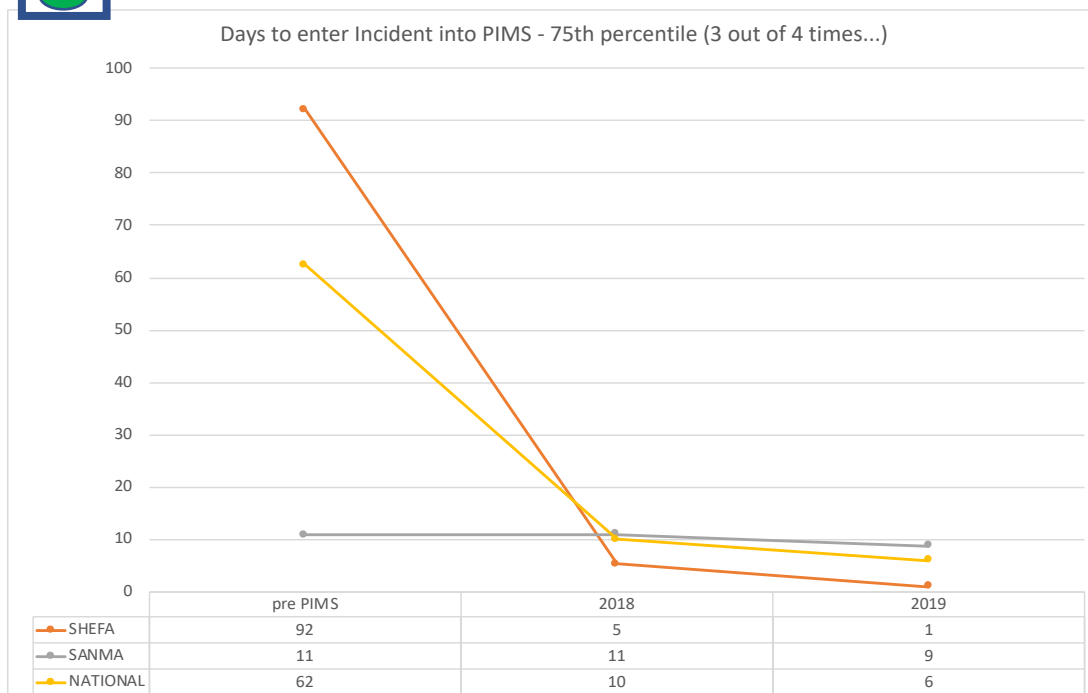
Figure 5: Top 10 Offence categories

Actual offences reported – versus the overall incident – has varied over the last four years – now averaging only 1.5 offences per incident – versus 2 in 2015 and earlier. This maybe a reflection of more prudent charging by VPF officers

Top 10 Offence categories

	2015	2016	2017	2018	2019 EST
Other offences	257	261	201	501	249
1900 FRAUD OFFENCES	101	60	142	145	164
2300 OFFENCES AGAINST TRAFFIC	100	74	55	144	354
1500 OFFENCES AGAINST MORALITY	206	216	241	179	204
2500 DRUG OFFENCES	160	250	183	295	197
1000 PUBLIC ORDER OFFENCES	403	314	205	242	174
3300 OFFENCES AGAINST PUBLIC INTEREST	419	282	281	420	407
3400 FAMILY PROTECTION ACT OFFENCES	306	287	357	454	467
1700 OFFENCES AGAINST REPUTATION	653	561	333	297	239
1600 OFFENCES AGAINST THE PERSON	1780	1399	1071	1102	932
1800 OFFENCES AGAINST PROPERTY	2883	2552	1854	2096	1757

Figure 6: Offence reported by province

Actual offences reported – versus the overall incident – has varied over the last four years – now averaging only 1.5 offences per incident – versus 2 in 2015 and earlier. This maybe a reflection of more prudent charging by VPF officers

Offences reported by Province

	2015	2016	2017	2018	2019 EST
Torba	10	4	1	12	0
Penama	767	170	82	156	27
Tafea	512	417	166	327	374
Unknown	148	397	311	532	558
Malampa	401	749	533	250	327
Sanma	2,169	1,204	1,234	1,247	1,565
Shefa	3,261	3,315	2,596	3,351	2,291
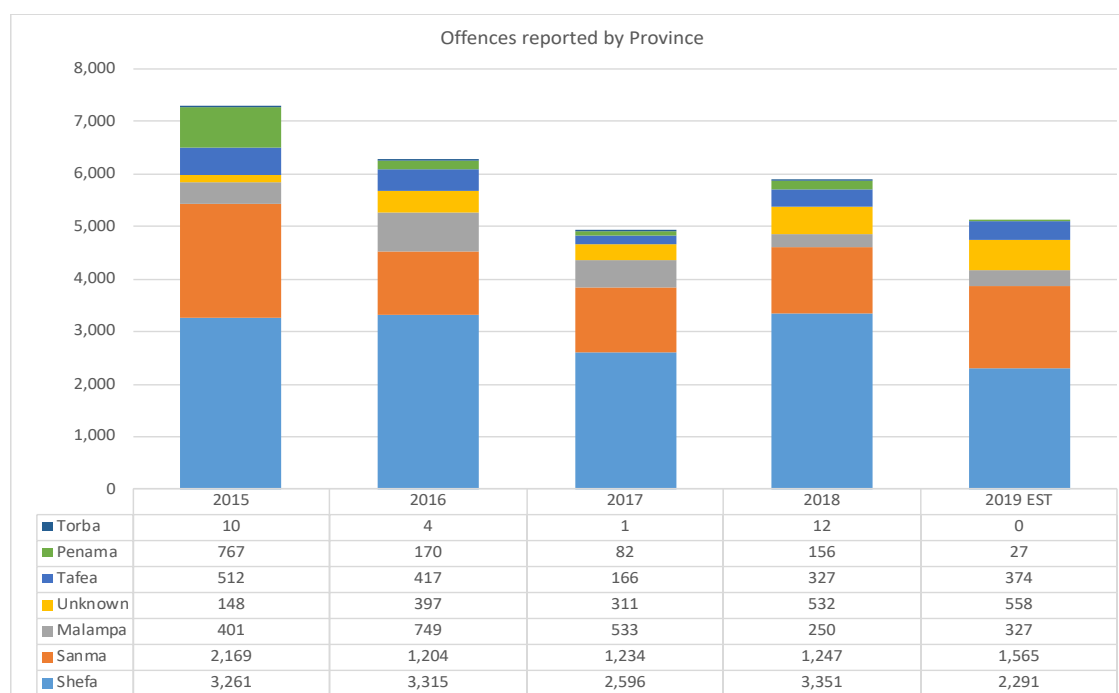
Figure 7: Offences assigned to VPF Units over last five years

Visible workload on the Family Protection Unit in Port Vila as measured by offences assigned to officers. Not shown here is Open offences, and again reflects the high workload on the Port Vila FPU

Offences assigned to VPF Units over last five years
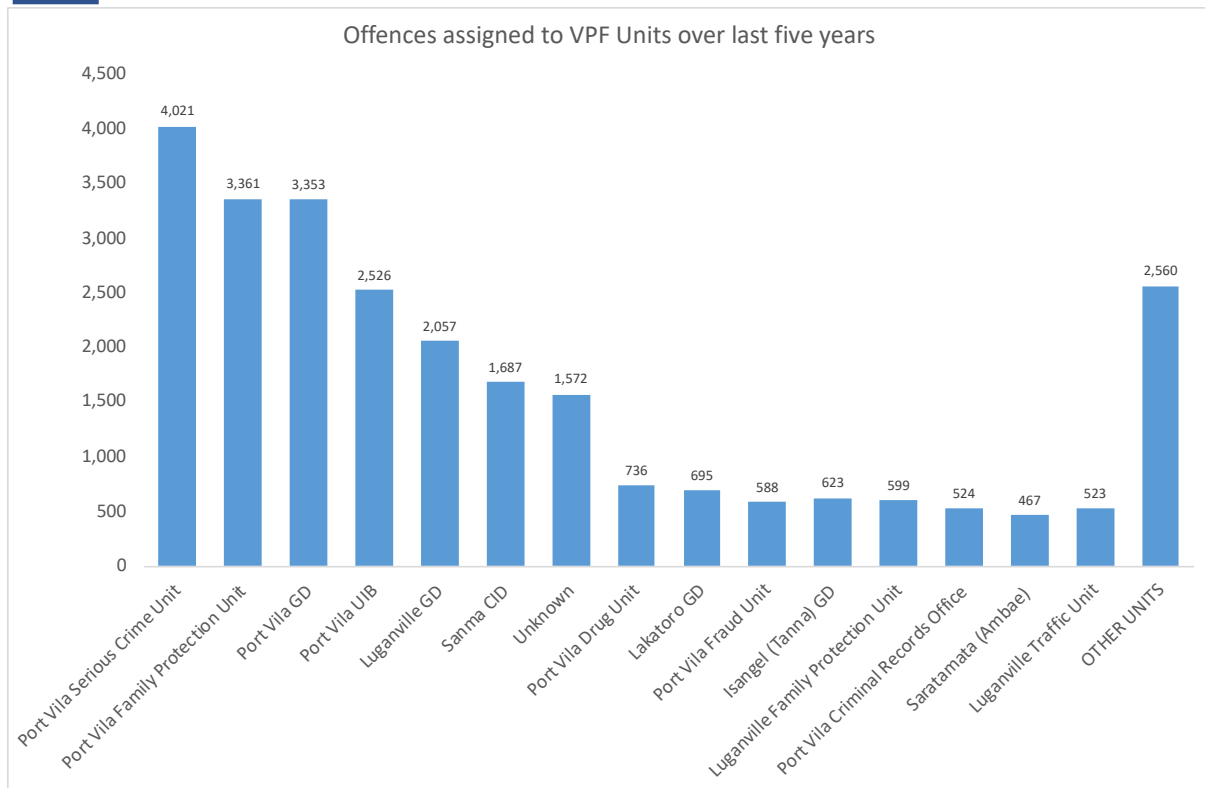
Figure 8: Offence load by Unit over last 5 years

Visible workload on the Family Protection Unit in Port Vila as measured by offences assigned to officers

Offence load by Unit over last 5 years
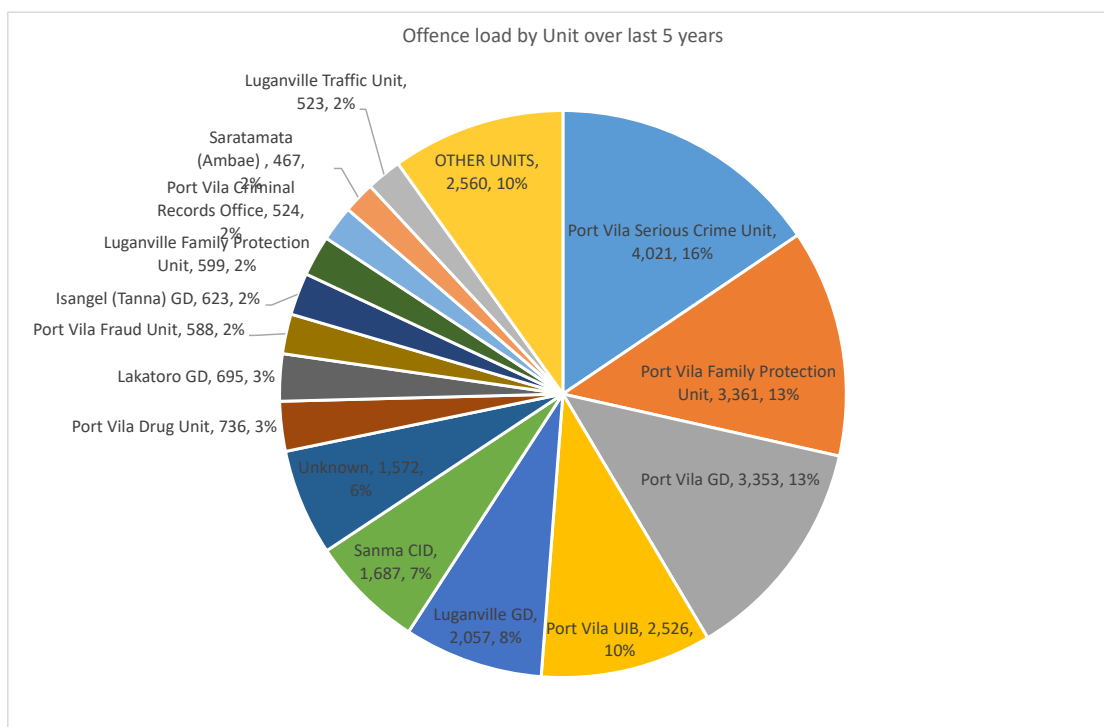
Figure 9: Offence load by Unit over last 5 years - EFATE

Over 1 in 5 offences are assigned and subsequently dealt with by the Family Protection Unit within Efate

Offence load by Unit over last 5 years - EFATE

- Port Vila Criminal Records Office, 524, 3%
- Port Vila Fraud Unit, 588, 4%
- Port Vila Drug Unit, 735.5, 4%
- Other Units, 1051, 6%
- Port Vila Serious Crime Unit, 4021, 25%
- Port Vila UIB, 2526, 16%
- Port Vila Family Protection Unit, 3361, 21%
- Port Vila GD, 3353, 21%
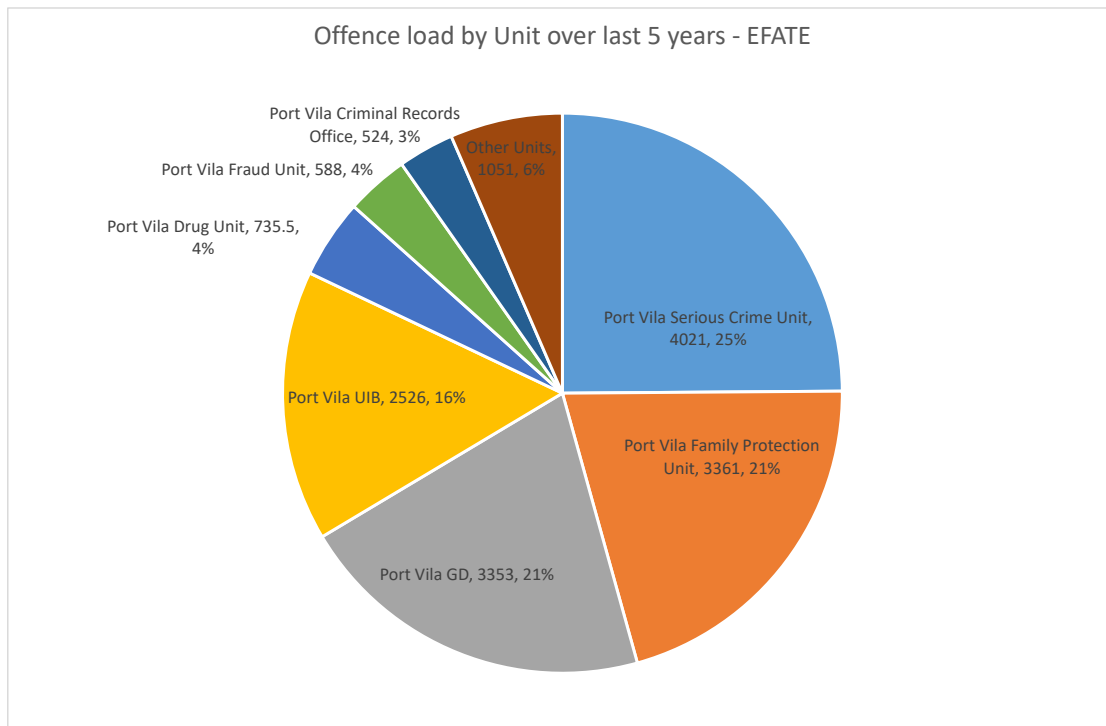
Figure 10: VPF – Offences reported for three key offence types

Visible increase in Family Protection offences being reported to VPF, while substantial drop in Offences against the Person

VPF - Offences reported for three key offence types

	2015	2016	2017	2018	2019 EST
1600 OFFENCES AGAINST THE PERSON	1780	1399	1071	1102	932
1500 OFFENCES AGAINST MORALITY	206	216	241	179	204
3400 FAMILY PROTECTION ACT OFFENCES	306	287	357	454	467
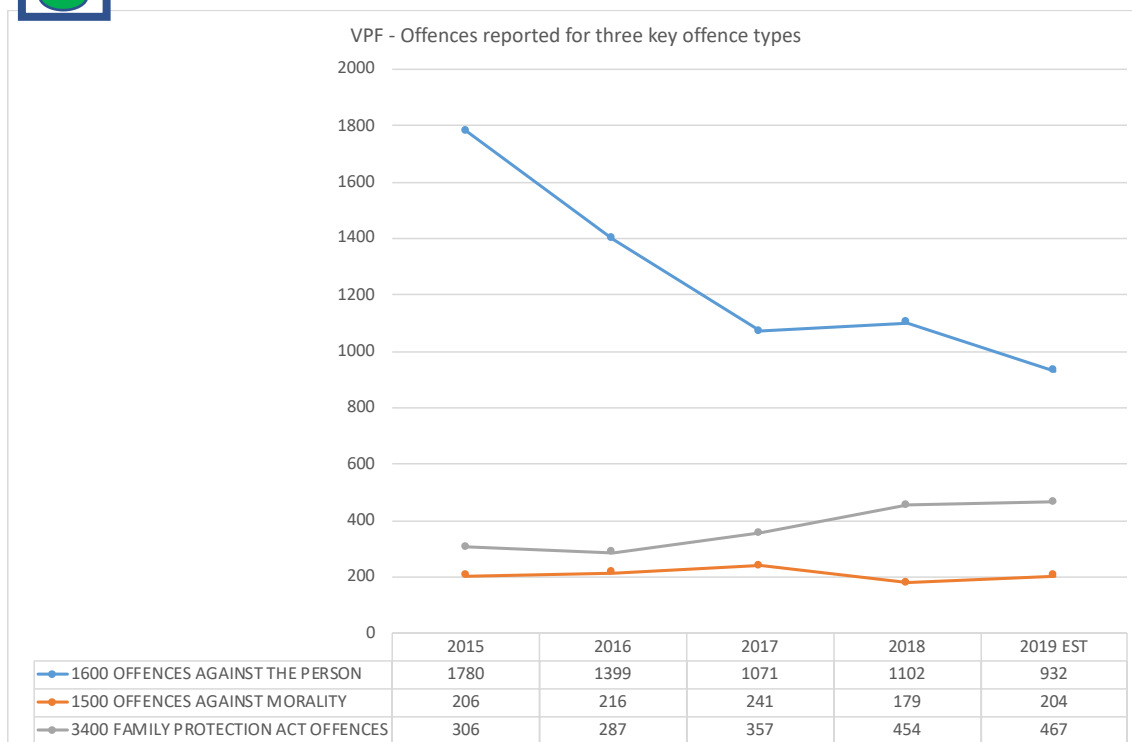
Figure 11: % shift in major offence types

In % terms – clear growth in Family Protection (Domestic Violence) offence type across all offences – now approaching 10%. Note: other offences may be of a DV nature but not currently being flagged consistently

	2015	2016	2017	2018	2019
1600 OFFENCES AGAINST THE PERSON	24%	22%	22%	19%	18%
1500 OFFENCES AGAINST MORALITY	3%	3%	5%	3%	4%
3400 FAMILY PROTECTION ACT OFFENCES	4%	5%	7%	8%	9%
Remaining Offences	68%	70%	66%	70%	69%
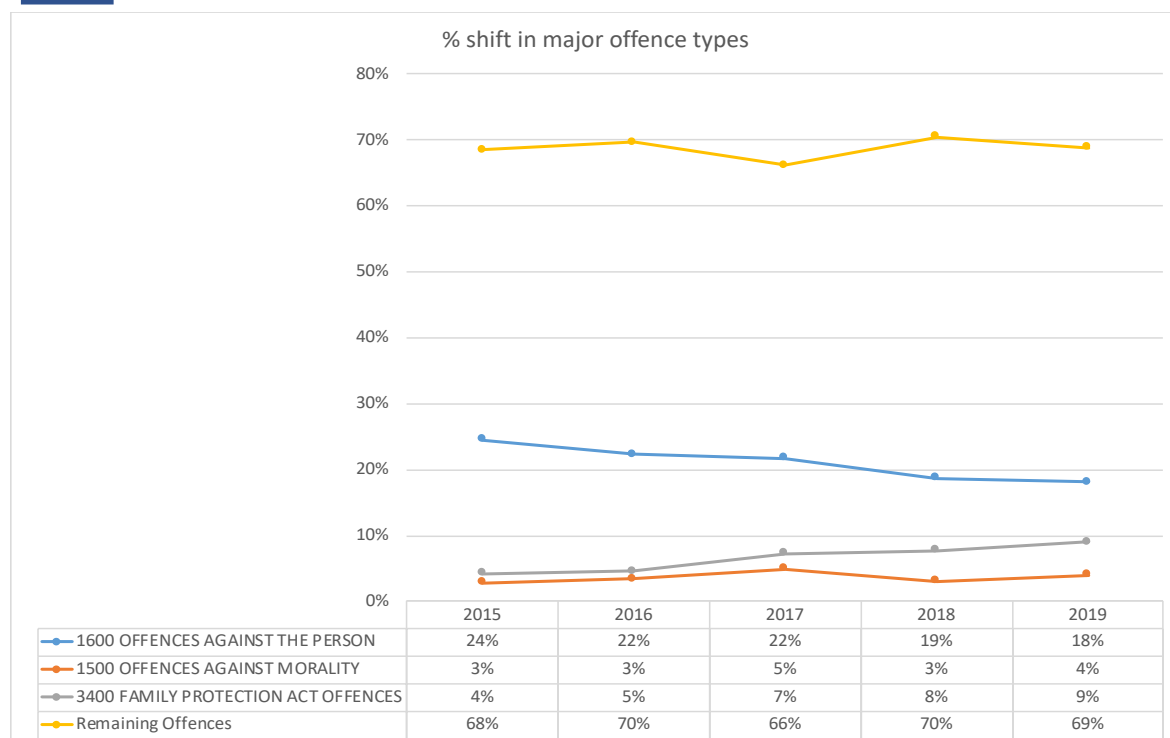
Figure 12: Average days to finalise investigation of an offence

Visible decrease in time to finalize an investigation over the last 4 years reflecting the focus and attention being paid to investigation techniques. Also reflects the more active updating of records under PIMS versus in old system (CRIMS) where closing off investigations was very ad-hoc.

	2016	2017	2018	2019
1500 OFFENCES AGAINST MORALITY	474	306	260	101
1600 OFFENCES AGAINST THE PERSON	727	395	235	77
3400 FAMILY PROTECTION ACT OFFENCES	495	256	221	57
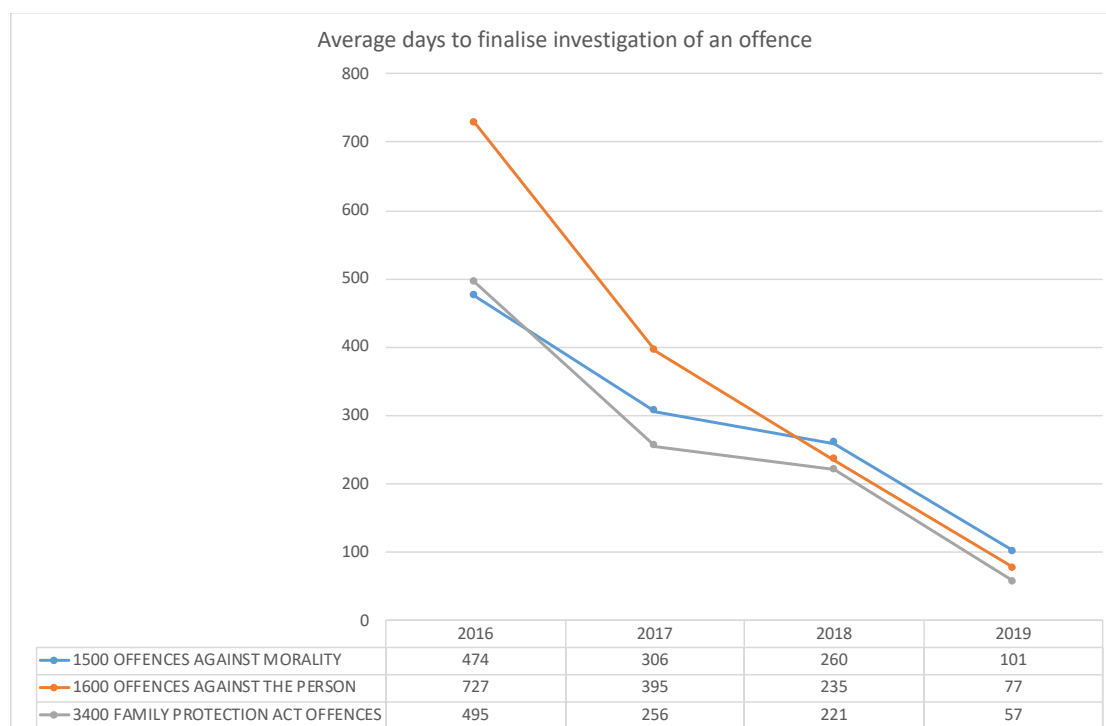
Figure 13: Average days to finalise investigation of an offence - and # closed

Visible decrease in time to finalize an investigation over the last 4 years reflecting the focus and attention being paid to investigation techniques. Note: also shows increasing #s of FP Act matters

Average days to finalise investigation of an offence - and # closed

	2016	2017	2018	2019
1500 OFFENCES AGAINST MORALITY - # closed	190	230	183	196
1600 OFFENCES AGAINST THE PERSON - # closed	1390	1380	933	1028
3400 FAMILY PROTECTION ACT OFFENCES - # closed	292	315	397	463
1500 OFFENCES AGAINST MORALITY - Time to close	474	306	260	101
1600 OFFENCES AGAINST THE PERSON - Time to close	727	395	235	77
3400 FAMILY PROTECTION ACT OFFENCES - Time to close	495	256	221	57

PROSECUTION

Figure 14: Prosecution – cases registered

Both offices (SPD and OPP) have seen significant variations in cases being registered. Reasons are varied, and location dependent, and being analyzed by their respective management.

Prosecution - cases registered

	2017	2018	2019 EST
OPP	315	528	381
SPD	662	687	914
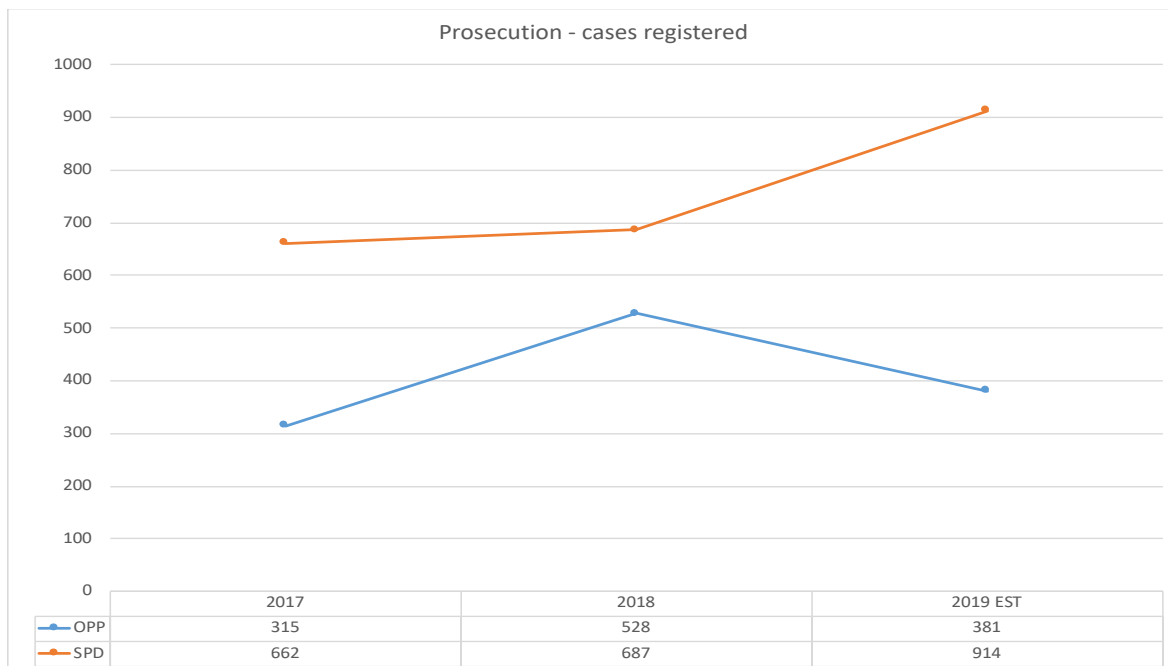
Figure 15: Prosecution – cases registered – by major location

During 2018, there was a significant shift/redirect of cases between SPD Port Vila to OPP Port Vila. In 2019, OPP Port Vila has returned to 2017 levels, while SPD Port Vila continues to reduce. This situation is currently being reviewed by management.
SPD Santo registered many outstanding cases.

Prosecution - cases registered - by major location

	2016	2017	2018	2019 EST
OPP - Santo	62	53	155	116
OPP - Port Vila	258	262	372	266
SPD - Santo	436	318	325	599
SPD - Port Vila	515	297	242	150
SPD - Other	39	47	120	165

Figure 16: OPP – offences registered

2018 saw a general increase as a result of taking on more cases from SPD – especially in Port Vila. Volumes are now more aligned to 2017 levels.

OPP - offences registered

	2017	2018	2019 EST
OFFENCES AGAINST PROPERTY	161	245	128
OFFENCES AGAINST MORALITY	143	193	164
OFFENCES AGAINST THE PERSON	130	157	165
Dangerous drugs	41	40	33
PUBLIC ORDER OFFENCES	26	26	36
FAMILY PROTECTION ACT OFFENCES	32	28	44
FRAUD OFFENCES	19	61	15
DRUG OFFENCES	30	32	17
OFFENCES AGAINST REPUTATION	13	23	27
OFFENCES AGAINST TRAFFIC	9	20	32
Other offences	48	70	23

Figure 17: SDP – offences registered

SPD were not recording offences consistently in 2016, and have been excluded. Clear growth, matching the VPF results, for growth in Family Protection Act matters.

SPD - offences registered

	2017	2018	2019 EST
OFFENCES AGAINST PROPERTY	220	250	366
OFFENCES AGAINST THE PERSON	195	187	197
FAMILY PROTECTION ACT OFFENCES	106	195	227
OFFENCES AGAINST PUBLIC INTEREST	86	116	179
OFFENCES AGAINST TRAFFIC	70	69	110
OFFENCES AGAINST REPUTATION	46	76	78
PUBLIC ORDER OFFENCES	54	49	87
OFFENCES AGAINST MORALITY	8	9	23
Other offences	68	67	90

COURTS

Figure 18: Criminal – Magistrates' Court

Criminal - Magistrates Court

	2016	2017	2018	2019 EST
Port Vila	335	337	251	213
Luganville	280	194	240	398
Lakatoro	131	101	36	63
Isangel	13	29	37	75
Other	63	67	51	56
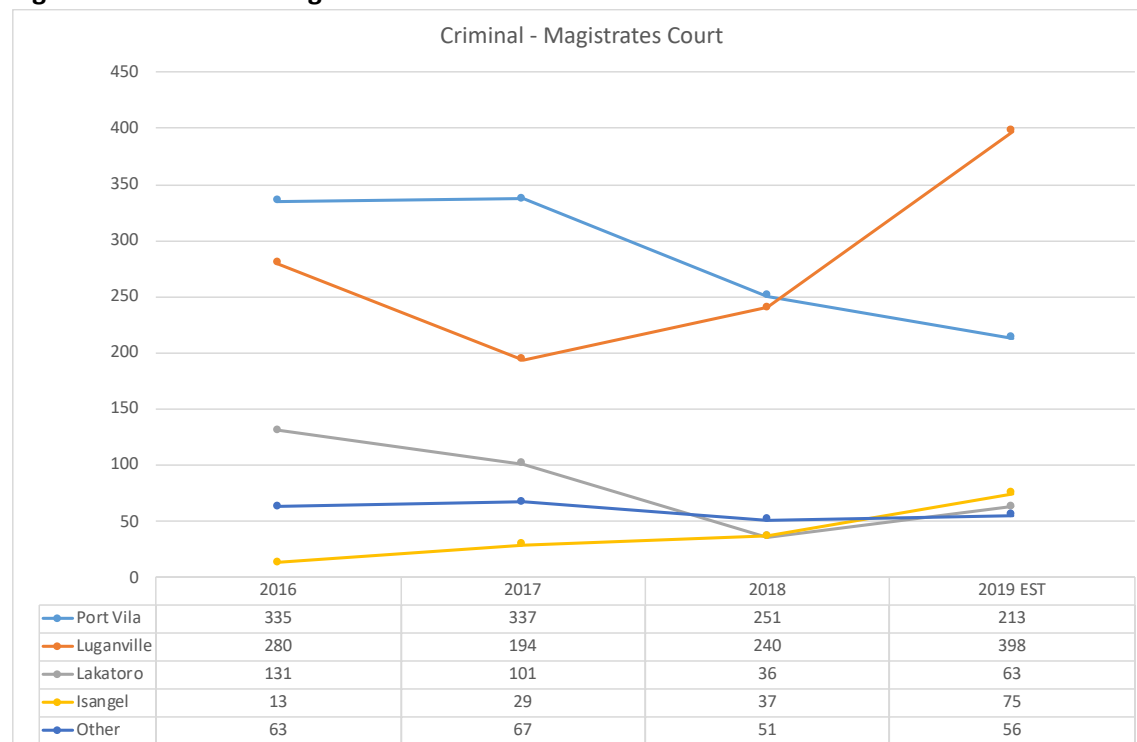
Figure 19: Protection Orders – Magistrates' Court

Visible increase in the two main locations over the 4 years, and nationally, averaging 10% growth per year – this is a significant and sustained growth

Protection Orders - Magistrates Court

	2016	2017	2018	2019 EST
Port Vila	440	495	432	497
Luganville	160	194	282	321
Lakatoro	63	71	112	131
Isangel	59	36	47	38
Other	32	28	17	12
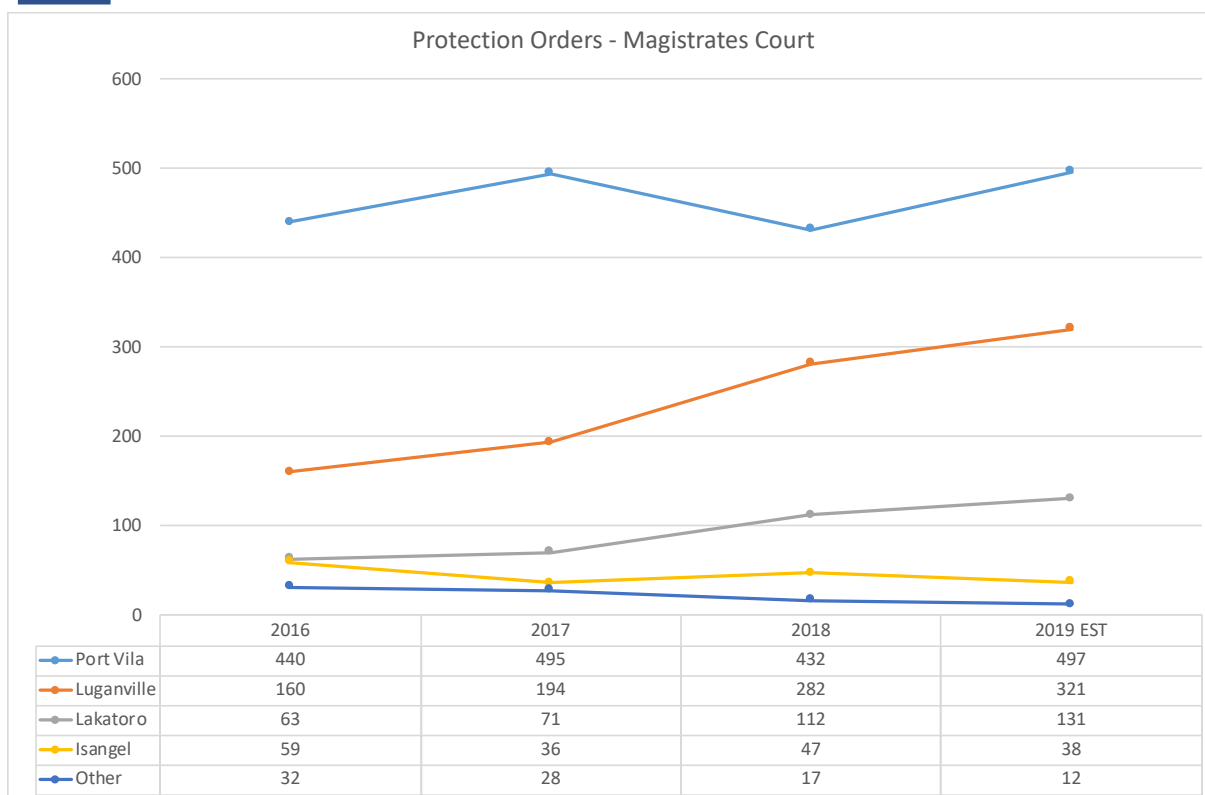
Figure 20: Preliminary Investigation – Magistrates' Court

Similar pattern to MC – Criminal, a noticeable increase in Luganville while relatively steady in Port Vila. May reflect the attention being paid to the operation of OPP in Luganville

Premiminary Investigation - Magistrates Court

	2016	2017	2018	2019 EST
Port Vila	134	155	142	134
Luganville	78	46	98	107
Lakatoro	31	16	3	12
Isangel	7	13	20	18
Other	6	4	15	2
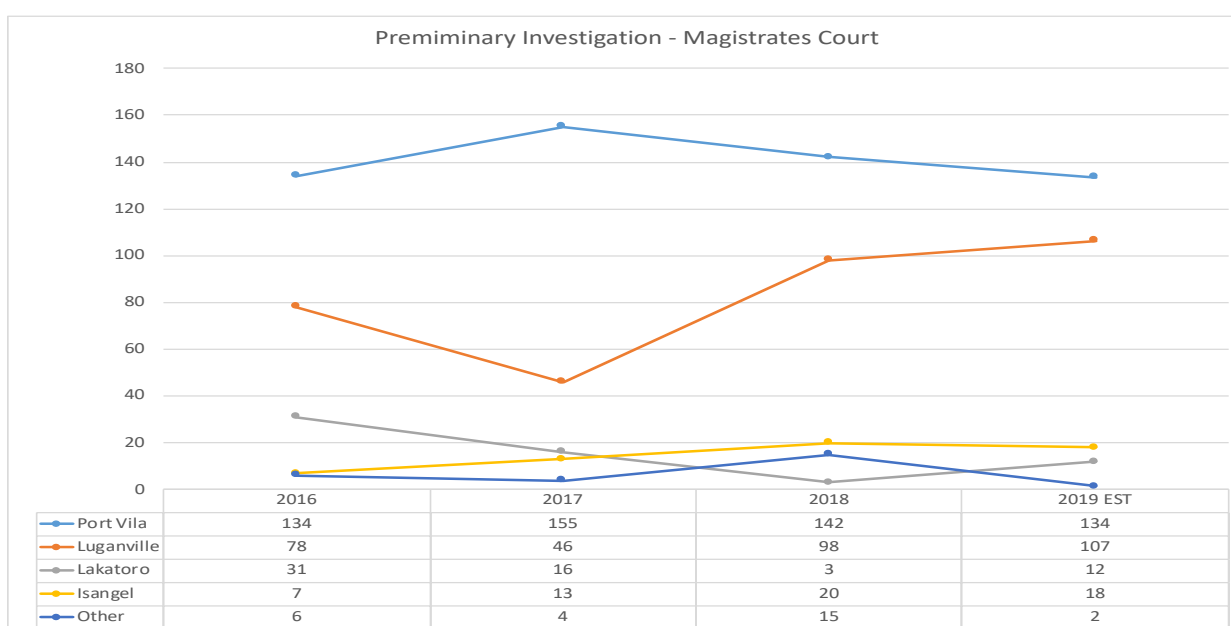
Figure 21: Criminal - Supreme Court

Overall, relatively stable volume of criminal matters being presented to the Supreme Court

Criminal - Supreme Court

	2016	2017	2018	2019 EST
Port Vila	100	121	127	123
Luganville	45	26	35	27
Lakatoro	15	13	8	3
Isangel	3	7	13	6
Other	8	7	15	0
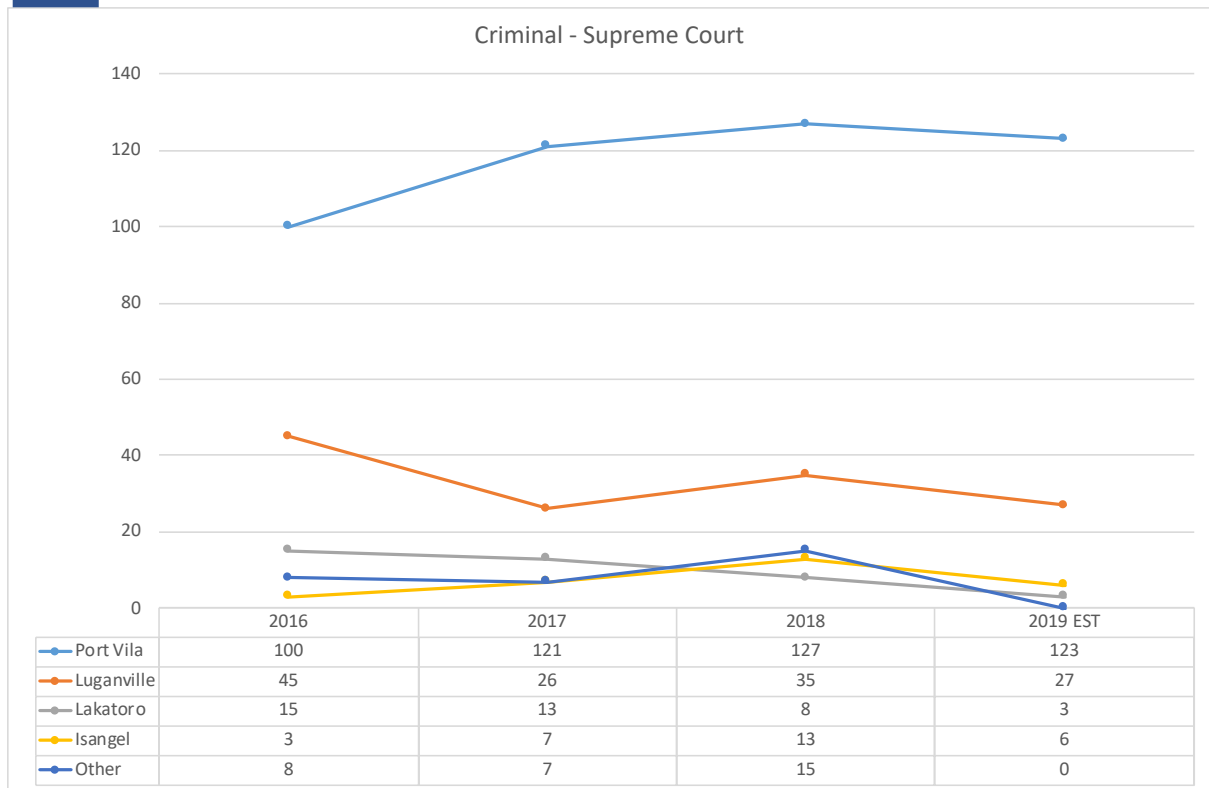
Figure 22: Criminal – Island Court

Of concern – a significant drop in the Island Court/Criminal matters. Overall IC matters including maintenance and debt matters – also substantially down

Criminal - Island Court

	2016	2017	2018	2019 EST
Port Vila	137	74	30	20
Other	0	11	29	0
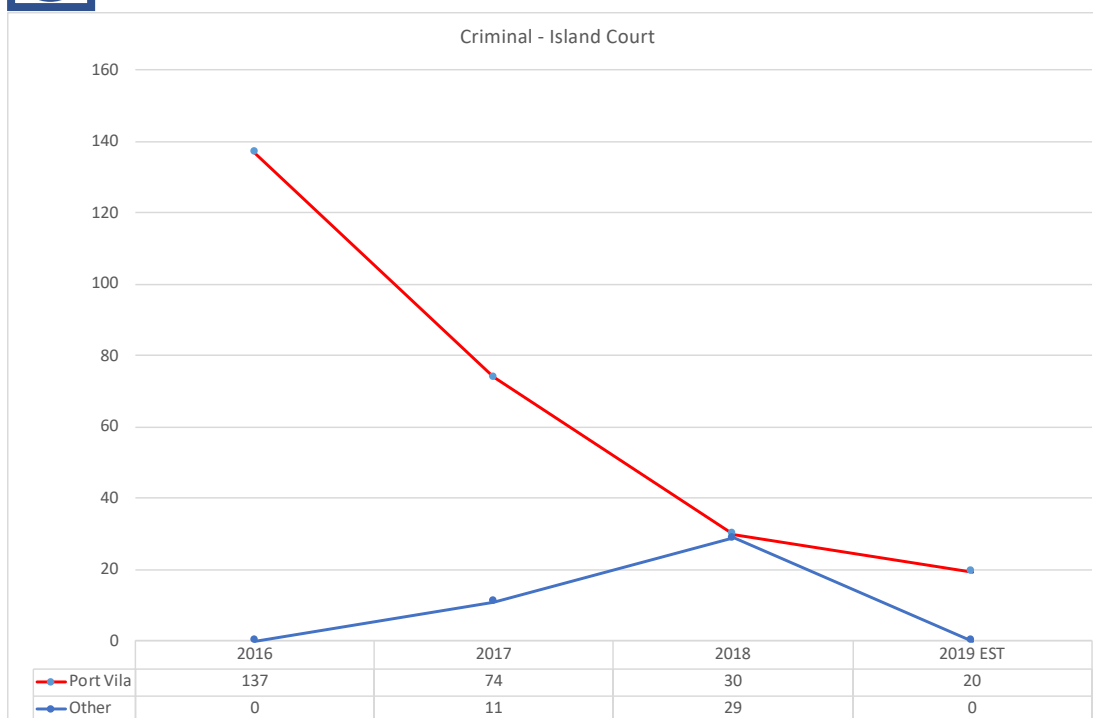
Figure 23: Total volumes

Clearly showing the growth of Protection orders over the 4 years

Total volumes

	2016	2017	2018	2019 EST
MC - Protection Orders	754	824	890	998
MC - Criminal	822	728	615	804
MC - Peliminary Investigation	256	234	278	272
SC - Criminal	171	174	198	159
IC - Criminal	137	85	59	20

Figure 24: 4 year annual % shift – case volumes

Noticeable increase in the Protection Orders being filed at court – approximately 10% growth per annum – substantially different to the other relevant case types

4 year annual % shift - case volumes
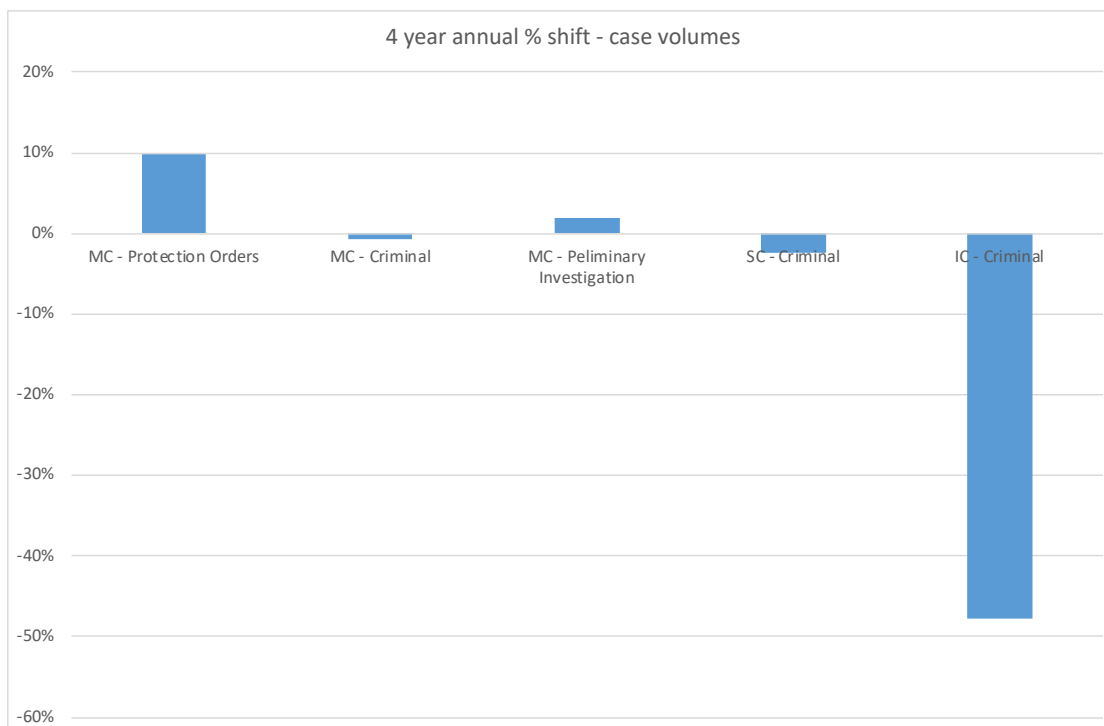
Figure 25: Magistrates' Court – key locations – Criminal and Protection Orders

Luganville matters on the increase, while noticeable decline in MC Criminal matters being presented to the Court

Magistrates Court - key locations - Criminal and Protection Orders

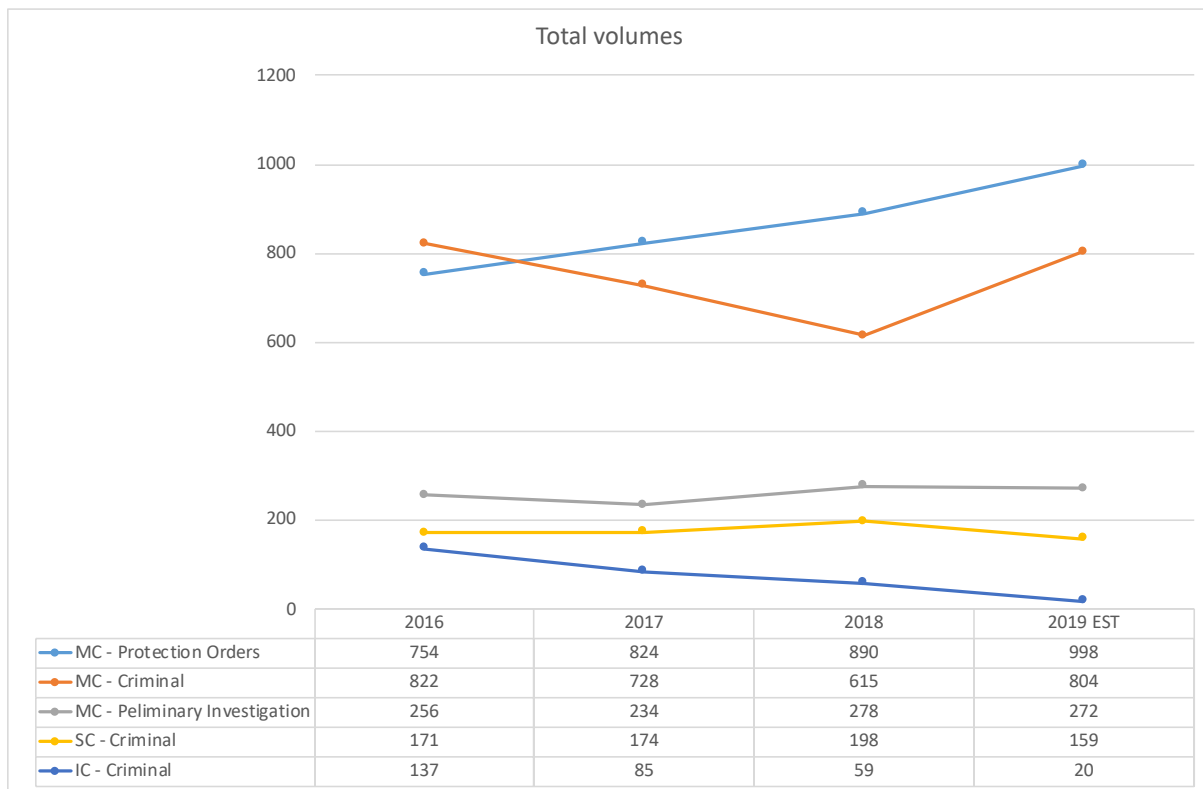|	2016	2017	2018	2019 EST
Luganville - Criminal (MC)	280	194	240	398
Luganville - Protection Orders (MC)	160	194	282	321
Port Vila - Criminal (MC)	335	337	251	213
Port Vila - Protection Orders (MC)	440	495	432	497
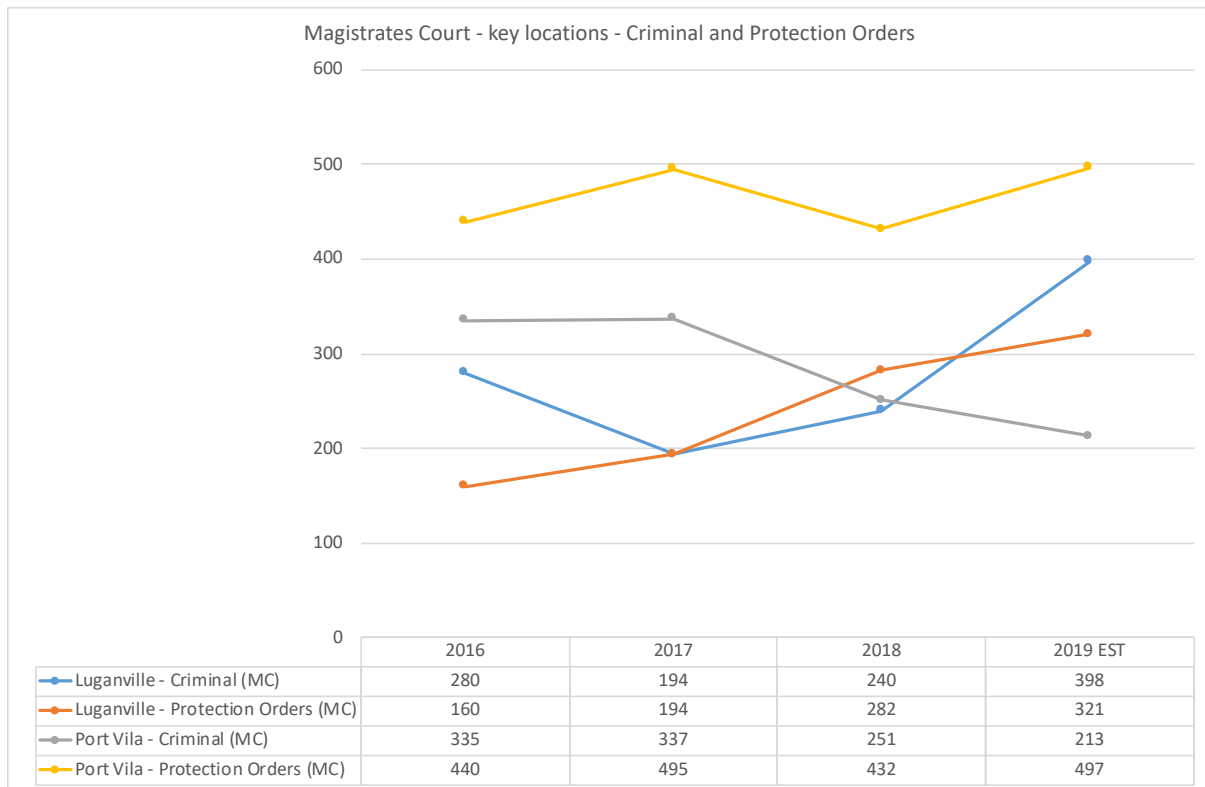
GENDER AND AGE

Figure 26: VFP – Victim gender analysis since 2015

VPF/PIMS recording gender by offence type consistently over the years

VFP - Victim gender analysis since 2015

	1500 OFFENCES AGAINST MORALITY	1600 OFFENCES AGAINST THE PERSON	3400 FAMILY PROTECTION ACT OFFENCES
Male	68	2200	294
Female	853	2053	1328

Figure 27: VFP – Victim gender analysis

2019 done as YTD to match previous slide

VFP - Victim gender analysis

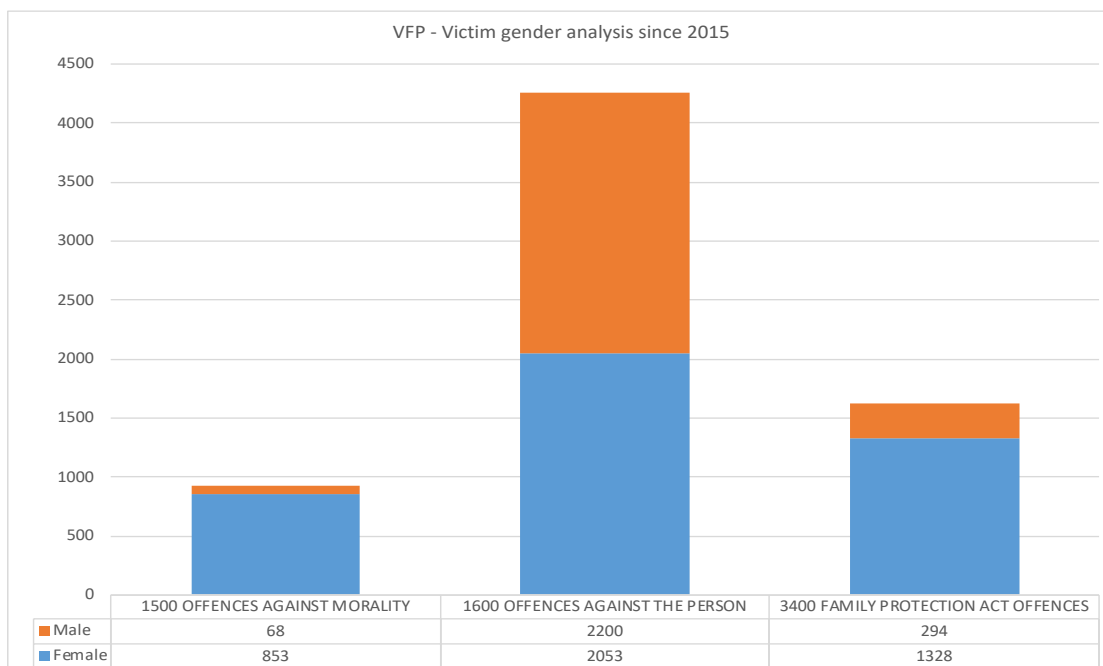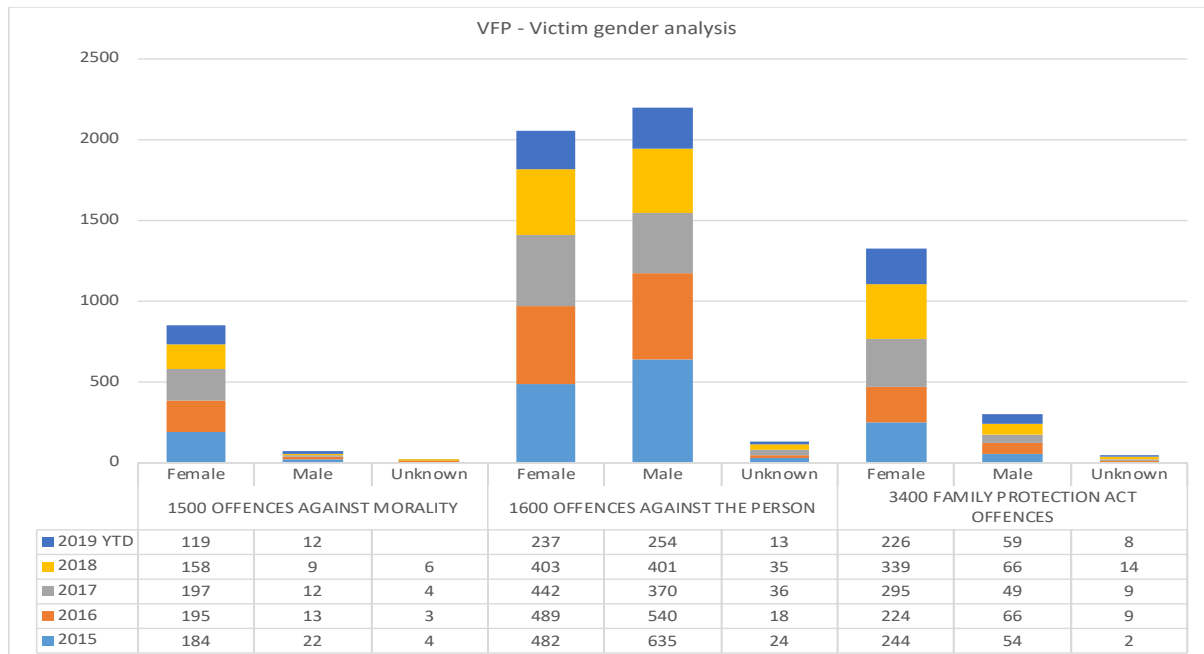|	1500 OFFENCES AGAINST MORALITY			1600 OFFENCES AGAINST THE PERSON			3400 FAMILY PROTECTION ACT OFFENCES		
	Female	Male	Unknown	Female	Male	Unknown	Female	Male	Unknown
2019 YTD	119	12		237	254	13	226	59	8
2018	158	9	6	403	401	35	339	66	14
2017	197	12	4	442	370	36	295	49	9
2016	195	13	3	489	540	18	224	66	9
2015	184	22	4	482	635	24	244	54	2

Figure 28: VPF- Victim Age Profile – Offences against Morality

Almost 2/3rds of victims of Offences against Morality are under 18 at the time of the Offence. VPF are now capturing age of victim far more accurately since the introduction of PIMS
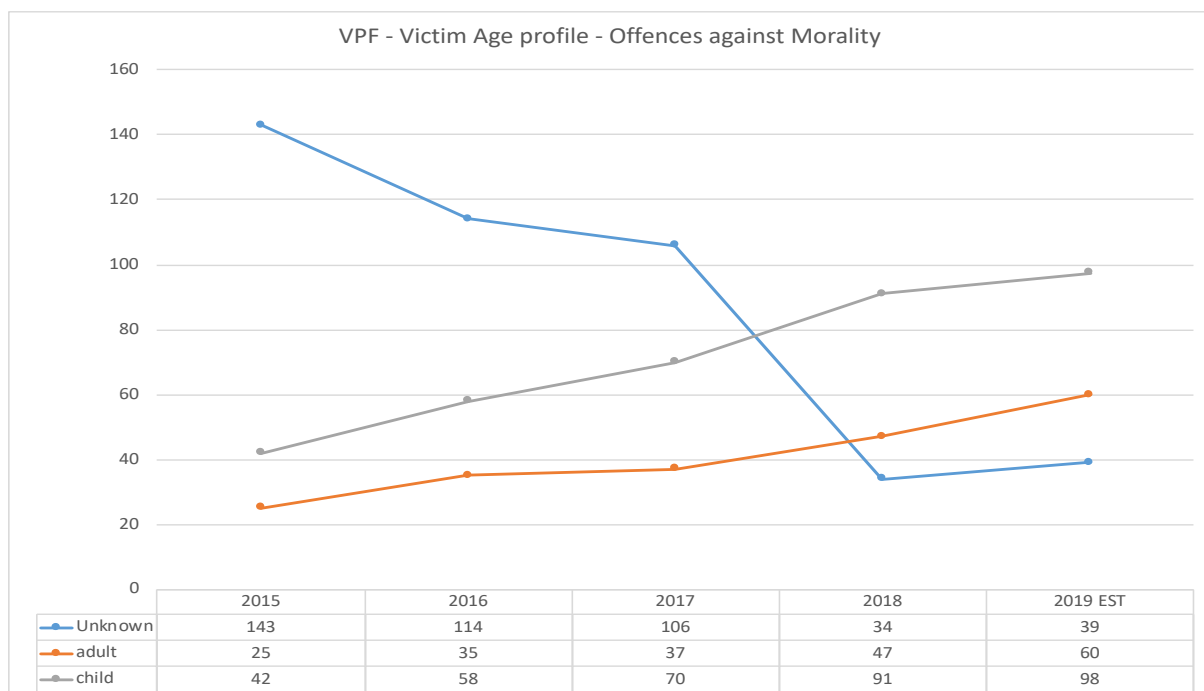

VPF - Victim Age profile - Offences against Morality

	2015	2016	2017	2018	2019 EST
Unknown	143	114	106	34	39
adult	25	35	37	47	60
child	42	58	70	91	98

Figure 29: VPF- gender analysis of POI/Accused since 2015

In approximately 10% of offences, the gender of the POI/Accused is not known/recorded

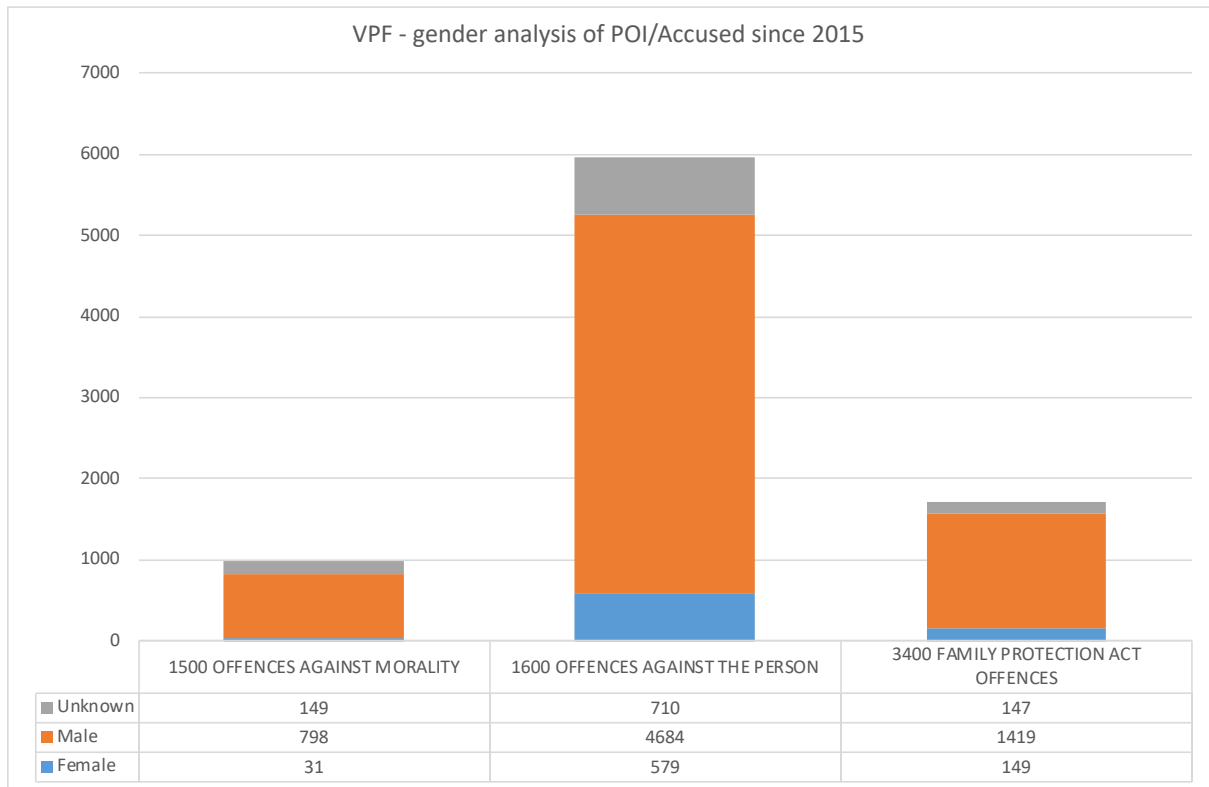|	1500 OFFENCES AGAINST MORALITY	1600 OFFENCES AGAINST THE PERSON	3400 FAMILY PROTECTION ACT OFFENCES
■ Unknown	149	710	147
■ Male	798	4684	1419
■ Female	31	579	149

Figure 30: Courts – Victim gender profile

Courts have not captured details on the victim in consistently. This is now being addressed.

	FAMILY PROTECTION ACT OFFENCES	OFFENCES AGAINST MORALITY
■ Male	1	1
■ Female	21	70
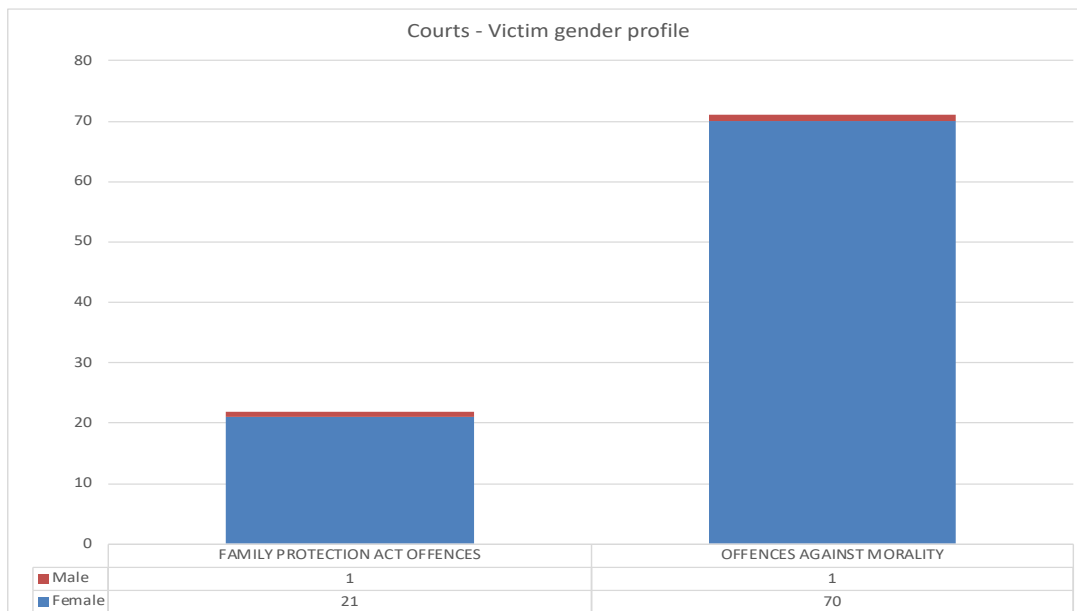
Figure 31: Case files submitted (CFS) to Prosecution

Visible increase in # of offences being sent to Prosecution in last 2 years – a reflection in the improvement in case managing investigations

Case files submitted (CFS) to Prosecution

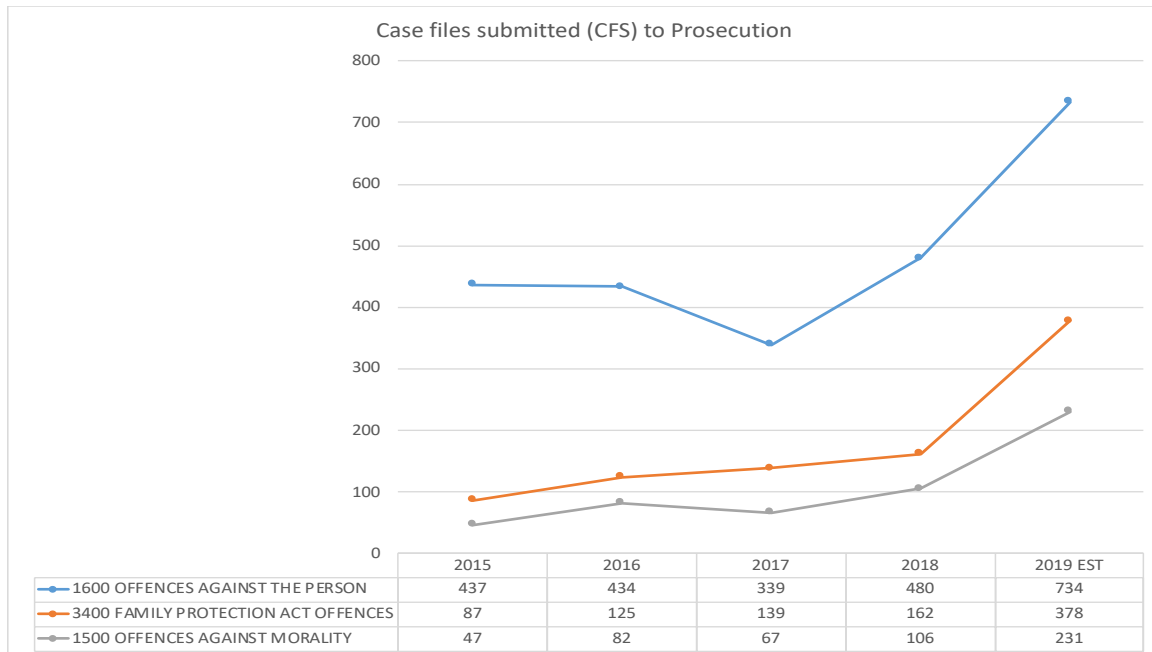|	2015	2016	2017	2018	2019 EST
1600 OFFENCES AGAINST THE PERSON	437	434	339	480	734
3400 FAMILY PROTECTION ACT OFFENCES	87	125	139	162	378
1500 OFFENCES AGAINST MORALITY	47	82	67	106	231

Figure 32: All offences - Case files submitted (CFS) to Prosecution

Overall, substantial increase in CFS being submitted to Prosecution, reflecting the increased focus on case management of investigations by VPF officers
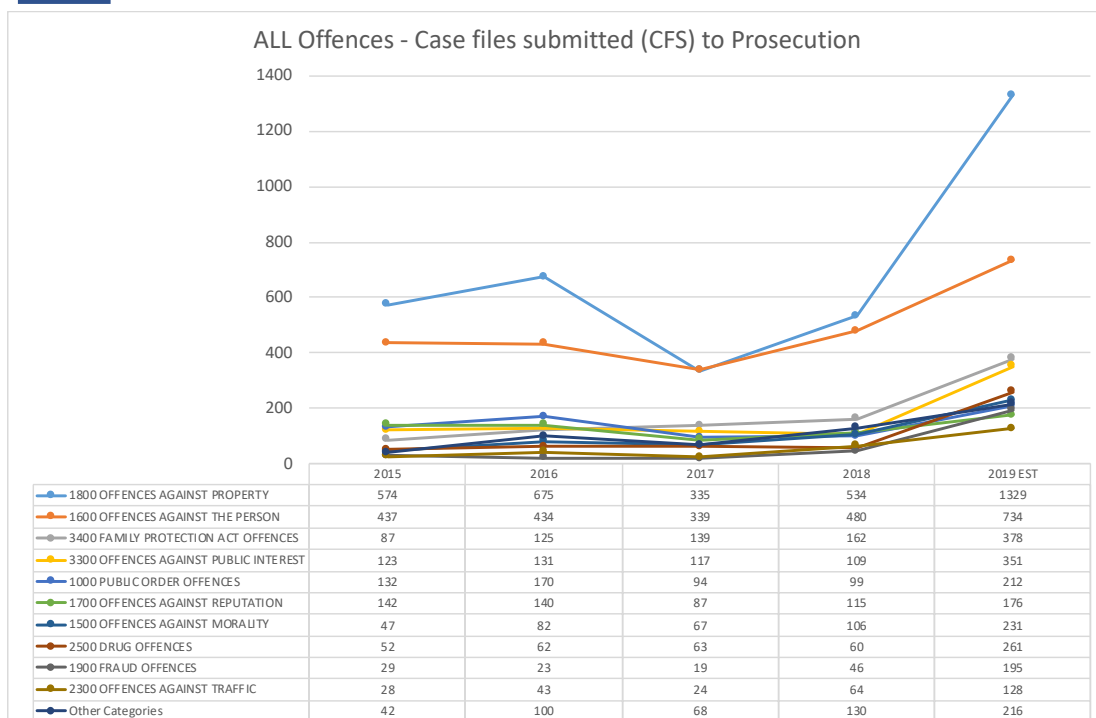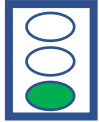
ALL Offences - Case files submitted (CFS) to Prosecution

	2015	2016	2017	2018	2019 EST
1800 OFFENCES AGAINST PROPERTY	574	675	335	534	1329
1600 OFFENCES AGAINST THE PERSON	437	434	339	480	734
3400 FAMILY PROTECTION ACT OFFENCES	87	125	139	162	378
3300 OFFENCES AGAINST PUBLIC INTEREST	123	131	117	109	351
1000 PUBLIC ORDER OFFENCES	132	170	94	99	212
1700 OFFENCES AGAINST REPUTATION	142	140	87	115	176
1500 OFFENCES AGAINST MORALITY	47	82	67	106	231
2500 DRUG OFFENCES	52	62	63	60	261
1900 FRAUD OFFENCES	29	23	19	46	195
2300 OFFENCES AGAINST TRAFFIC	28	43	24	64	128
Other Categories	42	100	68	130	216

Figure 33: Protection Orders – Magistrates' Court – Outcomes (results)

Less matters – in % terms - being withdrawn or dismissed by the Court

Protection Orders - Magistrates Court - Outcomes (results)

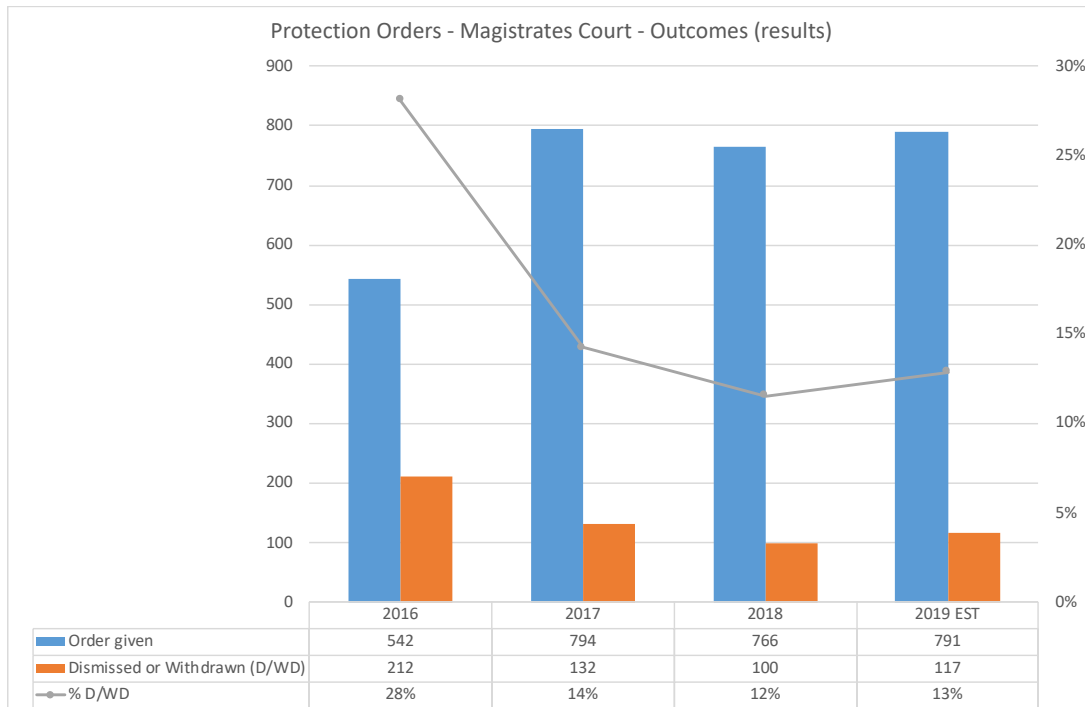|	2016	2017	2018	2019 EST
Order given	542	794	766	791
Dismissed or Withdrawn (D/WD)	212	132	100	117
% D/WD	28%	14%	12%	13%

Figure 34: Court Guilty outcomes – for the three offence types

Note: equates to approximately 3000 charges out of 10,000 finalized in this period

Court Guilty outcomes - for the three offence types

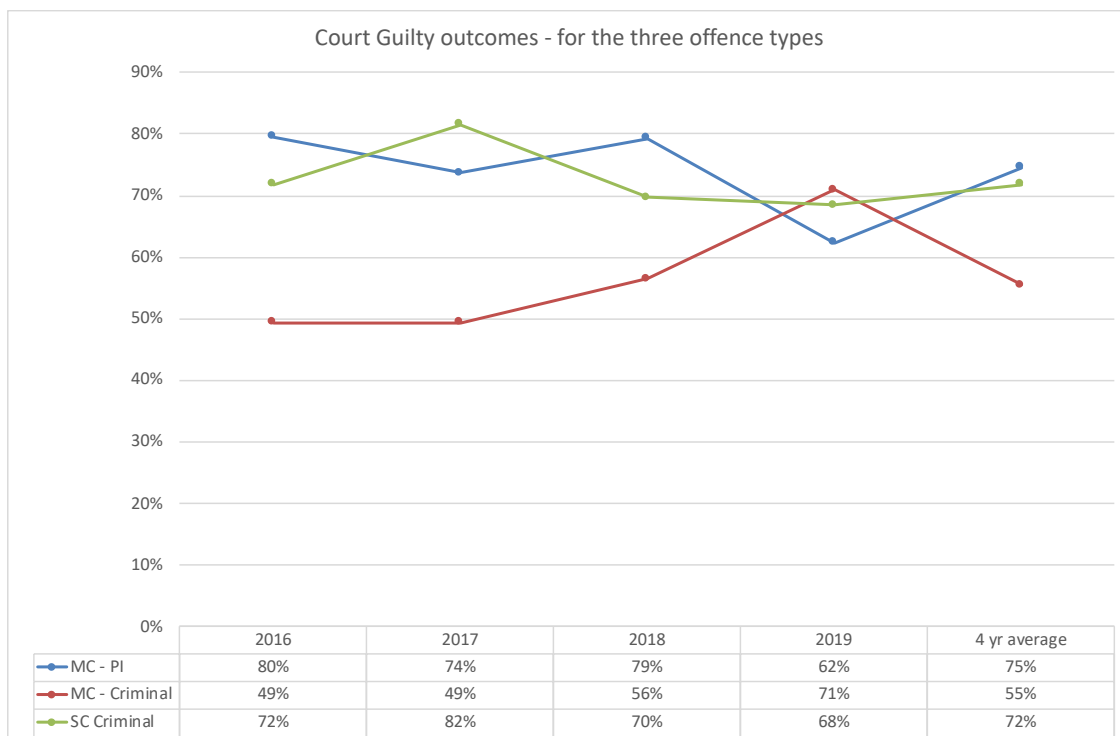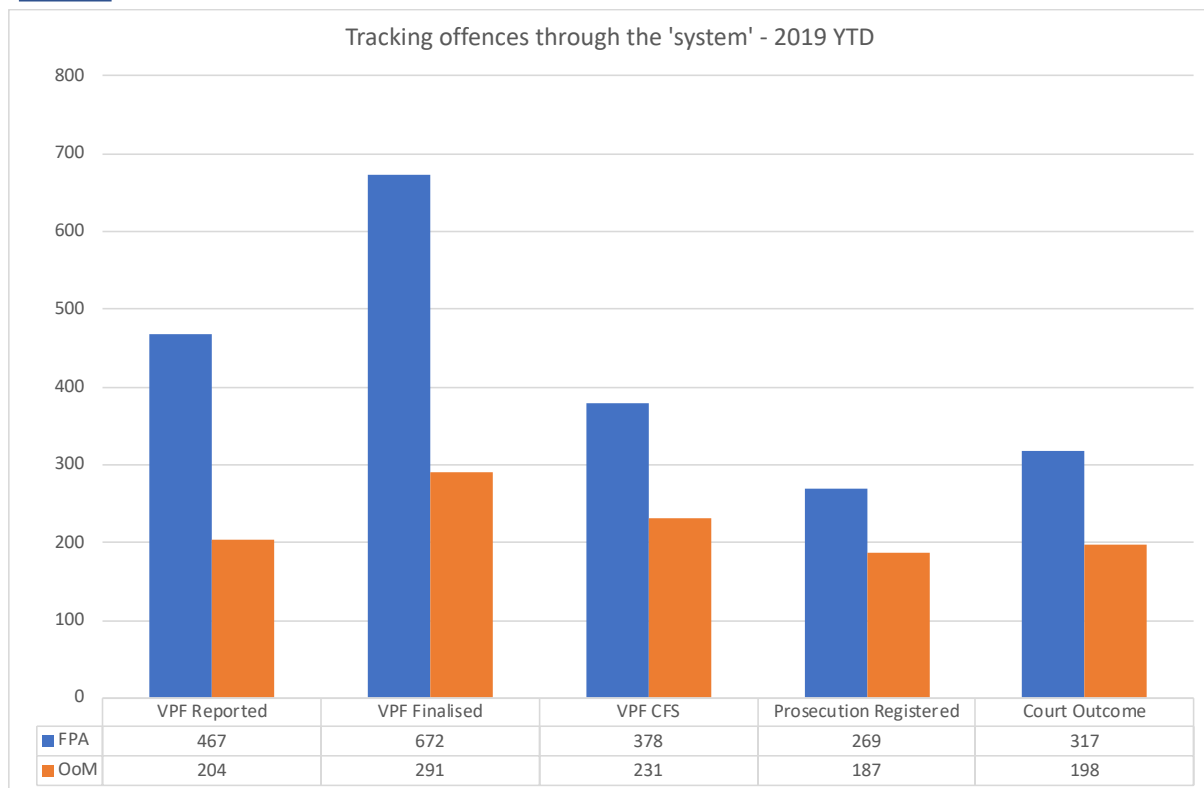|	2016	2017	2018	2019	4 yr average
MC - PI	80%	74%	79%	62%	75%
MC - Criminal	49%	49%	56%	71%	55%
SC Criminal	72%	82%	70%	68%	72%

Figure 35: Tracking offences through the 'system' – 2019 YTD

Now in strong position to more accurately track key offence types as they make their way through the Criminal Justice System

Tracking offences through the 'system' - 2019 YTD

	VPF Reported	VPF Finalised	VPF CFS	Prosecution Registered	Court Outcome
FPA	467	672	378	269	317
OoM	204	291	231	187	198

TIMELINESS

Figure 36: Protection orders – average days to finalise (days)

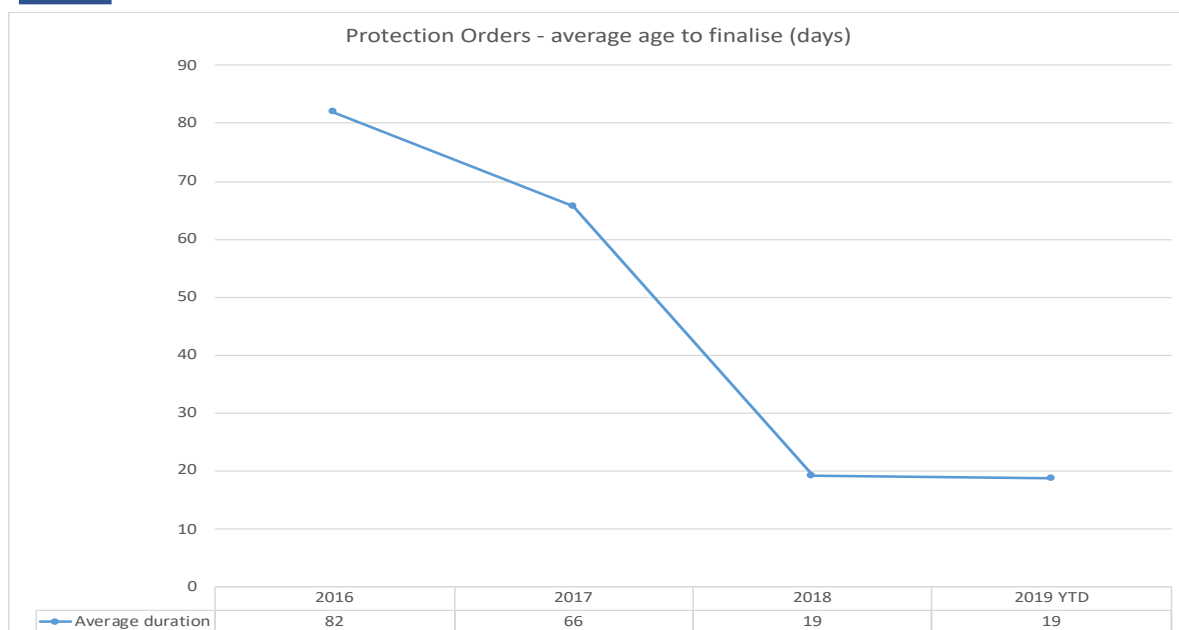Substantial decrease in time in responding to Protection Orders - now finalizing within a month

Protection Orders - average age to finalise (days)

	2016	2017	2018	2019 YTD
Average duration	82	66	19	19

Figure 37: Average days from Date of Offence to Decision at Court

Visible decrease in time from offence to decision for Family Protection

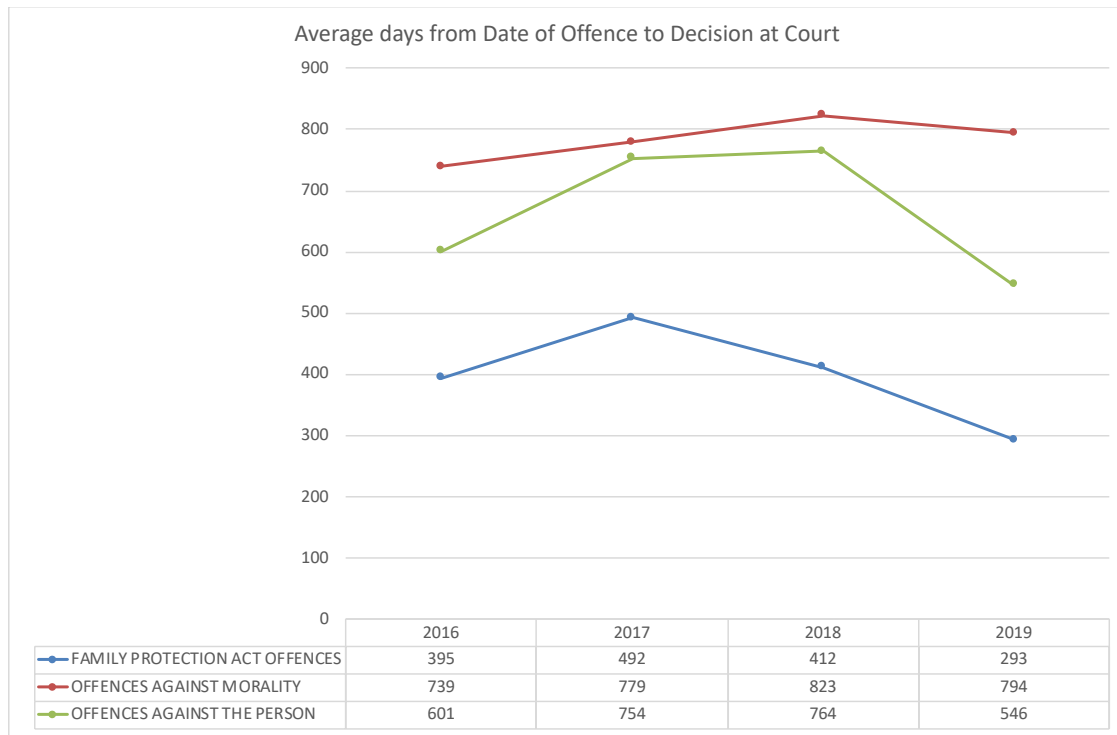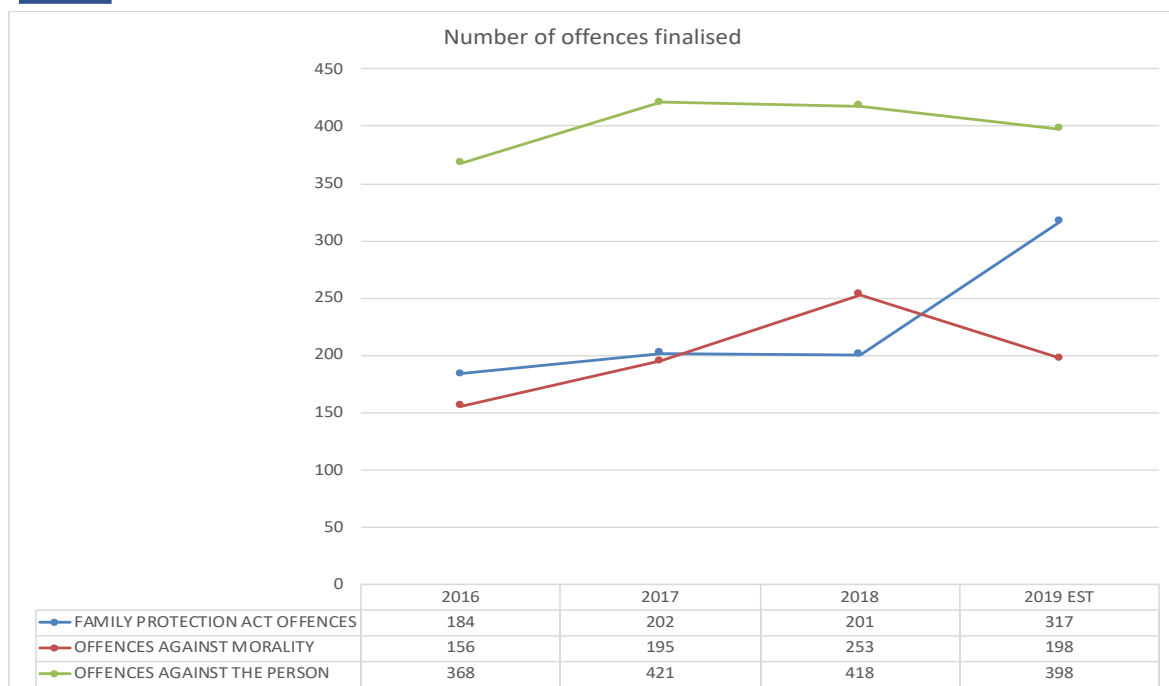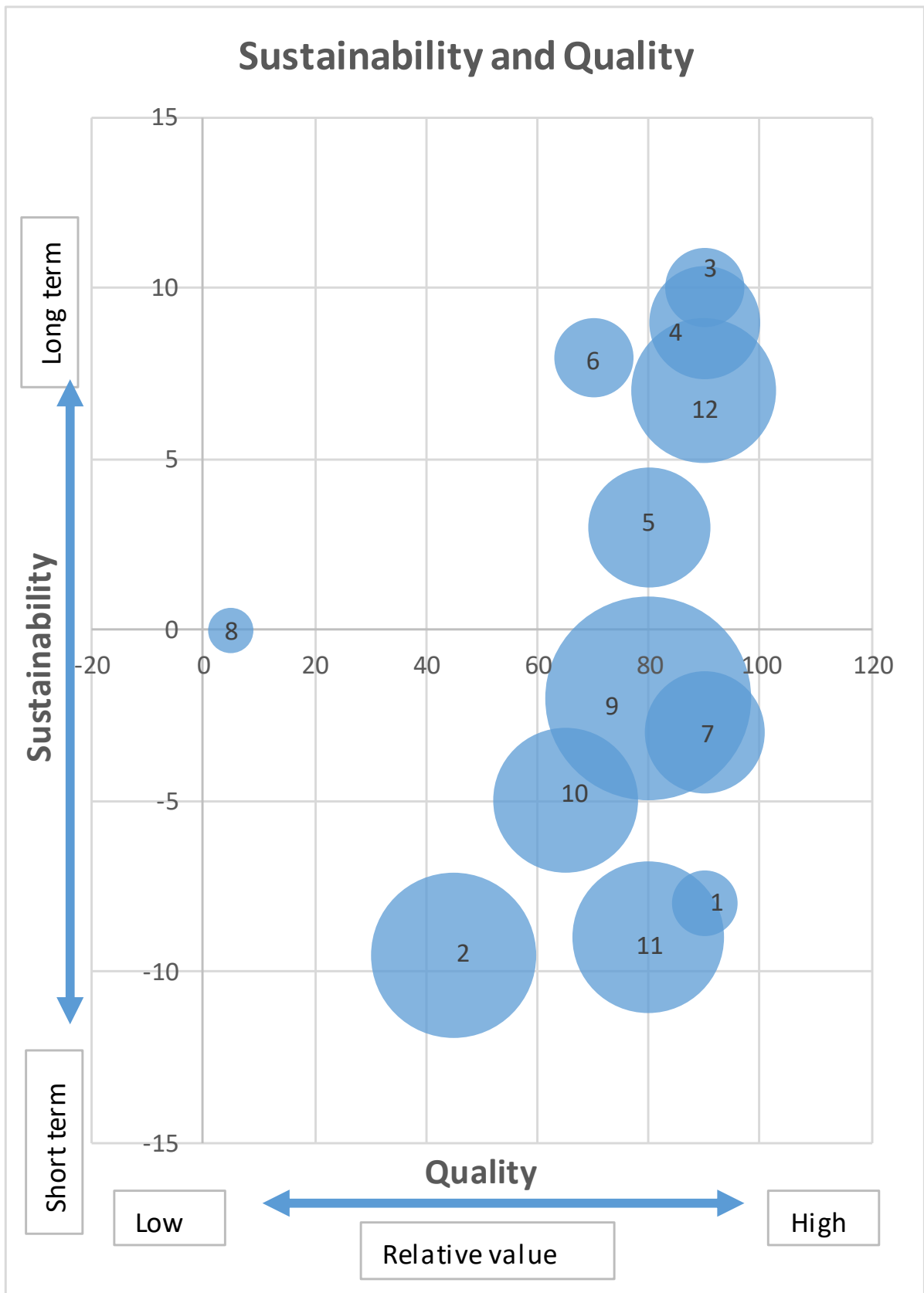Average days from Date of Offence to Decision at Court

	2016	2017	2018	2019
FAMILY PROTECTION ACT OFFENCES	395	492	412	293
OFFENCES AGAINST MORALITY	739	779	823	794
OFFENCES AGAINST THE PERSON	601	754	764	546

Figure 38: Number of offences finalised

Growth in Family Protection offences being finalized at Court

Number of offences finalised

	2016	2017	2018	2019 EST
FAMILY PROTECTION ACT OFFENCES	184	202	201	317
OFFENCES AGAINST MORALITY	156	195	253	198
OFFENCES AGAINST THE PERSON	368	421	418	398

5.3 Detailed Cost and effectiveness analysis

Detailed Cost and effectiveness analysis	Activity #	Quality	Strategy - LT/ST	$ Value/%
Professional standards Unit	1	90	-8	2
College/New Recruits	2	45	-9.5	13
Authorised persons	3	90	10	3
Justice and community services agencies coord and core corp functions (M&E, HR, Finance, exec leadership, coord, conference, cross-sector inclusion strengthening	4	90	9	6
OPP, PSO, MJCS building legal capacity (indiv's and organs)	5	80	3	7
A2J outreach combined agencies	6	70	8	3
Case management across sector (police, OPP, judiciary)	7	90	-3	7
Building legal capacity of Judicial/Constitutional/Statutory Agencies (Supreme, Magistrates Courts, Ombudsman, Law Reform Commission), SLO	8	5	0	1
Policing Core capability and operations support (GD, CID, FPU, CSU, Northern Command)	9	80	-2	20
Policing org strengthening (incl women's leadership, OPCS review, FPU policies and SOPs, leadership, assessment centres, budget bids)	10	65	-5	10
Infrastructure - policing and justice	11	80	-9	11
Justice and community services partnerships and org strengthening OPP, PSO, SLO, MCJS , VSPD operations, including womens leadership, gender inclusion, sector networking, policy and planning development	12	90	7	10
				93
Management and operational (specified personnel and coordinators, admin, finance, procurement, cleaning)				7
Strategic alignment with others				0
M&E and Review, Tech Support (IT)				3
				103

Sustainability and Quality

5.4   Evaluation methodology

This section provides further detail on the evaluation methodology including:
- List of key evaluation questions and sub questions
- More detail on the frameworks and methods used to support data collection and analysis
- List of stakeholders consulted
- Limitations

Evaluation questions and sub-questions

The evaluation terms of reference drafted by DFAT and the AFP provided three key evaluation questions, and a set of guiding questions. These were subsequently reviewed and refined by the evaluators in evaluation planning, and re-framed as four Key Evaluation Questions with guiding questions for investigation. While the evaluation findings are not structured against these evaluation questions (KEQs) in the evaluation report, care has been taken to ensure each key question has been comprehensively addressed.   The change in KEQs reflects a formative evaluation approach, rather than a summative approach of the original KEQs, in order to match the methodology used, related to the timing of the evaluation (mid point not end of program), the data available (no formal baseline data against EOPOs and IOs), and the adaptive nature of the program delivery arrangements (flexible annual budget and prioritisation). The KEQs are intentionally asked in an open ended manner (rather than a closed manner) to be able to analyse a broader range of data and information in the changing context. In order to address standard DFAT Annual Quality Check criterion, a separate assessment of effectiveness and efficiency against the original KEQs was provided to DFAT by the evaluation team.

Q 1: To what extent has VAPJP generated outcomes that are significant and relevant to the needs and priorities of Vanuatu stakeholders (government, institution and community)?

Sub-evaluation questions:

1.1 What has changed in the policing and security political economy and operating environment in Vanuatu, and to what extent has VAPJP contributed to these changes?

1.2 To what extent is the program progressing towards its end of program outcomes (including changes related to improved individual or institutional capacity, behaviour change, and improved quality of and access to services including for women, children and youth), how significant are these changes?

1.3 What has been Australia's comparative advantage and value add, and has it been fully leveraged through the program?

Q 2: How effective is the design and delivery of the VAPJP - what has and has not worked well?

Sub-evaluation questions:

2.1 How valid is the Theory of Change (ToC) and to what extent has it guided implementation (i.e. supported thinking about how to promote change so that the users experience a real difference in how institutions operate, built capacity that results in behaviour change, and worked across the interface between the state policing, justice and community services sector and the non-state justice system) to achieve program outcomes?

2.2 How well has the program adapted to the changing context (e.g. as informed by monitoring and evaluation, political economy analysis and/or other factors) and to what extent is the adaptation appropriate?

2.3 What successes and challenges have been experienced in implementing a joint justice and policing program and contributing to joint outcomes?

Q 3: How optimally are the program's partnerships, modality and resource allocations functioning and contributing to program outcomes - what has and has not worked well?

Sub-evaluation questions:

3.1 To what extent is the partnership (between DFAT-AFP, implementing partners and the Government of Vanuatu) functioning (consider: scope and level of engagement, use of time and resources, quality of relationships, capacity, and governance and decision-making structures)?
3.2 How efficient and appropriate is the current modality (i.e. DFAT/managing contractor/AFP, potential Direct Financing Agreement)?
3.3 How efficient is resource allocation across program streams and compared with Government of Vanuatu actual and budget sector expenditure?

Q 4: What recommendations and opportunities are there for Australia to effectively and efficiently contribute to the Vanuatu policing and justice sector going forward?

4.1 For the remaining period of VAPJP (to end 2020)
    I.   Changes to strengthen EOPOs within the framework of achievements to date, Australia's comparative advantage and prospective context;
    II.   Adaptations to remain and increase relevance to security and justice challenges in Vanuatu (including opportunities to redirect program focus into new, or emerging priorities);
    III.   Adaptions to consolidate or scaling back in some areas and/or deeper engagement in others to better influence change.

4.2 For Australia to contribute to a next phase of support (2021-2025) to the policing and justice sectors in Vanuatu and how should this be delivered?
    I.   *As per points i-iii above?*
    II.   What delivery modality is likely to be most effective and efficient?
    III.   What are the advantages and disadvantages of the current VAPJP contract being extended to cover a new four-year phase?

For note, the original KEQ included the following:

Q 1: Effectiveness: How effective is SRBJS?
- To what extent has the justice stream of work led to individual or institutional behaviour change and contributed to the end-of-program outcomes? Has this change been in accordance with the Program's theory of change?
- To what extent has the policing stream of work led to individual or institutional behaviour change and contributed to the end-of-program outcomes? Has this change been in accordance with the Program's theory of change?
- To what extent have the justice and policing streams contributed to combined/ joint outcomes?
- What sort of change resulting from SRBJS interventions has been experienced by targeted EOPO end users/ beneficiaries – particularly women, but also children and youth? (i.e. How has the theory of change guided implementation and has the problem-driven approach envisioned by the design succeeded?)
- How has the Program adapted to changing context (e.g. as informed by monitoring and evaluation, political economy analysis and/or other factors) and to what extent is the adaptation appropriate?

Q 2: Efficiency: How efficient is SRBJS?

- How efficient is the current modality?
- How efficient is resource allocation across program streams and compared with Government of Vanuatu actual and budget sector expenditure?

Q 3: Forward-looking: What opportunities are there for Australia to effectively and efficiently contribute to the Vanuatu policing and justice sector going forward?

- **For the remaining period of SRBJS (to end 2020):**
o Within the framework of achievements to date, Australia's comparative advantage and prospective context, are the end of program outcomes still relevant?
o What further adaptation is required for the Program to remain relevant to security and justice challenges in Vanuatu? Are there opportunities to redirect program focus into new, emerging priorities?
o Is there a need for consolidation or scaling back in some areas and/or deeper engagement in others to better influence change?
- What opportunities are there for Australia to contribute to a next phase of support to the policing and justice sectors in Vanuatu?

Evaluation methods and assessment tools

The evaluation adopted a mixed methods and participatory methodology and used the following methods for data collection and analysis:

Document review

A substantial amount of data had already been generated through monitoring reports and evaluations. The following documents were reviewed and analysed for evidence against the evaluation questions as part of the desktop review:

Author	Name	Year
Design and strategy documents		
DFAT	Aid Investment Plan Vanuatu 2015-16 to 2018-19	2015
DFAT	Investment Concept: Vanuatu Policing and Justice Support Program 2017-2021	Undated
DFAT	VWC Program Design Document July 2016 – June 2021	2016
DFAT	SRBJS Investment Design Document	2016
GoA - GoV	Vanuatu Australia aid partnership arrangements (agreement)	2016
GoV	Vanuatu 2030 The People's Plan National Sustainable Development Plan 2016-2030	2016
Palladium	Justice & Community Services Sector Capacity Development Strategy 2017 – 2020	2017
Palladium	SRBJS Gender Strategy 2017-2020	2017
GoV	Strategy for the Justice and Community Services Sector 2018-2021	2018
GoV	National disability Inclusive Development Policy 2018-2025	2018
Performance assessment documents		
DFAT	AQC – Pacific Women	2016
DFAT	AQC – Pacific Women	2017
DFAT	AQC – Pacific Women	2018
DFAT	AQC – Vanuatu Law and Justice Partnership Program	2013
DFAT	AQC – Policing and Justice support program	2015
DFAT	AQC – Policing and Justice support program	2018
DFAT	AQC – Policing and Justice support program	2019
M&E plans and frameworks		

Palladium	SRBJS M&E Plan (submission draft)	2017
GoV	Vanuatu 2030 The People's Plan National Sustainable Development Plan 2016-2030 M&E framework	2017
Planning and implementation documents		
Palladium	SRBJS Work planning and risk management documents	2018 - 2019
Palladium	SRBJS budget forecast and finance summaries	2018 - 2019
Palladium	SRBJS Organigram and governance structures	2018
Program and sector reports		
VPF	Vanuatu Police Force Community perception survey 2011 report	2011
VPF	Vanuatu Police Force Annual Report	2014, 2018
GRM International	Policing justice support program justice element progress report July - December 2014	2014
Palladium	Policing justice support program justice element progress report January - June 2015	2015
Palladium	Policing justice support program justice element progress report July - December 2015	2015
AFP	AFP Progress report (July-December 2018)	2018
Palladium	SRBJS Six-Monthly Progress report – July-December 2018	2018
Palladium	SRBJS Six-Monthly Progress report – January-June 2019	2019
Palladium	Six-Monthly Progress report Annexes: Achievement Highlights Table Risk Management Table Indicator Targets and Tracking Sheet Workplan tracking of outputs Overarching progress against outcomes Number, Reach and Coverage Table Opportunities to strengthen OPs (2019 only)	2018 - 2019
VWC	Progress Report 3	2019
Research, reviews and evaluations		
VWC	Vanuatu National Survey on Women's Lives and Family Relationships	2011
DFAT	Law justice building on local strengths: Evaluation of Australian Law and Justice Assistance	2012
Leigh Toomey	Evaluation of the participation of women in the VPF (and tracking of implementation of recommendations)	2015
Palladium	Evaluation Report - PJSPV Support for Case and Data Management Systems and management response	2015
Palladium	Review of SRBJ Grants Facility and management response	2015
Palladium	Evaluation of program support for sector collaboration	2016
Vicki Vaartjes	Evaluation Report: Legal Advocacy Skills Development in the Public Sector, Vanuatu	2016
Vicki Vaartjes	Women in Leadership Mentoring Program: Status Update	2016
Vicki Vaartjes	Evaluation: Strengthening Skills in Administrative Investigations	2016
Vicki Vaartjes	Improving Service Delivery in Justice Institutions, Case Study: Improvement in Case Management in State Prosecutions Department	2016
Cardno	Vanuatu policing justice support program review	2016
DFAT	DFAT Management response to PJSPV review	2016

DFAT	Conflict management access to justice in rural Vanuatu	2016
Palladium	Access to Justice for Young People in Peri-Urban Port Vila	2017
DFAT	Fiduciary Risk Assessment of the MoIA and the VPF	2019
Judith Fleming	Draft report Authorised persons registered councillors	2019

Data collection and verification: interviews, focus group discussions

The evaluation team undertook a 12-day visit to Vanuatu from 26 August to 6 September 2019, carrying out consultations with stakeholders in Port Vila and surrounding communities (Olin and Tokyo Buninga) and Santo. A list of questions was developed as part of evaluation planning to obtain information to answer the key evaluation questions. These questions formed the basis of interviews and focus group discussions.

Data analysis and the formulation of judgements

The evaluation team undertook reflection at the end of each day, with data analysis undertaken iteratively and tested with key internal stakeholders throughout the evaluation rather than in one discrete analysis section at the end of data collection.

During the course of the evaluation, the team undertook a rapid assessment of the political economy of the policing and justice context in Vanuatu as a basis for assessing the performance of the Program. In order to form an assessment of program effectiveness, individual "parts" of the Program[90] were analysed in terms of political economy influences, quality of approach and progress to date, and results towards outcomes (whether ''results'' were observable, regardless of their meeting intended objectives). Judgement is therefore based on the quality of inputs provided and whether the Program could have done things differently or better to effect greater change in light of the realities of the operating context. The activities were also analysed in terms of their capacity building approaches, sustainability and consideration of gender equality. Ratings scales were applied for some of the assessment criteria using the DFAT 1-6 Quality scale as a basis and are presented in Section 3, Finding 3. The analysis table presented in Annex 5 provides a detailed justification of the evaluation team's judgements of the effectiveness of individual assessments in narrative form.

Evaluation results presentation and Aide Memoire

An Aide Memoire was drafted presenting preliminary findings. This was shared with a range of stakeholders at an evaluation sharing and verification meeting held on the 6th of September 2019. The meeting was attended by representatives from DFAT, AFP, Palladium and GoV. During the meeting, evaluators presented and tested the preliminary findings and recommendations with staff. Two separate meetings were then held with DFAT Post to share findings internally. The feedback provided by stakeholders has been incorporated into this evaluation report.

Stakeholders consulted

The evaluation team undertook a 12-day visit to Vanuatu from 26 August to 6 September 2019, carrying out consultations with stakeholders in in Port Vila and surrounding communities (Olin and Tokyo Buninga) and Santo (including community consultations in Saraday). A series of interviews and small group discussions were held with government, program and civil society organisation (CSO) stakeholders. Focus group discussions were carried out with community members, including with youth, women, men, chiefs and APs. A total of 121 stakeholders participated in consultations

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[90] Parts of the Program were determined by participating Agency and/or Adviser focus and/or budget allocations for cross-sector activity.

according to the breakdown of participant groups in Table 1 below[91]. A full list of the stakeholders engaged is provided in Annex 5.3.

Table 1: Breakdown of respondents according to stakeholder groups

52 GoV stakeholders:	▪ GoV Ministry of Justice and Community Services (8) ▪ Ministry of Internal Affairs (1) ▪ Prime Minister's Office (5) ▪ Justice Agencies (15) ▪ VPF (23: Commanders and officers 10, FPU 1, WAN 3, PTC 2, CSU 5, CID 2)
7 Australian High Commission staff	▪ Key program staff
20 Program staff and advisers:	▪ Palladium Head Office Staff (3) ▪ SRBJS Justice Advisers (9) ▪ and Policing Advisers (8)
4 staff from two CSOs:	▪ Vanuatu Women's Centre (VWC) (3) ▪ Vanuatu Society for People with Disability (VSPD) (1)
2 donor officials	▪ Representatives of the New Zealand High Commission (2)
36 community members (15 women and 21 men)	▪ Tokyo Buninga and Olin (AP pilot communities), (7): 2 chiefs, 1 AP and 1 AP spouse, 2 women, and 1 male youth representative ▪ Blacksands, outside Port Vila (Youth awareness raising project) (9): 5 male youth, 4 women youth ▪ Saraday (AP pilot community) (20): 5 chiefs (male), 5 APs (1 male and 1 female), 10 community members (2 men and 8 women).

List of stakeholders consulted

Australian High Commission, Port Vila
- Jenny Da Rin, High Commissioner
- Susan Ryle, Deputy High Commissioner
- Cathy McWilliam, First Secretary (Development Cooperation)
- Helen Corrigan, SPM Humanitarian & Recovery
- Alison George, Former First Secretary Education and Safer Communities
- Kylie Turnbull, Defence Attaché
- Jo Warden, Liaison Officer, Australian Federal Police

Ministry of Justice and Community Services
- Dorosday Kenneth, Director-General
- James Anga, Child Desk Officer
- Jocelyn Loughman, M&E Officer
- Joe Massing, Infrastructure Officer
- Ginette Morris, Disability Rights & Inclusive Development Officer
- Louise Nasak, Sector Capacity Development Officer
- Ann Pakoa, Principal Human Resources Officer
- Cynthia Malachi, Senior Finance Officer

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[91] The stakeholder figures include those interviewed as part of the evaluation process and does not encompass the wider range of stakeholders engaged in testing and sharing of evaluation findings.

Ministry of Internal Affairs
- Cheryl Ala, Director-General

Prime Minister's Office
- Gregoire Nimbtik, Director-General
- Leith Veremaito, Director, Department of Local Authorities
- Jerry Lapi, Director DSPACC
- John Ezra, Sector Analyst Justice & Education (DSPACC)
- Jorge Bouchot Viveros, Sector Analyst MoIA (DSPACC)

Justice Agencies
- Vincent Lunabek, Chief Justice of Vanuatu
- Josaia Naigulevu, Public Prosecutor
- Arnold Kiel, Attorney-General
- Hanneline Nalau ilo, Senior Magistrate, Santo
- Philip Toaliu, OPP, Santo
- Damien Denson Boe, OPP, Santo
- Jane Tari, PSO, Santo
- Betina Ngwele, OPP
- Ken Massing, OPP
- Bryan Livo, PSO
- Pauline Malites, PSO
- Linda Bakokoto, PSO
- Lorenzo Moli, PSO
- Angelyne Dovo, SLO
- Frederick John Gilu, SLO

Vanuatu Police Force
- Robson Iavro, Acting Police Commissioner
- George Songi, Acting Commander North
- Rexton Langston, 2IC Santo
- Jackson Noel, Commander South
- Alan Bani, 2IC to Commander South
- Samson Garae, OIC Port Vila Police Station
- Sergeant Phillip Sairas, Crime Prevention Unit
- Kristy Tari, Drugs Unit
- Two officers met with in Santo as part of community consultations

PSU
- Kami Toa, Assistant Director Professional Standards Unit
- Sam Tabawa, Professional Standards Unit

FPU
- Lily Joel, Family Protection Unit

WAN
- Rita Maliu, Sgt. Serious crimes & CID and WAN member
- Sandrina Bila, Sgt CID and WAN member
- Janet Boedovo, Sgt. CID and WAN member

PTC
- Peter Maru, Director, Police Training College

- Iaken Ampen, Assistant Director Police Training College

CSU

- Smith Tebu, Director
- Joe Jack, Finance Manager
- Jimmy Avia, Senior Finance Officer
- Netty Vuti, HR Manager
- Lt Dora Sahe, Senior HR Officer

CID

- Janet Boedovo, Sgt. CID and WAN member
- Donald James, Acting Deputy Director CID

Palladium Head Office Staff

- Rob Nicol, Senior Manager
- Katrina Mackenzie, Program Coordinator (Justice) and Adviser to the OPP
- Viran Molisa Trief, Former Program Coordinator (Justice)

SRBJS Justice Advisers

- Sally Cobb, Monitoring and Evaluation Adviser
- Richard Evans, Human Resources Management Adviser
- Judith Fleming, Evaluator of AP Program and Former Magistrates' Court Adviser
- Amy Green, Training and Learning Adviser
- Tony Lansdell, Case and Data Management Adviser
- Wayne Mills, Case Management Support Adviser to the SPD
- Trisha Randhawa, Adviser to the PSO
- Emma Scadeng, Systems Officer
- Polly Walker-Dorras, Senior Program Officer

SRBJS Policing Advisers

- Glyn Lewis, Adviser - VPF Police Commissioner and AFP Commander
- Angus Beveridge, Adviser - Professional Development and Professional Standards
- Bronwyn Carter, Adviser - Northern Command
- Cassandra Gunn, Former Adviser - Family Protection and Community Engagement
- Keith Twyford, Former Adviser, Corporate Services Unit
- Scott Utteridge, Adviser - General Duties
- Anna Wronski, Adviser - Investigations, Community Engagement and Systems and Processes
- Wayne Mills, Case Management Support Adviser to the SPD

New Zealand High Commission

- Adham Crichton, First Secretary, New Zealand High Commission Vanuatu
- Charlie Mangawai, PM Justice and Politics, New Zealand High Commission Vanuatu

Civil Society Organisations

- Judith Iakavai, Program Manager Vanuatu Society for Disabled People
- Vola Matas, Senior Legal Officer and Deputy, Vanuatu Women's Centre
- Margaret Tekak, Assistant Legal Officer, Vanuatu Women's Centre
- Viran Molisa, Councillor Manager, Vanuatu Women's Centre

Limitations

There were several limiting factors which need to be considered alongside the findings and analysis presented in this report. The limitations include:

- There was a lack of available community perceptions data from which to assess progress towards EOPOs. While the evaluation team ran a series of interviews and focus group discussions to understand community perspectives and validate some of the changes reported by stakeholders and supported by perspectives, this was a small sample size and cannot be considered representative.
- The evaluation team consisted of two internal team members (from DFAT and the AFP). While all efforts were made to manage biases and the team leader held responsibility for determining and framing findings and recommendations, supported by the triangulation of evaluation data, this may have influenced the evaluation team's deliberations.
- SRBJS is a large and complex project, comprised of 22 "parts". Time constraints meant that the team had a relatively short amount of time to assess the Program. The team split into groups to cover more ground and has drawn strongly on supporting data to manage this limitation. While efforts were made to interview respondents in Santo and areas outside of Port Vila, the time afforded did not allow the team to gather perspectives from outer islands and regions.
- The evaluation team was scheduled to meet with Wan Smol Bag and tour the premises, however this meeting was cancelled for reasons outside the evaluation team's control.