

Independent Evaluation Report

Pacific Prevention of Domestic Violence Programme

July 2011

This report has been prepared for the New Zealand Aid Programme by Beverley Turnbull, an independent consultant. The opinions expressed are those of the author and not necessarily shared by the Government of New Zealand (the New Zealand Aid Programme and the New Zealand Police)

The evaluator gratefully acknowledges the support and assistance from staff of MFAT's International Development Group, from the PPDVP programme staff and mentors, and from the participants in the evaluation.

EXECUTIVE SUMMARY

Background

1. The evaluation was commissioned by the New Zealand Ministry of Foreign Affairs and Trade. The purpose of the evaluation is to help the NZ Aid Programme and NZ Police to determine effectiveness of support to date and whether a further phase of support is necessary beyond FY 2011/12, and if so, its scope, focus, and scale of support.
2. The Pacific Prevention of Domestic Violence Programme (PPDVP) is a tripartite initiative between the New Zealand Aid Programme, NZ Police and the Pacific Island Chiefs of Police (PICP). New Zealand Aid Programme funding for PPDVP totals \$5 million over five years (with approximately \$1 million per financial year). The New Zealand Aid Programme has provided funding to NZ Police to implement the PPDVP via a Memorandum of Understanding, which commenced on 1 July 2005 and ended on 30 June 2011.
3. The overall goal of the PPDVP is '*a safer Pacific free from domestic violence*'. The primary objective¹ of this project is to increase the commitment and capacity of Pacific Police services to respond effectively to domestic violence. Other significant objectives include: development of effective partnerships between the Police and other relevant government agencies, Non-Government Organisations (NGOs), churches and communities; supporting the development and implementation of appropriate national-level DV policy and legislative frameworks, including the training of the judiciary and legal professions.
4. The main focus of the PPDVP is on five 'participating countries', where it is implemented nationally (in line with objectives 2-5 of the design): the Cook Islands, Kiribati, Samoa, Tonga, and Vanuatu since July 2008. In line with objective 1 of the design, it also provides modest support to other PICP member countries.
5. The PPDVP implementation unit is located within the International Service Group of NZ Police. A dedicated NZ Police officer who has solid experience in the area of domestic violence in New Zealand is assigned as a 'mentor' to each of the five 'participating countries' and oversees the implementation of country work plans by the respective Pacific police services.

Evaluation Purpose and Objectives

6. The purpose of the evaluation is to provide an assessment of the relevance, effectiveness, value for money, efficiency, and sustainability of the Programme; and to make recommendations on any priority areas for further assisting the Pacific Police Services including focus, scope, scale, resourcing and duration of further assistance. The evaluation will primarily assess the achievement of the

¹ **Objective 1:** To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level

Objective 2: To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

Objective 3: To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

Objective 4: To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu

Objective 5: To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

Programme's objectives at the national level in the 5 participating countries. The evaluation will not consider impact as it is too early to assess programme impacts. The non-participating PICs are largely excluded from the focus of this evaluation (apart from an assessment in relation to relevance and overall value for money) as the PPDVP has primarily focussed on 5 participating PICs; and an assessment of the other 14 Pacific Island Countries would require a more expensive and time consuming evaluation.

Objective 1: Assess the relevance, effectiveness, efficiency, value for money, and sustainability of the PPDVP.

Objective 2: Recommendations for further assistance (if any) including what form of assistance (focus, scope, scale, duration, and resourcing) this should take. Provide a high-level design: goal, objectives, and outputs, for any follow-up phase.

Methodology

7. The evaluation was primarily desk-based with a short field visit to Cook Islands, and standard evaluation and social science techniques were used. Project documentation and other relevant documents were reviewed.
8. The Cook Islands, one of the five participating countries, was chosen for the field visit because it has received a bilateral institutional strengthening programme (ISP), which provided a useful opportunity to be able to explore how capacity strengthening of DV was occurring within a broader ISP context; Cook Islands had a local Commissioner of Police; and a regional judicial meeting was going to be held in the Cook Islands at the anticipated time of the field visit, which would provide an opportunity to hold face-to-face interviews with judicial officers from the 5 participating countries to get their perspectives.
9. A range of stakeholder groups were consulted during the information-gathering phase through an emailed questionnaire, or through face-to-face or telephone interviews. Thirty four people were interviewed, 19 questionnaires were completed and 2 other responses received, from a total of 53 respondents. This included relevant staff from the New Zealand Aid Programme and New Zealand Police, PPDVP programme staff and in-country mentors, Pacific Islands Police Commissioners and Domestic Violence coordinators, in-country victim support organisations, government agencies with lead roles on Domestic Violence, and other regional and bilateral law & justice sector programmes. A list of participants in the evaluation is contained in Annex Seven.
10. The evaluation assessed what has been achieved by the PPDVP against the four DAC evaluation criteria of relevance, effectiveness, efficiency (including value for money), and sustainability. It did not consider the fifth DAC criteria, impact, as it is too early to assess programme impacts.

Key Findings – Evaluation Objective One:

Relevance

11. The current International Development Policy Statement notes that the focus of the New Zealand Aid Programme is sustainable economic development and that the Pacific remains the core geographic focus. The PPDVP has a role to play in supporting the focus on sustainable economic development, as sustainable economic development requires the primacy of the rule of law and research internationally indicates that sexual & gender-based violence (SGBV) has costs which impact on sustainable economic development. The International Development Policy Statement sets out four priority themes which include "building safe and secure communities". Preventing domestic violence is a key element in achieving safe and secure communities. A safe and secure Pacific is also in line with New Zealand's foreign policy objectives evidenced by, for example, the Pacific Security Fund.

12. The PPDVP is aligned with the statutory functions of the Policing Act 2008. It is also aligned with NZ Police's domestic violence focus, and complementary to other activities undertaken in the Pacific by NZ Police.
13. Across the Pacific there has been a rising level of awareness about domestic violence and the need to address it; and a number of influences and agencies are engaged in this. The Pacific Islands Leaders' Communiqué 2009 signalled the growing recognition of national responsibility for violence against women. The PPDVP is one important element in this 'wave' of social and cultural change, and has assisted Pacific Police to take significant steps forward in their attitudes towards domestic violence. It is an important component of the regional effort to address Sexual and Gender Based Violence, which includes domestic violence and family violence. The PPDVP also complements other bilateral and regional policing programmes and regional law & justice programmes.
14. The PPDVP has the support of the Pacific Islands Chiefs of Police; it was endorsed in their 2007 Declaration of Partnership between the PPDVP and the PICP. Responses from evaluation participants indicate that the Pacific police services consider the PPDVP has been relevant to the country and policing context, and responded to their needs.

Effectiveness

15. The PPDVP was well set up originally with clarity on what it wanted to achieve and how this might be reached. It was based on learnings from previous New Zealand Police implemented and New Zealand Aid Programme funded gender and domestic violence projects in the Pacific. There was a considerable level of planning, plus Pacific consultation, prior to development of the design document.
16. The PPDVP is a multi-country programme, implemented primarily in five countries, with activities designed and undertaken to meet country-specific needs, within an overall framework which will enhance consistency across the region. The 'regional component' enables learning to be transferred across countries; the development of regional models, templates & training curriculum which can be adapted to specific country use; and for one implementation unit to support the work across all countries and to administer and manage the multi-country activities. The PPDVP has been implemented in-country at a pace which was suited to the five participating countries, and resisted forcing the pace of change. The police-police approach has been key to the programme's delivery and acceptance by Pacific Police Services.

Programme Objectives 2 & 3

Objective 2: To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

Objective 3: To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

17. The programme has concentrated on strengthening the basic functions required for an effective police response to domestic violence; this has been realistic as Pacific government budgets are unlikely to afford anything more. Capacity building is not a one-off task, but an on-going process, and to be really effective training needs to be followed up and reinforced on a regular basis especially on a sensitive area such as domestic violence. The PPDVP used regular periodic visits by a mentor to build relationships; work with the in-country police service to develop or adapt and instigate new procedures and systems, and deliver training; provide on-going support and monitor the changes. This process has been appreciated by in-country police and by other stakeholders, and has been an effective (and cost-effective) delivery mechanism for capacity development.

Cook Islands:

18. Evidence from the Baseline Update, respondents to the current evaluation, and PPDVP reporting are consistent in the view that progress has been made in changing police knowledge, attitudes and practices in relation to domestic violence, including new procedures and systems for responding to domestic violence. A Domestic Violence Unit has been set up, and the DVU Coordinator monitors the new procedures and follows up domestic violence complaints. A database (CMIS) has been set up for all police work, including recording and tracking domestic violence reports, and data is analysed by the Police Intel Unit. An increase in reporting of domestic violence incidents has been recorded. This is seen as an indication of greater public trust in Police's response to domestic violence.
19. There are indications that the partnerships that Police currently has with government agencies and NGOs are working well. This is a marked turnaround since the beginning of the PPDVP, evidenced in the Baseline Survey and Baseline Update reports. Police work closely with NGOs to promote White Ribbon Day, and on media campaigns to raise awareness that domestic violence is not OK; and police have been actively involved with other community awareness activities.

Kiribati:

20. Kiribati Police Service (KPS) has a Domestic Violence Policy and Business Plan, as part of the overall Government response to Gender-Based Violence. A Domestic Violence and Sexual Offences (DVSO) Unit has been established with staff specifically assigned to the unit; and all South Tarawa stations are staffed with one DVSO officer. A written protocol and standard operating procedures for dealing with domestic violence have been developed, and all recruits receive training around domestic violence as part of the curriculum.
21. Data collection and recording of domestic violence reporting has improved with the introduction of CMIS. Kiribati does not have a 'no drop' policy; levels of case withdrawal are still high, prosecutions are low, and few offenders are being held accountable which is frustrating to some stakeholder. There has been an increase in the number of cases of domestic violence reported, which is seen as an indicator of greater awareness of domestic violence as a crime. Respondents indicate that the professionalism of the police when dealing with domestic violence cases has improved significantly, there is more dialogue between police and other service providers, and relationships with NGOs providing support or services to victims of domestic violence have improved.

Samoa:

22. A Domestic Violence Unit (DVU) operates 24 hours each day in Apia, and there are domestic violence trained staff in four outposts. Domestic violence training, provided by the Domestic Violence Unit, is included in the training curriculum for recruits. Some training has been provided to general policing colleagues. Samoa Police have a Domestic Violence Strategy and domestic violence work plan, which is in the desk File for the DVU; domestic violence reporting mechanisms and practices have been established. The CMIS database is used for recording domestic violence reports, and two DVU staff are trained to enter and update information.
23. Relationships between Police and other stakeholders have improved. There is a more effective working partnership; a collective MOU between Police and two of the domestic violence response NGOs; and regular casework meetings, increased information sharing, and a referral system between Police and NGOs.

Tonga:

24. There is a very strong commitment by the current Police Commissioner, and a number of changes instituted. The Police Strategic Plan features domestic violence in two results areas and the

Domestic Violence Response Policy was adopted in 2010. A National Domestic Violence Unit (DVU) has been established; staff have been trained and now train other front-line staff. Representatives from each of the six Police Districts have been selected and trained as District Domestic Violence Officers (Coordinators). Protocols and procedures for response to domestic violence have been developed, including mandatory referrals, as well as a detailed policy on reporting. There is a 'no drop' policy which is monitored at monthly meetings of District Commanders. The use of CMS has led to a more coordinated effort to record domestic violence reporting, and greater confidence in the data available. The National DVU gets copies of all domestic violence complaints, cases are tracked and victims notified of sentencing decisions.

25. The police have developed better working relationships with other stakeholders. There are fortnightly meetings between DVU and NGO service providers, and a formal referral system is in place. Police and NGOs work together on community awareness projects eg: school and community presentations, White Ribbon Day, and male advocacy training. The National Police Domestic Violence Advisory Committee provides an opportunity for police, government agencies, NGOs and Church groups to share information and experiences, and discuss issues. It also provides advice to the Police on legislation, policy, procedures, implementation practice and initiatives on domestic violence at a strategic level.

Vanuatu:

26. Vanuatu joined the PPDVP as a participating country in 2008 and the programme is, understandably, less advanced than in the other countries covered in this evaluation.
27. The Family Protection Unit (FPU) which leads the domestic violence response is situated within the "Sexual and Child Abuse Investigation Team". FPU staff have received training on domestic violence, and agreement has been reached with the Police Academy for inclusion of domestic violence training into the police training curriculum. Operational responses including improved procedures, protocols, and case management systems, are being developed and implemented. The Vanuatu Police Force (VPF) uses CRIMS (the AFP database), and PPDVP worked with AFP to incorporate domestic violence into the database.
28. Feedback to this evaluation indicates that there is now a more systematic response to complaints with increased professionalism in the investigation and recording of domestic violence matters. There is a perception that if a complaint is made it will be handled "pretty well" and that the facilities and processes now used mean that victims feel more at ease in making complaints.

Programme Objectives 4 & 5

Objective 4: To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu

Objective 5: To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

29. The PPDVP design included objectives to support the development of appropriate national legislation and policy on domestic violence, and inclusion of domestic violence in development plans; and to support training of the judiciary and legal profession. Achieving the Outputs under these two objectives was outside the control of either the national Police Services or the PPDVP. Police have a role to play in these areas, and supporting this work is an appropriate objective, but police are not the key drivers for legislation, policy or national development plans. Training of the judiciary and legal profession is also beyond the scope of the PPDVP. There are other organisations and programmes which have the appropriate skills and mandates, and are better suited to deliver such training. The PPDVP and the national Police Service can and do play a useful role in providing input to this training, and the PPDVP has worked with other organisations to progress these objectives.

In-Country Governance Systems

30. The Project Design Document envisaged a Management Group based within the Pacific Police Service, and a National Domestic Violence Prevention Committee or equivalent in each participating Pacific Island Country, involving key in-country stakeholders working on the prevention of domestic violence. Although the governance mechanisms envisioned have not yet been established across all five participating countries, there has been some progress in each.
31. Tonga has an effective National Domestic Violence Advisory Committee, and steps are underway in Kiribati to establish such a committee as part of the national response to the study on Sexual and Gender Based Violence and Child Abuse. In Cook Islands, Samoa and Vanuatu there are either multi-agency committees which meet regularly to discuss issues at a case management level, or informal police/NGO/government agency meetings to discuss domestic violence issues. These provide opportunities for sharing information on how Police and other agencies are addressing specific cases and discussion on domestic violence issues, and are building working relationships and confidence between the agencies; they could form the nucleus of a Domestic Violence Advisory Committee. In each country, domestic violence reports are discussed at regular meetings of Unit supervisors or Police Management; some also have a sub-committee which focuses specifically on domestic violence.
32. In some countries there is a degree of resistance to the establishment of “yet more committees” potentially involving the same small pool of people who are on a number of other committees and groups. This concern could be overcome by linking with existing mechanisms such as Sector Steering Committees, national Sexual and Gender Based Violence Committees, SafeNet, National Crime Committee, or national committees developing relevant legislation. Police and other key stakeholders working in the Domestic Violence field could become a sub-committee of the wider group.

Sustainability:

33. The PPDVP has assisted Pacific Police to take significant steps forward in their attitudes towards domestic violence. It has built a solid foundation within each of the five participating countries, but this is still fragile. The processes in most countries are now sufficiently developed to allow an improved domestic violence response to continue, and there is a high level of commitment from many police staff, but it will require clear commitment ‘top down’ for the focus on domestic violence to continue. It seems unlikely that the gains made to date can be sustained long-term at the current level, or move forward, without some level of support for a further period to consolidate and institutionalise the changes in attitudes and procedures.
34. The Police Management of each of the participating countries committed to establish and staff a domestic violence unit or equivalent; each has made a substantial commitment of staff to this unit. New procedures and systems for responding to domestic violence have been instigated in all five police services; these will require updating over time. Monitoring adherence to the new procedures is currently done by the DVU coordinator, with the PPDVP mentor also monitoring this during visits. Police management may need to take a greater role in monitoring performance of staff against domestic violence procedures.
35. The training curriculum developed by the PPDVP in consultation with Pacific Police, has been taken up in all five countries as part of all recruit training and is used for training of DVU and other police staff. Relationships between police and other stakeholders have been strengthened and formal or informal processes are now in place for working together on domestic violence issues. Inter-agency and/or national level committee meetings provide an opportunity for on-going monitoring of police responses to domestic violence, and also of the national response.

36. Increasing national and regional awareness of domestic violence issues, and the PCIP's endorsement of the PPDVP, will help maintain the impetus for in-country police services to continue to support and develop the changes made under the PPDVP.

Efficiency including value for money

37. The PPDVP has delivered the majority of programme outputs on time and in a cost-effective manner. Budget costs seem appropriate to the Objectives and to the Annual Business Plans, and the PPDVP has delivered the services and tasks it has been funded to provide. Resourcing and resource allocation have been adequate to meet the design and business plans of the PPDVP, and there have been no apparent areas of duplication or unnecessary expenditure. Personnel and management costs of the PPDVP appear to compare favourably with costs for regional programmes managed and implemented by Management Services Contractors. The investment per country has been relatively low in terms of the outcomes achieved from a very low base. The regional component of the programme has not created financial or other resource costs which detracted from undertaking agreed work plan. The PPDVP Regional and Participating Countries Funds, agreed between MFAT & NZ Police and attached to the July 2007 Letter of Variation to the MOU, have supported the programme's objectives.
38. The PPDVP is considered, by a number of different stakeholders, to have been efficiently managed and delivered. The Programme Implementation Unit has a small core staff, and experienced operational NZ Police officers fill the periodic mentoring roles. Recipient country police services and other stakeholders consider the periodic-mentor is an effective model for learning and for building capacity. This approach is less costly than deploying in-country advisors. Situating the PPDVP unit within the International Service Group of NZ Police has worked well for NZ Police and the PPDVP team. NZ Police provide salaries for the mentors, and meet the 'soft' costs of having the PPDVP unit within the Police HQ. The Business Services Manager at NZ Police HQ maintains a financial brief to ensure costs are as anticipated, and that invoices to the NZ Aid Programme are timely & accurate and paid on time.
39. Programme implementation commenced without an M&E framework. The PPDVP and NZ Police have had appropriate processes in place to monitor outputs and tasks, particularly in the in-country work programmes, but were not familiar with the type of results and outcomes reporting required by the aid programme. PPDVP and New Zealand Aid Programme worked closely together to improve this aspect of monitoring and the annual reports, and to develop the M&E framework which was finally put into place in 2010/11.

Conclusions - Evaluation Objective Two:

40. While there are a number of other bilateral and regional policing and law & justice programmes in the Pacific, the PPDVP fills a specific niche not covered by these programmes. Evidence from the evaluation shows strong desire and support for the programme to continue, in order to consolidate gains made to date and to make further progress. The gains made to date are still fragile and likely to gradually diminish if not given further support. Based on the evidence available to the evaluation, it is recommended that further assistance be provided; and that the programme goal be retained, with revised objectives and outputs.

Summary of recommendations:

The evaluation recommends that:

- further assistance be provided
- the programme goal be retained, with revised objectives and outputs (a high-level design is included in the report below)

- a detailed design be prepared for this further phase of support
- a further 4-year phase bringing the total period of support to ten years
- the future period of support be integrated with other NZ Aid-funded and NZ Police-implemented programmes into one MOU or Partnership Agreement between the NZ Aid Programme and NZ Police
- the design process looks at what regional-level governance and over-sight mechanisms are appropriate for the future
- the programme focuses on capacity development of NZ Police's counterpart Police Services, which includes their capacity for working with other agencies and undertaking public outreach activities
- donors and other development partners consider whether and how to support providers with the lead role in non-police domestic violence responses
- a decision be made during the detailed design process, on whether the programme should expand its focus to wider family violence and SGBV issues
- during the next phase of support, attention be given to the establishment of appropriate in-country mechanisms such as Police Management (sub-)Committees to oversee the work on domestic violence, and external advisory committees (or equivalents)
- the future programme provides two levels of engagement: the five participating countries (Cook Islands, Kiribati, Samoa, Tonga and Vanuatu); other Pacific Islands Countries
- Police Services in other Pacific Islands Countries continue to be invited to participate in a range of training, networking, and information sharing activities, but with limited direct support provided
- the programme continue to be located within the NZ Police International Services Group, with NZ Police continuing to provide support
- the precise roles, functions, person specifications and number of staff required be identified during the development of the detailed design for the programme
- total funding from the NZ Aid Programme over the four-year period should be in the vicinity of \$3 million NZ dollars
- the PPDVP Funds for Participating and Other Countries (TAF and SGF) be retained.

Contents

EXECUTIVE SUMMARY	i
Background.....	i
Evaluation Purpose and Objectives.....	i
Methodology	ii
Key Findings – Evaluation Objective One:.....	ii
Relevance	ii
Effectiveness.....	iii
Sustainability:	vi
Efficiency including value for money	vii
Conclusions - Evaluation Objective Two:	vii
Summary of recommendations:.....	vii
Evaluation Report	1
Background.....	1
Evaluation Purpose and Objectives.....	2
Methodology	2
Timing.....	3
Findings and Conclusions - Evaluation Objective One:	3
Relevance	3
Effectiveness.....	5
Sustainability	17
Efficiency and Value for Money	19
Future roles and resourcing of the implementation unit	23
Conclusions - Evaluation Objective Two:	24
Summary of recommendations:.....	27
Outline Design for Follow-up Phase.....	28
Annex One: Glossary of acronyms	30
Annex Two: Graphs from Case Management and Intelligence Software	31
Annex Three: Summary of Questionnaire Responses	32
Annex Three: Summary of Questionnaire Responses	32
Annex Four: Goal & Objectives of the PPDVP.....	34
Annex Five: Terms of Reference for an Evaluation of the Pacific Prevention of Domestic Violence Programme (PPDVP).....	35
Annex Six: Evaluation Plan	44
Annex Seven: Evaluation Participants.....	55
Annex Eight: List of Sources.....	57

Evaluation Report

Background

1. The evaluation was commissioned by the New Zealand Ministry of Foreign Affairs and Trade to help the NZ Aid Programme and NZ Police to determine effectiveness of support to date and whether a further phase of support is necessary beyond FY 2011/12, and if so, scope, focus, and scale of support.
2. Domestic Violence (DV) is a serious abuse of human rights, which affects victims' ability to realise their full potential. International research suggests that the economic and social costs of DV across the Pacific region are high and the effects are often generational. Research also indicates that, as a consequence of domestic violence being viewed by Pacific communities as a private matter between domestic partners rather than a crime, it is often underreported.
3. The Pacific Prevention of Domestic Violence Programme (PPDVP) is a tripartite initiative between the New Zealand Aid Programme, NZ Police and the Pacific Island Chiefs of Police (PICP). New Zealand Aid Programme funding for PPDVP totals \$5 million over five years (with approximately \$1 million per financial year). The New Zealand Aid Programme has provided funding to NZ Police to implement the PPDVP via a Memorandum of Understanding, which commenced on 1 July 2005 and ended on 30 June 2011. While the Programme began in July 2005, implementation proper commenced in mid-2006 with the first deployments of NZ Police mentors to PICs.
4. The overall goal of the PPDVP is '*a safer Pacific free from domestic violence*'. While the PPDVP's country programmes have 4 objectives, the primary objective of this project is to increase the commitment and capacity of Pacific Police services to respond effectively to domestic violence. Other significant objectives include: development of effective partnerships between the Police and other relevant government agencies, Non-Government Organisations (NGOs), churches and communities; supporting the development and implementation of appropriate national-level domestic violence policy and legislative frameworks, including the training of the judiciary and legal professions.
5. The PPDVP Design *intentionally* focuses on violence against women by their spouses or partners given research findings that this constitutes the most prevalent form of family violence. The main focus of the PPDVP is on five 'participating countries', where it is implemented nationally (in line with objectives 2-5 of the design): the Cook Islands, Kiribati, Samoa, Tonga, and Vanuatu since July 2008. In line with objective 1 of the design, it also provides modest support to other PICP member countries.
6. The PPDVP implementation unit is located within the International Service Group of NZ Police. NZ Police subcontracts a PPDVP Programme Manager, Programme Officer, and a Support Officer who report to the NZ Police contract manager responsible for oversight of the PPDVP implementation unit staff and overall delivery against the MOU. A dedicated NZ Police officer who has solid experience in the area of domestic violence in New Zealand is assigned as a 'mentor' to each of the five 'participating countries' and oversees the implementation of country work plans by the respective Pacific police services.
7. An evaluation at the end of this project will help the NZ Aid Programme and NZ Police to determine effectiveness of support to date and whether a further phase of support is necessary beyond FY 2011/12, and if so, scope, focus, and scale of support. The findings of the evaluation may also be reported to the participating countries and the PICP as a basis to make improvements as necessary

to the effectiveness of the participating Pacific Police Services' capacity in responding to domestic violence.

Evaluation Purpose and Objectives

8. The purpose of the evaluation is to provide an assessment of the relevance, effectiveness, value for money, efficiency, and sustainability of the Programme; and to make recommendations on any priority areas for further assisting the Pacific Police Services including focus, scope, scale, resourcing and duration of further assistance. The evaluation will primarily assess the achievement of the Programme's objectives at the national level in the 5 participating countries. The evaluation will not consider impact as it is too early to assess programme impacts. The non-participating PICs are largely excluded from the focus of this evaluation (apart from an assessment in relation to relevance and overall value for money) as the PPDVP has primarily focussed on 5 participating PICs; and an assessment of the other 14 Pacific Island Countries would require a more expensive and time consuming evaluation.

Objective 1: Assess the relevance, effectiveness, efficiency, value for money, and sustainability of the PPDVP.

Objective 2: Recommendations for further assistance (if any) including what form of assistance (focus, scope, scale, duration, and resourcing) this should take. Provide a high-level design: goal, objectives, and outputs, for any follow-up phase.

Methodology

9. The evaluation was primarily desk-based, with a short field visit to Cook Islands, and standard evaluation and social science techniques were used. The main methods used were the review of existing project documentation and other relevant documents; and qualitative methods such semi-structured interviews with key informants and/or electronic surveys. Both open and closed questions were used for gathering information to enable many of the responses to be easily coded and analysed but still make allowance for a range of responses and for sharing of unanticipated information. The focus questions for the interviews covered the same areas as the questionnaire and enabled the evaluator to interact with the respondent and probe for more in-depth responses and more specific information. The focus questions for each interview were selected from the questions in the evaluation plan, and targeted for specific stakeholder groups and/or individuals. The evaluation also utilised statistical data from in-country CMIS reports and the Baseline Updates (2011).
10. The list of the key questions for interviews and a copy of the emailed questionnaire are included in the Evaluation Plan (attached to this report as Annex Six). A summary of results of the questionnaire is contained in Annex Three.
11. The Cook Islands, one of the five participating countries, was chosen for the field visit because it has received a bilateral institutional strengthening programme (ISP), which provided a useful opportunity to be able to explore how capacity strengthening of DV was occurring within a broader ISP context; Cook Islands had a local Commissioner of Police; and a regional judicial meeting was going to be held in the Cook Islands at the anticipated time of the field visit, which would provide an opportunity to hold face-to-face interviews with judicial officers from the 5 participating countries to get their perspectives.
12. The following stakeholder groups were consulted during the information-gathering phase: New Zealand Aid Programme, New Zealand Police, PICP Secretariat, Pacific Islands Police Commissioners, PPDVP staff, NZP mentors for the PPDVP, Heads of in-country Domestic Violence Units, in-country victim support organisations, regional & in-country NGOs engaged in domestic violence issues, government agencies with lead role on Domestic Violence, in-country judiciary and courts staff, and other regional and bilateral law & justice sector programmes. Thirty four people were interviewed,

19 questionnaires completed, and 2 other written responses received, from a total of 53 respondents. A list of participants in the evaluation is contained in Annex Seven.

13. The evaluation assessed what has been achieved by the PPDVP against the four DAC evaluation criteria of relevance, effectiveness, efficiency (including value for money), and sustainability. It did not consider the fifth DAC criteria, impact, as it is too early to assess programme impacts. Overall quality under each of the criteria was assessed against the following ranking scale:

Satisfactory		Less than Satisfactory	
6	Very high quality	3	Less than adequate quality
5	Good quality	2	Poor quality
4	Adequate quality	1	Very poor quality

Timing

14. The evaluation was undertaken through June and early July 2011, with the four-day visit to Cook Islands taking place in late-June.

Findings and Conclusions - Evaluation Objective One:

Assess the relevance, effectiveness, efficiency, value for money, and sustainability of the PPDVP

Relevance

15. When the PPDVP was designed it was consistent with the existing New Zealand Aid Programme Policy Statement and with other policies either existing and/or in development at that time, including the Five Year Plan; Pacific regional strategy; and the Human Rights, Gender & Women's Empowerment, and Conflict & Peace policies. The PPDVP is consistent with work supported through the Pacific Security Fund and the Government Agencies Fund/State Sector Partnerships Fund, as well as through the NZ Aid Programme. It is not inconsistent with the bilateral programme strategies and Joint Commitments for Development, and it complements work undertaken through the bilateral policing programmes.
16. The current International Development Policy Statement notes that the focus of the New Zealand Aid Programme is sustainable economic development and the Pacific remains the core geographic focus. The policy sets out four priority themes which include "building safe and secure communities". The policy also recognises that *comprehensive approaches* are required to address sexual and gender based violence. Preventing domestic violence is a key element in achieving safe and secure communities. The PPDVP also has a role to play in supporting the focus on sustainable economic development. "Sustainable economic development requires the primacy of the rule of law, maintained through an accessible impartial and effective legal system. ... To strengthen the rule of law, assistance can also be provided to ensure that our partners have effective law enforcement agencies."² Research internationally indicates that sexual & gender-based violence (SGBV) has costs which impact on sustainable economic development³. AusAID has indicated it will provide funding

² International Development Policy Statement, NZ Ministry of Foreign Affairs and Trade; pp 6-7

³ "Violence against women has significant human rights dimensions, causing trauma to women, Families, and communities. It is also a development problem and undermines the effectiveness of Australian aid. The economic, social, and health-related costs are substantial. Violence against women increases health care, social service, policing and justice system costs and results in loss of productivity from both paid and un-paid work. A World Bank report on gender-based violence suggests that lost wages due to family violence amounted to 2.0% of GDP in Chile and 1.6% in Nicaragua, while in 2003, the Colombian national government spent 0.6% of its total budget on services to survivors of family violence." Violence against Women in Melanesia and East Timor: A Review of International Lessons. AusAID and ODE, 2007

for studies on the economic and development costs of SGBV, by the Pacific Island Forum Secretariat's SGBV Reference Group.

17. While community safety and addressing issues such as domestic violence are no longer as significant a part of the aid agenda as in 2005, it is still a relevant part of New Zealand's assistance to the Pacific. A safe and secure Pacific is also consistent with New Zealand's foreign policy objectives, for example as evidenced by the Pacific Security Fund, and the PPDVP is part of the New Zealand Government's continued support for wider efforts to reduce domestic violence.
18. The PPDVP is aligned with the statutory functions of the Policing Act 2008. The New Zealand Police Service is a full member of the Pacific Islands Chiefs of Police and this places some expectations on NZ Police to support and work with other police services in the Pacific. New Zealand Police and others in the Australasian Police Network have an agreed approach to Domestic and Family Violence.
19. The PPDVP is aligned with NZ Police's domestic violence focus, and is complementary to other activities undertaken in the Pacific by NZ Police. The police-to-police delivery mechanism was a relevant approach which opened doors that would not have been accessible to a non-police delivery mechanism. Respondents also commented that New Zealand Police are respected, and the mentors are experienced in addressing domestic violence, and therefore in-country police were willing to listen and learn.
20. Across the Pacific there has been a rising level of awareness about domestic violence and the need to address it; and a number of influences and agencies engaged in this. The PPDVP is one important element in this 'wave' of social and cultural change, and has assisted Pacific Police to take significant steps forward in their attitudes towards domestic violence.
21. The PPDVP is an important component of the regional effort to address Sexual and Gender Based Violence, which includes domestic violence and family violence. For example: the Forum Secretariat's approach is at a policy level, other agencies have worked with Forum governments in various sectors, and the PPDVP works in the police sector. It also complements other regional policing programmes (such as the AFP's Pacific Police Development Programme) and regional law & justice programmes (such as the Pacific Judicial Development Programme, PILON's Litigation Skills Training, and programmes run by RRRT and FWCC). Respondents commented that there may have been opportunities for greater collaboration across programmes.
22. The Pacific Islands Leaders' Communiqué 2009 signalled the growing recognition of national responsibility for violence against women. The PPDVP is now a regular agenda item for the Forum Regional Security Committee, the Forum Leaders have identified SGBV as an element of human security, and the Forum Secretariat has set up a SGBV Reference Group.
23. The PPDVP has the support of the Pacific Islands Chiefs of Police; it was endorsed in their 2007 Declaration of Partnership between the PPDVP and the PICP. The programme has received requests for assistance from a number of police services within the Pacific region, indicating that they also see its relevance. The Police Commissioners of each of the five participating countries have shown their support for the programme by creating domestic violence units or incorporating a specific domestic violence focus within an existing unit; and the Police Service of each of the five has a Domestic Violence policy or strategy in place.
24. Responses from evaluation participants indicate that the Pacific police services consider the PPDVP has been relevant to the country and policing context, and responded to their needs (training on

domestic violence, advice and practical assistance to develop and implement appropriate response mechanisms, and support to establish Domestic Violence Units or equivalents). Feedback also indicated that while other actors in society had been promoting domestic violence issues, the police were perceived as “not on board” and the PPDVP has helped police to become active in this area.

25. The PPDVP is implemented as a multi-country programme plus a regional component. This enables the programme to respond specifically to the identified needs in each of the five participating countries. A lower level of support provided to the “linked” countries and across the region, helps to improve capacity and capability and allow for the use of standard operating processes across the region. This is seen by respondents as an appropriate way to respond to identified needs within the Pacific, within the available funding and resources of the New Zealand Aid Programme and New Zealand Police.

Summary from questionnaires: Relevance across all four PPDVP objectives:

[1] = 0; [2] = 1; [3] = 4; [4] = 17; [5] = 16; [6] = 28; DNK = 10; N/A = 0

Ranking Scales:

[1] = very low/poor; [2] = poor; [3] = below average; [4] = above average; [5] = good; [6] = very high/excellent.

DNK = Do not know; N/A = Not applicable

Quality Indicator	Explanation	Rating (1-6)
Relevance	There is growing recognition across the Pacific of the need to address SGBV, including domestic violence; the PPDVP is seen as an important component of the regional and national response. SGBV impacts on sustainable economic development, and preventing domestic violence is a key element in achieving safe and secure communities: both elements of the New Zealand Government’s International Development Policy Statement. The PPDVP is aligned with the statutory functions and foreign policy objective of the Policing Act 2008, and complementary to other programmes undertaken in the Pacific by NZ Police. The PICP has endorsed the PPDVP, and Pacific Police Services consider it is relevant and meets their needs.	5

Effectiveness

26. The PPDVP was well set up originally with clarity on what it wanted to achieve and how this might be reached. It was based on learnings from previous New Zealand Police implemented and New Zealand Aid Programme funded gender and domestic violence projects in the Pacific. There was considerable level of planning, plus Pacific consultation, prior to development of the design document.
27. Some changes over the duration of the programme are measurable, for example the number of reported domestic violence incidents, police domestic violence policy and procedures in place; other outputs such as changes in attitude and approach are less tangible. The PPDVP lacked a detailed monitoring and evaluation (M&E) framework with a consistent process and agreed indicators against which to monitor progress, until the 2010/11 year. Without such agreed measures and indicators of change, this evaluation has used reported/anecdotal evidence of change as the basis for assessment of effectiveness. The evidence has been triangulated across existing documentation such as programme reports and Baseline Updates, one field visit, and responses from the evaluation participants.
28. The PPDVP has been implemented in-country at a pace which was suited to the five participating countries, and resisted forcing the pace of change. The Programme Design Document noted (p11) that “Achievement of a safer Pacific free from domestic violence is a long-term goal. The current programme is for an initial period of five years, although on-going support may be necessary beyond

this point.” Expectations in the PPDVP’s Annual Business Plans may have underestimated the time needed to effect and embed changes in attitude and practice within the police services, and within their social and cultural environment.

29. The programme has concentrated on strengthening the basic functions required for policing response to domestic violence; this has been realistic as Pacific government budgets are unlikely to afford anything more.
30. The police-police approach has been key to the programme’s delivery and acceptance by Pacific Police Services. The PPDVP has built strong relationships in-country through the regular mentor-visits and also through visits by the PPDVP programme staff. As a result there is trust and openness, a willingness to learn from and adapt the skills and knowledge of the mentors/programme staff; and to be proactive in identifying areas of need and asking the mentor for advice. The use of study tours (to NZ or other Pacific countries) has been seen as a successful learning opportunity.
31. The focus of the PPDVP was on capacity building of Pacific police⁴. Capacity building is not a one-off task, but an on-going process, and to be really effective training needs to be followed up and reinforced on a regular basis especially on a sensitive area such as domestic violence. The PPDVP used regular periodic visits by a mentor to build relationships; work with the in-country police service to develop or adapt and instigate new procedures and systems, and deliver training; provide on-going support and monitor the changes. This process has been appreciated by in-country police and by other stakeholders, and has been an effective (and cost-effective) delivery mechanism. It is reported that other NZ & Australian policing programmes are moving towards this delivery model.
32. The PPDVP is a multi-country programme, implemented primarily in five countries, with activities designed and undertaken to meet country-specific needs, within an overall framework which will enhance consistency across the region. The ‘regional component’ is also a multi-country activity, providing a modest level of support and utilising already-developed PPDVP materials and approaches. This approach enables learning to be transferred across countries; the development of regional models, templates, and a training curriculum which can be adapted to specific country use; and for one implementation unit to support the work across all countries and to administer and manage the multi-country activities. This appears to be a cost-effective use of resources. The programme appears to be unique among regional and international policing programmes in its focus and delivery mechanisms and its training curriculum has been taken up by policing programmes of the UN and in other regions.

Cook Islands

33. Evidence from the Baseline Update, respondents to the current evaluation, and PPDVP reporting are consistent in the view that progress has been made in changing police knowledge, attitudes and practices in relation to domestic violence; establishing procedures and systems for responding to domestic violence; and building relationships between police and other stakeholders. This has been done at a pace which has been suited to the context, and has allowed the Cook Islands Police to take ownership of the changes.
34. Domestic violence is built in to the Police Business Plan and Strategic Plan, and set into the systems. A Domestic Violence Unit (DVU) has been established, and the Coordinator’s roles include checking

⁴ **Objective 2:** To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu
Objective 3: To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

files to see that processes are being followed, follow up of domestic violence cases, and community awareness raising.

35. New procedures and systems for responding to domestic violence have been instigated; these include a manual on procedures to be followed from the initial report of a domestic violence incident to completion of the case, and a computerised database system. This *Family Violence Manual of Best Practice Follow-ups* sets out best practice processes for responding to domestic violence incidents, with a flowchart of the pathway a complaint takes from the receipt of the report through the investigation and prosecution stage including follow-up instigated by the DVU. The use of these procedures is monitored by the DVU coordinator and by the PPDVP mentor during periodic visits. Cook Islands Police use the PPDVP Case Management and Intelligence Software (CMIS) for all its police database; analysis of data is done by Cook Islands Police Intel Unit, and information from the database is provided in twice weekly reports to Police management. (Graphs showing examples of data extracted from CMIS are attached in Annex Two.)
36. Training in the dynamics of domestic violence and how to respond to domestic violence incidents and calls for assistance has been carried out for recruits, front-line staff and general police; CIB staff are yet to receive this training. The training has been carried out by the NZ Police mentor, with support from the DV Coordinator. It is anticipated that the DV Coordinator will do the training in future.
37. The increase in reporting of domestic violence incidents (shown in Annex Two), including reporting by non-victims, is an indication of greater public trust in police's response to domestic violence.
38. Programme reports, the Baseline Update, and evaluation responses indicate that good systems have been put in place to acknowledge the seriousness of domestic violence and for Police Service to respond appropriately. This progress is still quite new and is not yet embedded at all levels of the Police Service, and there are still gaps which need to be addressed and areas to build on.
39. There are indications that the partnerships that Police currently has with government agencies and NGOs are working well. This is a marked turnaround since the beginning of the PPDVP, evidenced in the Baseline Survey and Baseline Update reports. There are informal meetings between the DVU and the victim support organisation Punanga Tauturu Inc (PTI) to discuss domestic violence issues and specific cases, and PPDVP facilitated a formal MOU between police and PTI which is now due for renewal. There are indications that the DV Coordinator is planning to set up & lead a quarterly meeting with PTI and two government agencies.
40. Police work closely with PTI to promote White Ribbon Day, and on media campaigns to raise awareness that domestic violence is not OK. The DV Coordinator is one of the 'faces' for the new TV advertisements. PPDVP helped facilitate the visit of a New Zealand domestic violence victim whose presentation gave a face to the domestic violence message and reportedly touched all those present including church, political and community figures. Police have been actively involved in community awareness activities including combined training programmes for Catholic Church catechists, and travelling with the Cook Islands Christian Church to the outer islands to conduct domestic violence workshops. Some private businesses are now developing relationships with Police, for example Telecom Cook Islands joined in promoting White Ribbon Day with their staff and vehicles promoting the message.
41. Legislative and national policy work is led by other government departments, and although Police are not able to drive this they are in a position to have some influence in the process. It is understood that police will be invited to be part of a task force with other government agencies for

the development of the national policy on gender and women's empowerment which includes domestic violence.

42. Priority areas for future support include:

- Consolidation and embedding of new procedures and systems to ensure best practice domestic violence guidelines and practices are seamlessly incorporated into Police operations
- Training for middle management and CIB, refresher training for general duties police, and updated training for senior / long-serving Police Officers on domestic violence best practice. Support and training for DV Coordinator to take over the training role
- It is important that new systems and improvements in police responses to domestic violence incidents are monitored and enforced; external support is still required to strengthen this monitoring process
- Further use of CMIS data to help identify at-risk families, as a basis for putting in place domestic violence management plans with key government agencies and NGOs
- Further strengthening of relationships between police and other government agencies, and between police and NGOs (including PTI and the recently established Men's Support Group), to address domestic violence issues including formal MOUs where appropriate
- Encouraging police management to give priority to mobilising effective governance arrangements for the PPDVP
- Working with the appropriate 'lead agencies' to support the development and implementation of legislation to address domestic violence

Kiribati

43. Kiribati Police Service (KPS) has a Domestic Violence Policy and Business Plan, as part of the overall Government response to Gender-Based Violence. There is quite a high-level of expressed commitment to domestic violence, for example senior police wearing white ribbons at public functions, and police are consistent in their message that domestic violence is a crime. The KPS has a written protocol and standard operating procedures for dealing with domestic violence. Use of these procedures still needs on-going monitoring. All new recruits receive training around domestic violence as part of the curriculum, and a Kiribati-produced DVD is used in advanced training. (It is also used by some other police services.)
44. A Domestic Violence and Sexual Offences (DVSO) Unit has been established with staff specifically assigned to the unit; and all South Tarawa stations are staffed with one DVSO officer. The role of the DVSO officer is to deal with the victim – take their statement and attend to their needs e.g. transport them to the hospital if there are injuries – as well as keeping accurate records.
45. There is evidence in reports and in feedback to the evaluation of changing attitudes within the police to domestic violence, but there is still a need to institutionalise these changes of attitude and to embed the domestic violence policy into practices and procedures.
46. Data collection has improved with the introduction of CMIS. Local police stations forward monthly summaries of domestic violence complaints to the DVSO Unit for entry on the database; there have been some concerns about discrepancies in the information. DVSO uses the data to identify trends and to report on them to the Commissioner and to develop response plans; this analysis of data and identification of trends is assisted by the PPDVP Support Officer. There are some technical issues that need to be addressed, and monitored in future, as the database recently crashed and it was subsequently discovered that the data had not been backed up since 2009. The data has been recovered but procedures need to be in place for regular back-ups to protect the DVSO data.

47. There has been an increase in the number of cases of domestic violence reported (see Annex Two), with reporting by neighbours, family members, and friends as well as victims. This is seen as an indicator of greater awareness of domestic violence as a crime rather than an increase in incidents of domestic violence; previously domestic violence was seen as a private family matter and not reported to police. Kiribati does not have a 'no drop' policy; levels of case withdrawal are still high, prosecutions are low, and few offenders are being held accountable which is frustrating to some stakeholders.
48. Respondents indicate that the professionalism of the police when dealing with domestic violence cases has improved significantly. This includes acceptance that responding to domestic violence is one of their major responsibilities, improved understanding and responses to domestic violence, and more skill in handling domestic violence cases. NGOs report that victims now speak positively of the police response and its timeliness, particularly on South Tarawa. Ongoing training would allow DVSO staff to develop expertise that will assist in dealing with the public.
49. Feedback indicates that there is more dialogue between police and other service providers, and relationships with NGOs providing support or services to victims of domestic violence have improved since the establishment of the DVSO. The DVSO has been involved collaboratively with the Marine Training Centre to talk about domestic violence and sexual issues as part of the training of new recruits. The Police sit on all the domestic violence related committees where government agencies collaborate, including work to develop SafeNet agreements for case management of family, sexual, and domestic violence cases which define agency activities and responsibilities. There are indications that these SafeNet agreements will also lead to a national domestic violence committee.
50. In 2008 the Pacific Judicial Development Programme collaborated with PPDVP for workshops in Kiribati. Domestic violence was one element of the workshops which aimed to develop guidelines on court procedures. More work is needed to develop effective links between PPDVP and the second phase of PJDP, and its work in Kiribati.
51. Priority areas for future support include:
 - in-service training and up-skilling of mid-management and longer-serving officers to ensure best practice domestic violence guidelines and practices are seamlessly incorporated into Police operations. Refresher training of general police
 - adaptation of training – with an i-Kiribati trainer and using i-Kiribati language if possible
 - Improving the reliability of the information on the CIMS database, with ongoing audits of the data and monitoring of back-up and maintenance practices
 - improved use of the CMIS data including tracking of domestic violence cases through to prosecution and greater analysis of trends
 - embedding policy into practices and processes, and setting in place Police internal mechanisms to monitor implementation and make officers accountable for failing to follow procedures.
 - formalising a no drop policy to provide clear direction about arrest and prosecution expectations and procedures
 - support and training to assist police to engage more with the community
 - formalising processes for sharing information on domestic violence cases across government agencies and with relevant NGOs
 - Encouraging police to engage with national domestic violence mechanisms (such as SafeNet)
 - Encouraging police management to give priority to mobilising effective governance arrangements for the PPDVP
 - Support police to engage with processes for development of legislation and national plans

Samoa

52. The PPDVP has played a mentoring role, enabling Samoa Police to own and lead changes in their own time and in their way. Study tours and regional meetings played an important part in showing what can be done and provided an incentive to put similar steps in place.
53. A Domestic Violence Unit (DVU) operates 24 hours a day in Apia, and has trained staff in four outposts. Samoa Police have developed a Domestic Violence Strategy and domestic violence work plan, which is in the desk File for the DVU but a DVU Manual is still being developed. Domestic Violence reporting mechanisms and practices have been established, with best practice guidelines and resources provided; these helped when police were dealing with a high profile case. It has been said that Court files prepared by the DVU are thorough and efficiently compiled, and that DVU staff are exemplary in court attendance.
54. Domestic violence training, provided by the Domestic Violence Unit, is included in the training curriculum for recruits. The PPDVP mentor monitors the training approach and the quality of training. Some training has been provided to general policing colleagues. There has been an improvement in police awareness of the need to act immediately in response to an occurrence of domestic violence, and police are more alert to the victims.
55. Samoa Police use CMIS for recording domestic violence reports and two DVU staff are trained to enter and update information. There is increased confidence around the collection and reporting of data. The DV team is able to track cases lodged with them, for example it is now possible to track repeat offenders even if cases have been dropped, but there are some issues in tracking information between Units. (Other Units such as CIB and Prosecutions do not have a database but forward information to the DVU.) Weekly reports are produced, looking at trends and some profiling (eg domestic violence is greater on Friday and Saturday nights and certain villages have been identified as "hot spots"). The Superintendent with oversight of the DVU meets weekly with the supervisors of other units and the domestic violence information is assessed as a management team; and the Police Commissioner receives a monthly written report.
56. There has been an increase in reported cases (see graph in Annex Two). Feedback indicates that it is easier for victims to access the police and that people, including victims, feel they can rely on police who now have the skills and resources to respond to cases and to deal with victims and sensitive situations.
57. There is greater public awareness of domestic violence as unacceptable, but there is still a need for the public to gain more trust in the Police and for anti-domestic violence messages to take effect at a village and household level. The increased awareness is due to a number of influences, but police and the PPDVP are seen by respondents as having contributed significantly to this. The Prime Minister and the Minister of Police publicly committed to combat domestic violence. The police are undertaking outreach activities, for example, working with Samoan Rugby to educate young players about domestic violence, and the Assistant Commissioner has appeared in TV advertisements speaking out about domestic violence. The DVU collaborates with other police units to deliver community awareness programmes and feedback indicates that the domestic violence team has raised people's confidence that matters will be dealt with.
58. The PPDVP conducted courses and training to help break down confusion and mistrust between police and other stakeholders; relationships have improved, and there is a more effective working partnership. There is a collective MOU between Police and two of the domestic violence response NGOs. There are regular casework meetings, increased information sharing, and a referral system between police and NGOs.

59. There is a National Gender Based Violence Committee, with 22 government agencies and NGOs represented, which is overseeing and supporting the development of legislation. PPDVP has run workshops with this Committee. The Law and Justice Sector Committee also provides an opportunity to link with national strategies and priorities. The PPDVP itself is not an appropriate mechanism to engage with Samoa's legislation, but the Samoa Police could become more engaged with the process through sector committees such as those mentioned above.
60. Priority areas for future support include:
- On-going training; both refresher training for those already trained, and basic training for all police staff
 - Embedding and institutionalising the new processes and procedures to improve police responses to domestic violence, and monitoring adherence to these
 - Continuing to build sustainable and strong relationships between police and other stakeholders, including government agencies and NGOs, for a more holistic response to domestic violence
 - Encouraging police management to give priority to mobilising effective governance arrangements for the PPDVP
 - Support police to engage more closely with other government agencies and Sector Committees to advance relevant legislation, including the incorporation of domestic violence provisions into the legislation

Tonga

61. There is a very strong commitment by the current Police Commissioner, and a number of changes instituted. The police Strategic Plan features domestic violence in two results areas. The Domestic Violence Response Policy, adopted in 2010, places responsibility on each police officer to take, investigate and prosecute domestic violence complaints. Not all staff have been trained on the new policy as yet.
62. A National Domestic Violence Unit (DVU) has been established; staff have been trained and now train other front-line staff. Representatives from each of the six Police Districts have been selected and trained as District Domestic Violence Officers (Coordinators). All staff with a role in domestic violence have received training and it is reported that there are now a number of officers who are capable investigators and interviewers, can identify risks and put in place strategies to minimise risk. The DVU is integrated into one of the four Response Groups.
63. Protocols and procedures for response to domestic violence have been developed, including mandatory referrals, as well as a detailed policy on reporting. There is a 'no drop' policy which is monitored at monthly meetings of District Commanders. The National DVU gets copies of all domestic violence complaints, cases are tracked and victims notified of sentencing decisions. Respondents indicated that police are more open and responsive in dealing with domestic violence cases, and victims are more comfortable talking with police now this is done in a private space.
64. Prior to 2008 domestic violence was not specifically recorded. The use of CMIS has led to a more coordinated effort to record domestic violence reporting, and greater confidence in the data available. There has been an improvement in data collection, analysis and use of the CMIS data to assist the police response. CMIS analysis is done in-country, the data is used to highlight trends and is now being used as a tool to try and decrease the prevalence of domestic violence. Monthly meetings of the Commissioner and District Commanders discuss reports on domestic violence cases.
65. The CMIS data shows an increase in reporting between 2008 and 2010 (see Annex Two). Participants in the Baseline Update reported that a number of historical barriers to reporting domestic violence have decreased significantly. They also suggested "that a domestic violence incident is more likely to

be reported because of extensive education and awareness campaigns and a growing trust in the Tonga Police, which has coincided with increasing adherence to the no drop policy and examples of Police taking domestic violence incidents seriously.”⁵

66. The police have developed better working relationships with other stakeholders. PPDVP and Tongan Police have worked closely with the NGOs providing support to victims, to improve the support offered. There are fortnightly meetings between DVU and NGO service providers, and a formal referral system is in place. Police and NGOs work together on community awareness projects eg school and community presentations, White Ribbon Day, and male advocacy training. Village-based Community Police Committees also provide an opportunity for domestic violence outreach.
67. The National Police Domestic Violence Advisory Committee plays an important role. It provides an opportunity for police, government agencies, NGOs and Church groups to share information and experiences, and discuss issues. It also provides advice to the Police on legislation, policy, procedures, implementation practice and initiatives on domestic violence at a strategic level. Draft Police policy and procedures are referred to the Committee for review and comment before implementation. This structure, and the relationship between police and other members of the Committee, is regarded highly by a range of stakeholders.
68. Priority areas for future support include:
 - on-going training on domestic violence - both refresher training for those already trained, and basic training for all police staff
 - support and training to institutionalise domestic violence response procedures and monitoring use of these
 - consider how the programme might address sexual and child abuse issues (eg use of specialists for training on these)
 - continue to build and strengthen relationships between police and NGOs
 - look at whether the domestic violence focus might be incorporated into any further phase of the bilateral police programme
 - continued functioning of the National Domestic Violence Advisory Committee

Vanuatu

69. Vanuatu joined the PPDVP as a participating country in 2008 and the programme is, understandably, less advanced than in the other countries covered in this evaluation. A study was undertaken in September 2009 to set the baseline for support for the development of Police domestic violence policy, strategy, action plans, systems and training programmes in Vanuatu (similar studies were undertaken in 2007 in the other four participating countries). The passing of the Family Protection Act in 2009 provided an incentive and context for strengthening responses to domestic violence.
70. The PPDVP fits alongside the Australian Federal Police (AFP) policing support, and the NZ-funded Correctional Services programme. It has focused initially on four key areas: developing the Family Protection Unit; strengthening relationships with NGOs; advancing the Family Protection Act; and developing a statistical basis to measure domestic violence. Some progress has been made in each of these areas.
71. The Family Protection Unit (FPU) which leads the domestic violence response is situated within the “Sexual and Child Abuse Investigation Team”. This is seen as a significant move, and as recognition by the Vanuatu Police Force that Domestic Violence is a crime not a family matter. FPU staff have received training on domestic violence, agreement has been reached with the Police Academy for

⁵ PPDVP Update of Baseline, Tonga Report, 2011; p19

inclusion of domestic violence training into the police training curriculum, and a potential trainer identified. Media promotion about the Family Protection Unit (FPU) has raised community awareness of this specialised team and it is expected this will lead to greater reporting.

72. Operational responses including improved procedures, protocols, and case management systems, are being developed and implemented. Feedback to this evaluation indicates that there is now a more systematic response to complaints with increased professionalism in the investigation and recording of domestic violence matters, although there is still some inconsistency in police responses. There is a perception that if a complaint is made it will be handled “pretty well” and that the facilities and processes now used mean that victims feel more at ease in making complaints.
73. There is increasing demand for more accurate statistics and for capture of data for reporting to senior police management. The Vanuatu Police Force (VPF) uses CRIMS (the AFP database), and PPDVP worked with AFP to incorporate domestic violence into the database. Limited domestic violence information has been included in the reports going to the Police Commissioner; the PPDVP mentor has provided the officer responsible for gathering data from CRIMS with a draft Domestic Violence report to help ensure that appropriate domestic violence information will be available for reports.
74. Police have undertaken activities to raise community awareness on domestic violence. The White Ribbon Day parade brought together VPF, Vanuatu Military Force, other government agencies and NGOs to publicise concerns about domestic violence in a public forum.
75. The NGOs in Vanuatu are reported to be supportive of police efforts to address domestic violence and of the new roles within the FPU. The relationship with the key domestic violence response NGO (Vanuatu Centre for Women) has grown, but needs further strengthening. Building this relationship was given priority over potential relationships with other NGOs, in this initial period of the PPDVP.
76. Some respondents raised concern about the creation of a National Domestic Violence Committee, unless it could be part of an existing structure. The existing structure led by VCW provides a nucleus for a national Gender Based Violence Committee, and the Police Commissioner has reportedly given in-principle support to this.
77. Priority areas for future support
 - Family Violence Training for all recruits and frontline staff, to be rolled out to all police
 - Enhance the collection and analysis of domestic violence data in CRIMS, including a data entry process that enables the generation of a regular domestic violence report for Police Management to inform decisions and responses to domestic violence
 - Tracking of domestic violence cases from reporting to prosecution or closing of the case
 - Support to consolidate and reinforce good practice in responding to domestic violence
 - Build on relationships with other stakeholders, including engagement with Chiefs
 - Support collaborative workshops and training opportunities with other key domestic violence players, to raise awareness and develop a ‘system-wide’ consistent response to domestic violence
 - Encouraging police management to give priority to mobilising effective governance arrangements for the PPDVP
 - Greater collaboration between PPDVP and other policing and law & justice programmes in-country
 - Support work with other agencies for awareness raising and for implementation of the Family Protection Act

Summary from questionnaires:

Effectiveness across all PPDVP objectives:

[1] = 1; [2] = 0; [3] = 6; [4] = 29; [5] = 29; [6] = 26; DNK = 13; N/A = 0

PPDVP performance across 9 delivery elements:

[1] = 0; [2] = 0; [3] = 6; [4] = 29; [5] = 45; [6] = 43; DNK = 43; N/A = 4

Police Training across four questions:

[1] = 0; [2] = 0; [3] = 0; [4] = 19; [5] = 22; [6] = 21; DNK = 27; N/A = 6

Ranking Scales:

[1] = very low/poor; [2] = poor; [3] = below average; [4] = above average; [5] = good; [6] = very high/excellent.

DNK = Do not know; N/A = Not applicable

Programme Objectives 4 & 5

Objective 4: To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu

Objective 5: To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

78. Under these objectives, the PPDVP was to support the development of appropriate national legislation and policy on domestic violence, and inclusion of domestic violence in development plans; and to support training of the judiciary and legal profession. Achieving the Outputs under these two objectives was outside the control of either the national Police Service or the PPDVP. Police have a role to play in these areas, and supporting this work is an appropriate objective, but police are not the key drivers for legislation, policy or national development plans. Each of the five participating countries either has, or is developing, relevant policies or National Plans and/or legislation (eg Family Violence, Gender and Women's Empowerment). In-country police have generally been on the sidelines in this process, and it is not an appropriate area for PPDVP to be an active participant.
79. Training of the judiciary and legal profession is beyond the scope of the police and of the PPDVP. There are other organisations and programmes (such as RRRT, FWCC, PILON and PJDP) which have the appropriate skills and mandates, and are better suited to deliver such training. The PPDVP and the national Police Service can and do play a useful role in providing input to this training, and the PPDVP has worked with other organisations to progress these objectives. For example the PPDVP worked closely with RRRT during the development of RRRT's current programme, provided a Pacific case study for PILON's Litigation Skills Training in 2008 & 2010, and is in discussions with the PJDP to support the inclusion of domestic violence in judicial and courts training.
80. Police are only one stakeholder in efforts to prevent domestic violence. To achieve the goal of a safer Pacific free of domestic violence, it may be necessary for donors and programmes focusing on this issue to also consider providing and/or enhancing the existing levels of support for other (non-policing) stakeholders working in the field of SGBV such as domestic violence response organisations, NGOs and other agencies responsible for providing counselling services for victims and offenders, and organisations and programmes delivering legislative assistance to the Pacific.

In-Country Governance Systems

81. The Project Design Document envisaged a Management Group based within the Pacific Police Service, responsible for maintaining an overview of the management and monitoring of the country programme. It also envisaged a National Domestic Violence Prevention Committee or equivalent in each participating Pacific Island Country, involving key in-country stakeholders working on the prevention of domestic violence. The rationale for this was to ensure in-country ownership and management of the PPDVP country programmes. It is possible that the expectation of setting up in-

country PPDVP governance mechanisms involving external stakeholders did not take the individual country contexts and existing police culture sufficiently into account. The Police Service and other in-country stakeholders need to reach a certain degree of awareness, partnership and trust, and leadership before they will be ready to create a multi-stakeholder body. In hind-sight, perhaps one might ask whether the proposed governance structures were appropriate to the specific cultures, and whether the 'time was right' for these structures when the PPDVP began.

82. At the PICP's 38th Annual Meeting, the Chiefs of Police endorsed the recommendation from the PPDVP that Pacific Islands Police should give priority to mobilising effective country governance arrangements for the country programme. Although the governance mechanisms envisioned have not yet been established across all five participating countries, there has been some progress in each. Tonga is the only one of the five countries which has fully implemented this country governance structure.
83. In each country, domestic violence reports are discussed at regular meetings of Unit Supervisors or Police Management; some also have a sub-committee which focuses specifically on domestic violence. In Tonga, domestic violence is a specific discussion topic at the Police Commissioner's monthly meetings with District Commanders. These meetings are internal to the Police service. The structure varies between police services but plays a similar role of oversight and management of the domestic violence work being undertaken in each Service.
84. Tonga has an effective National Domestic Violence Advisory Committee, and steps are underway in Kiribati to establish such a committee as part of the national response to the study on Sexual and Gender Based Violence and Child Abuse. The Tonga Committee provides an effective mechanism for the Police Commissioner to hear stakeholder perspectives on Police practice; during the Baseline Update study, participants reported increased transparency, dialogue, early detection of non-compliance with policy and/or procedures, and effective monitoring of key domestic violence indicators. In Cook Islands, Samoa and Vanuatu there are either multi-agency committees which meet regularly to discuss issues at a case management level, or informal police/NGO/government agency meetings to discuss domestic violence issues. These mechanisms have been created in a way, and at a speed, which was appropriate for its stakeholders. Each of these mechanisms provides opportunities for sharing information on how police and other agencies are addressing specific cases and discussion on domestic violence issues, and are building working relationships and confidence between the agencies. Reports and feedback indicate that some of these partnerships have reached the point where police will be held to account (either publicly through the media or privately to police management) for deviations from the 'agreed' level of response and service. These inter-agency meeting mechanisms could form the nucleus of a Domestic Violence Advisory Committee.
85. In some of the participating countries, government departments have tended to work in silos, with few cross-agency activities; and in most of the countries the government agencies, including police, are not accustomed to working with non-government agencies. The 'command culture' of some police services, and the formal processes for engagement with outside agencies, has not been conducive to easy working with external stakeholders.
86. Information from the Baseline Studies and Baseline Updates, and from evaluation participants, indicates that there has been a lack of trust between police and NGOs, and a lack of understanding by police, other government agencies, and NGOs about each other's roles and responsibilities. It was also suggested that some agencies may have felt a need to 'get their own house in order' before they would be willing to engage with a wider group of stakeholders where they were potentially open to criticism. The work done to date in building relationships between police and NGOs, and in

Some countries supporting NGOs to improve their service to domestic violence victims, has started to break down barriers and address concerns about each other's capacity and willingness to respond.

87. Some respondents raised doubts about whether there is a need for a national committee. In some countries there is a degree of resistance to the establishment of "yet more committees" potentially involving the same small pool of people who are on a number of other committees and groups. This concern could be overcome by linking with existing mechanisms such as Sector Steering Committees, national Sexual and Gender Based Violence Committees, SafeNet, National Crime Committee, or national committees developing relevant legislation. Police and other key stakeholders working in the Domestic Violence field could become a sub-committee of the wider group. It was suggested by a respondent, that there should be a consultation process before a National Committee is formed – it should not simply be created by police or any other agency. There was also a suggestion that police may not be the most appropriate body to set up, or lead, a national committee and that it should be headed by another government agency with the lead role in addressing domestic/family violence.

Summary from questionnaires: In-Country Management and oversight:

[1] = 0; [2] = 0; [3] = 1; [4] = 10; [5] = 7; [6] = 5; DNK = 14; N/A = 1

Ranking Scales:

[1] = very low/poor; [2] = poor; [3] = below average; [4] = above average; [5] = good; [6] = very high/excellent.

DNK = Do not know; N/A = Not applicable

Recommendations for any future phase:

- Continue to encourage the formation of structures where police can work in partnership with other stakeholders to ensure a holistic response to dealing with domestic violence issues
- Support and strengthen the existing inter-agency meetings of key domestic violence response and prevention stakeholders
- Support and encouragement for Pacific Police to strengthen/formalise the internal structures for management of their domestic violence engagement and response, and to support police engagement in a national domestic violence committee (this may require engagement by senior-level NZ police)
- Consultation with other government agencies, and then more widely, to identify an appropriate national structure where a domestic violence advisory committee (or sub-committee) might sit – and whether there should be a place on this committee for external groups (eg donors, PPDVP, NZP, AFP)
- Consider what support might be needed for a national Committee if a suitable body doesn't already exist (eg costs for meeting space, coordination and servicing of committee, participants' travel) and the appropriate lead agency to lead this

Quality Indicator	Explanation	Rating (1-6)
Effectiveness	DVUs have been established with dedicated staff, training of key groups of police has taken place, and new operating procedures developed and implemented. Attitudinal changes and institutionalising changes in procedures take a long time, but the PPDVP has assisted in-country police services to take significant steps to improve their response to domestic violence which is the principle objective of the PPDVP. Relationships between police and other stakeholders have improved in each country, and working relationships to address domestic violence in a collaborative way are developing. Objective 4 & 5 are not the 'core business' of police services, however the PPDVP has worked closely with other regional organisations and programmes to support and encourage the inclusion of domestic violence in their activities.	5

Sustainability

88. The PDD stated that "Ownership of the programme by Pacific Police services and other relevant stakeholders is considered critical to the success and sustainability of the programme." Reports and Feedback indicate this sense of Pacific ownership has been largely achieved. The PICP has endorsed the programme; in-country police chiefs have indicated that they are supportive of the programme and that the information now available to them is useful for planning and management; and feedback from external stakeholders indicates that the programme is seen as a Pacific (rather than a New Zealand/Australia) programme.
89. The PPDVP has assisted Pacific Police to take significant steps forward in their attitudes towards domestic violence. It has built a solid foundation within each of the five participating countries, but this is still fragile. "The foundation is there, but the next level needs to be in place before the house will stand." The processes in most countries are now sufficiently developed to allow a DV related response to continue, and there is a high level of commitment from many police staff, but it will require clear commitment 'top down' for the focus on domestic violence to continue. Support by senior-level NZ Police may be an important factor in achieving this. It seems unlikely that the gains made to date can be sustained long-term at the current level, or move forward, without some level of support for a further period to consolidate and institutionalise the changes in attitudes and procedures.
90. The programme has concentrated on strengthening the basic functions required for policing response to domestic violence; this has been realistic as Pacific government budgets and police resources are unlikely to afford anything more. The Small Grants Fund and the Technical Assistance Fund supported study tours within the region and to NZ, and provided a means for supporting the establishment of Domestic Violence Units. This has been an essential element of the PPDVP as the Pacific Police Services did not have funding available for these activities.
91. The Police Management of each of the participating countries committed to establish and staff a domestic violence unit or equivalent. Each has made a substantial commitment of staff to the domestic violence unit, as shown in the following table from the PPDVP 2009-2010 Annual Report. There has been a strong commitment to training: all staff of the Units have been trained, in most countries frontline staff have been trained to respond to reports of domestic violence, and domestic violence is included in recruit training in each country.

Composition and activities of DV Units (from PPDVP Annual Report 2009-2010)

2008/2009	Dedicated DVU staff		DV trained staff		DVU staff promotions		DVU study tours	
	Male	Female	Male	Female	Male	Female	Male	Female
Cook Islands		1		1				
Samoa	7	3	5	3			1	
Tonga	1	2	1	2			1	
Kiribati	1	3	1	3	1		1	1
2009/2010	Dedicated DVU staff		DV trained staff		DVU staff promotions		DVU study tours	
Cook Islands		1		1				
Samoa	6	7	7	7	2	1	1	2
Tonga	4	6	4	6				
Kiribati	1	6	1	6	1	1		1

Note: The chart includes staffing for only the four participating countries where formalised DV Units are in place. In 2009/2010 dedicated DV Unit staff were also in place in Nauru (1M, 2F); Tuvalu (1F); Solomon Islands (1M, 1F) and Vanuatu (1M, 1F).

112. Police Commissioners have stated their commitment to maintaining the domestic violence focus within their police services. Police management have indicated that they are committed to maintaining staffing for the DVU with a stable team of trained staff although staffing resources, including rotations and promotions, impact on whether they are able to maintain this stable staffing in the DVUs. In most cases there have been relatively few staffing changes within the Unit. Some police services have indicated that they wish to see this work included in their police budgets but acknowledge the fiscal constraints. Both staff and financial resources will be a factor in the sustainability of the gains made by the programme. Changes in police leadership (for example Commissioners and Assistant Commissioners) may affect the sustainability of the gains made under the programme, but decisions in this area are outside the PPDVP's sphere of influence.
113. The mentoring approach taken by the PPDVP, using experienced specialised staff from NZ Police, has enabled the in-country police service to lead and control the process, to adapt and adopt processes which meet their needs at a pace which suited their context. The regular visits by the mentors, and their on-going availability to provide advice between visits, has built up relationships and empowered the DVU staff, and has provided support to police management.
114. New procedures and systems for responding to domestic violence have been instigated in all five police services; these include domestic violence policies or strategies and a database system. These are included in procedures manuals and desk files, and are therefore available to police officers on an on-going basis. The procedures and systems will require updating over time. Monitoring adherence to the new procedures is currently done by the DVU coordinator, with the PPDVP mentor also monitoring this during visits. Police management may need to take a greater role in monitoring performance of staff against the domestic violence procedures.
115. The training curriculum developed by the PPDVP in consultation with Pacific Police, has been taken up in all five countries as part of all recruit training and is used for training of DVU and other police staff. In most police services there is still a group of existing police officers who have not yet been reached by training, and who may have influence on newer officers. Domestic violence training was originally facilitated by the NZ Police mentor; in-country staff (DVU or police training officers) are now able to deliver the training, but monitoring of the training approach and quality of training is still needed.
116. Relationships between police and other stakeholders have been strengthened, and formal or informal processes are now in place for working together on domestic violence issues. This relationship would be strengthened if MOUs between police and key NGOs were put in place, or renewed where these already exist, setting out what each can expect from the other. The regular inter-agency or national level committee meetings provide an opportunity for on-going monitoring of police responses to domestic violence, and also of the national response. Further commitment to these structures by police would enhance the accountability and sustainability of progress made under the PPDVP.
117. The regional components of the PPDVP enable learning to be transferred across countries; the development of regional models, templates & training curriculum which can then be adapted to specific country use; and for consistent approaches and standards across the Pacific. Responses to the evaluation indicate that this cross-Pacific element is seen as an important element in maintaining the impetus for change, and the sustainability of gains made to date. Links and collaborative working between the PPDVP and other regional and bilateral policing and law & justice programmes, and with other regional bodies, have also developed networks and processes which will help ensure the sustainability of gains made within the police services and for progress towards the goal of the PPDVP - 'a safer Pacific free from domestic violence'. The PPDVP is now a regular

agenda item for the Forum Regional Security Committee; the Forum Leaders have identified sexual and gender-based violence as an element of human security and the Forum Secretariat has set up a Reference Group on Sexual and Gender Based Violence. This regional awareness of domestic violence issues, and the PCIP's endorsement of the PPDVP, will help maintain the impetus for in-country police services to continue to support and develop the changes made under the PPDVP.

Quality Indicator	Explanation	Rating (1-6)
Sustainability	The PPDVP has built a solid foundation within each of the five participating countries, and there is a high level of support from many police officers and other stakeholders. Refresher training and on-going monitoring of new procedures will be required to build the sustainability of gains made to date. Resourcing of DVUs in small police forces may create challenges for sustainability. Changes beyond the PPDVP's control, such as changes of Police Commissioner, may impact on the sustainability of the PPDVP's outcomes.	4

Efficiency and Value for Money

Summary from questionnaires: Efficiency across five PPDVP Objectives

[1] = 0; [2] = 2; [3] = 4; [4] = 17; [5] = 28; [6] = 17; DNK = 25; N/A = 0

Ranking Scales:

[1] = very low/poor; [2] = poor; [3] = below average; [4] = above average; [5] = good; [6] = very high/excellent.
DNK = Do not know; N/A = Not applicable

118. The PPDVP is a multi-country programme with five participating countries, plus limited activities in 'linked' countries and with other Pacific police services⁶. Instead of each in-country programme being managed separately, the PPDVP has one implementation unit to support the work across all five participating countries and the other multi-country activities. This is considered an effective way to manage and implement the programme.
119. Resourcing and resource allocation appears to have been adequate to meet the PDD and the Business Plans of the PPDVP, and there have been no apparent areas of duplication or unnecessary expenditure. Participation in the workshops in Southeast Asia and Nepal, while not directly related to the delivery of the PPDVP provided an opportunity to link with police training and capacity building activities in other regions with the potential for bringing back new ideas and learnings to inform the PPDVP. In practice, it appears that the PPDVP is unique, and some other international and regional policing programmes have picked up the training curriculum developed by the PPDVP.
120. The priority objective of the PPDVP has been to build the capacity of the police forces in the five participating countries. As far as can be ascertained from reports and participant responses, the cost of activities in the linked and other Pacific countries has not been at the expense of planned activities in the five participating countries. The regional component of the programme has not come with financial or other resource costs which detracted from undertaking agreed work plan, and programme funds have been applied to the agreed work areas and not diverted to other activities. When the PPDVP extended support into Micronesia the initial needs analysis was covered by a TAF grant; subsequent delivery of training, awareness raising, and establishment of DVUs was carried out in a period when the main part of the programme was focussing on consolidation of

⁶ Objective 1: To Increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level

Learning. The regional work has been undertaken primarily by the Programme Officer and has not impacted on the work plans of any of the mentors or the Programme Manager.

121. Budget costs seem appropriate to the Objectives and to the Annual Business Plans, and the PPDVP has delivered the services and tasks it has been funded to provide. Personnel and management costs of the PPDVP appear to compare favourably with costs for regional programmes managed and implemented by Management Services Contractors. The investment per country has been relatively low in terms of the outcomes achieved from a very low base. It is important that the value for money demonstrated to-date is maximised by sufficient on-going support to build the sustainability of outcomes. To allow the impetus and gains to be lost would not be value for money in the longer-term.

Comparison of personnel and operating costs⁷

Year	Total Spend 000s	Personnel 000s	% of Spend on personnel	Operating Costs 000s	% of Spend operating costs
2005 – 06	223.97	101.02	45.10%	122.96	54.97%
2006 – 07	973.68	262.82	26.99%	710.86	73.01%
2007 – 08	993.60	246.10	24.77%	747.50	73.23%
2008 – 09	998.99	282.39	28.27%	716.60	71.73%
2009 – 10	1000.00	295.90	29.59%	704.10	70.41%
2010 - 11	1285.20	298.80	23.25%	986.40	76.754%

PPDVP - Breakdown of costs by Component⁸

		2008-09 000s	% of Total	2009-10 000s	% of Total	2010-11 000s	% of Total
Regional Activities	SUBTOTAL	128.17	25.15%	407.39	59.14%	270.92	48.01%
Participation Countries	Cook Is	12.79		46.37			
	Tonga	47.05		29.46			
	Samoa	105.21		74.30			
	Kiribati	39.43		26.41			
	Vanuatu	67.57		10.53			
	SUBTOTAL	272.05	53.39%	187.07	27.15%	198.06	35.10%
Linked Countries	SUBTOTAL	29.72	5.83%	39.65	5.76%	34.51	6.12%
Funding Mechanisms	SUBTOTAL	79.60	15.62%	54.77	7.95%	60.76	10.77%
	TOTAL	509.54		688.88		564.25	

127. The value of regional activities (such as training workshops and development of resources: common understandings and consistent approach across Pacific, and the chance to share learning and experiences) was noted by several respondents. It was also noted that it is cost effective to produce one resource/template for adapting in several countries rather than developing individual resources from scratch in each country.
128. Recommendations for secondary focus on non-‘participating countries’ in any future phase of support:
- The PICP has a declaration of Partnership with the PPDVP, which raises expectations in the Pacific that some level of support will be available. This should be acknowledged, and some level of support provided within the resourcing constraints of the programme.
 - The PPDVP web-site provides Pacific and other countries with access to resources such as training curriculum and templates for policy, strategies and operating procedures. It is also a forum for sharing information, experiences and advice. The website could be developed and

⁷ Based on expenditure information provided by NZ Police

⁸ Based on expenditure information provided by NZ Police

promoted within the PICP and the police services; and the PPDVP could investigate other regional websites as places for sharing resources and information

- Workshops and training for DVU staff and police leadership from across the Pacific, including the non-‘participating countries’, would enable cross-country learning, provide motivation and impetus for on-going development of the Pacific police response to domestic violence
- Linking with other regional policing or law and justice programmes (eg PPDP, PJDP and PILON) to include domestic violence elements in their activities and training would also enable the PPDVP to provide a degree of support to other Pacific Island countries
- Engaging with other regional organisations (such as the Forum Secretariat, FWCC and RRR) will enable the PPDVP to engage in domestic violence issues beyond the five ‘participating countries’
- Priorities and approach to regional/non-‘participating country’ engagement in any future phase of support should be decided during the design stage.

129. ‘Participating country’ police services and other stakeholders consider the periodic-mentor is an effective model for learning and for building capacity. This approach is less costly than deploying in-country advisors. It is reported that since the inception of the PPDVP this ‘periodic mentor’ approach has been adopted by other NZP programmes. The mentors are operational officers within their own Districts, and are released by their District Commanders for their mentoring visits. This approach appears to be a cost-effective use of Police resources. NZ Police have indicated that while regular overseas deployments by the mentors does cause some strain on the Districts, this has been supported by their District Commanders, and was less difficult for NZP than resourcing the deployment of longer-term advisors.
130. Information from participants in this evaluation indicates that where possible the PPDVP has been operated as ‘management light and delivery heavy’⁹. The PPDVP staff, each with a range of relevant technical skills and expertise, have had active roles in programme delivery. The PPDVP mentors are all very experienced officers with a wide range of skills which they are able to apply when in-country. They have been able to act as a ‘marketing and screening’ mechanism for other services available through NZ Police and other agencies working in the region¹⁰. This has led to efficiencies in accessing services and sharing information.
131. Information provided by the PPDVP explains that because New Zealand Police staff who act as mentors are provided to the PPDVP at no direct personnel or salary cost by NZ Police, in annual budget terms this is a saving in the range of \$100,000 for personnel costs. NZ Police also meet soft operating costs such as computing, telephones and general office support, assessed as at least \$75,000 per annum. Over the five years of the programme this amounts to a \$1 million contribution directly from NZ Police, which has supplemented Aid Programme resources.
132. The PPDVP Regional and Participating Countries Funds, agreed between NZAID & NZ Police and attached to the July 2007 Letter of Variation to the MOU, have supported the programme’s objectives. These Technical Assistance and Small Grants Funds ensured the main business of the programme was not impeded if, for example, people were identified and extra training given. The funds enabled study tours within the region and to NZ, supported the establishment of Domestic Violence Units, provided for rural officers to come to the main centres for training, support for attendance at regional and in-country workshops, and in some countries have provided small amounts of support for activities of victim support NGOs. Lists of grants made under these Funds were provided to the evaluator. This has been an effective use of comparatively small sums of money, and an essential element of the PPDVP.

⁹ From draft Activity Completion Report 2011

¹⁰ PPDVP draft Activity Completion Report 2011

133. The PPDVP is considered, by a number of different stakeholders, to have been efficiently managed and delivered. The police-to-police approach has opened doors which would not otherwise have been available; and the use of the periodic visits by mentors has been an effective way to deliver training and support in-country. The use of in-country and regional resources, such as making the training video in Kiribati, has been seen as an efficient use of resources and as recognition of skills and facilities available within the Pacific.
134. Situating the PPDVP unit within the International Service Group of NZ Police has worked well. The NZ Police's PPDVP Contract Manager (Head of the International Service Group) is able to be well-informed on what is happening in the PPDVP, and informal coordination and information sharing takes place across NZ Police's overseas activities. There is a PPDVP Management Group within NZ Police, and internal NZ Police personnel processes are used to manage PPDVP staff and mentors. The Business Services Manager at NZ Police HQ maintains a financial brief to ensure costs are as anticipated, and that invoices to the NZ Aid Programme are timely & accurate and paid on time. Budgets are based on NZ Police's Chart of Accounts, which makes it easier for them to prepare invoices.
135. The mentors' in-country roles are managed by the PPDVP Programme Manager. They are provided with a tasking report before each deployment which sets out a realistic step-by-step process to achieve objectives of the country programme, and report back against this following the deployment. If necessary while in-country, they have the freedom and flexibility to act within the overall concept and guidelines. Capacity building is not a one-off task, but an on-going process which relies on frequent 'refreshing' of new skills and processes as well as empowering people to own and manage the processes themselves. The periodic mentor approach, plus visits from the PPDVP Implementation Unit, has been in line with accepted training and capacity development practices.
136. At the end of the PPDVP's first year the Programme Manager moved to another position within NZ Police, and in 2008 the second Programme Manager was seconded to PICP. NZ Police put processes in place to cover the gaps, and a transition file and risk management file were maintained by the Programme Officer and overseen by a senior NZ police member.
137. In the 2008/09 an additional objective covering programme administration and management activities was added to the Annual Business Plan. This component of the programme was not formerly detailed, although costs for this work area were included in the PPDVP budgets and financial reporting. This additional objective is not included in the Annual Report and does not appear specifically in MT minutes, but provides the PPDVP Manager and NZ Police with a way to monitor performance in this area.
138. The PPDVP was structured with a Management Team (MT) and a Regional Advisory Committee (RAC) with complementary roles. Feedback indicates that the RAC has functioned successfully, particularly as a coordination body. The MT met regularly in the first years and functioned effectively, but its irregular meetings in the past eighteen months have left a gap in the PPDVP structure. The MT minutes (and copies of MFAT's written feedback to MT meetings) show that, as anticipated, it discussed business plans and approved new work areas; discussed progress reports, M&E, and gender mainstreaming; and commented on implementation and programme management issues.
139. The M & E Plan within the Programme Design (incorporated into the MOU between NZ Police and MFAT dated 6 October 2006), suggested activity-level reporting in bi-monthly reports to MT and six-monthly reports to RAC; and progress at output-level monitored and reported annually. There has

reportedly been some ambiguity over the life of the programme, about the exact requirements and format of reports and the provision of reporting templates and guidelines by the NZ Aid Programme is seen as beneficial.

140. The PPDVP and NZ Police have had appropriate and detailed processes in place to monitor outputs and tasks particularly in the in-country work programmes, but were not familiar with the type of results and outcomes monitoring and reporting required by the aid programme. Programme documentation shows that activity level reporting has been a consistent and lengthy part of the Annual Reports to the NZ Aid Programme. The overview sections of the reports included some analysis of progress made during the year and highlighted some of the key issues that needed to be addressed in the coming year, but reporting has tended to focus on outputs/tasks completed. This difficulty in providing results-based monitoring and reporting has been addressed with the development of the M&E Framework in 2010/11.
141. The Project Design Document included a brief Monitoring and Evaluation plan with suggested indicators at activity, output, objective, and goal level. This was further expanded in the Logframe Analysis Matrix. It was intended that tailored monitoring & evaluation frameworks (based on the PPDVP design and logframe in consultation with country stakeholders) be put in place by the PPDVP for each participating country, but this was not actioned effectively. The NZ Aid Programme offered additional funding for the PPDVP to employ specialist help to develop country specific monitoring frameworks; IDG's senior results and monitoring advisers provided advice and support to PPDVP management and New Zealand Police's Evaluation Advisor to assist in the development of the monitoring framework. Reporting against the Logframe provided a proxy (although cumbersome) M&E framework, until a tailored monitoring framework was finally set in place in the 2010/11 year.

Quality Indicator	Explanation	Rating (1-6)
Efficiency	The PPDVP has delivered the majority of programme outputs on time and in a cost-effective manner. The Programme Implementation Unit has a small core staff, and experienced operational NZ Police officers undertake periodic mentoring. NZ Police provide salaries for their staff, and meet the 'soft' costs of having the PPDVP unit within the Police HQ. The budget is realistic for the programme objectives.	5

Quality Indicator	Explanation	Rating (1-6)
Monitoring	The programme commenced without an M&E framework. The PPDVP and NZ Police have had appropriate processes in place to monitor outputs and tasks, particularly in the in-country work programmes but were not familiar with the type of results and outcomes monitoring and reporting required by the Aid Programme. PPDVP and New Zealand Aid Programme worked closely together improve this aspect of monitoring and the annual reports, and to develop the M&E framework which was finally put into place in 2010/11.	3

142. The NZ Aid Programme provided significant development advice to the Programme (eg facilitating through PILON, PPDVP's outreach to the PIC legal sector; technical advice on gender mainstreaming and M &E); and played an important role in the successful implementation of the PPDVP.

Future roles and resourcing of the implementation unit

143. Feedback indicates that the PPDVP secretariat is viewed as efficient and having the appropriate technical and management skills to undertake the programme activities. The PPDVP implementation unit should be recognised for its role in programme delivery, not simply considered a programme management and administration unit. The PPDVP has a small core staff of three; all three staff members were actively involved with programme delivery in the participating countries,

linked countries, and with regional activities. There were five in-country mentors plus a reserve mentor. Each role, and the individual skills and experience of the position-holders, were relevant and appropriate to the PPDVP during this five year period. The PPDVP would have benefitted from having monitoring skills available in, or to, the team.

144. The resourcing needs of the implementation unit, for any follow-up phase, should be identified during the design stage; the roles and functions, person specifications and number of persons required to fulfil these functions, will be dependent on the scope and scale of the programme. However, certain functional requirements can be identified:
- The programme will need a dedicated programme manager
 - A person with appropriate technical skills in monitoring and evaluation, and development experience, will need to be available to the programme at least on a part-time basis – perhaps shared with other NZ Police projects in the Pacific. This role may include developing the M&E framework, support for programme planning and reporting, assisting the mentors to be more engaged with monitoring outcomes, and assisting in-country police services to develop and implement procedures to monitor their domestic violence response
 - Support will be needed for further training, technical support and monitoring of CMIS use, until the management and maintenance of CMIS has been transitioned to the national police services
 - In-country police services will need further mentoring, advice and support as they consolidate and institutionalise their domestic violence response, and increase their capacity to take a proactive role in targeting families and individuals at risk. This might be delivered through the same 'periodic mentoring approach' which has worked well in the past five years, but the design phase may wish to consider other possible models
 - Administration and management of the PPDVP Funds for Participating and Other Countries (TAF and SGF)
 - There will continue to be a need for support, motivation and communication with police at regional and national level; and coordination with other regional organisations and programmes
 - Support & engagement from senior NZ Police Officers to encourage Pacific Police leadership to continue their commitment to domestic violence response, especially as changes occur in Police Commissioner and other leadership positions
 - Identification and involvement of appropriately skilled and experienced Pacific Islands personnel, or Pacific Island New Zealanders, in programme delivery activities
145. It would be appropriate for the PPDVP to continue to be situated within the NZ Police International Services Group at NZ Police HQ, and co-located with other NZ Police programmes in the Pacific. Financial services and oversight could still be provided through Business Services Manager at NZ Police HQ; oversight through a Management Group within NZ Police could continue; and internal NZ Police personnel processes could continue to be used to manage PPDVP staff and mentors.

Conclusions - Evaluation Objective Two:

146. While there are a number of other bilateral and regional policing and law & justice programmes in the Pacific, the PPDVP fills a specific niche not covered by these programmes. Evidence from the evaluation shows strong desire and support for the programme to continue, in order to consolidate gains made to date and to make further progress. The gains made to date are still fragile and likely to gradually diminish if not given further support. Based on the evidence available to the evaluation, it is recommended that further assistance be provided; and the programme goal be retained, with revised objectives and outputs.
147. The evaluation recommends that a detailed design be prepared for a further phase of support. The design should include a planned exit strategy; this could include considering possibilities for incorporating the objectives of the programme into other policing/institutional strengthening

programmes. The design should also include an effective Monitoring and Reporting Framework for the programme, and an evaluation plan.

148. The PPDVP has been a tripartite initiative of the New Zealand Aid Programme, New Zealand Police and the Pacific Islands Chiefs of Police and implemented under a Memorandum of Understanding between NZ Police and the New Zealand Aid Programme. It is recommended that the future period of support be integrated with other NZ Aid-funded and NZ Police-implemented programmes into one MOU or Partnership Agreement between the NZ Aid Programme and NZ Police. Such an agreement should include specific reference to the PPDVP.
149. The PPDVP governance structure included a Management Team (comprising NZ Police, New Zealand Aid Programme and the PICP through their Secretariat), and a Regional Advisory Committee with representation from a wider group of stakeholders. The PPDVP has also been on the agenda for discussion at High Level Meetings between MFAT-NZ Police. It is recommended that the design process looks at what regional-level governance and over-sight mechanisms are appropriate for the future, particularly if the future programme and other programmes are covered in a single MOU or Partnership Agreement between NZ Police/NZ Aid Programme.

Duration:

150. The current PPDVP began in 2005, but in practice the implementation of the programme began in 2006. The evaluator recommends a further 4-year phase of the PPDVP (2012-2016) bringing the total implementation period to 10 years which is considered to be a realistic minimum-period for an effective capacity development programme.

Focus:

151. It is recommended that the programme focuses on capacity development of NZ Police's counterpart Police Services, which includes their capacity for working with other agencies and undertaking public outreach activities. Neither the PPDVP nor in-country police services should take the lead role in non-policing areas, but should work collaboratively and supportively with other providers who have the mandate and skills to take the lead in these non-policing areas (such as counselling, training for judiciary and legal officers, policy and legislative development). These other providers may need support to undertake their lead roles successfully, and the evaluation recommends that donors and other development partners consider whether and how these other providers might be supported¹¹.
152. While domestic violence is an important area in its own right, and there are many areas still to be adequately addressed, there is pressure from some quarters for the programme to widen its focus

¹¹ "AusAID will support partner countries to increase women's access to justice by:

- supporting governments to review, implement and monitor laws and policies that address violence against women, including through formal, customary and community-based justice systems
- supporting civil society organisations that assist women to access justice, including by increasing women's knowledge of their rights and of the legal system
- supporting improved police practices in responding to violence against women, in partnership with the Australian Federal Police. For example, the Papua New Guinea – Australia Law and Justice Partnership is working to strengthen the courts so that they are better able to assist victims of violence.
- The program is supporting the Magisterial Services to implement national guidelines on family and sexual violence, including Practice Directions that help victims of violence understand the steps and processes in court proceedings
- This type of support aims to improve the ability of the justice system to respond to cases of violence against women and, consequently, increase public confidence in the ability of these systems to appropriately respond to and prevent violence against women."

Australian Government: AusAID and Office for Development Effectiveness. Stop Violence: Responding to violence against women in Melanesia and East Timor. 2009. p viii

to family violence and other forms of SGBV. Specialised skills and training, and additional support mechanisms, are required to adequately respond to and address these wider issues but it is evident that in many countries DVU staff are being asked to investigate these complaints, in the absence of alternative expertise. This evaluation was not in a position to make a decision on whether the programme should expand its focus to wider family violence and SGBV issues, but recommends that this be considered during the detailed design stage.

153. The programme design document (PDD) for the PPDVP stated that “Ownership of the programme by Pacific Police services and other relevant stakeholders is considered critical to the success and sustainability of the programme.” While reports and feedback indicate this sense of Pacific ownership has been largely achieved, most countries have not yet developed the in-country governance mechanisms envisaged in the PDD. It is recommended that during the next phase of support, attention be given to the establishment of appropriate in-country mechanisms such as Police Management (sub-)Committees to oversee the work on domestic violence, and external advisory committees (or equivalents).

Scope and scale:

154. Currently the PPDVP has three tiers of engagement: participating countries, linked countries, other countries in the Pacific region. The original intent was for the second tier countries to be linked to participating countries, for logistical and other reasons this was found to be unsatisfactory and the countries were then linked directly to the PPDVP. The evaluation recommends only two levels of engagement for the future: the five participating countries (Cook Islands, Kiribati, Samoa, Tonga and Vanuatu); other Pacific Islands Countries.
155. It is recommended that Police Services in other Pacific Islands Countries continue to be invited to participate in a range of training, networking, and information sharing activities. It is suggested that the key means of support for these ‘other countries’ be providing resources for training on domestic violence and resources (eg templates and models) to assist them to set in place appropriate procedures and processes, with only limited direct support offered. It is strongly suggested that regional workshops and training be open to ‘participating’ and ‘other’ countries to enable cross-Pacific sharing of information and experience, and that the PPDVP website be continued as a means of sharing information and providing access to resources.

Resourcing:

156. It is recommended that the programme continue to be located within the NZ Police International Services Group, with NZ Police continuing to provide the types of support supplied to the current programme.
157. Adequate staff (whether full- or part-time) will be required to resource the objectives and deliver the outputs for the further phase of the programme. It is recommended that the precise roles, functions, person specifications, and number of persons required be identified during the development of the detailed design for the programme. The following functions should be considered in the design process: programme management, monitoring and reporting, regional coordination and information sharing, in-country mentoring and/or advisory support, technical and advisory support for fully utilising CMIS, and the administration and management of TAF & SGF.
158. It is recommended that the total funding from the NZ Aid Programme over the four-year period be in the vicinity of NZ \$3 million. This recommendation takes into account the levels of funding provided in previous years, and that the level of annual funding should diminish by the fourth year as part of an exit strategy for the programme. The annual funding levels should be identified in the

detailed design document. It is also recommended that the current PPDVP Funds for Participating and Other Countries (TAF and SGF) be retained.

Summary of recommendations:

The evaluation recommends that:

- further assistance be provided
- the programme goal be retained, with revised objectives and outputs
- a detailed design be prepared for this further phase of support
- further support is provided for four years bringing the total period of support to ten years
- the future period of support be integrated with other MFAT-funded and NZ Police-implemented programmes into one MOU or Partnership Agreement between the NZ Aid Programme and NZ Police
- the design process identifies appropriate regional-level governance and over-sight mechanisms
- the programme focuses on capacity development of NZ Police's counterpart Police Services, which includes their capacity for working with other agencies and undertaking public outreach activities
- donors and other development partners consider whether and how to support providers with the lead role in non-police domestic violence responses
- a decision be made during the detailed design process, on whether the programme should expand its focus to wider family violence and SGBV issues
- during the next phase of support, attention be given to the establishment of appropriate in-country mechanisms such as Police Management (sub-)Committees to oversee the work on domestic violence, and external advisory committees (or equivalents)
- the future programme provides two levels of engagement: the five participating countries (Cook Islands, Kiribati, Samoa, Tonga and Vanuatu); other Pacific Islands Countries
- Police Services in other Pacific Islands Countries continue to be invited to participate in a range of training, networking, and information sharing activities, but with limited direct support
- the programme continue to be located within the NZ Police International Services Group, with NZ Police continuing to provide support
- the precise roles, functions, person specifications, and number of persons required be identified during the development of the detailed design for the programme
- total funding from the NZ Aid Programme over the four-year period should be in the vicinity of NZ \$3 million
- the current PPDVP Funds for Participating and Other Countries (TAF and SGF) be retained.

Outline Design for Follow-up Phase

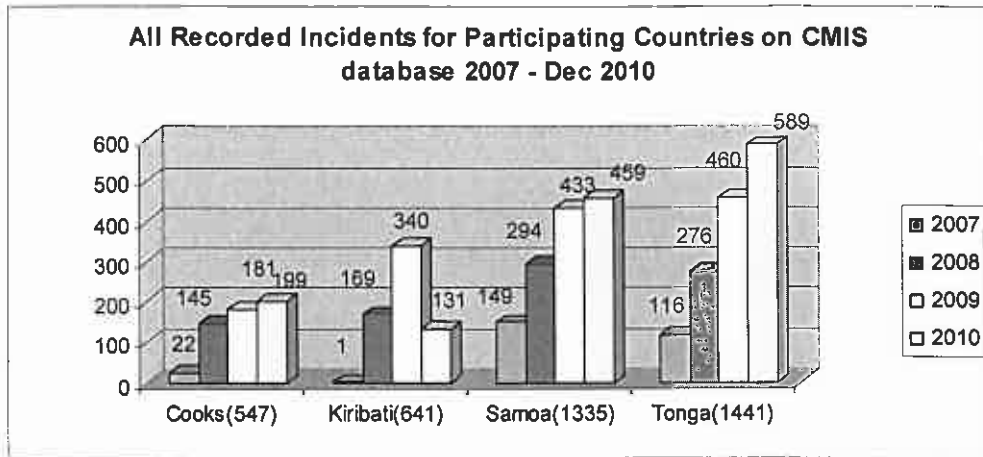
PPDVP FOLLOW-UP PHASE	
Goal	A safer Pacific free from domestic violence
Objective 1	Consolidate and strengthen the progress in police domestic violence response made under PPDVP phase 1 in five 'participating countries'
Outputs	<ul style="list-style-type: none"> ○ Domestic violence responses are retained after changes in Police Commissioners and/or Police leadership <u>Training:</u> <ul style="list-style-type: none"> ○ Refresher training on domestic violence delivered to all recent recruits and other trained staff ○ Training rolled out to other Police personnel including CIB and Police Prosecutors ○ In-country trainers identified, monitored, and able to deliver training without assistance ○ Increased use of the vernacular in the delivery of training <u>Database:</u> <ul style="list-style-type: none"> ○ Further training and technical support, and monitoring of CMIS use ○ Training and support for analysis and application of CMIS (or CRIMS) data for domestic violence response and prevention ○ Management, monitoring, and maintenance of CMIS transitioned to the national Police Services <u>Domestic Violence response mechanisms:</u> <ul style="list-style-type: none"> ○ Roles and responsibilities of DVU reviewed, and revised as necessary ○ Police domestic violence policies, strategies and business plans reviewed, and updated as necessary ○ Domestic violence response processes (eg desk files, procedure manuals or equivalent) reviewed, and updated as necessary ○ DVU staff supported and trained to take responsibility for quality control and monitoring of Police response to domestic violence
Objective 2	To increase and sustain Police capacity to prevent and respond more effectively to domestic violence in five 'participating countries'
Outputs	<ul style="list-style-type: none"> ○ Relevant staff have been trained and supported to develop and implement techniques to identify at-risk victims and families and repeat offenders, and to provide a safety plan and management plan to meet these risks ○ Processes are in place to undertake and monitor tracking of domestic violence cases from reporting, through prosecution to closing of the case and informing victims of court decisions ○ Formation of mechanisms (eg inter-agency meetings) where Police can work in partnership with other stakeholders to ensure a holistic response to dealing with domestic violence issues ○ Better relationships with relevant government agencies and domestic violence response NGOs developed and formalised, including MOUs discussed and/or in place ○ Police officers, particularly DVU staff, trained and supported to develop the skills and confidence to provide better support to victims throughout the Police response process ○ Increased levels of appropriate victim support by DVU and by other Police officers ○ A plan to target clusters of existing Police who have not yet been reached

	<p>by domestic violence training, or who have not yet shown evidence of a change of attitudes and practices, developed and implemented</p> <ul style="list-style-type: none"> ○ Police Services' internal structures for management of their domestic violence engagement and response strengthened/formalised ○ Police leadership establish and/or support police engagement in appropriate in-country advisory mechanisms (such as a national domestic violence committee) ○ Police have systems in place for monitoring and quality control of their domestic violence response and prevention process ○ Increased Police participation in relevant national mechanisms to develop national legislation and policy on domestic violence, and inclusion of domestic violence in national development plans ○ Steps towards inclusion of on-going costs of domestic violence unit in police budget
Objective 3	Police participate effectively in community outreach and awareness raising on domestic violence
Outputs	<ul style="list-style-type: none"> ○ DVU staff, and other selected Police Officers, trained and supported to lead police outreach activities on domestic violence ○ Increase in police-led outreach activities on domestic violence held in/with communities ○ Closer alignment of approach to community awareness and victim support between Police and other agencies ○ Community awareness activities, not necessarily police-led, undertaken with NGOs and/or government agencies (eg White Ribbon Day, media campaigns, public meetings, community workshops, school programmes)
Objective 4	To increase Pacific Police capacity across the region to prevent and respond effectively to domestic violence and to maintain partnerships at a regional level to address domestic violence
Outputs	<ul style="list-style-type: none"> ○ Study Tours and secondments within the Pacific, including NZ/Australia ○ Eligible activities supported through the TAF and SGF ○ Regional workshops and training for DVU staff and Police leadership ○ Regional workshops and training for Police, other government agencies, and regional and in-country NGOs with a domestic violence focus (these may/not be Police-led) ○ Resources available regionally (eg training curriculum, policy and procedure templates, manuals, etc) reviewed and revised/updated ○ PPDVP website continues to be accessible and up-to-date (eg information, resources, opportunities for sharing experiences, etc) ○ Opportunities to include PPDVP information on other websites explored and taken up where appropriate to progress Objective 4 ○ Links with other regional and bilateral policing, and law and justice programmes to ensure domestic violence is integrated with these programmes whenever possible to ensure a consistent and holistic response to domestic violence in Pacific Island Countries ○ PICP encouraged to engage with other relevant regional organisations (eg FRSC, Forum Secretariat) to progress Objective 4

Annex One: Glossary of acronyms

AFP	Australian Federal Police
CAVAW	Committee Against Violence Against Women
CMIS	Case Management and Intelligence Software
DAC	Development Assistance Committee of the OECD
DV	Domestic Violence
DVU	Domestic Violence Unit
FWCC	Fiji Women's Crisis Centre
IDG	International Development Group of MFAT
ISP	Institutional Strengthening Programme
MFAT	Ministry of Foreign Affairs and Trade
MOU	Memorandum of Understanding
NDVPC	National Domestic Violence Prevention Committee
NGO	Non-Government Organisation (Note: some civil society organisations are not formally-constituted NGOs)
NZP	New Zealand Police
PDD	Programme Design Document
PIC	Pacific Islands Country
PICP	Pacific Islands Chiefs of Police
PICP-S	Pacific Islands Chiefs of Police Secretariat
PJDP	Pacific Judicial Development Programme
PJEP	Pacific Judicial Education Programme
PPDP	Pacific Police Development Programme
PPDVP	Pacific Prevention of Domestic Violence Programme
PRPI	Pacific Regional Policing Initiative
RRRT	Regional Rights Resource Team, Secretariat of the Pacific Community

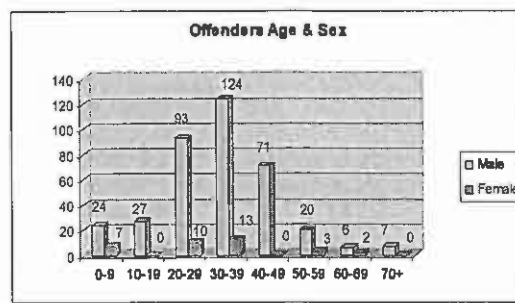
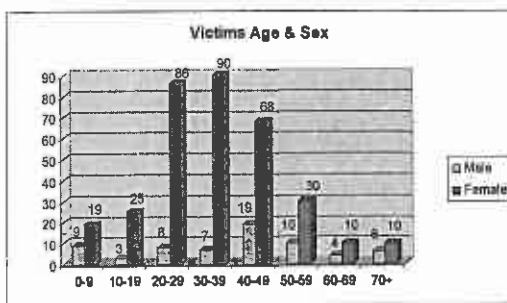
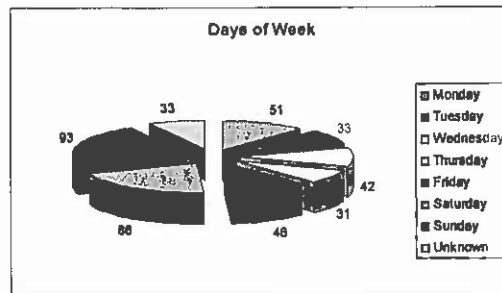
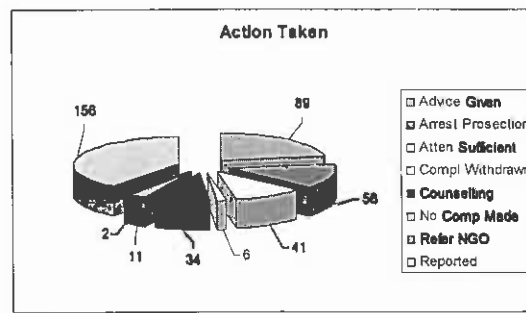
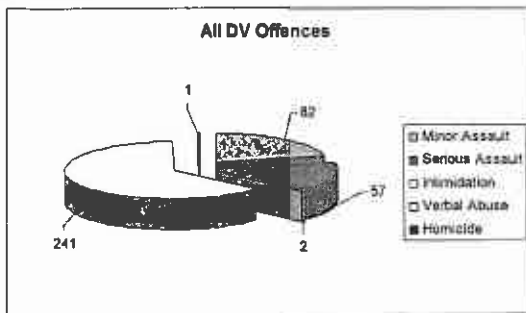
Annex Two: Graphs from Case Management and Intelligence Software



Information provided by Kim Bloomfield, PDVP.
 Note: full Kiribati data for 2010 was not available at time this graph was prepared.

Cook Islands data 2007-2010, from PPDVP website

[Provided as an example of the information available from CMIS. Graphs for the other participating countries are also on the PPDVP website]



Annex Three: Summary of Questionnaire Responses

Ranking Scales:

[1] = very low/poor; [2] = poor; [3] = below average; [4] = above average; [5] = good; [6] = very high/excellent.

DNK = Do not know; N/A = Not applicable

Q4: How relevant do you think the PPDVP is to each of the following areas

Increase Pacific police capacity to prevent and respond effectively to domestic violence?	4[3] 5[2] 6[12] DNK[2]
Develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence?	4[2] 5[6] 6[9] DNK[2]
Support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession?	2[1] 3[1] 4[8] 5[3] 6[3] DNK[3]
Support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans?	3[3] 4[3] 5[4] 6[4] DNK[3]

Q9: To what extent do you think the PPDVP has achieved its objectives since 2005 in each area?

To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level	4[4] 5[6] 6[5] DNK[4]
To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	4[7] 5[5] 6[5] DNK[2]
To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	3[1] 4[5] 5[9] 6[3] DNK[1]
To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu	1[1] 3[2] 4[7] 5[4] 6[2] DNK[3]
To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	3[3] 4[6] 5[6] 6[1] DNK[1]

Q10: Please rate the PPDVP's performance in the following areas:

How responsive is the programme to changing needs within the region or in-country?	3[1] 4[5] 5[4] 6[6] DNK[3]
To what degree does the programme deliver what it promised, on time?	4[4] 5[4] 6[6] DNK[5]
To what degree does the programme deliver what it promised, within budget?	4[2] 5[3] 6[7] DNK[7]
How well is the programme resourced in terms of funding and appropriate staff?	3[1] 4[4] 5[5] 6[5] DNK[4]
How well are risks associated with the programme managed?	3[1] 4[3] 5[7] 6[2] DNK[4] N/A[2]
Planning	3[1] 4[2] 5[7] 6[5] DNK[4]
Budgeting and financial management	4[2] 5[5] 6[4] DNK[7] N/A[1]
Project monitoring	3[1] 4[4] 5[5] 6[3] DNK[5] N/A[1]
Reporting	3[1] 4[3] 5[5] 6[5] DNK[4] N/A[1]

Q11: In terms of oversight of the PPDVP, how effective do you think the in-country management and/or oversight arrangements are:

a) for example, National Domestic Violence Prevention Committee or an equivalent body that allows key country stakeholders (such as DV Unit Coordinator, Victim Support NGO, representative from the relevant Government agency, NZ Police mentor/programme manager, and NZHC representative) to meet regularly to oversee, monitor, and discuss relevant Country Programme implementation issues?

1[0] 2[0] 3[1] 4[5] 5[3] 6[3] DNK[6] N/A[1]

b) for example, the Police DV Management Group within the Pacific Police Service?

1[0] 2[0] 3[0] 4[5] 5[4] 6[2] DNK[8] N/A[0]

Q12: Police training has been a large component of the PPDVP. Please rate the following:

Training was relevant and appropriate for our police service	4[2] 5[7] 6[1] DNK[4] N/A[2]
We have staff who are able to provide training for new recruits and refresher training for existing personnel	4[3] 5[6] 6[3] DNK[6] N/A[1]
Training has led to changes in responses to domestic violence	4[4] 5[4] 6[5] DNK[5] N/A[1]
New procedures are in place and being used, and are monitored for compliance	4[6] 5[3] 6[3] DNK[6] N/A[1]
CMS is being used, trends identified, and reports provided to police management	4[4] 5[2] 6[6] DNK[6] N/A[1]

Q16: How efficiently did the PDVP make use of time and resources to achieve the programmes objectives?

To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level	4[2] 5[8] 6[4] DNK[5]
To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	3[1] 4[4] 5[5] 6[5] DNK[4]
To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	3[1] 4[3] 5[8] 6[3] DNK[4]
To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu	2[1] 3[2] 4[5] 5[3] 6[2] DNK[6]
To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	2[1] 3[2] 4[3] 5[4] 6[3] DNK[6]

Overall Ratings:

Number	Rating description	Total Count	% of votes cast	% votes cast excluding DNK & N/A
6	Very high – excellent	131	23.0%	30.5%
5	Good	148	26.0%	34.4%
4	Above average	121	21.3%	28.1%
3	Below average	26	4.6%	6.0%
2	Poor	3	0.5%	0.7%
1	Very low – poor	1	0.2%	0.2%
DNK	Did Not Know	127	22.3%	
N/A	Not Applicable	12	2.1%	

Annex Four: Goal & Objectives of the PPDVP

GOAL: "A safer Pacific free from domestic violence"

Component	Objective
1	To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level
2	To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu
3	To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu
4	To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu
5	To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu

Annex Five: Terms of Reference for an Evaluation of the Pacific Prevention of Domestic Violence Programme (PPDVP)

Background

Domestic Violence (DV) is a serious abuse of human rights, which affects victims' ability to realise their full potential. International research suggests that the economic and social costs of DV across the Pacific region are high and the effects are often generational. Research indicates that worldwide, more women under the age of 44 are killed or disabled because of violence within the context of the family than through cancer, malaria, traffic accidents or war. However, research indicates that as a consequence of domestic violence being viewed by Pacific communities as a private matter between domestic partners rather than a crime, it is often underreported.

The Pacific Prevention of Domestic Violence Programme (PPDVP) is a tripartite initiative between the New Zealand Aid Programme, NZ Police and the Pacific Island Chiefs of Police (PICP). New Zealand Aid Programme funding for PPDVP totals \$5 million over five years (with approximately \$1 million per financial year). The Programme began in July 2005. Implementation proper commenced in mid-2006 with the first deployments of NZ Police mentors to PICs.

Target Countries

The main focus of the PPDVP is on five 'participating countries', where it is implemented nationally (in line with objectives 2-5 of the design): the Cook Islands, Kiribati, Samoa, Tonga, and Vanuatu since July 2008.

Additionally, in line with objective 1 of the design, it provides modest support to other PICP member countries: Nauru, Solomon Islands, Tuvalu, Niue, and Tokelau known as 'linked countries', and the Federated States of Micronesia, Marshall Islands, Palau, Papua New Guinea, Commonwealth of Northern Mariana Islands, American Samoa, French Polynesia, Guam, and New Caledonia.¹²

PPDVP goal and objectives

The overall goal of the PPDVP is 'a safer Pacific free from domestic violence'. While the PPDVP's country programmes have 4 objectives, the primary objective (objective 2) of this project is to increase the commitment and capacity of Pacific Police services to respond effectively to domestic violence. Other significant objectives include: development of effective partnerships between the Police and other relevant government agencies, Non-Government Organisations (NGOs), churches and communities; supporting the development and implementation of appropriate national-level DV policy and legislative frameworks, including the training of the judiciary and legal professions.

The PPDVP Design *intentionally* focuses on violence against women by their spouses or partners given research findings that this constitutes the most prevalent form of family violence (see pp 7 and 25 of PDD)¹³.

Implementation structure:

NZ Police is the Implementing Agency contracted via a MOU by the New Zealand Aid Programme for the PPDVP.

The PPDVP implementation unit is located within the International Service Group of NZ Police. NZ Police subcontracts a PPDVP Programme Manager, Programme Officer, and a Support Officer who

¹² While Australia and New Zealand are members of the PICP, they are not recipients of the PPDVP.

¹³ Although it does not currently focus specifically on sexual abuse, abuse of the elderly or abuse of children; however, it is expected that the impact of this programme would have flow on benefits for such areas too.

report to the NZ Police contract manager responsible for oversight of the PPDVP implementation Unit staff and overall delivery against the MOU.

A dedicated NZ Police officer who has solid experience in the area of domestic violence in New Zealand is assigned as a 'mentor' to each of the five 'participating countries' and oversees the implementation of country workplans by the respective Pacific police services. On average, the mentor visits the PIC for approximately 6 weeks per year. The visits are usually structured as 3 x 2-week visits. The mentor also provides advice and support by remote in-between visits via email and/or telephone.

Governance structure:

The PPDVP Country Programmes are governed by two in-country committees comprising key in-country stakeholders:

Pacific Police Service Management Group (MG): The MG based within the Pacific Police Service is responsible for maintaining an overview of the management and monitoring of the country programme. The MG comprises the Commissioner/Commander of the Pacific Police Service, the Pacific Police Service's Senior Sponsor of the PPDVP country programme, the Pacific Police Service's domestic violence prevention Coordinator (DVPC), Head of Training and other relevant officers. The MG meets regularly (at least monthly) to monitor progress against the agreed country workplan and to provide advice and support for the DV Unit staff. All PPDVP Country Mentor monitoring visits include a meeting with the MG to monitor and review progress. The NZ Police PPDVP Programme Manager meets with the MG at least annually to monitor and review country programme progress.

National Domestic Violence Prevention Committees (or equivalent): The NDVPC or equivalent is based in each participating Pacific Island Country and involves key in-country stakeholders working on the prevention of domestic violence. It comprises the Pacific Police Commissioner, Senior Sponsor and/or the DV Coordinator, NZPOL (represented by the Country Mentor and/or the Programme Manager), MFAT (NZHC representative), and other key stakeholders including relevant government and NGO representatives. These committees meet regularly (at least three times a year) and receive reports from the Pacific police domestic violence prevention coordinator. These Committees provide advice and support for implementation of the PPDVP country programme and may also have a role in appraising proposals from in-country stakeholders under the PPDVP Small Grants scheme to support agency/NGO initiatives to prevent domestic violence. The NZ Police PPDVP Programme Manager meets with this committee or equivalent at least annually to monitor and review country programme progress.

Regional Component:

A PPDVP Management Team (MT) made up of representatives from all three partners: NZAID, NZ Police and the PICP via their Secretariat; and a NZ Police technical expert on DV (i.e. the National Family Violence Coordinator) receives six-monthly progress reports from the PPDVP project manager. It does not govern PPDVP country programmes.

A Regional Advisory Committee (RAC) comprising representatives from key regional partners working in the area of violence against women such as the Regional Rights Resource Team (RRRT), Fiji Women's Crisis Centre (FWCC), AFP, PICP, and UNIFEM and including representatives from NZ Police and MFAT meets six-monthly to exchange ideas, share information for coherence and coordination between initiatives and provides advice to the MT on regional aspects of the programme. It does not govern PPDVP country programmes.

Rationale and Purpose

The New Zealand Aid Programme has provided funding to NZ Police (totalling NZ\$5million) to implement the PPDVP via a Memorandum of Understanding, which commenced on 1 July 2005 and is ending on 30 June 2011.

NZ Police recently completed a baseline update survey in the Cook Islands, Kiribati, Samoa, and Tonga, and published the report in March 2011. Currently, NZ Police PPDVP is in the process of preparing an Activity Completion Report.

Based on NZ Police's Baseline update survey report and further gap analysis work, the NZ Aid Programme and NZ Police have agreed to implement a small set of activities in FY 2011/12 to provide follow up support to the participating countries.

An evaluation at the end of this project will help to determine effectiveness of support to date and whether a further phase of NZ Aid Programme support is necessary beyond FY 2011/12, and if so, scope, focus, and scale of support.

An evaluation at the end of this project will help the NZ Aid Programme and NZ Police to determine effectiveness of support to date and whether a further phase of support is necessary beyond FY 2011/12, and if so, scope, focus, and scale of support.

The findings of the evaluation may also be reported to the participating countries and the PICP as a basis to make improvements as necessary to the effectiveness of the participating Pacific Police Service's capacity in responding to domestic violence.

Purpose

To provide an assessment of the relevance, effectiveness, value for money, efficiency, and sustainability of the Programme.

To make recommendations on any priority areas for further assisting the Pacific Police Services including focus, scope, scale, resourcing and duration of further assistance.

Scope

The evaluation will assess programme progress from commencement in July 2005 to present. It will primarily assess the achievement of the Programme's objectives at the national level in the 5 participating countries and assess what has been achieved against the four DAC criteria relevance, effectiveness, efficiency, and sustainability. It will also address whether the activity provided value for money, and potential savings through different design, methodology, and resource allocation.

Exclusions: The evaluation will not consider impact as it is too early to assess programme impacts. The non-participating PICs are largely excluded from the focus of this evaluation (apart from an assessment in relation to overall value for money) as the PPDVP has primarily focussed on 5 participating PICs and assessment of the other 14 PICs would require a more expensive and time consuming evaluation.

Objectives of the Evaluation

Objective 1: Assess the relevance, effectiveness, efficiency, value for money, and sustainability of the PPDVP.

Relevance:

1. Is the PPDVP and the outcomes it is trying to achieve relevant and aligned well with the mandate, policies, and priorities of the New Zealand Aid Programme?

2. Is the PPDVP goal, objectives and outputs clearly focussed on partner needs, and priorities both at a national level within the participating countries, and at a regional level?

Effectiveness of the 5 country programmes:

3. To what extent has each of the 5 country programmes met the primary objective 2 of the PPDVP design (to build the capacity of the PIC Police Service to respond effectively to domestic violence)?

4. To what extent has each of the 5 country programmes met the other objectives 3-5 of the PPDVP design?

5. Identify and make recommendations on any priority areas under objectives 2-5 for further assistance by NZ Police in any future phase of support.

6. To what extent are the country governance structures for the country programmes appropriate? To what extent have they been effective? How could country governance structures for the country programmes be made more effective?

7. Make recommendations to reinforce and/or revise the country governance structures for the PPDVP country programmes for any follow-up phase.

Sustainability of country programme outcomes:

8. Assess to what extent country programmes contributed to building a sustainable DV capacity within the Pacific police service. What strategies have been implemented by NZ Police to assist participating Police Services to address sustainability of training outcomes (give consideration to DV Unit capacity, staffing and changes of staff) under the country programmes?

9. To what extent have the participating Pacific Police Management been effective in implementing strategies to ensure the sustainability of capacity development outcomes (give consideration to DV Unit capacity and staffing and changes of staff) under the country programmes?

Efficiency and value for money of the PPDVP (includes country programmes and regional component):

10. Assess whether the activity provided value for money.

11. Have the operations of the PPDVP (including NZ Police's quality assurance processes to monitor performance against the MOU) been effective and efficient in ensuring its planning, delivery (intended outputs and outcomes), monitoring, analysis, and reporting¹⁴ functions are completed on time, to quality standards, and within budget?

12. Are the role types within the PPDVP implementation unit appropriate and adequate? Make recommendations to reinforce and/or revise resourcing for the PPDVP implementation (role types and resourcing level) for any follow-up phase.

¹⁴ For instance, assess quality of reports: to what extent is reporting containing adequate analyses, evidence-based and disaggregated data (eg for gender) on outputs and outcomes?

13. Assess whether including a secondary focus of non-participating countries in the PPDVP (under objective 1 of design) has provided (or has detracted from providing) value for money, and make recommendations for whether NZ Police PPDVP support to any non-participating countries should continue in any future phase of support, and if so, to what extent and how NZ Police should address any support to non-participating countries in any future phase of support (including scope, focus, and scale of support).

Objective 2: Recommendations for further assistance (if any) including what form of assistance (focus, scope, scale, duration, and resourcing) this should take? Provide a high-level design: goal, objectives, and outputs for any follow-up phase.

14. Taking into consideration the above findings make recommendations to reinforce and/or revise the PPDVP goal, objectives, and outputs (in relation to the 5 country programmes, and any non-participating country component), duration, and resourcing for any follow-up phase.

15. In making any recommendations for reinforcing and/or revision of design for any future phase of support, also give specific consideration to whether NZ Police should extend the scope/focus of its assistance and be the lead service provider on non-policing areas such as counselling for victims and offenders, working with churches (or remain focussed on capacity development of its counterpart PIC Police Agency, with other A/NZ or Pacific providers such as RRRT, MSD, FWCC taking the lead on non-policing SGBV areas)?

Methodology

The contractor(s) must undertake an **evidence-based** approach to all stages of the evaluation and data, analysis, and findings, conclusions and recommendations must be demonstrably evidence-based (both quantitative and qualitative) and triangulated and presented in a clear and transparent manner. The evaluation methodology and approach should be set out in detail in the evaluation plan. The contractor(s) will submit an evaluation plan to MFAT for approval¹⁵ prior to commencement of the evaluation.

Consideration should be given to the New Zealand Aid Programme's mainstreamed and cross-cutting issues, including human rights, gender equality, and conflict prevention and peace building. The evaluation will use a consultative approach and must be conducted in a professional and ethical manner and comply with the Development Assistance Committee (DAC) Evaluation Quality Standards.

The evaluation will not involve travel to the Pacific. It will incorporate a desk review, face-to-face interviews with Wellington-based stakeholders, and telephone interviews with stakeholders outside Wellington.

The evaluation plan, questionnaires (if any), checklists of questions and a summary of survey results should be appended to the evaluation report.

Management and Governance of the PPDVP Evaluation

MFAT is commissioning an evaluation of the PPDVP. Coordination and governance of this evaluation will be undertaken through the Regional Growth and Governance team assisted by an evaluation

¹⁵ Some examples of questions that the evaluator(s) should answer in their evaluation plan are set out in Annex 1.

adviser. This will involve approval of terms of reference, selection of contractor, approve the evaluation plan, making decisions on any major issues that arise during the Assignment, providing Feedback on the draft report, and formally accepting the final report.

The draft evaluation report must meet contracted quality standards (i.e. meet the requirements of the terms of reference/contract, be evidence-based and factually correct, be presented in a clear and transparent manner, and not contain reputational risks for parties). It will be 'peer reviewed' by MFAT staff to ensure it meets contract requirements.¹⁶ Milestone payment will become due upon acceptance by MFAT of the draft report as meeting contract quality standards.

Once the draft report is approved by MFAT as meeting the contract requirements, feedback would be sought by MFAT from relevant external stakeholders. MFAT will work together with external stakeholders to identify any further changes required and provide consolidated feedback to the evaluator(s).

The final evaluation report will be appraised by MFAT and submitted to the Evaluation and Research Committee (ERC) for consideration of public release. Any information that could prevent release of the report under the Official Information or Privacy Acts, or would breach ethical standards, must be placed in an in-confidence annex. Where it is possible to identify individuals, this should be with the individuals' written consent and noted in the report or removed from the report.

Follow-up

Following acceptance by MFAT of the final report, MFAT will appraise it and submit it to the Evaluation and Research Committee.

The New Zealand Aid Programme will discuss any follow-up needed on relevant aspects of the final report with NZ Police as appropriate.

Sources of Written Information

- PPDVP Design Document
- PPDVP MOU/LOVs to present
- PPDVP country workplans
- Tailored M & E frameworks for country programmes and any update versions
- PPDVP Mentor Country progress reports to NZ Police and In-country governance bodies against country programmes
- Minutes from meetings of country MG and country NDVPC equivalent bodies
- Other activity reports completed by NZ Police mentors/PPDVP staff following field-visits and delivery of training.
- Results of end of in-country training/workshop evaluations and/or post-training follow-up surveys conducted by NZ Police mentors/PPDVP.
- PPDVP six-monthly and annual reports to MT and RAC 2006 to present
- Baseline survey reports for Cook Islands, Kiribati, Samoa, and Tonga (2007) and Vanuatu (2008).
- Baseline Update Reports for Cook Islands, Kiribati, Samoa, and Tonga (2011).
- PPDVP Activity Completion Report (when available).
- Reports generated from PPDVP partner country CMIS databases
- NZAID policies and strategies: PPSG Strategic Framework, HR Policy, Gender Equality and Women's Empowerment and others accessible via NZAID website.
- Key documents are also available on PPDVP website: www.ppdvp.org.nz

¹⁶ Further work or revisions of the report may be requested if it is considered that the report does not meet the contracted standards.

- * Note that additional material is available on CD-ROMs that evaluator(s) can refer to as needed.

Annex 1: Questions for Consideration in a Review Plan

- Who are the stakeholders in the evaluation, what is their interest or stake in the evaluation, what type of stakeholder are they (primary – directly benefit from the activity being evaluated or reviewed, secondary – indirectly involved with the activity etc), what issues or constraints are there in their involvement in the evaluation (e.g. power issues, access, confidentiality)?
- What information will be needed to answer each of the evaluation questions?
- What are the most appropriate methods for data/information collection to address each of the evaluation questions? e.g. Will qualitative or quantitative methods be used and why? How will evaluation participants be selected? What specific methods will be used – surveys, interviews (face-to-face or phone), email questionnaire, workshops, focus groups etc? For quantitative surveys how will the appropriate sample size be decided, and what statistical analysis will be used to allow judgment on the reliability of results?
- From whom will information be collected to answer each of the evaluation questions, and how will the evaluation team ensure that the opinions of all appropriate stakeholders (e.g. women and men, young and old, powerful and less powerful) are included?
- What questions will be asked in questionnaires or interviews?
- How will information gathered be cross checked?
- What procedures will be used for data analysis – how will qualitative data such as interview notes be analysed, how will survey results be analysed?
- How will the way that crosscutting and mainstreamed issues (gender, environment and human rights, and if appropriate HIV/AIDS and conflict) have been addressed in the activity being evaluated or reviewed be assessed, and how will the evaluation/review be conducted in a way that takes crosscutting issues into account? [Refer: New Zealand Aid Programme Screening Guide for Mainstreamed and Other Cross Cutting Issues].
- How will the findings be fed back and discussed with appropriate stakeholders during the evaluation process, and how will this be incorporated into the report?
- What risks, limitations or constraints are there likely to be to the evaluation and how can these be mitigated?
- How will ethical issues be addressed? For example how will participants of the evaluation be informed of the purpose and use of information they will provide? How will sensitivity to gender and culture be ensured during the evaluation? Is informed consent required from evaluation participants, if so how will this be obtained? How will confidentiality of participants be ensured and how will confidential material be stored? What potential harm to participants is there and how will potential harm be minimised?

Annex 2 PPDVP Goal and Objectives:

Goal: *'a safer Pacific free from domestic violence'*.

The five objectives of the PPDVP include:

Component	Objective
1	To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at regional level.
2	To increase police capacity to respond effectively to domestic violence in Cook Islands, Samoa, Tonga, Kiribati and Vanuatu.
3	To develop and maintain effective partnerships between Police and relevant Government Agencies and NGO's Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa and Kiribati and Vanuatu.
4	To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu.
5	To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Samoa, Tonga, Kiribati and Vanuatu.

Annex 3 Evaluation Report Structure:

The report (excluding appendices) should be no longer than 25 pages. The executive summary should be no longer than 5 pages. The report should include:

- Executive summary and recommendations;
- Background;
- Methodology (including any limitations);
- Findings in relation to the TOR (objectives/tasks) and evaluation plan;
- Analysis of findings;
- Conclusions/recommendations; and
- Appendices as appropriate. (Note: The TOR, evaluation plan, questionnaires, lists of stakeholder meetings, interviews/consultations, survey results and bibliography should also be appended to evaluation report).

Annex 4 List of Key Stakeholders (not exhaustive):

Wellington-based stakeholders:

- NZ Police contract manager, PPDVP implementation unit staff, PPDVP mentors.
- PICP Secretariat
- MFAT: (Regional Growth and Governance programme team including those managing the Partnership for Pacific Policing (3P) and contracts with MSD, and NGO/Funds in the Partnerships Directorate, DSAE specialist staff, Post staff, Financial staff, MFAT Pacific division)

Phone interviews and/or written questionnaires with other key stakeholders:

- Participating country Police Commissioner and/or members Police DV Management Group
- Participating country DV Unit staff who have/not received direct mentoring/training from NZP
- Other participating country police staff (eg front-line) who have/not received direct mentoring/training from NZP and/or Pacific police DV Unit staff.
- Participating country Victim Support NGO

- Participating country government agency (eg Ministry of Women's Affairs equivalents) with the official mandate for leading DV and/or sexual and gender based violence prevention policy at the national level.
- Members of Country NDVPC or equivalent (eg DV Advisory Committee members in Tonga).
- PICP Chairman.
- Other providers of DV/SGBV services: example, Regional Rights Resource Team, Fiji Women's Crisis Centre, NZ Ministry of Social Development (MSD), AusAID Suva, Australian Federal Police.

Annex Six: Evaluation Plan

Background:

Domestic Violence (DV) is a serious abuse of human rights, which affects victims' ability to realise their full potential. International research indicates that the economic and social costs of DV across the Pacific region are high and the effects are often generational.

The Pacific Prevention of Domestic Violence Programme (PPDVP) is a tripartite initiative between the New Zealand Aid Programme, NZ Police and the Pacific Islands Chiefs of Police (PICP). New Zealand Aid Programme funding for PPDVP totals \$5 million over five years (with approximately \$1million per financial year). The programme began in July 2005. Implementation proper commenced in mid-2006 with the first deployment of NZ Police mentors to PICs. The main focus of the PPDVP is on five 'participating countries' (Cook Islands, Tonga, Samoa, Kiribati and Vanuatu).

PPDVP goal and objectives

The overall goal of the PPDVP is 'a safer Pacific free from domestic violence'. While the PPDVP's country programmes have 4 objectives, the primary objective (objective 2) of this programme is to increase the commitment and capacity of Pacific Police Services to respond effectively to domestic violence. Other significant objectives include: development of effective partnerships between the Police and other relevant government agencies, NGOs, churches and communities; supporting the development and implementation of appropriate national-level DV policy and legislative frameworks, including the training of the judiciary and legal professions.

The PPDVP Design intentionally focuses on violence against women by their spouses or partners, given research findings that this constitutes the most prevalent form of family violence.

Rationale and Purpose of Evaluation:

The New Zealand Aid Programme has provided funding to NZ Police (totalling \$5 million) to implement the PPDVP via a MOU which commenced on 1 July 2005 and is ending on 30 June 2011. The NZ Aid Programme and NZ Police have agreed to implement a small set of activities in FY2011/12 to provide follow-up support to the participating countries.

An evaluation at the end of this project (June 2011) will help the NZ Aid Programme and NZ Police to determine effectiveness of support to date and whether a further phase of support is necessary beyond FY2011/12; and if so, the scope, focus and scale of activities. The findings of the evaluation would also be reported to the participating countries and the PICP as a basis to make improvements as necessary to the effectiveness of the participating Pacific Police Service's capacity in responding to domestic violence.

Purpose:

To provide an assessment of the relevance, effectiveness, efficiency (including value for money,) and sustainability of the programme

To make recommendations on any priority areas for further assisting the Pacific Police Services including focus, scope, scale, resourcing and duration of further assistance.

Scope of Evaluation:

The evaluation will assess progress from commencement in July 2005 to present. It will primarily assess the achievement of the Programme's objectives at the national level in the 5 participating countries and assess what has been achieved against the four DAC criteria relevance, effectiveness,

efficiency, and sustainability. It will also address whether the activity provided value for money, and potential savings through different design, methodology, and resource allocation.

Exclusions: The evaluation will not consider impact as it is too soon to assess programme impacts. The non-participating PICs are largely excluded from the focus of this evaluation (apart from an assessment in relation to overall value for money) as the PPDVP has primarily focused on 5 participating PICs and assessments of the other 14 PICs would require a more expensive and time-consuming evaluation.

Stakeholders:

This programme has a large number of primary stakeholders who have been directly involved with, or benefitted from, the implementation of the project. These include the donor (MFAT); the contract holder (NZ Police); PPDVP programme staff (including mentors); police services in each of the participating & linked countries, and the additional countries under Objective 1; and the Pacific Islands Chiefs of Police; victims of domestic violence (note: these benefit primarily from the programme's outcomes rather than its activities).

The programme also has a large number of secondary stakeholders at national and regional level who have been involved or benefitted, less directly. These include: victims of domestic violence (see note in previous paragraph); in-country and regional organisations working with victims of domestic violence, or undertaking advocacy on domestic violence; other bilateral and regional policing programmes in the PICs; police services in non-participating countries; judiciary and legal profession in-country; other regional and bilateral law & justice sector programmes; other donors.

Methodology:

The evaluation will be primarily desk-based, with a short field visit to one country, and standard evaluation and social science techniques will be used. The main methods used in the evaluation will be the review of existing project documentation and other relevant documents; and qualitative methods such semi-structured interviews with key informants and/or electronic surveys. (Both open and closed questions will be used for gathering information as this will enable many of the responses to be easily coded and analysed but still make allowance for a range of responses.) The interview topics cover the same areas as the questionnaire but enable the evaluator to interact with the respondent and probe for more in-depth responses. Where possible, the evaluation will also utilise statistical data (for example from in-country CMIS reports).

Identification of specific respondents for interviews and questionnaires will be done in consultation with MFAT's programme manager, PPDVP Programme Manager, NZ Police mentors, MFAT/Post staff.

The priority in-country contacts for phone calls will be: Police Commissioner; Head of DV Unit; and a victim support organisation. For face-to-face interviews in the Cook Islands this list will be expanded to include some of the following the Police Commissioner (who is also a member of the bilateral CI Police project management committee), Senior Sponsor of the PPDVP, police training officer or equivalent, government agency with lead role on DV, one or more other police personnel, another NGO or church/community representative with active engagement in victim support or addressing domestic violence. While in Cook Islands there will also be face-to-face interviews with PIC judiciary members from 4 of the PPDVP participating countries (aside from Kiribati), who are attending a PJDP meeting. Regional priorities for phone contact will be RRRT or FWCC, and AFP-PPDP.

Questionnaires will be sent to this group of respondents, and to a second group. The second group of PIC respondents will be selected from: another member of DVU, Senior Sponsor of the PPDVP or

Other Senior Police, Police Training Officer or equivalent; member of the NDVPC or External Stakeholders Group; other victim support NGOs; relevant government agencies; the Solicitor-General and/or Attorney-General; other regional agencies especially those represented on PPDVP RAC, and/or which are implementing complementary projects.

Questionnaires will also be sent to a selection of NZ-based respondents: NZ Police, PPDVP staff, NZP mentors for the PPDVP, PICP Secretariat, and several MFAT staff who have had close engagement with the PPDVP eg DPM, M&E Advisor, Finance & Budget Manager. There will also be face-to-face or telephone interviews with a number of these NZ-based respondents.

Data /information collection methods

1. Review of a range of existing data sources (including Project Design Document, Annual Work Plans & Reports, mentors' visit reports, RAC minutes, MOUs, policy documents, baseline studies and updates, and other published research eg SPC studies, NCWC reviews).

2. Semi-structured, face-to-face or phone interviews using a set of key questions to guide the interview. These will be preceded by initial email contact explaining the purpose of interview and how the information will be used, the topics to be discussed, and attaching an edited TOR¹⁷.

a: Face-to-face or telephone interviews with relevant MFAT/Post staff

b: Face to face or telephone interviews with PPDVP personnel (including staff, mentors, some RAC members) and with relevant NZ Police & PICP personnel and AFP (CBA) personnel

c: Telephone and face-to-face interviews with a sample of Pacific-based stakeholders (estimated 20 persons)

d: Face-to-face interviews with members of PJDP's PEC during evaluator's field trip to Cook Islands, which coincides with PEC meeting

e: Cook Islands staff (see 2a above)

3. Electronic questionnaire to the people identified for interview plus an additional group of up to 20 other stakeholders. The questionnaire will be accompanied by an explanation of the purpose of the questionnaire and how the information will be used, and an edited TOR will be attached.

Cross-checking of information

Information will be gathered from document review, questionnaires, and semi-structured interviews. This will be assessed to see the extent to which the information coincides or differs. In addition, material from a selection of documents for the same time period will be cross-checked, and assessed to see the extent to which it coincides or differs.

Where it seems necessary - check back with relevant MFAT and/or PPDVP stakeholders to clarify issues or discuss the evaluator's understandings and findings, and verify the correctness of assumptions or judgements made by cross-checking with other sources (including primary sources), during analysis phase after information collection.

Data analysis

Interview notes and questionnaire responses will be collated in a series of matrices, and much of the data gathered through qualitative methods will be quantified during the analysis. Material from documents will be compared across a sample of years, and across a sample of documents from the same year, using a matrix.

¹⁷ This was discussed with MFAT's programme manager. The TOR were shortened for ease of electronic transfer

Analysis of the data will look for internal validity (consistency of information across the data) and external validity (the degree to which the information can be generalised). This analysis will inform assessment against the evaluation criteria, and provide the evidence-basis for recommendations for the future.

Feed-back on findings:

The evaluator will provide a debriefing (including an aide memoire) to MFAT during the analysis phase, before writing the draft report. This check-in with MFAT will provide an opportunity for potential risk management in relation to accuracy of data collected and correctness of assumptions made. The TOR includes a possible additional debrief with MFAT and other stakeholders after the draft report is submitted, if MFAT so desires.

MFAT will consult with key stakeholders on the draft report, and feedback from this consultation will inform the final version of the report. The findings of the evaluation will be reported to the participating countries and the PICP by MFAT.

Constraints:

It is not possible to consult with all stakeholder groups across all 5 participating countries. (Within each of the 5 countries there are several 'groups' of stakeholders, for example: police services, Domestic Violence Units within police services, government and non-government agencies working with victims of domestic violence, judiciary, victims of domestic violence.) A small sample of stakeholders (3- 4 people) in each country, plus 2 regional organisations or regional programmes, will be asked for a phone interview; a larger sample (an additional 4-5 in each country and 2-3 regional organisations), will receive an email questionnaire. The sample selection will attempt to cover the range of stakeholder groups.

The evaluation will not consult directly with victims of domestic violence: where possible, a victim support group will be included in the sample of respondents from each country, and written sources of information (including updated baseline surveys and other relevant research) will be consulted to obtain secondary data and further information on issues relevant to this evaluation.

There is a tight timeframe for this evaluation. Initial contacts with Posts will be made on or before 13 June to identify what help they may be able to provide in contacting and following up with respondents. It is possible that 'key' respondents may not be available for interview between June 15 & 28 due to other commitments; they will be asked to suggest an appropriate alternate person. Most electronic questionnaires will be sent out by 15 June, with responses requested by 25 June.

This evaluation is primarily desk-based although there will be a short visit to the Cook Islands for a small number of face to face interviews. Pacific research has shown that face to face communication is more appropriate and yields richer data than survey methodology, and the evaluator recognises the limitations of using mainly electronic questionnaires and phone interviews to gather information. In addition, the evaluator is not from a PIC and is conscious that this can create constraints when working cross-culturally. Steps to mitigate some of these limitations are set out below (Addressing cross-cultural issues).

Cross-cutting issues

Gender and human rights are underlying issues addressed through the PPDVP. The initial baseline surveys indicated that some training had been provided in each of the participating countries by agencies such as the Fiji Women's Crisis Centre or Regional Rights Resource Team (RRRT). This meant that domestic violence was likely perceived under a 'human rights framework' in addition to the 'Safer Pacific Free from Domestic Violence' framework of the PPDVP.

The Screening Guide for Mainstreamed and Cross-Cutting Issues will be consulted throughout the evaluation process. During the analysis of information, attention will be paid to the provision/availability of sex disaggregated data.

Addressing cross-cultural issues

Steps to address cross-cultural issues, identified under Constraints, include asking Posts:

- (i) their views on selection of key people to contact in-country
- (ii) titles and correct spelling of names
- (iii) advice on protocol and processes for seeking information from selected respondents
- (iv) whether Post would prefer to make contact with identified respondents, prior to evaluator contacting them to ask for an interview (by telephone, except for selected respondents in the Cook Islands) and/or emailing a questionnaire
- (v) whether Post would be willing to follow up to encourage responses to the emailed questionnaire
- (vi) for a short briefing before beginning face-to-face interviews in Cook Islands
- (vii) whether an LES might be available to accompany evaluator for some of the meetings in Cook Islands

This is being conveyed to Posts through a MFAT cable, and will be followed up through emails by the evaluator.

Ethical issues:

An explanation of the purpose of the questionnaire or interview and how the information will be used, plus an edited TOR, will be provided to those asked to respond.

Information from interviews and questionnaires will generally be synthesised for use in the report and the respondents will be anonymous. Permission will be sought from the respondent before using a direct quote in the report.

Every effort will be made to ensure the report does not contain material that may damage a person's career or reputation, damage the reputation of an organisation, or harm relationships between key stakeholders. Where it is felt that such material is required for the integrity and robustness of the report, the material will be placed in a confidential annex.

Key Questions for semi-structured, face-to-face and phone interviews

Each interview will be guided by a set of questions from those listed below. The questions have been designed to address the four DAC criteria of Relevance, Effectiveness, Efficiency (including Value for Money), and Sustainability; and the five objectives of the PPDVP.

Each interview will be preceded by an emailed letter explaining the reason for the interview and what will be done with the information, and setting out the topics to be discussed. Each person interviewed, other than MFAT staff, will also be sent an electronic questionnaire (note: those MFAT staff who have had close engagement with the PPDVP eg DPM, M&E Advisor, Finance & Budget Manager will be sent a questionnaire). The interview questions touch on the same areas as the questionnaire but enable the evaluator to interact with the respondent and probe for more in-depth responses.

For all participants:

Are you willing to have your name included in an annexed list of evaluation participants?

Pacific Police personnel (the NZ Police mentors will also be asked for their views on these questions)

- What are the key activities of the PPDVP which have assisted your police service?
- Please select one change to the way your police service responds to domestic violence, and describe how the PPDVP specifically contributed to this change?
- How is your DVU viewed by other members of the police force? How is it viewed by external people eg Government agencies, NGOs, the public?
- Did staffing changes/rotations within the DVU affect the DVU's work? If so, to what extent? How did it affect people's perceptions of the DVU?
- Have some/ most/all of your police personnel been trained on domestic violence under the PPDVP? Is this training on-going? If not, why not? If so, who does it?
- What processes are used by your police service now when dealing with domestic violence complaints? In what ways are these different from those used before the PPDVP? How do you ensure these processes are followed?
- How is the CMIS used by your police service – who uses it, what information is gathered and how is the information used?
- How is the PPDVP managed in-country? For example, is there a National Domestic Violence Prevention Committee or an equivalent body that allows at least the minimum key country stakeholders (such as DV Unit Coordinator, Victim Support NGO, representative from the relevant Government agency, NZ Police mentor/programme manager, and NZHC representative) to sit together periodically around the table to oversee, monitor, and discuss relevant Country Programme implementation issues? If not, why not? Would such a mechanism be useful for any future phase of support? If it exists – is this mechanism effective? How could it be improved?
- How is the PPDVP managed in-country? For example, is there a Police Management Group (MG) within the Pacific Police Service to sit together periodically round the table to discuss relevant Country Programme issues? If not, why not? Would such a mechanism be useful for any future phase of support? If it exists – is this mechanism effective? How could it be improved?
- Does your country have a National Domestic Violence Committee? Does it have a Domestic Violence policy or national legislation on domestic violence? What role did/do your police service play in developing or implementing these?
- What are your views on how the PPDVP has been delivered [regionally/in-country]? Are there ways this delivery could be improved?
- Have any new issues/problems arisen since the start of the PPDVP? How did the PPDVP address these?
- What gaps still need to be addressed, in the way police respond to domestic violence? Should these be addressed through PPDVP or are there other ways to deliver this support?

External stakeholders (eg regional organisations, in-country victim support organisations, government agencies, or other regional law & justice or policing programmes)

- What changes have you noticed, since the start of the PPDVP, in the way the police [in-country] address domestic violence?
- In what ways does PPDVP relate to/fit with the priorities and work of your organisation/agency? Has this changed since the beginning of the PPDVP? If so, in what ways?
- Since the PPDVP began, has there been a change in the way your organisation/the public perceive the police's response to domestic violence? Give an example.
- Is there an MOU between your organisation and the Police? To what extent has this changed your relationship?

- Does your country have a National Domestic Violence Committee, a Domestic Violence policy, or national legislation on domestic violence? What role did/do [your] police service play in developing or implementing these?
- How is the PPDVP managed in-country? For example, is there National Domestic Violence Prevention Committee or an equivalent body that allows at least the minimum key country stakeholders (such as DV Unit Coordinator, Victim Support NGO, representative from the relevant Government agency, NZ Police mentor/programme manager, and NZHC representative) to sit together periodically around the table to oversee, monitor, and discuss relevant Country Programme implementation issues? If not, why not? Would such a mechanism be useful for any future phase of support? If it exists – is this mechanism effective? How could it be improved?
- What are your views on the way in which the PPDVP has been delivered in-country/regionally? Are there ways this could be improved?
- In what ways, if any, has the PPDVP filled a gap which existed within the Pacific or Pacific police?
- What gaps still need to be addressed in the way police respond to domestic violence? Should these be addressed through PPDVP or are there other ways to deliver this support?

MFAT/NZ Police/PPDVP personnel

NOTE: The selection of questions from the list below will be tailored for specific interviews.

NOTE: Some MFAT staff will be asked to rate the PPDVP using the efficiency tables in the questionnaire.

- To what extent is the PPDVP relevant to, aligned with, or complementary to your Country/Regional Programme Strategy/priorities? How does the PPDVP fit with other bilateral/regional policing, or law & justice, programmes
- To what extent is the PPDVP aligned with NZ's priorities and interests in the Pacific? (or in specific countries?)
- What changes have you noticed, since the start of the PPDVP, in the way the police [in-country/regionally] address domestic violence? Have there been any changes to the relationship between police and other stakeholders on domestic violence issues? How/to what?
- To what extent has the PPDVP achieved its objectives? What constraints have affected its ability to deliver on its objectives (in-country)?
- In what ways, if any, has the PPDVP filled a gap which existed within the Pacific or Pacific police?
- What key issues about police responses to domestic violence still need to be addressed? Should these issues be addressed by the PPDVP, or addressed through other mechanisms? Why?
- What are your views on the PPDVP objectives and the way it has been implemented? If you were able, what would you change/emphasise in the programme?
- Did the programme have an adequate level of resourcing, and appropriate skills, to meet the objectives? (Do you wish to make comparisons with resourcing/delivery of other regional policing or law & justice programmes?)
- What, if any, constraints has the PPDVP faced in developing and reporting on its annual work plans over its five year implementation period? To what extent have these issues been satisfactorily addressed during the life of the programme? How might these be addressed if there is a future phase of the programme?
- Are there areas which were not included in the original design, but which have been identified during the implementation period? Have these been added to the programme – and if so, how and by whom was the decision to do this made?

- What internal quality assurance systems are employed by NZ Police to monitor performance against MOU and ensure deliverables are completed by PPDVP staff to quality standards on time and within budget?
- To what extent does NZ Police ensure remedial action is taken internally to make sure deliverables will be completed to the quality standards?
- Work in linked countries/Micronesia. How was this work managed and what impact did it have on the work plan and budget? What, if any, other activities had to be restricted to enable this regional work? What planned activities might have been undertaken, or completed, if resources had not been directed to the regional aspects of programme? What reputational risks might have resulted to PPDVP/PICP/NZPol/MFAT if the regional programme had not been delivered?
- To what extent have the intended regional and in-country governance and management systems worked effectively? (RAC & Management Team; in-country National Domestic Violence Prevention Committee and PPDVP Management Group within Police)
- What (if any) have been the key barriers to setting up country governance mechanisms for the 5 country programmes? How could these be overcome?

PPDVP Evaluation - Stakeholder Questionnaire

Name:

Organisation/ police service:

Date:

I give permission for my name to be included in an annexed list of evaluation participants Yes/No
Please return the completed questionnaire by Monday 27 June 2011 to Mrs Beverley Turnbull at the following email address beverleyturnbull@yahoo.co.nz

The survey asks a series of questions about the relevance, effectiveness, efficiency and sustainability of the PPDVP. Many of the questions can be answered by circling (or highlighting) a response on a scale of 1-6. If you do not know the answer, or the question is not applicable to your circumstance, please circle (or highlight) DK (Don't know) or N/A (not applicable).

Rating Scale:

6 = very high/excellent; 5 = good; 4 = above average; 3 = below average; 2 = poor; 1 = very low/poor

Relevance:

- 1 Please describe the ways the PPDVP fits with the priorities and/or strategic plan of your police service or organisation
- 2 Why did your organisation decide to engage with the PPDVP?
- 3 Did the PPDVP meet your needs? Please give an example.
- 4 How relevant do you think the PPDVP is to each of the following areas

Rating Scale: 6=very high/excellent; 5=good; 4=above average; 3=below average; 2=poor; 1= very low/poor; DNK = Do Not Know; N/A = Not Applicable	
Increase Pacific police capacity to prevent and respond effectively to domestic violence?	1 2 3 4 5 6 DNK N/A
Develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic violence?	1 2 3 4 5 6 DNK N/A
Support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession?	1 2 3 4 5 6 DNK N/A
Support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans?	1 2 3 4 5 6 DNK N/A

Any additional comments

Effectiveness:

5 What changes have you noticed in the way police respond to domestic violence, since the beginning of the PPDVP?

6 What were the key activities of the PPDVP which assisted your police service to respond to domestic violence issues?

7 Please select one change in the way in which your police service responds to domestic violence, and describe how the PPDVP contributed to this change

8 What changes have you noticed, since the start of the PPDVP, in the relationship between police and other stakeholders involved with responding to domestic violence? To what extent did the PPDVP contribute to these changes?

9 To what extent do you think the PPDVP has achieved its objectives since 2005 in each area?

Rating Scale: 6=very high/excellent; 5=good; 4=above average; 3=below average; 2=poor; 1= very low/poor; DNK = Do Not Know; N/A = Not Applicable	
To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level	1 2 3 4 5 6 DNK N/A
To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	1 2 3 4 5 6 DNK N/A
To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community Leaders/Organisations to prevent/respond effectively to domestic violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	1 2 3 4 5 6 DNK N/A
To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu	1 2 3 4 5 6 DNK N/A
To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	1 2 3 4 5 6 DNK N/A

10 Please rate the PPDVP's performance in the following areas:

Rating Scale: 6=very high/excellent; 5=good; 4=above average; 3=below average; 2=poor; 1= very low/poor; DNK = Do Not Know; N/A = Not Applicable	
How responsive is the programme to changing needs within the region or in-country?	1 2 3 4 5 6 DNK N/A
To what degree does the programme deliver what it promised, on time?	1 2 3 4 5 6 DNK N/A
To what degree does the programme deliver what it promised, within budget?	1 2 3 4 5 6 DNK N/A
How well is the programme resourced in terms of funding and appropriate staff?	1 2 3 4 5 6 DNK N/A
How well are risks associated with the programme managed?	1 2 3 4 5 6 DNK N/A
Planning	1 2 3 4 5 6 DNK N/A
Budgeting and financial management	1 2 3 4 5 6 DNK N/A
Project monitoring	1 2 3 4 5 6 DNK N/A
Reporting	1 2 3 4 5 6 DNK N/A

Any additional comments

11 In terms of oversight of the PPDVP, how effective do you think the in-country management and/or oversight arrangements are:

a) for example, National Domestic Violence Prevention Committee or an equivalent body that allows key country stakeholders (such as DV Unit Coordinator, Victim Support NGO, representative from the relevant Government agency, NZ Police mentor/programme manager, and NZHC representative) to meet regularly to oversee, monitor, and discuss relevant Country Programme implementation issues?

1 2 3 4 5 6 DNK N/A

What (if any) have been the key barriers to setting up such a body?

Would such a mechanism be useful for any future phase of support?

b) for example, the Police DV Management Group within the Pacific Police Service?

1 2 3 4 5 6 DNK N/A

What (if any) have been the key barriers to setting up such a body?

Would such a mechanism be useful for any future phase of support?

Any additional comments

Sustainability:

12 Police training has been a large component of the PPDVP. Please rate the following:

Rating Scale: 6=very high/excellent; 5=good; 4=above average; 3=below average; 2=poor; 1= very low/poor; DNK = Do Not Know; N/A = Not Applicable									
Training was relevant and appropriate for our police service	1	2	3	4	5	6	DNK	N/A	
We have staff who are able to provide training for new recruits and refresher training for existing personnel	1	2	3	4	5	6	DNK	N/A	
Training has led to changes in responses to domestic violence	1	2	3	4	5	6	DNK	N/A	
New procedures are in place and being used, and are monitored for compliance	1	2	3	4	5	6	DNK	N/A	
CMIS is being used, trends identified, and reports provided to police management	1	2	3	4	5	6	DNK	N/A	

Any additional comments

13 What mechanisms are in place in your police service/country to maintain the changes that have taken place since the start of the PPDVP?

14 What gaps still need to be addressed in the way police respond to domestic violence? Should these be addressed through the PPDVP or are there other ways to deliver this support?

Efficiency

15 What are your views on how the PPDVP has been delivered (in-country or regionally)? Are there ways this delivery could be improved?

16 How efficiently did the PDVP make use of time and resources to achieve the programmes objectives?

Rating Scale: 6=very high/excellent; 5=good; 4=above average; 3=below average; 2=poor; 1= very low/poor; DNK = Do Not Know; N/A = Not Applicable									
To increase Pacific police capacity across the region to prevent and respond effectively to domestic violence and to develop and maintain partnerships at a regional level	1	2	3	4	5	6	DNK	N/A	
To increase police capacity to respond effectively to domestic violence in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	1	2	3	4	5	6	DNK	N/A	
To develop and maintain effective partnerships between Police and relevant Government Agencies, and NGOs, Churches, Community leaders/Organisations to prevent/respond effectively to domestic	1	2	3	4	5	6	DNK	N/A	

Violence in the participating countries of Cook Islands, Tonga, Samoa, Kiribati and Vanuatu								
To support the development of appropriate legislation on domestic violence and training of the judiciary/legal profession in Samoa, Tonga, Cook Islands, Kiribati and Vanuatu	1	2	3	4	5	6	DNK	N/A
To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in National Development Plans in Cook Islands, Tonga, Samoa, Kiribati and Vanuatu	1	2	3	4	5	6	DNK	N/A

Any additional comments

Thank you for completing this questionnaire. Your assistance with the PPDVP evaluation is appreciated.

Annex Seven: Evaluation Participants

Alan McGlayde	Police Sergeant	PPDVP Mentor Vanuatu, NZ Police
Angela Thomas	Research Officer - Political Governance & Security	Pacific Islands Forum Secretariat
Angela Whibley Smith	Technical Officer	Department of Corrections
Betty Blake	CEO	Ma'a fafine mo e Famili Inc, Tonga
Cam Ronald	PPDVP Programme Manager	PPDVP, New Zealand Police
Carissa Toelupe	Development Officer	New Zealand Aid Programme
Carolyn Nimmo	Development Manager, Vanuatu programme	New Zealand Aid Programme
Chris Kelly	Police Commissioner	Tonga Police Force
Chris King	Team Leader	Correctional Services Programme, Vanuatu
Christine Sa'aga	DPC, Samoa	New Zealand Aid Programme
Dave Potaka	Police Inspector	Secretariat Officer, PICIP; NZ Police
Fuiva Kavaliku	CEO	Tongan National Centre for Women and Children
Glyn Lewis	National Co-ordinator of Trafficking	Australian Federal Police
Haley Ryan	Police Detective	PPDVP Mentor Tonga, NZ Police
Hinemoa 'Aho	Corporal	Tonga Police Service
Jennifer McDonald	Finance Manager	New Zealand Aid Programme
Jim Sole	Police Sergeant	PPDVP Mentor Kiribati, NZ Police
John Claasen	First Secretary and Aid Programme Manager, Vanuatu	New Zealand Aid Programme
John Kenning	Justice of the Peace	Cook Islands
John Robinson	Policing Development Manager	PPDVP Mentor Cook Islands, NZ Police
Jonathon Rowe	Aid Programme Manager, Cook Islands	New Zealand Aid Programme
Judge Sapolu	Chief Justice	Samoa Supreme Court
Julie Affleck	former New Zealand Aid Manager, Cook Islands	
Kairangi (Nani) Samuela	CEO	Punanga Tauturu Incorporated, Cook Islands
Kim Bloomfield	Support Officer	PPDVP, New Zealand Police
Leiatua Aviga Salale	Assistant Police Commissioner	Samoa Ministry of Police & Prisons
Leonard Chan	Development Manager, Fiji programme	New Zealand Aid Programme

Lina Chang	CEO	Victim Support Samoa
Maara Tetava	Police Commissioner	Cook Islands Police Service
Manakovi Pahulu	Chief Registrar	Supreme Court of Tonga
Matt Dalzell	Deputy Director	New Zealand Aid Programme
Mehaka Rountree	Monitoring & Evaluation Advisor	New Zealand Aid Programme
Monique Ward	Development Manager, Cook Islands programme	New Zealand Aid Programme
Peter Zwart	First Secretary and Aid Programme Manager, Samoa	New Zealand Aid Programme
Ranmali Fernando	Development Manager,	New Zealand Aid Programme
Rebecca Hosking-Ellis	Acting Senior Sergeant	Head of Domestic Violence Unit, Cook Islands Police
Rick Nimmo	Director - Political Governance & Security	Pacific Islands Forum Secretariat
Ron McFadyen	Federal Agent	Technical Advisor to Vanuatu Police
Ross Ardern	Police Inspector	New Zealand Police Pacific Liaison Officer
Ross Craven	Kiribati Programme Manager	UN Women
Ruth Pokura	Director	Gender & Development, Cook Islands Department of Internal Affairs
Samasoni Malaulau	Police Inspector	Programme Manager PPDVP, NZ Police
Sandra Bernklau	Programme Manager	Regional Rights Resource Team
Seteone Polutele	Detective Sergeant	Officer in Charge, Tonga Domestic Violence Unit
Shirley McGill	Development Officer, Tonga programme	New Zealand Aid Programme
Siale 'Ilolahia	Director	Civil Society Forum of Tonga
Sina Enoka-Tafua	Police Inspector	DV Unit Head, Samoan Ministry of Police & Prisons
Sonya Cameron	Development Manager, Kiribati programme	New Zealand Aid Programme
Stu Wilson	Police Superintendent	Contract Manager, International Service Group, NZ Police
Susan O' Neil	Police Senior Sergeant	PPDVP Mentor Samoa, NZ Police
Suzette Holm	Development Manager, Partnerships programme	New Zealand Aid Programme
Tetiro Mate	Chief Registrar and Commissioner	Kiribati High Court
Titan Toakai	Police Inspector	Kiribati Police Service

Annex Eight: List of Sources

- Australian Government: AusAID and Office for Development Effectiveness. Stop Violence: Responding to violence against women in Melanesia and East Timor. 2009
- Australian Government: AusAID and Office of Development Effectiveness. Violence against Women in Melanesia and East Timor: A Review of International Lessons. 2007
- International Development Policy Statement, Ministry of Foreign Affairs
- Investigator Intelligence-led Case Management and Investigation Software: Case Study – PPDVP, 6 August 2010
- MFAT written feedback and responses to PPDVP (eg comments to Management Team; feedback on draft Annual Business Plans and annual reports)
- New Zealand Aid Programme policies and strategies: Five Year Plan, Pacific regional strategy, PPSG Strategic Framework, Human Rights Policy, Gender Equality and Women’s Empowerment Policy, Conflict Prevention and Peace Building Policy
- New Zealand Aid Programme, Report on Review of NCWC, Tonga 2008
- PILON Litigation Skills Programme reports
- PJDP - (draft) 18 Month Implementation Plan, October 2010
- PJDP Activity Completion Reports – Kiribati and Cook Islands, 2008
- PPDVP Design Document
- PPDVP MOU/LOVs (2005-2010)
- PPDVP Annual Business Plans
- PPDVP Annual Reports
- PPDVP Baseline survey reports for Cook Islands, Kiribati, Samoa, and Tonga (2007) and Vanuatu (2008).
- PPDVP Baseline Update Reports for Cook Islands, Kiribati, Samoa, and Tonga (2011).
- PPDVP country work plans
- PPDVP Draft Activity Completion Reports (country, regional & programme)
- PPDVP Mentor’s progress reports against country programmes
- PPDVP MT & RAC: Minutes of meetings
- PPDVP News: April 2010
- PPDVP six-monthly and annual reports to Management Team and Regional Advisory Committee
- PPDVP website: www.ppdvp.org.nz
- PRPI Mid-Term Review Report October 2006
- Reports completed by NZ Police mentors/PPDVP staff following field-visits
- Reports generated from CMIS databases in PPDVP participating countries
- SPC: Family Health and Safety Studies in Micronesia and Melanesia
- PJDP Activity Completion reports 2008: Cook Islands, and Kiribati
- Tonga National Domestic Violence Advisory Committee: sample of Minutes from meetings