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Tonga Police Development Programme Evaluation:



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The evaluation team is deeply grateful to Tonga Police for their ready and extensive participation in this evaluation. We also wish to thank the many other people interviewed in Tonga, Australia and New Zealand who contributed their views on the achievements and future directions of the Tonga Police Development Programme.

Image Details: Deputy Police Commissioner Pelenatita Fe'ao Vaisuai (left) and Chief Inspector Meleane Taueli (right). Source: Sia Adams, Tonga Police Media & Communication Officer.

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1 Abstract

The Tonga Police Development Programme (TPDP) is a trilateral partnership between the Governments of Tonga, Australia and New Zealand. It is implemented by Tonga Police, Australian Federal Police, and New Zealand Police.

This evaluation identifies what is working and what is not in order to improve TPDP management and implementation, and achievement of results, for the remaining duration of its current phase. Data was gathered via a document review, phone interviews with key stakeholders in Australia and New Zealand and a 10 day visit to Nuku'alofa, Tonga.

This evaluation concludes that the TPDP has provided valuable assistance to Tonga Police during a period of significant change. The trilateral arrangement has served as a useful modus operandi for Australia and New Zealand to support Tonga in their shared objectives for a more professional police service that has the trust and confidence of the Tongan people.

The contributions of TPDP have been relevant, targeted and a strong focus on infrastructure has resulted in new and upgraded facilities as well as equipment to support more efficient and effective policing.

Steady, focused support to community policing initiatives and training new and existing police officers is contributing to enhanced engagement with communities, improved policing skills and a sense among police officers that they are proud of the work they do in law enforcement.

The need for an increased focus on enhancing leadership capability, organisational development and building core policing skills and systems was noted by all stakeholders. It is an opportune time for the partners in the TPDP to come together and agree on the best approaches for building on the momentum created for organisational change and improvements in policing in Tonga.



2 Executive Summary

Overall conclusions

The Tonga Police Development Programme (TPDP) has provided valuable assistance to Tonga Police during a period of significant change. The trilateral arrangement has served as a useful modus operandi for Australia and New Zealand to support Tonga in their shared objectives for a more professional police service that has the trust and confidence of the Tongan people.

The contributions of TPDP have been relevant, targeted and much appreciated by Tonga Police and others in Tonga. A strong focus on infrastructure has resulted in new and upgraded facilities as well as equipment to support more efficient and effective policing.

Steady, focused support to community policing initiatives and training new and existing police officers is contributing to enhanced engagement with communities, improved policing skills and a sense among police officers that they are proud of the work they do in law enforcement.

All stakeholders in Tonga consulted during this evaluation sent a strong message that the TPDP should increase its focus on enhancing leadership capability, organisational development and building core policing skills and systems.

After eight years of successful working relationships and building high levels of mutual respect, it is an opportune time for the partners in the TPDP to come together and agree on the best approaches for building on the momentum created for organisational change and improvements in policing in Tonga.

Key Findings

- To date the TPDP has proven itself to be highly relevant in meeting the needs of Tonga Police, Tonga's justice sector, targeted civil society organisations and selected communities. Stakeholders universally agreed that the assistance provided thus far has met their needs, but at the same time emphasised future assistance will need to focus more heavily on supporting the Tonga Police in its continued efforts to professionalise.
- In order to assure the high level of relevance of the activities during the remainder of Phase 2 the TPDP will need to increase its efforts in the other output areas (in particular core policing skills, leadership and organisational development) at the same time as completing existing infrastructure commitments. TPDP will need to prioritise Tonga Police engagement in its planning processes and decision making and ensure its work plans are linked to Tonga Police's Corporate Plan.
- Several significant infrastructure investments have been completed by the TPDP, including refurbished and new police stations, police housing, and boats. Police officers reported improved infrastructure and equipment as having a positive impact on the efficiency of their work.
- There is emerging evidence of improvements in police and community engagement. Community policing remains a highly relevant area of focus for the TPDP. In particular consolidating gains made with the Community Patrol Volunteer



programme, and encouraging an increased focus on engaging with young people (particularly young men).

- Self-reporting of police highlighted the focus on training leading to improved skills and improved confidence. However the absence of assessments of TPDP training and attachments limits the ability to make judgements about their relevance and effectiveness. The focus now for training should be on building core skills of all police officers, refresher training, mentoring in specialist areas, and following up training and mentoring support with supervision and assessment to ensure that gains are not lost.
- Leadership and organisational development continues to be a challenging area for the TPDP. Progress has been made in areas such as drafting policies, assisting with new structures (including a robust Professional Standards Unit), merit-based selection of policer officers for training opportunities and advising on the introduction of the performance management system. However, the TPDP is only able to influence leadership and organisational development if clear direction setting and timely decision-making is provided by the Tonga Police Executive, and Tonga Police at all levels are receptive to change.
- Decisions regarding TPDP expenditure appear to be driven by two factors (i) alignment with the four focus areas in design; and (ii) a perception that the performance of the TPDP programme will be judged against its rate of expenditure. Greater value-for-money will be demonstrable if the second factor is disregarded. Value-for-money principles are applied to TPDP procurements administered by the Central Procurement Authority.
- In order to more efficiently achieve the TPDP outcomes, the TPDP partners need to align their planning processes, and consistently monitor and report on the programme's achievements. All TPDP partners need to fully participate in more regular Programme Management Committee meetings.
- Overall, the evaluation found that the Tonga Police has positively and proactively responded to public perceptions of their attitudes, behaviour and capacity to address some key human rights concerns. In addition, Tonga Police has been receptive to gender equality and empowerment related initiatives.
- The TPDP's focus on improving police responses to domestic violence is beginning to effect change and should be continued as a key objective for the remainder of TPDP.
- The TPDP has demonstrated strong consideration of sustainability throughout its various activities.

Recommendations

The evaluation team recommends a number of actions to strengthen the implementation and management of the TPDP. The recommendations are categorised below by evaluation criteria with the page references in parentheses.

Relevance, effectiveness, efficiency [17, 30, 41]

1. All TPDP partners participate in an integrated planning session for the 2016-2017 cycle. The purpose of the planning session is primarily to ensure priority setting, and implementation and monitoring arrangements are coordinated and agreed across the



four TPDP partners. A key outcome of the planning session is a single agreed work plan for the remainder of TPDP Phase 2 which links activities to the Tonga Police corporate plan and outlines all TPDP contributions (LTA, STA, training, attachments, etc.). The planning session should also discuss and agree arrangements for updating the Results Framework for the TPDP.

Effectiveness [28]

2. TPDP planning for the 2016-2017 cycle include setting out with Tonga Police both its infrastructure and equipment priorities and identify where TPDP will contribute to those priorities for the remainder of Phase 2.
3. The TPDP work closely with Tongatapu-based District Commanders to ensure their police officers view engaging with community policing systems and procedures as a core function of their work.
4. The TPDP works with the Prevention Group and District Commanders to expand on prevention work, particularly with youth and schools.
5. The TPDP expand its current capacity building approaches, including mentoring, to better meet Tonga Police's focus on leadership and organisational development.
6. The TPDP address deficiencies in training-related assessment by:
 - capturing information regarding all training/attachments it has funded under Phase 2 (Appendix Six can be used as a basis for this) and include in the TPDP Annual Reports.
 - undertaking an internal review/assessment of training and attachments provided thus far under TPDP Phase 2 to ascertain their effectiveness.
 - PTC staff undertaking follow-up assessments for all future training, with TPDP assisting with this analysis of the training assessments and including the analysis in TPDP Annual Reports.
 - considering recommendations from the KAP survey regarding training (further detail on these is included in Chapter 7 Recommendations).

Efficiency [31]

7. The TPDP produce an annual report (as outlined in the design document) which includes an assessment of progress against the TPDP outputs (supported by qualitative and quantitative data), documents lessons learned, discusses challenges and reports on expenditure.
8. The TPDP re-confirm the purpose/role of each of the long-term adviser positions to ensure that core capability building needs of Tonga Police are being covered. This should include specific consideration of how each adviser will mentor and focus on skills transfer for the relevant TPDP project managers.
9. Representatives from Tonga Police Executive continue to have input into selection of all long-term TPDP advisers. Depending on the circumstances for each implementing agency this input could be limited to commenting on selection criteria for TPDP advisers, or as wide as full participation in a selection committee.

Gender equality [35]

10. Over the next two years, there should be a focus on consolidation of gender equality gains made which will require TPDP to support:
 - targeted support to female officers in undertaking their duties through further training, including in areas that are non-administrative and are



- viewed as “core policing” such as criminal investigations, responding to calls, general “active duty” functions and forensics;
 - further training – from a range of providers, including civil society, on key gender issues not limited to domestic violence. Understanding of gender equality principles through further training and exposure would benefit the entire police force, and should be integrated into a range of training opportunities.
 - development and implementation of systems to monitor and report on the degree to which female officers are provided with the same opportunities and role responsibilities as male officers.
 - as part of the support to the performance management system, ensuring that gender equity is considered in all performance appraisals.
11. The TPDP address the Phase 2 design recommendations for embedding gender-inclusive policies and practices by way of:
- Clear links to one or more of the programme outcomes
 - Activities identified within the outputs
 - Defined indicators and data sets for measurement (Appendix Seven includes a list of indicators that could be considered for inclusion in the RMT)
 - Activities linked to gender which reach a range of Tonga Police staff (not just women) and which address attitudes and behaviour.

Sustainability [37]

12. The TPDP has demonstrated strong consideration of sustainability throughout its various activities. The following are some suggestions for enhancing existing efforts:
- Integrated, joint planning to ensure all TPDP inputs are aligned to support priority needs of Tonga Police.
 - Better communication from TPDP to a broad audience within Tonga Police to ensure all stakeholders clearly understand expectations and arrangements for utilising and maintaining infrastructure and equipment.
 - TPDP Reporting to comment on the success, or otherwise, of specific measures undertaken by TPDP to enhance sustainability.
13. An assessment of the extent to which expected recurrent costs have been incorporated in the Tonga Police budget.

Assessing implementation of evaluation recommendations [44]

14. The evaluation steering group member convene (remotely) in October 2016 to review progress against these evaluation recommendations. A brief report outlining which recommendations still need to be progressed should be presented to the PMC as part of the November 2016 meeting.



3 Background

3.1 THE ACTIVITY

The Tonga Police Development Programme (TPDP) aims to reduce crime and increase public confidence in Tonga Police through professional, legitimate and accountable policing. The TPDP came about following the 2006 riots in Nuku'alofa. In 2007, the Government of Tonga requested that Australia and New Zealand undertake an assessment of Tonga Police. The resulting TPDP is a trilateral partnership between the three governments. It is implemented by Tonga Police, Australian Federal Police (AFP), and New Zealand Police (NZP)¹.

Phase 1 of the TPDP commenced in May 2008 and concluded late 2013. This first phase was based upon a series of short and medium-term activities, working towards the goal of '*An effective Tonga Police which has the trust and confidence of the community*'. New Zealand and Australia provided around TOP\$10 million for the first phase of the programme. Phase 1 focused on:

- lifting public trust and confidence in the Tonga Police
- upgrading essential infrastructure
- reforming organisational processes
- introducing police legislative changes, and
- strengthening planning procedures.

A mid-term review was undertaken in 2011². The review noted that while progress had been made across a number of these activities the lack of a project design document had limited greater achievement of sustainable results across the programme.

Phase 2 of the TPDP (~ January 2014 to December 2018) was designed to build on the successes of the first phase of the TPDP, continue to develop public confidence in the police, and address key operational gaps (e.g. human resource reform).

Overarching goal and intended outcomes

The goal of Phase 2 is 'Tongan communities are safe and free from the fear of crime'. The outcomes to achieve this goal are:

Long-term outcomes:

- (a) A trusted and respected police service that works in partnership to reduce crime and build safe communities;
- (b) A competent, highly performing police service that achieves results through organisational development.

¹ New Zealand's contribution is funded by the Ministry of Foreign Affairs and Trade through the New Zealand Aid Programme and is implemented by NZP. Separate to its TPDP funding, MFAT provides a contribution to the Police Commissioner's salary.

² Joint Assessment Review of the Tonga Police Development Programme 23 May – 6 June 2011.



Medium-term outcomes:

- (a) Police response and service delivery to its customers at community level is professional, timely and accountable; and,
- (b) Tonga Police leadership and organisational structures and systems support professional and ethical policing.

Short-term outcomes:

- (a) Improved policing skills and knowledge; and,
- (b) Improved leadership, organisational structures and systems.

The four core outputs of the TPDP, as described in the Phase 2 design document, are:

Output 1: Community engagement at all levels

- Provide community policing training as part of new recruit and in-service training, including prevention/response to domestic violence as an integral part of the training programme;
- Maintain community policing and procedures and ensure implementation carried out on regular basis;
- Increase the number of functioning community consultative mechanisms;
- Increase community awareness/media campaigns on key crime prevention areas e.g. domestic violence, alcohol abuse, road safety;
- Ensure that community police posts are in place and working effectively;
- Provide training and mentoring support to improve knowledge, attitudes, and police practices in relation to domestic violence, and engage with community to encourage and support better reporting of domestic violence;
- Provide training and mentoring support to increase community confidence of the Police Service and decrease the number of complaints received about police behaviours from victims of crime including domestic violence; and,
- Through training and mentoring support and community awareness campaigns, aim to reduce the number of road fatalities and offences.

Output 2: Core policing skills and systems

- Provide training and mentoring support at new recruit and in-service level to improve the capacity of the Training Unit;
- Provide training and mentoring support at new recruit and in-service level to increase competencies in core policing skills;
- Provide training and mentoring support in order to increase the percentage of successful prosecutions;
- Provide training and mentoring support in order to improve the quality of brief of evidence as assessed by the Office of the Solicitor-General;
- Provide training and mentoring support in order to improve the capacity of the (domestic) Intelligence Unit; and,
- Implement the improvement of custodial facilities and ensure effective procedures are in place.



Output 3: Leadership and organisational development

- Increase the number of managers that have undertaken leadership and management training;
- Reduce the number of officers being dismissed for misconduct;
- Ensure effective Human Resources systems and procedures are in place;
- Provide training and mentoring support on new policies and ensure that new policies are in writing, translated and effectively disseminated; and,
- Provide training and mentoring support on IT systems; ensure easier access to records, information and internal communications.

Output 4: Infrastructure

- Scope the status of police buildings and facilities;
- Develop an infrastructural plan, prioritising the needs;
- Establish an Assets Register and Assets Management System; and,
- Implement the infrastructural plan.

Governance and Management

The TPDP is governed by a Programme Management Committee (PMC), chaired by the Tonga Police Commissioner. The PMC includes representatives from Tonga Police, Ministry of Finance and National Planning, civil society and the TPDP partners (New Zealand High Commission (NZHC) for MFAT, NZP and AFP). An Action Planning Committee (APC), chaired by a Tonga Police Deputy Commissioner, provides management oversight. It includes the TPDP Programme Manager and NZP and AFP long-term advisers. A NZHC representative attends APC meetings as an observer.

New Zealand government funding from MFAT (through the New Zealand Aid Programme), and Australian government funding, through AFP, is paid into the TPDP Trust account.

The TPDP is underpinned by the:

- Memorandum of Arrangements (MOA) between the governments of New Zealand, Australia, and Tonga (October 2013) – in effect for three years;
- Memorandum of Understanding (MOU) between MFAT and NZP (January 2014) provides for funding of NZD 5,000,000 to NZP for management of TPDP implementation through to November 2018;
- Grant Funding Arrangement (GFA) between MFAT and Tonga’s Ministry of Police (January 2014) and subsequent variations (October 2014) – provides for funding of TOP 10,132,150 through until 31 December 2018 to be paid progressively on an annual basis into Tonga Police Development Programme Trust account held by the National Reserve Bank of Tonga;
- Subsidiary Arrangement between the Government of Australia and the Government of Tonga (2015-2016); and,
- Tonga Police Development Programme Phase 2 (2013-2016) Activity Design Document (July 2013).

These documents set out the principles, governance and management arrangements between the partners.



3.2 EVALUATION PURPOSE AND DESIGN

Purpose

The evaluation findings and recommendations will be used by Tonga Police, AFP, MFAT, and NZP to identify what is working and what is not in order to improve TPDP management and implementation, and achievement of results, for the remaining duration of phase 2.

Objectives

- a. *Relevance*: To assess the ongoing relevance of the TPDP to the needs and priorities of Tonga.
- b. *Effectiveness*: To consider the intended results (outputs and outcomes), and associated modalities/approaches to delivery.
- c. *Efficiency*: To identify the extent to which the TPDP interventions have been efficient.
- d. *Cross-cutting themes*: To determine the extent to which the TPDP has appropriately addressed gender and human rights.
- e. *Sustainability*: To determine the extent to which the TPDP has (or is likely to) contribute to sustained development outcomes in Tonga policing. To inform decisions on the future support to policing in Tonga.

The list of evaluation questions related to each objective is included in the terms of reference at Appendix One.

Scope

The evaluation covered both phases of the TPDP to the extent practicable. The evaluation specifically took into account the findings and recommendations from the Knowledge, Attitude and Practice (KAP) survey commissioned by NZP which took place in September 2015 and Community Perception Surveys³, commissioned by AFP.

The evaluation team met with stakeholders across Tongatapu; however travel to other areas in Tonga was not included in the scope for the evaluation. As such the observations and findings in this report are, of necessity, Tongatapu centric. The Community Perceptions Surveys and the Knowledge, Attitudes and Practices survey all included respondents from across Tonga and have been used as key sources of information for this evaluation.

The Terms of Reference for the evaluation are included at Appendix One.

Design

The evaluation objectives are both summative (assessing the extent of progress towards results) and formative (improving management and implementation, and achievement of results, for the remaining duration of Phase 2). The evaluation design therefore includes a mix of methodologies to assess achievements and capture learning for improvement. The

³ The Community Perception Surveys have taken place in 2009, 2011, 2013 and 2015.



evaluation plan⁴ summarises the evaluation design. The Evaluation Steering Group provided feedback on the plan prior to its finalisation.

Data gathering was undertaken in three phases: (i) a document review; (ii) phone interviews with key stakeholders in Australia and New Zealand; (iii) a 10 day visit to Nuku'alofa, Tonga (29 January – 8 February 2016). The following provides a summary of data gathering and analysis methods employed. A fuller description of the evaluation methodology is provided in Appendix Two.

Document review

A review of key documents⁵ provided by AFP, MFAT, NZP and Tonga Police was undertaken. Among the key documents were Community Perceptions of policing surveys and Knowledge, Attitude and Practices surveys which provided robust secondary evidence for the evaluation.

The document review:

- Provided an overview of contextual factors related to achievement of the four outputs of TPDP (community engagement, core policing skills and systems, leadership and organisational development, infrastructure).
- Described the capacity building strategies applied across the TPDP outputs and any challenges experienced.
- Identified expected results and unanticipated effects as reported by TPDP.
- Identified preliminary answers to the evaluation questions (the evaluation team tested these preliminary answers against evidence gathered during the second phase of the review).

The document review informed the lines of enquiry for the key stakeholder interviews.

Key stakeholders interviews

Semi-structured interviews were conducted with ~36 people (AFP, MFAT, NZP, TPDP advisers, government and non-government stakeholders in Tonga).

Focus group discussions were held with ~45 Tonga Police (grouped according to rank). Group discussions with five specific work units were also held. Their aggregate responses are included throughout Chapter 4.

The evaluation team visited three police stations (Mua, Nukunuku, Vaini), and met with ~35 Community Patrol Volunteers across three villages (Fahefa, Fua'amotu, Houmakelikao) .

A list of people consulted is available at Appendix Three.

Interview guides steered the semi-structured interviews, which were conversational in nature. The guides acted as prompts to ensure major topics were explored. Questions were adjusted throughout the process to pick up new trails of data, where they emerged and tested them in subsequent interviews. The evaluation team took extensive notes of all interviews which were transcribed into a matrix against the key evaluation questions, emerging themes and other comments.

⁴ The Evaluation Plan is published as a separate document to this evaluation report.

⁵ See Reference List.



Data analysis

A contribution analysis methodology was used as the basis for collecting and analysis data. Analysis of the data occurred on an ongoing basis during the data collection phase. The evaluation team set aside time each day in Nuku'alofa to discuss their major observations, impressions and emergent sense-making of the data. Regular discussions also occurred with the interpreter.

Where possible evidence was triangulated to ensure rigour. The evaluation team tested the assertions in the reporting by AFP and NZP against the findings in Community Perceptions of policing surveys and the Knowledge, Attitude and Practices surveys. Throughout the data collection stage in Nuku'alofa emerging themes from interviews were tested in subsequent interviews.

At the conclusion of the visit to Nuku'alofa the evaluation team leader debriefed the Tonga Police Executive and one representative from each of Australia and New Zealand for the purpose of providing early feedback on the data collection.

The evaluation team then reviewed all the data to draw some preliminary findings and identify gaps and undertook further data gathering to address gaps identified in the preliminary analysis. A final analysis of the data was then done against: (i) the key evaluation questions; and, (ii) emerging themes.

Limitations

The terms of reference include consideration of both phases of the TPDP as far as possible. The evaluation team was unable to collect primary data related to pre-2013. As such donor reporting, the 2011 review and the 2013 design document have been used as the main sources of data related to Phase 1.

Key reporting expectations as set out in the Phase 2 design document have not been fulfilled by the TPDP (for example, project manager reports, annual assessments of training, the annual report to the Programme Management Committee). Existing documents lacked analytical reporting regarding TPDP contributions which constrained the evaluation team's ability to identify with certainty the achievements of the TPDP within the major change processes that were occurring under the leadership of the Tonga Police Executive.



4 Overarching Findings

This chapter sets out the findings related to the evaluation objectives: relevance, effectiveness, efficiency, cross-cutting themes and sustainability. It also includes brief recommendations. These recommendations are more fully discussed in Chapter 7.

4.1 RELEVANCE

The TPDP Phase 2 was designed to align with the Tonga Police Strategic and Corporate Plans and their focus on building a professional, competent, well-organised and accountable police service. It was intended the focus of TPDP Phase 2 be on two of the three key areas in the Tonga Police Corporate Plan:

- Strengthening community level policing
- Organisational development⁶

Since the design was written the Corporate Plan has been updated, including a new Tonga Police Results Map developed for the period 2015/16 – 2017/18 (see Appendix Four). In 2015, the Tonga Police Commissioner set out his key priorities across this period (Box 1). Aligning TPDP activities to the Tonga Police Results Map and the Police Commissioner's priorities is necessary for assuring their on-going relevance.

Box 1 Tonga Police Commissioner's priorities 2015-2018

1. Leadership development
2. Frontline service excellence (and a focus on crime)
3. Tonga Police College
4. Transnational and organised crime
5. Professional standards
6. Performance management
7. Emergency management/natural disasters
8. Outer islands support
9. Staff recognition
10. Infrastructure completion

Further detail on the Police Commissioner's priorities are included in Appendix Five.

Relevance of TPDP activities to key stakeholders' needs, interests and priorities

Past and present members of the Tonga Police Executive confirmed the high level of relevance of the assistance provided thus far under the TPDP - notably the TPDP has provided a source of funding in an otherwise constrained fiscal environment⁷. From the individual questionnaires completed by police officers it is clear that training and equipment provided have been highly relevant contributions to their policing environments. At the same time, there was very clear emphasis by those officers on the need for future assistance under the TPDP to focus on greater professionalism through better attitudes and strong leadership.

⁶ TPDP Phase 2 Activity Design Document, p.23.

⁷ The evaluation team was informed that the annual budget for Tonga Police is approximately TOP7.4 million of which TOP6 million is for salaries. At approximately TOP3 million per annum the TPDP trust fund allocation is twice that of Tonga Police's annual operational budget.



Stakeholders within the justice sector confirmed the ongoing importance of the TPDP and agreed that it aligned with their priorities and efforts with regard to further professionalising Tonga Police. Similarly, civil society representatives and community members confirmed that the TPDP activities have been relevant to their needs and that the focus of the TPDP design on linking communities and police remains highly relevant.

Police officers, justice sector stakeholders and civil society representatives consulted during the evaluation universally agreed that the four focus areas of the TPDP remain highly relevant. While noting that the infrastructure provided has met the needs of police they *all* emphasised that the future focus of the programme needs to be on improving the core policing skills of officers as well as organisational leadership and systems development in order for Tonga Police to consolidate the significant changes it has made since the TPDP commenced in 2008. Stakeholders' views act as confirmation of the expectation set out in the design that over time a significantly reduced focus on infrastructure and an increased focus on capacity building would be required.

Specific examples of where the ongoing relevance of activities can be assured are provided in section 5.2 Future Support.

Findings:

To date the TPDP has proven itself to be highly relevant in meeting the needs of Tonga Police, Tonga's justice sector, targeted civil society organisations and selected communities. Stakeholders universally agreed that the assistance provided thus far has met their needs, but at the same time emphasised future assistance will need to focus more heavily on supporting the Tonga Police in its continued efforts to professionalise.

In order to assure the high level of relevance of the activities during the remainder of Phase 2 the TPDP will need to shift the balance of effort from infrastructure to the other output areas (in particular core policing skills, leadership and organisational development). In doing so TPDP will need to prioritise Tonga Police engagement in its planning processes and decision making and ensure its work plans are linked to Tonga Police's Corporate Plan.

Recommendations:

1. All TPDP partners participate in an integrated planning session for the 2016-2017 cycle. The purpose of the planning session is primarily to ensure priority setting through alignment with the Tonga Police Corporate Plan and agree the human and financial resources available for each of the four outputs. A key outcome of the planning session is a single agreed work plan.

4.2 EFFECTIVENESS

Progress towards outcomes

Tonga Police has gone through considerable change since the TPDP commenced in 2008. This section discusses some of these major changes and the TPDP's contribution to them.

In 2015, participants in the KAP survey focus group discussions acknowledged that Tonga Police has undergone a major shift in culture, with officers identifying the following successes: significant increases in police responsiveness; a decrease in the amount of



bribery; improved Police prosecution capability; greater community presence; a reduction in the number of reports of police brutality; and, a general sense the Tonga Police Service is more professional than prior to the advent of TPDP.⁸

Major changes identified by Tonga Police and the TPDP's contribution to them

Those interviewed for this evaluation were asked to reflect on the changes in Tonga Police in the past three years that had made the biggest difference to them in their role⁹. Their responses are consistent with the KAP focus group discussion findings mentioned above.

The major changes identified across Tonga Police, and the TPDP's contribution to those changes, are summarised in Table 1. Site visits, data collected through this evaluation, the 2015 KAP survey and the Community Perceptions of policing surveys, provide evidence for the contributions of the TPDP. The TPDP contributions are discussed in further detail in the next section, *Achievements against focus areas*.

Table 1 TPDP contributions to major changes identified by Tonga Police

Major change	TPDP contributions
Merit-based approach for promotions and selection to participate in training (new recruits and existing officers)	Rigorous criteria were used for the selection of new recruits resulting in high calibre individuals completing the Diploma of Policing and joining Tonga Police. Merit-based selection practices for overseas training opportunities have been implemented.
Better equipment and facilities: accessibility to essential equipment such as vehicles leading to officers feeling more able to undertake community policing responsibilities	TPDP has made significant contributions to new and refurbished facilities (police stations and housing) and provided essential equipment. See Box 2 for details.
Structural/organisational changes in Tonga Police: for example the Prevention Group, Tactical Team, Investigations	TPDP has supported legislative and policy reforms, for example the <i>Tonga Police Act 2010</i> and the <i>Selection of Members for Overseas Courses Policy and Procedures (draft 2015)</i> for inclusion in the Tonga Police Manual. TPDP has also supported structural changes within Tonga Police (see Professional Standards Unit example below).
Provision of training: increased opportunities for officers to participate in training	TPDP has delivered significant training to all ranks across a number of areas, including investigations, intelligence, computer skills, close personal protection, driver training, public order maintenance, first aid, prosecution support, ethics, integrity and leadership, domestic violence, and the Family Protection Act. See Appendix Six for a list of training and attachments.
Handling of domestic violence (DV) cases	The TPDP continues to implement a domestic violence programme (see section 4.4 Gender Equality and Human Rights). A significant contribution of the DV programme thus far has been the roll out of

⁸ TPDP (2015). *Tonga Police Service: Knowledge, Attitude and Practice Survey*, p. vi.

⁹ The evaluation team emphasised the change could be "good" or "bad" – the most important thing was to identify the things that have made the biggest difference to how policing is done in Tonga.



Major change	TPDP contributions
	training for Family Protection Act to 161 police officers (27 women, 134 men) across all six Police Districts.
Professional Standards Unit	Throughout 2013 and 2014 the TPDP provided training to enforce professional standards including support for the Professional Standards Unit.

While the contributions of the TPDP are substantial, stakeholders agreed that by far the greatest influence on change within Tonga Police in recent years has been the successive appointments of Police Commissioners from outside Tonga, in conjunction with the operational autonomy afforded to the Office of the Police Commissioner under the *Tonga Police Act 2010*. Both the current and previous Tonga Police Commissioners iterated their firm support for, and appreciation of the TPDP in supporting their reform agenda.

While feedback from most stakeholders emphasised a desirability for an 'outsider' to be in the Police Commissioner role now and in the near future, there was a clear view that having an expatriate Commissioner is a transitional phase, not a permanent solution, in the leadership of Tonga Police. The significant changes in Tonga Police over the past few years, coupled with the high calibre of individual senior police officers mean it is inevitable, and desirable, for the Police Commissioner role to be filled by a Tongan national in the not-too-distant future (optimal timeframes expressed by stakeholders ranged between three and five years).

Achievements against focus areas (outputs)

This section considers each of the TPDP's four focus areas in turn. For each focus area an assessment of progress made against the intended achievements¹⁰ and factors affecting implementation is provided. The appropriateness of models, strategies and approaches used is also examined. Reflections on the effectiveness of relationship and management arrangements are provided at the end of this section. Section 4.4 examines the contributions TPDP is making to gender equality, women's empowerment and human rights.

Infrastructure and equipment

Throughout Phases 1 and 2 of the TPDP, the focus has primarily been on the delivery of infrastructure and equipment. The process for prioritising major infrastructure and equipment investments has primarily been through discussion within the APC and PMC, with the Tonga Police Commissioner signing off on all relevant approvals. Re-confirmation of infrastructure priorities has occurred throughout TPDP Phase 2 through minutes to the Police Commissioner. Decisions on minor refurbishments and provision of minor equipment appears to be undertaken in a more ad hoc way. This has allowed TPDP to respond in opportunistic and flexible ways to meet emerging needs of the Tonga Police. A former Tonga Police Commissioner noted this as an incredibly important contribution of the TPDP. However, questions were raised by several stakeholders, including some Phase 2 TPDP personnel, about whether particular bits of equipment provided were really the most needed, as

¹⁰ See section 3.1 in this report for detail on expectations under each output as described in the activity design document.



opposed to the easiest to procure. To avoid any future questions about whether the TPDP is addressing priority equipment needs, the planning cycle for 2016-2017 should include setting out with Tonga Police both its infrastructure and equipment priorities and identifying where TPDP will contribute to those priorities for the remainder of Phase 2.

Several significant infrastructure investments have been completed by the TPDP (Box 2).

Box 2 Major infrastructure and equipment items delivered during TPDP Phase 2

Police Stations

Mua Police Station (Tongatapu): new building, opened in March 2014

Nukunuku Police Station (Tongatapu): new building, opened in October 2014

Police Barracks (Longolongo Training College/Headquarters): new buildings completed at end 2015, awaiting official opening

Nomuka Police Station (Ha'apai): new building, opened in December 2015

Custodial Processing Centre (including fitting out with Closed-circuit television (CCTV)) at Nuku'alofa Police Station: 2014

Police houses in Nomuka and Ha'afeva in Ha'apai

Search and rescue equipment, 2015

Three vessels, and vehicles capable of towing the fully-laden vessel.

Electronic aids for each vessel and life rafts.

Personal protective equipment including specialist PFD's for all officers operating the vessels.

Fuel to cover the ongoing training costs over the first 6-12 months of operation.

Specialised storage sheds for each vessel with storage and wash down facilities..

Responses in the police officer questionnaires consistently noted improved infrastructure and equipment as having a positive impact on the efficiency of police work. Examples of efficiency included vehicles mean police can respond faster, computers mean police can communicate and retrieve information faster. Some officers noted improvements with their relationships to community members due to the ability to respond to calls for assistance more efficiently. This perception of improved responsiveness from police was confirmed by the Community Patrol Volunteers.

The rationale for TPDP support to infrastructure is to facilitate appropriate access for Tongan communities to police¹¹. The 2015 Community Perceptions Survey shows that an overwhelming majority of Tongans (88 per cent) indicated they would phone the Police for assistance in an emergency compared with (11 per cent) who indicated they would physically go to a Police station. This reinforces the need for good communications and vehicles to be able to respond to community needs, in addition to functional police stations for interviewing victims and offenders, and processing arrests.

The 2015 CPS draft report notes 435 respondents (36 per cent) said the police were better compared with two years previously (notably only 9 per cent said the police were worse than two years ago). When asked to mention up to two things that were better about the police the most common responses were that the police respond more promptly (48 per cent), provide more assistance (36 per cent), have better relations with the public (34 per cent) and visit communities more often (31 per cent). Female respondents were more likely to

¹¹ ADD, p. 29.



mention better response times (59.1 per cent) and male respondents more likely to mention better relations with the public (45 per cent). These answers are consistent with the police officers perceptions of how equipment, particularly vehicles are making their work more efficient.

One notable contribution equipment has made to *new* capability is in the area of search and rescue (SAR) across Tongatapu, Vava’u and Ha’apai; enabling Police to fulfil their mandated role as set out in section 8 of the *Tonga Police Act 2010*. In addition to the SAR equipment procured (see Box 2), in 2015 the TPDP supported twelve officers to gain new or improved SAR capabilities by gaining a coxswains Master Class 6 certification through the Tonga Marine Polytechnic Institute as well as participating in 4 week operator training program, including specialist outboard motor mechanics training. The TPDP supported three officers to attend the Sixth Pacific Regional SAR Workshop in Noumea and one officer to the United States Coast Guard Mass Rescue Exercise in Hawaii.

Several stakeholders commented that the infrastructure components of TPDP ‘should have been completed by now’ and TPDP should already be focusing more on the other core areas. Previous issues with progressing procurements through the Central Procurement Unit of the Ministry of Finance and National Planning have been confirmed by all parties as largely resolved, with good working relationships now in place. The slower than expected pace on finalising major infrastructure sees two major infrastructure investments remaining to be implemented in 2016. Contractual arrangements are currently being finalised for:

1. The refurbishment of central police station.
2. Installation of solar panel systems.

The maintaining and sustaining of the infrastructure and equipment is very much linked to leadership and organisational development – it is both a budget and a performance management issue.

*New police posts and shiny vehicles raise expectations –
police performance and behaviour need to match the new equipment*

Civil society representative

Community engagement at all levels

The evaluation team heard from police officers and community representatives that there is greater police professionalism and confidence of the police to interact with communities than in the past. The 2015 KAP survey found medium/high levels of knowledge and adherence to best practice with regard to police officers working with community groups and organisations, as well as engaging with the community. However prevention work with the community stood out as area of comparatively low knowledge and low adherence to best practice. Outer island respondents reported higher levels of knowledge than Tongatapu respondents which the KAP survey noted as perhaps reflecting “a combination of outer island longstanding practices of engaging the community, the benefits of a small population and familial relationships” (p. vii).

The 2015 CPS report serves as a reminder of the need for an on-going and concerted focus of police engagement with youth; in particular young men were more likely to distrust police than other survey respondents.

Approaches for TPDP support for community policing include:



Community Patrol Volunteers (CPVs) are a longstanding feature in Tongan villages, which have taken on a more formalised approach with Tonga Police during the time that TPDP has been in existence. There are now CPV groups which work with Tonga Police in order to foster better working relationships between the two groups as well as establishing trust and respect within these communities. These relationships are highly valued by police officers, many of whom indicated the value of working in partnership with communities has been demonstrated through communities providing information which have both led to arrests as well as enabled police to prevent crimes from occurring. The TPDP has supported CPVs by training new and existing members in the role of community police work, as well as influencing the establishment of more community posts throughout Tongatapu. The TPDP reported providing training throughout 2014 for 656 Community Patrol Volunteers based in Tongatapu to broaden their knowledge and skill base¹². The TPDP has also provided equipment such as bicycles, torches and vests to CPVs.

Anecdotally the CPV programme is making a difference with the evaluation team hearing accounts from two villages of reductions in crime, students doing better at school following curfews (10pm) and one village noting a very quiet Christmas period. The evaluation team heard from CPVs that they 'know their role' courtesy of training by Police (provided through TPDP support).

Community ownership of and support for the CPV programme was evident through support such as community members feeding the volunteers and making available land for new CPV posts.

A wide range of age groups are noted as participating in the CPV. Women however are notably absent from the CPV programme and do not participate in the community patrols. Though examples were given of male CPVs seeking female assistance when coming across intoxicated young women. The evaluation team did not consult with a wide enough range of stakeholders to be in a position to recommend if female participation in the CPV programme should be a future target. This is for Tonga Police and the TPDP to discuss.

Working with civil society partners to deliver services. The evaluation team heard of support provided from the TPDP to civil society organisations for activities such as Youth Leadership strategies, and youth mentoring. However insufficient documentation of these activities was available to make judgements about their effectiveness. The linkages between Tonga Police and civil society organisations to deliver services to victims of domestic violence is discussed in section 4.4 Gender Equality and Human Rights.

Mentoring support to the **Asian Liaison officer.** The TPDP has set up a mentoring arrangement whereby a NZP Asian Liaison Officer provides advice and support to the nascent Tonga Police Asian Liaison Officer role. This mentoring approach has seen benefits, but its viability is at risk in the absence of a structured mentoring programme.

Core policing skills and systems

The TPDP support to building core policing skills and systems is three-fold: (i) delivery of training in Tonga and overseas and attachments in Australia, New Zealand and other

¹² NZP TPDP Six Monthly Report, January - June 2014



countries; (ii) support to the Tonga Police College and (iii) technical assistance (long and short term advisers).

Training and attachments

TPDP reports targeting a range of core policing skills over Phase 2, including: basic investigation; victim management training; upskilling Tonga Police College trainers, professional standards up-skilling, upskilling prosecutors, training Community Patrol Volunteers; intelligence gathering and dissemination training; custody training for the new custody centre at Nukualofa; handcuffs and tactical training. Between January 2013 and December 2015 the TPDP reported delivering 106 training courses or attachments¹³. Appendix Six contains details of the training courses and attachments.

The absence of evaluations at the end of training courses/attachments or follow-up assessments has meant that the TPDP is unable to present a picture of the extent to which trainees have retained and been able to apply learning in their workplace. Nor is it possible to make definitive comments about whether the training and attachments provided have been fit-for-purpose. The TPDP reporting does not focus on the *effects* of training, and key expectations for assessments/reviews as outlined in the design document¹⁴ have not been met.

Self-reporting of police in the evaluation questionnaires highlighted the focus on training as improving their skills and confidence. Concerns voiced by police officers in the focus group discussions that training may not always be changing attitudes and practices are valid ones given the dearth of information of the effects of training provided by the TPDP. The 2015 KAP serves as a baseline for future comparison. While it cannot be used to understand the past or where the TPDP training has achieved change through the provision of training, it does provide an insightful overview of current knowledge and practice.

The KAP survey concludes that “overall there were similarly high levels of knowledge and practice with regards to Police current knowledge of best practice policy versus their personal practice in three areas: community policing, prosecutions and human rights and ethics. These high levels were found for respondents from both Tongatapu and the outer islands. However there are still some areas that education and training could focus to make Tonga Police Service officers’ knowledge and practice reach an even more exemplary level – particularly for the ‘detaining a juvenile’ (human rights and ethics), ‘engaging with the community’ (community policing) and ‘prevention work with the community’ (community policing) scenarios”.

¹³ The training and attachment information provided to the evaluation team was incomplete. Hence these figures do not represent the totality of training and attachments delivered under TPDP Phase 2.

¹⁴ “Follow-up assessments will be undertaken by staff of the Police Training College with assistance from the AFP Training Advisor. Analysis of training assessments will be included in TPDP Annual Reports. It would be helpful for the PTC to develop an Annual Training Assessment Plan (that is, to schedule follow-up interviews, questionnaires etc. six-months after completion of courses). Assistance would be provided by the long-term Training Advisor or short-term technical assistance as required. An annual report on training undertaken and an assessment of effectiveness will be prepared by PTC and provided to the TPDP Programme Manager for incorporation into the TPDP Annual report to the PMC.” ADD, p. 36.



Support to Tonga Police College (TPC)

New recruit training

The TPDP supported the TPC to professionalise its new recruit training. TPDP assisted the Tonga Police College gain accreditation through the Tonga National Qualifications authority for its new recruit training programme. The result has been that recruits who pass the seven modules over a 24 week period and complete the 18 month workplace phase gain a Diploma in Policing. This is a significant and necessary step in professionalising the Tonga Police.

In-service training

The TPDP is assisting the TPC to institutionalise a professional development approach to its training for existing police officers. The TPC is making progress towards this, including through the development of an annual training plan, but at the same time is still subject to 'supply' driven practices arising from ad hoc training opportunities. While not yet in place, the intention is to create better linkages between the training provided and the human resource/performance management system. This approach, which has the support of the Tonga Police Executive, will likely take several years to fully bed down. The importance of progressively moving towards a competency-based system supported by refresher programmes cannot be overstated.

The TPDP support also includes introducing a merit based selection process for all overseas training opportunities, as well as some locally delivered professional development training. This system is being implemented, with the supporting policy awaiting Executive approval. There were divergent views among the police officers about the appropriateness of the merit based selection process, with some officers voicing a strong preference for supervisors to play a role in the selection process. Merit based selection for training is viewed by TPC as a necessary change to support the broader organisational development efforts that promotes professional advancement based on merit. In this regard, the TPDP would be well-placed to continue its existing efforts to promote merit based selection.

The TPDP's approach of supporting the TPC to provide practical, 'hands-on' training that is consolidated through repeated training is sound. As is the focus on making training as widely available as possible throughout Tonga by using a Train-the-Trainer approach and supporting training being delivered in Tongan.

Technical assistance

TPDP has targetted specialist areas for technical assistance under TPDP. Selected examples include:

- Operational support for the coronation ceremony of King Tupou VI in July 2015
- Search and Rescue: *see example above under infrastructure output*
- Tactical response unit: mentoring, supported by regular training, attachments and equipment
- Traffic section: mentoring from a NZP Road Policing Advisor; provision of equipment (speed detection cameras and drink driving equipment); driver training; safety messages on billboards; regular campaigns for speed, drink driving and vehicle fitness/registration; road policing staff visiting schools with an education program for the primary aged children about road/vehicle safety.



In addition to the technical assistance provided by the long-term TPDP personnel, a range of short-term advisers (STAs) provide specific technical inputs. The total scale and nature of the work of the STAs was not immediately clear to the evaluation team due to the lack of STA reporting available. Specific examples of where STAs have provided tangible benefits/support were noted. For example, search and rescue, and mentoring for the Asian Liaison Officer. There is clearly a role for STAs in the programme to provide specialised inputs. However, the work of STAs is not clearly linked to specific outputs in the TPDP work plan reported to the APC. In addition, the follow-up of individual STA contributions is at the discretion of the TPDP long-term advisers. The TPDP reporting occasionally indicates when STA inputs have been delivered, but rarely comments on what was achieved from the STA input and what follow-up work needs to be done. This is a major gap. The few reports from STAs that were made available to the evaluation team were notable for their high quality, analytical insights and thoughtful, specific recommendations for TPDP and/or Tonga Police follow-up action.

The evaluation team did not find evidence of plans for capacity strengthening (for example, skills transfer plans or structured mentoring programmes). The approach to capacity building appears to be an organic one – working with police officers who are interested and available to be more involved with certain aspects of the work. Informal discussions and gentle encouragement while on-the-job play a significant role in the capacity building approaches used by TPDP personnel. Formal mentoring currently appears to form a small part of the technical assistance. This is an area that could be expanded upon in future - new skills require support and on-going mentoring. Some new skill areas such as SAR and liaison with the Chinese community could potentially be at risk without a structured mentoring and support program in place.

Leadership and organisational development

The evaluation team heard confirmation from all key stakeholders that the future focus of the TPDP needs to be on leadership and organisational development, including strengthening structures, policies and internal processes. Some police officers voiced frustration about the lack of movement or partial movement into new structures and processes such as merit based appointments and training, and performance management. The supposed lack of clarity was noted as a source of tension for them in the workplace.

Some interviewees commented that while training and equipment are helpful to police, a change in police attitudes is what will make the biggest difference in public attitudes towards Police. The sentiment *when people see poor leadership (e.g. lazy, disrespectful police) they lose confidence in Police* was echoed across Police and other stakeholders.

Leadership and organisational development continues to be a challenging area for the TPDP. Progress has been made in areas such as drafting policies, assisting with new structures (including a robust Professional Standards Unit), merit-based selection of policer officers for training opportunities and advising on the introduction of the performance management system. However, the TPDP is only able to influence leadership and organisational development if clear direction setting and timely decision-making is provided by the Tonga Police Executive, and Tonga Police at all levels are receptive to change.

The Tonga Police Executive is deeply committed to the professionalisation of Tonga Police. There are opportunities for the Tonga Police Executive and the TPDP to work together on ensuring key messages regarding change are being disseminated, policies approved in a timely manner, and ensuring that all police officers are aware of the new regulations once approved.



The Police Commissioner is prioritising the development of frontline supervisors and emerging leaders within Tonga Police. This is an area where the TPDP could provide some targeted support through a considered approach developed collaboratively with the Tonga Police Executive. Current capacity building and mentoring approaches will need to be more fully developed and possibly funding realigned (for example, some funding for off-shore leadership programmes could be realigned to support mentoring approaches in Tonga).

The TPDP reporting¹⁵ notes a past reluctance for the programme to fund areas such as hiring of subject matter experts to complete high level tasks such as policy writing. This should be reconsidered as part of the overall strategic direction setting regarding the focus on organisational development for the remainder of TPDP Phase 2.

Effectiveness of stakeholder relationships

The TPDP, while focusing on improvements in policing, sits within the broader sectors of justice and law in Tonga and is expected to both support and be supported by developments in these areas. Close working relationships exist between the Ministry of Police and Ministry of Justice and the Crown Law Department, including support provided by staff from the Crown Law Department for the training of police prosecutors. The evaluation team also heard from civil society service providers that working relationships with Tonga Police have improved in the past few years.

Much of the planning, implementation and reporting around the TPDP activities happens in silos, with the evaluation team finding little evidence of coordinated *decision-making* between the main TPDP stakeholders (Tonga Police, AFP, MFAT, NZP). There is an opportunity as the TPDP moves away from its focus on infrastructure to bring together the main stakeholders (Tonga Police, AFP, MFAT, NZP) to make joint decisions about the remaining activities under the TPDP Phase 2. A suggested way forward for joint planning and decision-making is included in Chapter 7 Recommendations.

Communication from the TPDP to a broader range of police officers about *how* and *why* the TPDP is supporting change within Tonga Police would improve the (already strong) effectiveness of relationships between the TPDP personnel and police officers.

On-going challenges affecting implementation

The evaluation team heard of many challenges in affecting change within Tonga Police. These are the key challenges that were most commonly discussed include:

- Low levels of community 'trust' in police, particularly from young people
- Police officers not feeling confident in their decision-making (the reason most cited was not being aware of the draft Police Regulations and recent policy changes)
- While committed to introducing a new performance management system (for non-Executive level police officers¹⁶), the Tonga Police will likely make slow progress in this regard in the near future as their system will be linked to broader Tonga public service performance management developments. This is a critical part of the organisational development aspirations of Tonga Police, and fully bedding down

¹⁵ NZP TPDP Six Monthly Report TPDP (July - December 2014)

¹⁶ A performance management system is already in place for the Tonga Police Executive.



many of the changes gained will not occur until a *functional* performance management system is in place.

- Effective delivery of training and refresher courses across all Police Districts that ensures all police officers meet a consistent standard of core skills and competencies (inequitable distribution of training resources was cited by many as an on-going challenge to the professional development of all police officers).
- Justice sector stakeholders discussed the challenges to their work caused by core deficiencies in basic policing skills: for example, offender identification, forensics, presentation of exhibits in court.

It became apparent during consultations that not all relevant stakeholders (particularly within police) were aware of the strategies and approaches employed by the TPDP. One example of this is TPDP's support for SAR capability. The TPDP documentation demonstrates excellent practice in regards to applying learning from other contexts and designing and implementing a functional SAR capability with sustainability considerations at its core. However, stakeholder interviews revealed there is not common understanding across key Tonga Police officers about the strategies the TPDP is pursuing for the long-term sustainability of the SAR capability. The TPDP needs to consider how to better communicate within Police (also externally) what the programme is doing and why. This is as important for capacity building as it is for sustainability.

Findings:

Several significant infrastructure investments have been completed by the TPDP, including refurbished and new police stations, police housing, and boats. Police officers reported improved infrastructure and equipment as having a positive impact on the efficiency of their work.

There is emerging evidence of improvements in police and community engagement. Community policing remains a highly relevant area of focus for the TPDP. In particular consolidating gains made with the Community Patrol Volunteer programme, and encouraging an increased focus on engaging with young people (particularly young men).

Self-reporting of police highlighted the focus on training leading to improved skills and improved confidence. However the absence of assessments of TPDP training and attachments limits the ability to make judgements about their effectiveness. The focus now for training should be on building core skills of all police officers, refresher training, mentoring in specialist areas, and following up training and mentoring support with supervision and assessment to ensure that gains are not lost.

Leadership and organisational development continues to be a challenging area for the TPDP. Progress has been made in areas such as drafting policies, assisting with new structures (including a robust Professional Standards Unit), merit-based selection of policer officers for training opportunities and advising on the introduction of the performance management system. However, the TPDP is only able to influence leadership and organisational development if clear direction setting and timely decision-making is provided by the Tonga Police Executive, and Tonga Police at all levels are receptive to change.



Recommendations:

2. TPDP planning for the 2016-2017 cycle include setting out with Tonga Police both its infrastructure and equipment priorities and identify where TPDP will contribute to those priorities for the remainder of Phase 2.
3. The TPDP work closely with Tongatapu-based District Commanders to ensure their police officers view engaging with community policing systems and procedures as a core function of their work.
4. The TPDP works with the Prevention Group and District Commanders to expand on prevention work, particularly with youth and schools.
5. The TPDP expand its current capacity building approaches, including mentoring, to better meet Tonga Police's focus on leadership and organisational development.
6. The TPDP address deficiencies in training-related assessment by:
 - o capturing information regarding all training/attachments it has funded under Phase 2 (Appendix Six can be used as a basis for this) and include in the TPDP Annual Reports.
 - o undertaking an internal review/assessment of training and attachments provided thus far under TPDP Phase 2 to ascertain their effectiveness.
 - o PTC staff undertaking follow-up assessments for all future training, with TPDP assisting with this analysis of the training assessments and including the analysis in TPDP Annual Reports.
 - o considering recommendations from the KAP survey regarding training (further detail on these is included in Chapter 7 Recommendations).

4.3 EFFICIENCY

Value for money

Value for money can be defined as "achieving the best possible development outcomes over the life of an activity relative to the total cost of managing and resourcing that activity and ensuring that resources are used effectively, economically, and without waste" (MFAT 2011, p. 1). The evaluation team considered value for money from a programme logic analysis perspective¹⁷. The important aspect being that decision-making around budgetary allocations is based on a strong understanding of progress towards results and which outputs are *most* in need of funding in order to reach the intended outcomes.

The evaluation team found that decision-making around budgetary allocations for TPDP activities has been driven by two factors: (i) alignment with the four focus areas in design; and (ii) a perception that the performance of the TPDP programme will be judged against its rate of expenditure. The team heard examples of how this second driver ('spending imperative') has at times resulted in "what's easy to do at the expense of what should be done", for example, spending on some equipment.

If decision-making is not systematically occurring in a way that allows for prioritisation (based on understanding of progress towards results) value for money will be hard to

¹⁷ A programme logic analysis "assesses the internal logic of the programme and the fit between outcomes, outputs, inputs and budget" (MFAT 2011, p. 5).



demonstrate. While these examples were not related to substantial amounts of funding, it nevertheless gives stakeholders reason to question the value of support provided by the TPDP. This is a practice that can be easily avoided in future with all the main TPDP stakeholders ensuring they are not delivering messages that could be interpreted as the TPDP having a 'spending imperative'. The existing Trust Fund arrangement could easily support a multi-year expenditure approach (as unused funds remain in the account at the end of a financial year). The TPDP is encouraged to take a multi-year approach to allocating the remainder of its committed funding across the output areas for Phase 2.

The principle of value for money when procuring goods or services does not necessarily mean selecting the lowest price, but rather the best possible outcome for the total cost of ownership (or whole-of-life cost). This principle is encapsulated in the Tonga *Public Procurement Regulations 2015*. The evaluation team received confirmation from the Central Procurement Unit that this is the approach taken for procurements they undertake on behalf of the TPDP¹⁸.

Efficiency of management arrangements

TPDP is described in all the documentation as a tripartite arrangement between three governments. In effect there are four parties in the partnership: Australian Federal Police, New Zealand Ministry of Foreign Affairs and Trade, New Zealand Police and Tonga Police. Conversations with each of these entities points to a high level of respect, willingness to communicate, and genuine commitment to the partnership. What is not clear however is whether each partner understands and/or agrees upon the level of accountability each has towards the other partners. Throughout the consultations the evaluation team heard comments that strongly indicated that certain parties understood themselves to be accountable/not accountable for particular aspects of the TPDP's performance. These accountabilities are not explicitly dealt with in the design. Rather, they are nuanced interpretations that have developed over the course of implementation and it is a matter of both judgement by each party and agreement among them, as to how these accountabilities play out in practice.

The following are examples of questions that cannot be easily answered due to unclear accountabilities: Who is responsible for reporting on the overall achievements of TPDP? Who directs the work plans of the individual TPDP advisers¹⁹? Is there a single programme entity that is the TPDP, or is it a nomenclature for a multi-partite implementation arrangement? What are reasonable expectations for contributions (direction setting and human resources) from the Tonga Police?

¹⁸ All procurements over TOP 7,500 are administered by the Central Procurement Unit at the Ministry of Finance and National Planning.

¹⁹ While neither the current nor former Police Commissioner described the TPDP in such terms, others interviewed did describe the purpose of the TPDP as providing operational support to the Police Commissioner. While on face value this statement does not seem at odds with the overall purpose of TPDP, it assumes that in practice the Police Commissioner is giving direction to the work plans of the advisers. This is not the case – both the AFP and NZP advisers take directions from and report to their home agency.



While there remains ambiguity around the TPDP parties' respective accountabilities, the management arrangements cannot be considered to be as efficient as they could be.

Improving efficiency and implementation arrangements

To achieve its outcomes, the TPDP needs consistent monitoring and reporting, and to find ways to progress complex organisational change. The most efficient way of achieving this is through *integrated planning and reporting processes*. Integrated planning between Tonga Police and the TPDP donors/implementers (MFAT, NZP, AFP) is key to achieving greater clarity on strategic priorities for TPDP, roles of Advisers, and ultimately ensuring greater value for money by aligning activities (training, attachments, STA inputs) across the four TPDP core areas to the Tonga Police corporate plan.

In addition, the Programme Management Committee meeting needs to occur every six months as per the TPDP design, work off a consistent agenda and provide the level of governance oversight set out in its Terms of Reference.

The current level of resourcing within the TPDP does not appear sufficient to fulfil key implementation and performance reporting requirements. In addition to the long-term AFP and NZP personnel, the TPDP employs one full-time staff member, who is currently undertaking a range of financial management, co-ordination and administrative tasks. No Tonga Police officers are currently assigned to full-time roles with the TPDP team. The original intention was for at least 3 positions within the TPDP to be filled by Tonga Police officers. The TPDP partners need to urgently discuss and agree on the level of human resources that will be afforded to the TPDP during the remainder of Phase 2. If Tonga Police is unable to release officers to be part of the TPDP, then other arrangements (such as STAs or support from AFP/NZP head office) should be pursued in order for key planning, monitoring and reporting tasks to be fulfilled.

With the AFP contingent decreasing by one member as of September 2016, there is an opportunity for the TPDP in its 2016-2017 planning cycle to re-confirm the purpose/role of each of the long-term adviser positions to ensure that the core capability building needs of Tonga Police are being covered by the remaining advisers. This should include specific consideration of how each adviser will mentor and focus on skills transfer for the relevant TPDP project managers who are the points of contact for implementation of TPDP's sub-projects under each output.

Findings:

Decisions regarding TPDP expenditure appear to be driven by two factors (i) alignment with the four focus areas in design; and (ii) a perception that the performance of the TPDP programme will be judged against its rate of expenditure. Greater value-for-money will be demonstrable if the second factor is disregarded.

Value-for-money principles are applied to TPDP procurements administered by the Central Procurement Authority.

In order to more efficiently achieve the TPDP outcomes, the TPDP partners need to align their planning processes, and consistently monitor and report on the programme's achievements. All TPDP partners need to fully participate in more regularly Programme Management Committee meetings.

Recommendations:



7. The TPDP produce an annual report (as outlined in the design document) which includes an assessment of progress against the TPDP outputs (supported by qualitative and quantitative data), documents lessons learned, discusses challenges and reports on expenditure.
8. The TPDP re-confirm the purpose/role of each of the long-term adviser positions to ensure that core capability building needs of Tonga Police are being covered. This should include specific consideration of how each adviser will mentor and focus on skills transfer for the relevant TPDP project managers.
9. Representatives from Tonga Police Executive continue to have input into selection of all long-term TPDP advisers. Depending on the circumstances for each implementing agency this input could be limited to commenting on selection criteria for TPDP advisers, or as wide as full participation in a selection committee.

4.4 GENDER EQUALITY AND HUMAN RIGHTS

Gender equality and women’s empowerment seek to increase the opportunities for men and women to have access to the same, “rights, status, opportunities and resources to realise their potential and contribute to political, economic, social and cultural development, and to benefit equally from the results”²⁰. The TPDP Phase 2 does not have specific gender equality outcomes or indicators, however it does seek to work towards improved gender equality through increasing participation by women in Tonga Police, and through the implementation and enforcement of laws which seek to reduce criminal offending against women; specifically in the area of domestic violence via the Tonga Family Protection Act 2013.

As state human rights “duty bearers” , police services play a primary and critical role in the protection and fulfilment of fundamental rights. The TPDP Phase 2 seeks to ensure that police are equipped and sufficiently skilled to fulfil their functions in meeting Tonga’s human rights obligations. As with gender equality and women’s empowerment, TPDP Phase 2 does not have specific human rights targets or indicators in its design. The design sets out expectations for the TPDP to address infrastructural issues which could contribute to inadequate regard for human rights (for example, lack of appropriate community access to police stations, lack of privacy for interviewing victims, substandard custodial facilities and substandard working conditions for some staff). There is also a focus on improving police skills, capacity and engagement with the community which implicitly includes improving police knowledge, attitudes and behaviours and capacity to protect and fulfil human rights. Improvements would then in turn work towards building and ensuring the trust of the public that the police are both capable of, and committed to, their role in protecting and fulfilling fundamental human rights.

Police officers interviewed for the evaluation were well aware of the need to comply with human rights standards, for example during arrest processes. There was a good deal of discussion about recent training regarding the proper use of handcuffs as well as the use of “reasonable” force when handling arrests. The police were also very well aware of the new domestic violence legislation, the Tonga Family Protection Act, and could describe its

²⁰ MFAT (2012). *Gender Analysis Guideline*, p.5



purpose. This indicates good awareness and understanding of the human rights and gender concepts behind recent changes in police processes and duties.

Achievement of human rights and gender outcomes

The TPDP targeted interventions relating to gender and human rights include supporting responses to domestic violence, training on domestic violence, inclusion of information on basic human rights, gender and domestic violence in the Diploma of Policing for new recruits, and specific training on use of handcuffs and appropriate use of force. The TPDP Results Measurement Table does not include specific human rights and gender outcomes and indicators with the exception of improved police responses to calls for assistance, and to handling domestic violence cases. With the current information being captured by TPDP and Tonga Police, it should be possible for the TPDP to track the following:

- improvement in responses to DV (% increase in police responses, improved public / civil society perceptions on police ability to respond, increase in cases documented, increase in numbers of cases which present in court).
- increase in women’s participation in the police force as employed officers, including women’s role and status within the force, and voice and agency (% of overall women in the Tonga Police Force, % of women police officers in decision making roles, and % of women police officers in each area of policing: administrative, training, stations, prevention unit, search and rescue etc); and
- community perceptions of police as “duty bearers” of human rights (as captured in the community perception surveys through questions regarding trust in police, and capacity of police to handle a range of situations professionally; changes in knowledge, attitudes and practices related to human right in a follow-up to the 2015 KAP baseline survey).

The evaluation team offer the following observations based on interviews, focus groups discussions and findings from the CPS and KAP surveys.

Improved Responses to Domestic Violence

Across May and June 2014 the TPDP supported the rollout of the Family Protection Act training package which had been designed by a joint agency team involving Tonga Police, the Ministry of Health, the Ministry of Information, as well as Tongan Crisis Centres and advocacy groups. TPDP, with information resources provided by the Pacific Prevention of Domestic Violence Programme, assisted Tonga Police’s participation in the joint agency team. The training package was delivered to 161 police officers (27 women, 134 men) across all six Police Districts²¹.

Most officers participating in the focus group discussion stated they had received training and understood the new Family Protection Act. A small number of officers (~3) stated that they felt that the police should not interfere in domestic affairs and that the new law “is bad” and against Tongan culture. These beliefs may be more widely held, however it is encouraging that these views were only expressed by a minority of police officers interviewed.

²¹ Details of the training are shown in Appendix Six.



The new Prevention Group which consists of Community Policing Unit, Victim Support and the Domestic Violence Unit, includes two female police officers dedicated to working with two civil society organisations that provide services and shelter to victims and survivors of domestic violence. This arrangement indicates both good relationships with civil society organisations working in sexual and gender based violence, as well as a solid cooperation model between police and service providers that is, by international standards, quite progressive. The response from civil society was very positive to the commitment from Tonga Police to implementing the new legislation. On-the-job mentoring from TPDP advisers to members of the Prevention Group was noted as increasing their capacity to participate in inter-agency case management meetings. It is however unclear how many DV calls are handled by police stations, and whether their response to DV has improved.

The TPDP's support to the rollout of a domestic violence/victim management training package²² as well as the draft policy on the use of Police Safety Orders are viewed as positive steps to build on assistance provided thus far. The introduction of a weekly reporting tool to capture the number of incidences of domestic violence and other offending will be a useful underpinning for a stronger monitoring system within Tonga Police. If successfully implemented it will also provide the Prevention Group with important information for targeted interventions with communities.

Women's status within Tonga Police.

Tonga Police has a high number of sworn female police officers. Out of a total of 419 officers, there are 102 female officers (24%). Many women are serving in senior roles, including two Deputy Commissioners.

Table 2 Rank of female officers

Rank	Number
Commissioned officers	11
Sergeants	13
Constables	66
Administrative roles	12
TOTAL	102

The 2014 new recruit training programme had a gender equity objective, resulting in equal numbers of men and women being accepted into the training programme. While there are female officers represented within most police units, with the exception of Search and Rescue, women are over-represented in non-active duty areas including management, administration and training. The focus moving forward should be on integrating female police officers equally across all work areas. This evaluation was unable to determine whether women considered non-active roles more appropriate for them, or whether they considered these roles as the only ones available to them. Anecdotally, and through the questionnaires and focus group discussions, many of the female police officers were vocal, active in their roles, and have ambition to move up in the force. However, equally there

²² This training package has been developed as an interim measure to assist staff identify a Domestic Violence Incident and understand their responsibilities once identified



were views expressed that female police officers did not have “the skills or strength” to handle difficult situations.

Tonga Police has an impressive, active Tonga Police Women’s Advisory Network (TPWAN) which has a “direct line” to the Executive via its senior members. The TPWAN holds an annual conference which discusses projects and the concerns of female police officers, and makes recommendations to the management and to the annual police conference.

Community perceptions

In general, the community perception of the police has improved and this was evident in the recent community perception survey of 2015. However, young people were less likely to trust the police. Furthermore, fewer people felt they would specifically request the intervention of a female police officer, and a greater number stated that they would actually prefer to have a male police officer respond. This was a change from the community perceptions survey undertaken in 2013 and while the percentages are not great, they still highlight a change in perceptions which favour male police officers over female police officers. The reasons for the changes in public perception are not clear and may be as a result of multiple factors, including some of the following: the increased visibility of women police officers, an increase in perception that only male police officers are able to address potentially violent situations, and the cultural discomfort with sending women into potentially harmful situations.

In meeting with the Community Policing Volunteers (CPVs), there was a stated increase in positive relationships with police including an increase in working together with police, and in police cooperation. This finding was verified through the police questionnaires and focus group discussions with police officers where it was frequently cited that improved community relations was something police officers were proud of and were a notable achievement over the last three years.

The CPVs were aware that they were not allowed to “handle individuals in their communities, like they did in the old days”, however it was clear that they struggled with that change. Many of the CPVs expressed that they would like to be able to make citizen’s arrests, hold “trouble makers” and handle matters themselves. While it reasonable to assume that this still happens, it should be emphasised that the CPVs spoken to during this evaluation clearly understood the new parameters of their role. Based on their feedback, it is reasonable to assume this is as a result of training received.

Civil society members largely felt that Tonga Police has made progress in the areas of human rights and gender equality. They were supportive and appreciative of police commitment to addressing domestic violence, and to improved policies and processes including appropriate use of force during arrest procedures. However, they also noted that the police need to do more, and that those police officers that do not comply with new rules, should be removed. At the same time, they expressed sympathy for the police in carrying out their functions. One civil society member stated that, “we know the police simply don’t have the equipment or training to handle difficult situations like arresting violent or drunk people – and because they don’t know how to handle the situations, they now, thankfully don’t beat them up, but they just stand by and let the situation continue. So the police need to be equipped and trained better”.



Addressing gender equality and human rights in future

Over the next two years, there should be a focus on consolidation of gains made which will include the following:

- targeted support to female officers in undertaking their duties through further training, including in areas that are non-administrative and are viewed as “core policing” such as criminal investigations, responding to calls / general “active duty” functions and forensics;
- further training – from a range of providers, including civil society, on key gender issues not limited to domestic violence. Understanding of gender equality principles through further training and exposure would benefit the entire police force, and should be integrated into a range of training opportunities.
- improved documentation and monitoring of good practices currently being implemented, including the current model of working with and through service provision non-government organisations in implementing the Family Protection Act.
- development and implementation of systems to monitor and report on the degree to which female officers are provided with the same opportunities and role responsibilities as male officers.
- as part of the support to the performance management system, ensuring that gender equity is considered in all performance appraisals.

The TPDP Phase 2 design recommends Tonga Police capture in more detail the work which is being undertaken to support gender equity within the Police. It also recommends setting goals for embedding gender-inclusive policies and practices through the TPDP by way of:

- Clear links to one or more of the programme outcomes
- Activities identified within the outputs
- Defined indicators and data sets for measurement
- Activities linked to gender which reach a range of Tonga Police staff (not just women) and which address attitudes and behaviour”.²³

These recommendations remain relevant. The TPDP Results Measurement Table (RMT) has no specific gender or human rights targets or indicators. Response to and handling of domestic violence is present within baseline data, under short term outcomes on general improved policing and improved community engagement at all levels, however the current RMT lacks specific targets and indicators for improved gender equality and women’s empowerment and human rights outcomes. Appendix Seven includes a list of indicators that could be considered for inclusion in the RMT.

Findings:

Overall, the evaluation found that the Tonga Police has positively and proactively responded to public perceptions of their attitudes, behaviour and capacity to address some key human rights concerns. In addition, Tonga Police has been receptive to gender equality and empowerment related initiatives.

²³ ADD, p. 49.



The TPDP's focus on improving police responses to domestic violence is beginning to effect change and should be continued as a key objective for the remainder of TPDP Phase 2.

4.5 SUSTAINABILITY

This section explores the factors that are enhancing and constraining sustainability (i.e. the durability of benefits and changes derived from the TPDP support).

Innovative and good practice approaches to enhance sustainability

The evaluation team heard examples of innovative approaches the TPDP is using to address sustainability – particularly around recurrent costs. For example, the TPDP is helping Tonga Police enter into a Memorandum of Understanding (MoU) with the Ministry of Health and the Asian Development Bank for joint use of the police vessel in Ha'apai. The evaluation team were advised the financial benefits from this MoU would be sufficient to fund the on-going maintenance and operational costs for all three vessels. Another innovative approach is negotiating the retention of cost-savings expected to be derived from the installation of a solar panel system (Box 3). While it is too early to tell if these approaches will work (as they are currently being progressed) they serve as examples of the way in which the TPDP considers ways to enhance sustainability.

Box 3 Installation of solar panel system

While primarily an infrastructure contribution, the intended benefits from the solar panel system are related to increasing Tonga Police's operational budget. During the 2014/2015 financial year Tonga Police expended approximately 15 per cent of its operational budget on power²⁴. The TPDP intends to minimize Tonga Police recurrent power costs through access to sustainable and reliable solar energy. The evaluation team was informed that verbal assurances have been provided by the Ministry of Finance and National Planning that the cost savings derived from the solar panels will remain available to them to redistribute across their budget.

It is intended that a component of the power savings will be allocated for on-going maintenance as well as a staggered replacement program for the solar panels and components.

Both AFP and NZP reporting include information about measures that *will be* undertaken to enhance sustainability. There would be great value in the reporting also commenting on the success, or otherwise, of specific measures that *have been* undertaken by TPDP to enhance sustainability. For example, by the end of 2016 TPDP reporting could comment on questions such as: Is the training of trainers model an enduring approach? How successful has the localisation of training been? Have the policies, procedures and training two members of the Tonga police to gain accreditation on the use and upkeep of the CCTV system resulted in the continual operation of the system? What level of cost saving was achieved through the solar panel installations and how were those savings allocated in Tonga Police's operational

²⁴ TOP 184,669.66. AFP, IDG Mission Performance Report, January – June 2015.



budget? Are the arrangements²⁵ that TPDP put in place for SAR governance and management being used?

Constraints

It is not clear what the effects will be of a cabinet policy decision to review governance and technical aspects of the *Tonga Police Act 2010*. The evaluation team was informed that draft legislation has been proposed and consultations with Tonga Police and policy makers will likely occur in the coming months. Many stakeholders commented to the evaluation team that the ability of the Police Commissioner to have full accountability and autonomy for operational decision-making has been necessary for affecting significant changes in the Tonga Police and will continue to be so.

Stakeholders inside and outside police remarked on internal tensions within the police force with regards to recruitment and promotion. There was a sentiment that the TPDP needs to “build morale not just buildings” and that the impact of the programme will be diminished if it does not do this. It is important for stakeholders, particularly non-police stakeholders to be aware that the TPDP alone cannot bring about changes in morale. Some of the morale issues discussed with the evaluation team centred around low levels of salary, which have been well documented as an on-going issue for morale and performance in Tonga Police.

Equipment and infrastructure management and maintenance is both a financial sustainability and a performance management issue. Once equipment is procured and infrastructure completed is it handed over to Tonga Police and entered into the Government of Tonga central asset register²⁶. The TPDP reports any related current costs are supposed to be included in the Tonga Police budget, however the evaluation team was unable to verify the extent to which this is occurring. During the focus group discussions many police officers remarked the maintenance, care and use of infrastructure/equipment for its intended purpose is about police officers having the right attitude. This sentiment was iterated by the Tonga Police Executive. Further consideration of how to encourage and reward the right attitude is warranted, as well as repercussions for wilful mismanagement of assets.

Future opportunities to enhance sustainability

The TPDP has demonstrated strong consideration of sustainability throughout its various activities. The following are some suggestions for enhancing existing efforts:

- Integrated, joint planning to ensure all TPDP inputs are aligned to support priority needs of Tonga Police.
- Better communication from TPDP to a broad audience within Tonga Police to ensure all stakeholders clearly understand expectations and arrangements for utilising and maintaining infrastructure and equipment.
- TPDP Reporting to comment on the success, or otherwise, of specific measures undertaken by TPDP to enhance sustainability
- An assessment of the extent to which expected recurrent costs have been incorporated in the Tonga Police budget

²⁵ i.e. the Vessel Management System; Safety Management System; and Standard Operating Procedures as well as the various operational templates that were introduced.

²⁶ The TPDP does not hold a separate electronic register.



5 Evaluation Conclusions

5.1 MAIN CONCLUSIONS

The Tonga Police Development Programme has provided valuable assistance to Tonga Police during a period of significant change. The trilateral arrangement has served as a useful modus operandi for Australia and New Zealand to support Tonga in their shared objectives for a more professional police service that has the trust and confidence of the Tongan people.

The contributions of TPDP have been relevant, targeted and much appreciated by Tonga Police and others in Tonga. A strong focus on infrastructure has resulted in new and upgraded facilities as well as equipment to support more efficient and effective policing.

Steady, focused support to community policing initiatives and training new and existing police officers is contributing to enhanced engagement with communities, improved policing skills and a sense among police officers that they are proud of the work they do in law enforcement.

Australia and New Zealand's commitments to this current phase of the TPDP will finish in 2017 and 2018 respectively. All stakeholders in Tonga consulted during this evaluation sent a strong message that the focus for the remainder of this current phase of the TPDP should shift from infrastructure to enhancing leadership capability, organisational development and building core policing skills and systems.

After eight years of successful working relationships and building high levels of mutual respect, it is an opportune time for the partners in the TPDP to come together and agree on the best approaches for building on the momentum created for organisational change and improvements in policing in Tonga.

5.2 FUTURE SUPPORT

Key changes to support models

The feedback from stakeholders that the future priority of TPDP should be on leadership, organisational development and building core policing skills and systems will have implications for the TPDP's current support models. In particular there will need to be stronger emphasis on capacity-building for organisational change, leadership development and mentoring. This will require structured, thoughtful plans and strategies to be developed and reported against in order to track gains and monitor progress.

The evaluation found that while the overall governance structure of the TPDP is sound and meets stakeholders needs, there are some management practices which require revision, notably:

- Linking TPDP activity planning and reporting to Corporate planning and reporting cycles
- Agreeing roles and functions of TPDP advisers and how capacity building for Tonga Police project managers will be targeted
- Consolidating reporting – an annual report that documents key outputs, lessons learned and management responses is needed



More minor changes are required to strengthen the management of training support to ensure training gains are not lost:

- Building on foundation training, focusing on refreshing training, mentoring in specialist areas
- Following up training with supervision
- Regular assessments of training and reporting training achievements on an annual basis



6 Lessons Learned

6.1 DESIGN LESSONS

The evaluation finds that key elements of the design have not been implemented and this has had an impact on the effective and efficient implementation of the TPDP. These 'missing elements' include:

- Integrated planning for work priorities
- Adequate levels of resourcing from Tonga Police
- Results monitoring and reporting
- Monitoring and evaluation of training assistance

The evaluation concludes that the intent, focus and strategic purpose of the design still remain relevant. There is still significant progress to be made towards the long-term goals and the design continues to set out an appropriate pathway for the achievement of the goals. Tonga Police and the TPDP will however need to prioritise addressing the key elements listed above.

6.2 MANAGEMENT ARRANGEMENTS

As a trilateral arrangement the ultimate accountability for the performance of TPDP is vague - key management arrangements are not being adhered to with little consequence. While on one hand this could be seen as an indication of the relevance and appropriateness of evolving management arrangements, from an aid transparency and accountability perspective it is of concern. At a minimum the TPDP should produce an annual report (available to Tonga Police) that accounts for the funding spent and outputs achieved.

6.3 RESULTS FRAMEWORK

The TPDP Phase 2 design document includes a results framework (inclusive of a diagram and a Results Measurement Table) that was intended to provide a basis for reporting by TPDP implementing partners (NZP and AFP). The indicators in the Results Measurement Table were developed by the Phase 2 design team based on existing police crime statistics and records, previous Community Perception Surveys and police KAP surveys. The evaluation team notes however that while the data may be available, analysis of that data does not appear to be occurring in a collective manner between Tonga Police and the TPDP. The annual TPDP report, as described in the design document, is the mechanism through which the TPDP and Tonga Police ought to be able to analyse data and report against the agreed indicators.

The evaluation undertook an assessment of the utility and quality of the Results Framework and found that:

Utility

- The Results Framework is infrequently referred to by Tonga Police, AFP and NZP in their routine reporting and has never been discussed at key programme management meetings.



- The absence of an annual report by TPDP means there is no consolidated reporting on progress towards short, medium and long-term outcomes. NZP report against the results measurement table as part of the conditions of their Grant Funding Agreement with MFAT. This reporting is primarily at the output level. Key data related to outcomes has not been included in the past (though it is available). AFP do not report against the same RMT as NZP in their mission deployment reports.
- The long-term outcomes in the results diagram were taken from the Tonga Police corporate plan. In theory, this should have led to integrated reporting from TPDP to Tonga Police. This has not been the case.

Quality

- The baseline data included in the Results Measurement Table has been primarily taken from Police statistics and records and previous Community Perception Surveys.
- There is a clear logic between the outputs and outcomes, however crosscutting issues (gender equality and human rights) are absent at the output and outcome level.
- The RMT has no specific gender or human rights targets or indicators. Response to and handling of domestic violence is present within baseline data, under short term outcomes on general improved policing and improved community engagement at all levels, however the current RMT lacks specific targets and indicators for improved gender equality and women's empowerment and human rights outcomes.
- Results data reported by NZP is not sex-disaggregated.

It is recommended all TPDP partners participate in an integrated planning session for the 2016-2017 cycle. The purpose of the planning session is primarily to ensure priority setting, and implementation and monitoring arrangements are coordinated and agreed across the four TPDP partners. A key outcome of the planning session is a single agreed work plan for the remainder of TPDP Phase 2.

It is recommended that arrangements for updating the Results Framework be discussed and agreed with the TPDP partners during this time. A key consideration for updating the Results Framework is ensuring its alignment with the new Tonga Police Corporate Plan.



7 Recommendations

The evaluation team recommends a number of actions to strengthen the implementation and management of the TPDP. Where applicable the following recommendations draw on the findings and recommendations from the 2105 KAP survey and the 2015 CPS report, as well as this evaluation.

Relevance, effectiveness, efficiency

1. All TPDP partners participate in an integrated planning session for the 2016-2017 cycle. The purpose of the planning session is primarily to ensure priority setting, and implementation and monitoring arrangements are coordinated and agreed across the four TPDP partners. It is important for AFP, NZP, MFAT and Tonga Police to jointly agree what the priority areas are and come up with a common work plan. There will require a different approach to past experiences. Given the time remaining for Phase 2 it is recommended the planning session map out strategies and funding commitments for the TPDP priorities through to the end of Phase 2 (end 2018 for New Zealand funding, mid-2017 for Australian funding). A key outcome of the planning session is a single agreed work plan for the remainder of TPDP Phase 2 which links activities to the Tonga Police corporate plan and outlines all TPDP contributions (LTA, STA, training, attachments, etc.). The planning session should also discuss and agree arrangements for updating the Results Framework for the TPDP.

Effectiveness

2. TPDP planning for the 2016-2017 cycle include setting out with Tonga Police both its infrastructure and equipment priorities and identify where TPDP will contribute to those priorities for the remainder of Phase 2.
3. The TPDP work closely with Tongatapu-based District Commanders to ensure their police officers view engaging with community policing systems and procedures as a core function of their work.
4. The TPDP works with the Prevention Group and District Commanders to expand on prevention work, particularly with youth and schools.
5. The TPDP expand its current capacity building approaches, including mentoring, to better meet Tonga Police's focus on leadership and organisational development.
6. The TPDP address deficiencies in training-related assessment by:
 - capturing information regarding all training/attachments it has funded under Phase 2 (Appendix Six can be used as a basis for this) and include in the TPDP Annual Reports.
 - undertaking an internal review/assessment of training and attachments provided thus far under TPDP Phase 2 to ascertain their effectiveness.
 - PTC staff undertaking follow-up assessments for all future training, with TPDP assisting with this analysis of the training assessments and including the analysis in TPDP Annual Reports.
 - considering recommendations from the KAP survey regarding training (further detail on these is included in Chapter 7 Recommendations).

Efficiency



7. The TPDP produce an annual report (as outlined in the design document) which includes an assessment of progress against the TPDP outputs (supported by qualitative and quantitative data), documents lessons learned, discusses challenges and reports on expenditure.
8. The TPDP re-confirm the purpose/role of each of the long-term adviser positions to ensure that core capability building needs of Tonga Police are being covered. This should include specific consideration of how each adviser will mentor and focus on skills transfer for the relevant TPDP project managers.
9. Representatives from Tonga Police Executive continue to have input into selection of all long-term TPDP advisers. Depending on the circumstances for each implementing agency this input could be limited to commenting on selection criteria for TPDP advisers, or as wide as full participation in a selection committee.

Gender equality

10. Over the next two years, there should be a focus on consolidation of gender equality gains made which will require TPDP to support:
 - targeted support to female officers in undertaking their duties through further training, including in areas that are non-administrative and are viewed as “core policing” such as criminal investigations, responding to calls, general “active duty” functions and forensics;
 - further training – from a range of providers, including civil society, on key gender issues not limited to domestic violence. Understanding of gender equality principles through further training and exposure would benefit the entire police force, and should be integrated into a range of training opportunities.
 - development and implementation of systems to monitor and report on the degree to which female officers are provided with the same opportunities and role responsibilities as male officers.
 - as part of the support to the performance management system, ensuring that gender equity is considered in all performance appraisals.
11. The TPDP address the Phase 2 design recommendations for embedding gender-inclusive policies and practices by way of:
 - Clear links to one or more of the programme outcomes
 - Activities identified within the outputs
 - Defined indicators and data sets for measurement (Appendix Seven includes a list of indicators that could be considered for inclusion in the RMT)
 - Activities linked to gender which reach a range of Tonga Police staff (not just women) and which address attitudes and behaviour.

Sustainability

12. The TPDP has demonstrated strong consideration of sustainability throughout its various activities. The following are some suggestions for enhancing existing efforts:
 - Integrated, joint planning to ensure all TPDP inputs are aligned to support priority needs of Tonga Police.
 - Better communication from TPDP to a broad audience within Tonga Police to ensure all stakeholders clearly understand expectations and arrangements for utilising and maintaining infrastructure and equipment.



- TPDP Reporting to comment on the success, or otherwise, of specific measures undertaken by TPDP to enhance sustainability.
13. An assessment of the extent to which expected recurrent costs have been incorporated in the Tonga Police budget.
 14. The evaluation steering group member convene (remotely) in October 2016 to review progress against these evaluation recommendations. A brief report outlining which recommendations still need to be progressed should be presented to the PMC as part of the November 2016 meeting.



8 Abbreviations

AFP	Australian Federal Police
CPS	Community perceptions of policing survey
CPV	Community patrol volunteer
DFAT	Department of Foreign Affairs and Trade (Australia)
DV	Domestic Violence
KAP	Knowledge, Attitudes and Practices survey
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
NZP	New Zealand Police
SAR	Search and Rescue
TPDP	Tonga Police Development Programme



9 Appendices

APPENDIX ONE: TERMS OF REFERENCE

Background

The **Tonga Police Development Programme (TPDP)** aims to reduce crime and increase public confidence in Tonga Police through professional, legitimate and accountable policing. It came about following the police riots in 2006 when Government of Tonga requested Australia and New Zealand's assistance to undertake an assessment of Tonga Police.

The resulting TPDP is a trilateral partnership between the three governments. It is implemented by Tonga Police, Australian Federal Police (AFP), and New Zealand Police (NZP)²⁷.

Phase 1 of the TPDP commenced in May 2008 and concluded late 2013. This first phase was based upon a series of short and medium-term activities, working towards the goal of '*An effective Tonga Police which has the trust and confidence of the community*'. A mid-term review was undertaken in 2011, commissioned by the New Zealand Ministry of Foreign Affairs and Trade (MFAT)²⁸. The review noted that while progress had been made across a number of these activities the lack of a project design document had limited greater achievement of sustainable results across the programme.

Phase 2 (Q1 2014 to Q4 2018) of the TPDP was designed to provide a better framework upon which to build the achievements of phase 1, and to continue to develop the capabilities and professionalism of the Tonga Police.

The goal of phase 2 is '*Tongan communities are safe and free from the fear of crime*'. Phase 2 comprises four core focus areas aligned with the Tonga Police Corporate Plan, supported through a combination of long-term advisers supplemented by short-term technical assistance and training:

- community engagement at all levels;
- core policing skills and systems (capacity in core policing skills and systems);
- leadership and organisational development (strong leadership and organisational structures and systems); and,
- infrastructure (equipment and materials necessary to support efficient policing).

The TPDP is underpinned by the:

- Memorandum of Arrangements (MOA) between the governments of New Zealand, Australia, and Tonga (October 2013);
- Memorandum of Understanding (MOU) between MFAT and NZP (January 2014);
- Grant Funding Arrangement (GFA) between MFAT and Tonga's Ministry of Police (January 2014);
- Subsidiary Arrangement between the Government of Australia and the Government of Tonga (2015-2016); and,

²⁷ New Zealand's contribution is funded by the Ministry of Foreign Affairs and Trade through the New Zealand Aid Programme. It is implemented by NZP.

²⁸ Joint Assessment Review of the Tonga Police Development Programme 23 May – 6 June 2011.



- Tonga Police Development Programme Phase 2 (2013-2016) Activity Design Document (July 2013).

These documents set out the principles, governance and management arrangements between the partners. These documents will be provided to the successful evaluation team.

Purpose of the evaluation

The evaluation findings and recommendations will be used by Tonga Police, AFP, MFAT, and NZP to identify what is working and what is not in order to **improve** TPDP management and implementation, and achievement of results, for the remaining duration of phase 2.

Evaluation scope

Time period

The evaluation will cover both phases of the TPDP (i.e. Q2 2008 to Q3 2015), to the extent practicable (e.g. no results framework (outcomes, measures, targets) was developed for phase 1, so the evaluation would consider progress against the results framework developed for phase 2).

Recent surveys

This evaluation will specifically take into account the findings and any recommendations from the Knowledge, Attitude and Practice (KAP) survey commissioned by NZP which took place in September 2015 and Community Perception Surveys²⁹, commissioned by AFP.

Geographic location

In-country fieldwork will be undertaken in Tongatapu only.

Key stakeholders

Key stakeholders to be consulted (but not limited to) are:

Tonga

- Tonga Minister for Police
- Tonga Police Commissioner and Deputy Commissioners
- Tonga Minister for Justice and CEO
- Tonga Ministry of Finance and National Planning (MoFNP) – CEO
- Tonga Ministry of Finance and National Planning – Central Procurement Unit
- Head of Aid Agency Unit, MoFNP
- Tonga Solicitor General / Public Prosecutor
- Civil society organisations (National Centre for Women and Children; Women and Children’s Crisis Centre; Civil Society Forum of Tonga)
- NZP and AFP long-term advisers
- Programme Manager TPDP
- New Zealand High Commission (Deputy High Commissioner/Aid Manager; Second Secretary)
- Australian High Commission (First Secretary/DHOM)
- Chief of Defence Staff, His Majesty’s Armed Forces

New Zealand

- NZP Assistant Commissioner (International)

²⁹ The Community Perception Surveys have taken place in 2009, 2011, and 2013.



- International Services Group (ISG), NZP
- Executive Director, Pacific Islands Chiefs of Police (PICP) Secretariat
- Programme Manager, Pacific Prevention of Domestic Violence Programme (PPDVP)
- Ministry of Foreign Affairs and Trade (Tonga Development Manager; PACDEV Deputy Director; Partnerships and Funds Development Manager)

Australia

- AFP National Manager International Operations
- AFP Manager Pacific
- AFP Pacific Police Development Program Regional
- Department of Foreign Affairs and Trade (Tonga/Governance/Law and Justice Section representatives).

Key findings and recommendations from the evaluation will be reported and disseminated to relevant Government of Tonga institutions and other key stakeholders, and MFAT, NZP, and AFP stakeholders.

Evaluation criteria, objectives and questions

Criteria being assessed

The key Development Assistance Committee (DAC) criteria that will be assessed in this evaluation are relevance, effectiveness, efficiency (including value for money), and sustainability.

The cross-cutting themes of gender equality and women's empowerment and human rights will also be considered.

Objectives and evaluation questions

The objectives of the evaluation are:

Objective 1 - Relevance: To assess the ongoing relevance of the TPDP to the needs and priorities of Tonga.

1.1 To what degree do the activities of TPDP remain relevant to communities and other key stakeholder groups³⁰ needs, interests and priorities?

Objective 2 - Effectiveness: To consider the intended results (outputs and outcomes), and associated modalities/approaches to delivery.

2.1 To what extent has the TPDP delivered on the intended outputs, and the short- and medium-term outcomes³¹?

2.2 What factors have affected the achievement, or otherwise, of the intended results?

2.3 What are the on-going challenges affecting implementation? How should these be addressed?

³⁰ For example, National Centre for Women and Children, Women and Children's Crisis Centre; Government of Tonga (e.g. Tonga Police, Ministry of Police, Ministry of Finance and National Planning, Ministry of Justice); donors.

³¹ To note that there is a results framework for phase 2, but phase 1 did not have a results framework.



2.4 What (if any) are the unintended effects of TPDP (either positive or negative)?

2.5 Have the models, strategies and approaches adopted been appropriate? Which are the most successful, and which are not so successful? How could the approach be modified to reflect the evolving nature of the TPDP, and development and foreign policy priorities of the Tonga, Australia and New Zealand governments?

2.6 Are the relationships and arrangements between key stakeholders (Tonga Police, MFAT (Wellington and Post), NZP (Wellington and in-country), AFP (Canberra and in-country) and other sector actors working well? Why/why not? What can be done better? Has the TPDP been well coordinated?

Objective 3 - Efficiency: *To identify the extent to which the TPDP interventions have been efficient.*

3.1 *To what extent have the arrangements, roles and relationships between Tonga Police, MFAT, NZP, AFP, and other sector actors been efficient and provided value for money/added value?*

3.2 *Has there been value for money in terms of delivering outcomes, using the optimal allocation of resources?*

3.3 *What could be done differently to improve current implementation?*

3.4 *Are there ways that the TPDP could be delivered more efficiently?*

Objective 4 – Cross-cutting themes: *To determine the extent to which the TPDP has appropriately addressed gender and human rights.*

4.1 *To what extent has the TPDP addressed gender equality and women’s empowerment and human rights through targeted interventions?*

4.2 *What human rights and gender outcomes have been achieved?*

4.3 *How can the activities better address gender equality over the next two years?*

Objective 5 - Sustainability: *To determine the extent to which the TPDP has (or is likely to) contribute to sustained development outcomes in Tonga policing.*

5.1 How can local ownership of community policing approaches be strengthened?

5.2 What elements could constrain/enhance the sustainability of TPDP results?

Objective 6: *To inform decisions on the **future support** to policing in Tonga.*

6.1 What are the key changes to the current support models needed to ensure they are more effective and efficient, remain relevant and contribute to sustained development outcomes?

Methodology for the evaluation

Principles/approach

Consistent with the New Zealand Aid Programme Evaluation principles, the evaluation will deliver useful, credible and timely findings relevant to the purpose of the evaluation. The recommendations will be pragmatic and actionable, and presented in a way that promotes learning and decision-making.

In conducting the evaluation, the evaluation team will be transparent (open process and understood by all parties), independent, and operate in partnership to increase engagement and ownership of the outcomes.



Quality standards

The deliverables will meet the MFAT quality standards for evaluations (see Appendix C), and the OECD-Development Assistance Committee (DAC) set of quality standards for development evaluation.

When conducting the evaluation, the evaluation team will comply with MFAT's Code of Conduct.

Methodology

In proposing the evaluation design, the evaluation team should identify the most appropriate approach, methodology and tools to generate credible evidence that corresponds to the evaluation's purpose and the questions being asked.

We envisage that this evaluation will include a desk-based document review, followed by in-country discussions with a range of stakeholders (noting that the evaluation will also be informed by the findings of the 2015 KAP survey and previous Community Perception surveys which may reduce the level of community engagement otherwise needed).

Relevant documents will be provided to the successful evaluation team (see Appendix B).

Evaluation plan

The review team will develop a succinct evaluation plan (using or being guided by MFAT's evaluation plan) before undertaking the evaluation. The evaluation team is expected to develop their methodology in the evaluation plan. The Evaluation Steering Group will approve the evaluation plan.

The plan may need to be redrafted if it does not meet the required standard or is unclear. The evaluation plan **must** be approved prior to the commencement of any field work or other substantive work. The evaluation plan will be appended to the main written report.

The evaluation plan should include an outline of the quality and ethical issues to be managed as part of the evaluation; a schedule identifying key deliverables and timeline; and identification of the risks and how they will be mitigated. It will describe cross-cutting issues and how these will be considered throughout the evaluation. Data collection methods, for example, interviews (structured and semi-structured), focus groups, direct observation and case studies should be outlined.

The TPDP's Results Framework (logic model, and outcomes, outputs and indicators) should form the basis of the evaluation and be presented in the evaluation plan. (The evaluation, however, may find and provide recommendations on how the results measurement table could be strengthened and simplified.)

The evaluation plan may be constrained by the availability of key stakeholders. This should be considered, and mitigated, in the evaluation design described in the evaluation plan.

Governance and management

The evaluation will be commissioned by New Zealand MFAT, and governed by an Evaluation Steering Group. The evaluation team will be accountable for its performance to the Evaluation Steering Group.

The Evaluation Steering Group will comprise a representative from each of Tonga Police, AFP, NZP, and MFAT. The Steering Group will be chaired by MFAT.

The Evaluation Steering Group will provide oversight of the evaluation process. Terms of reference for the Evaluation Steering Group cover its key responsibilities including: agreeing



the evaluation plan and providing feedback on, and approval of, the evaluation final draft and final reports.

The Wellington-based Tonga Programme Development Manager (also Contract Manager for the purposes of this evaluation) is responsible for day-to-day management and administration of the evaluation. The Development Manager's responsibilities include contracting; facilitating the briefing for the evaluation team; managing feedback from reviews of the draft and final report; and liaising with the evaluation team throughout to ensure the evaluation is being undertaken to standard and as agreed.

Reporting requirements

Copies of the draft and final reports are to be delivered by email to the MFAT Development Manager.

The written reports will be guided by the New Zealand Aid Programme evaluation report template. The evaluation report must, at a minimum, meet quality standards as set out in Appendix C.

The findings, conclusions and recommendations must be based on clear evidence. These will be presented in a way that allows readers to form their own views on the validity and reliability of the findings. Where there is conflicting evidence or interpretations, the report should note the differences and justify the findings.

Before submission to MFAT, the evaluation team must ensure the final draft of the report is accurate, complete, and meets a good standard of English.

The draft evaluation report will be reviewed by MFAT staff and the Evaluation Steering Group (or delegates). Further work or revision of the report may be required if it is considered that the report does not meet the requirements of this TOR, if there are factual errors, if the report is incomplete, or if it is not of an acceptable standard.

Following approval of the final evaluation report, MFAT, NZP, AFP and Tonga Police will develop a management response to the evaluation findings, conclusions and recommendations. It is MFAT policy to make evaluation reports publicly available (e.g. on the MFAT website) unless there is prior agreement not to do so. Any information that could prevent the release of an evaluation report under the Official Information or Privacy Acts, or which would breach ethical standards, should not be included in the report. The final report will be approved for public release by the Deputy Director of the team responsible for commissioning the evaluation.

Ownership of information

All key deliverables and information collected will become the property of MFAT.



APPENDIX TWO: METHODOLOGY

Design

The evaluation objectives are both summative (assessing the extent of progress towards results) and formative (improving management and implementation, and achievement of results, for the remaining duration of Phase 2). The evaluation design therefore includes a mix of methodologies to assess achievements and capture learning for improvement.

Data gathering was undertaken in three phases: (i) a document review; (ii) phone interviews with key stakeholders in Australia and New Zealand; (iii) a 10 day visit to Nuku'alofa, Tonga (29 January – 8 February 2016).

Document review

A review of key documents³² provided by AFP, MFAT, NZP and Tonga Police was undertaken. Among the key documents were Community Perceptions of policing surveys and Knowledge, Attitude and Practices surveys which provided robust secondary evidence for the evaluation. These surveys are briefly described below.

Community perception survey of policing (CPS)

Community Perception Surveys of policing have been conducted in Tonga in 2009, 2011, 2013, 2015.

The Tonga Police commissioned a second Community Perception Survey in 2011 as a follow up to the study in 2009, which was undertaken to gather baseline data on the public perceptions of the Police and to gauge community expectations and concerns regarding Tonga Police. In addition, Tonga Police commissioned a Police Staff Survey to be undertaken alongside the 2011 Community Perception Survey.

The 2013 CPS, conducted by the Australian National University, comprised a questionnaire-based survey of 1147 respondents in four main islands, supported by 12 focus group discussions (FGDs) conducted in Nuku'alofa. The 2015 CPS uses similar methods³³, with surveys (1200 respondents) and FGDs in the same locations.

As the 2015 CPS report notes, perceptions do not always reflect reality. Sometimes perceptions are based on hearsay rather than personal experience, while a poor performance by one police officer may have more impact on public opinion than many good performances by other police officers. The value of perception surveys is that they provide insights into how different groups in the community perceive police performance and police/community interactions, and how these perceptions change over time. The findings from these surveys therefore help to inform policy development, especially in relation to police training and outreach and how to improve police/community interactions.

³² See Reference List.

³³ The main questionnaire included all the questions from 2013 plus a few new questions to reflect recent developments. The data collected include experiences of crime and interactions with the police and general perceptions of various aspects of police performance and police/community interaction. In 2015 a survey of 43 business respondents was also conducted, comprising similar questions adapted to a business perspective.



Domestic Violence Knowledge versus Practice Baseline Survey

In response to the need to better understand factors contributing to police officers' responsiveness to domestic violence incidents, PPDVP commissioned advice on possible approaches to measuring police officers' knowledge of best practice domestic violence policy alongside officers' personal responses to domestic violence incidents. The survey was administered in Kiribati, Samoa, Tonga and Vanuatu throughout May and June 2013 and in May 2014 in the Cook Islands.

To be eligible to participate in the survey, officers needed to have been involved in a domestic violence incident in the preceding 12-month period. In an effort to ensure homogeneity of participants, police recruits were excluded from the study. 50 police officers from Tonga participated in the survey.

Knowledge, Attitudes and Practices

In 2015, the TPDP commissioned a knowledge, attitude and practice survey (KPS). The aim of the KAP survey was to establish a baseline measure of Tonga Police Service officers' current knowledge of best practice policy versus their personal practice in three areas: Community Policing, Prosecutions and Ethics and Human Rights.

The study employed a mixed-method approach including a paper-based survey administered to a sample of National Police officers, an analysis of case file attrition and in-depth qualitative interviews. The survey comprised 10 different scenarios that presented respondents with a specific policing situation. Respondents were asked to answer two questions related to each: knowledge of practice and how they would personally respond. It was also important, through the survey, to assess officers' personal beliefs and attitudes in order to understand how these might impact on the way officers carry out their police duties.

In total, 158 Tongatapu police officers participated in the survey, 38 female and 120 male officers. There were a total of 40 police officers from three of Tonga's outer islands who also participated in the survey (Vava'u (n=21), Ha'apai (n=10) and E'ua (n=9)).

The document review:

- Provided an overview of contextual factors related to achievement of the four outputs of TPDP (community engagement, core policing skills and systems, leadership and organisational development, infrastructure).
- Describe the capacity building strategies applied across the TPDP outputs and any challenges experienced.
- Identified expected results and unanticipated effects as reported by TPDP.
- Identify preliminary answers to the evaluation questions (the evaluation team will test these preliminary answers against evidence gathered during the second phase of the review).

The document review informed the lines of enquiry for the key stakeholders interviews.

Key stakeholders interviews

Focus group discussions

Focus group discussions with held with ~45 Tonga Police (grouped according to rank). Group discussions with five specific work units were also held.



The primary purpose of the focus group discussions was to identify specific changes in Tonga Police and what brought about those changes. The contributions of the Tonga Police Development Programme to those changes was also examined.

Participants completed an individual self-reflection questionnaire in English, Tonga or a mix of the two languages which included the following key questions:

1. What are the top **three** areas you feel the Tongan police **have improved** upon in the last 3 – 5 years? Please rank them 1 – 3. You can also provide your own answer:
 - a. police attitudes in general
 - b. police attitudes towards youth
 - c. police attitudes towards women
 - d. police attitudes towards other groups (for example, migrants)
 - e. police training in general
 - f. police training in arrest processes
 - g. police training in handling domestic violence
 - h. police training in (other – please state) _____
 - i. community policing
 - j. police support to victims of crime
 - k. less police corruption
 - l. improved police leadership
 - m. improved equipment and facilities (boats, cars, buildings etc)
 - n. other (please state) _____

What has changed most within the Tongan Police within the last 3-5 years?

2. Have these changes improved policing? And if so, how?
3. As a police officer, what are the biggest changes you have made to your policing work over the last 3 years?
4. Have these changes improved your policing work? How?
5. How have recent changes made your work more effective in meeting the key goals of the Tonga Police?
6. How have recent changes made your work more efficient?
7. What training or support have you received in order to improve your work in the last 3 years?
8. Who provided the training or support?
9. What support, training or changes do you feel need to still occur?
10. What should be the priorities for improvement for the Tongan police in the next 2 years?

The evaluation team then facilitated group discussions around the following key questions:

- Within each group agree on the 3 most important changes in Tonga Police over the past 3-5 years: these can be positive changes, or changes that have been challenging.
- Why are these the most important changes?
- What do you think it will take for any of the positive changes to be sustained? What needs to happen to address some of the challenging changes?



- Reflection question – of the big changes you’ve talked about – either as an individual or in the groups – what changes would you think are related to / linked to the TPDP – and how do you know this?
- Future focus question – looking at the four output areas, which do you think have been/are being achieved? Which ones are the most important to focus on in the next two years?

Consultations with Community Patrol Volunteers

The evaluation team met with ~35 Community Patrol Volunteers across the three villages - Fahefa, Fua’amotu and Houmakelikao. For each of these three village visits, the evaluation team asked a series of open-ended questions in Tongan:

- What is your role as a CPV? How long have you been a CPV? How long has the CPV programme been running in your village?
- What training / support do you receive?
- What community issues do you have to deal with? – how do you deal with them?
- How do you work in partnership with the police – for example, when do you handle things yourself and when do you call the police officers in?
- Do you work with youth groups? How / when?
- Do you work with schools? How / when?
- Do you work with women’s org / crisis centers? How? What is your role in supporting the Family Protection Act?
- What is the biggest success you have had? The change that you are most proud of?
- How effective do you think the CPV programme is? What evidence do you have to support this statement?
- What help / support from the police / police programme would help you to be more effective as a CPV?
- What else would you like to share with us?

Individual and small group interviews

Semi-structured interviews were conducted with ~36 people (AFP, MFAT, NZP, TPDP advisers, government and non-government stakeholders in Tonga). Interview guides steered the semi-structured interviews, which were conversational in nature. The guides acted as prompts to ensure major topics were explored. Participants were provided with an information sheet regarding the evaluation and informed verbal consent was obtained from group participants prior at the outset of each session.

The evaluation team visited three police stations (Mua, Nukunuku, Vaini).

Questions were adjusted throughout the process to pick up new trails of data, where they emerged and tested them in subsequent interviews. The evaluation team took extensive notes of all interviews which were transcribed into a matrix against the key evaluation questions, emerging themes and other comments.

Data analysis

A contribution analysis methodology was used as the basis for collecting and analysis data. Analysis of the data occurred on an ongoing basis during the data collection phase. The evaluation team set aside time each day in Nuku’alofa to discuss their major observations,



impressions and emergent sense-making of the data. Regular discussions also occurred with the interpreter.

Where possible evidence was triangulated to ensure rigour. The evaluation team tested the assertions in the reporting by AFP and NZP against the findings in Community Perceptions of policing surveys and the Knowledge, Attitude and Practices surveys. Throughout the data collection stage in Nuku'alofa emerging themes from interviews were tested in subsequent interviews.

At the conclusion of the visit to Nuku'alofa the evaluation team leader debriefed the Tonga Police Executive and one representative from each of Australia and New Zealand for the purpose of providing early feedback on the first stage of data collection.

The evaluation team then reviewed all the data to draw some preliminary findings and identify gaps and undertook further data gathering to address gaps identified in the preliminary analysis. A final analysis of the data was then done against: (i) the key evaluation questions; and, (ii) emerging themes.

Limitations

The terms of reference include consideration of both phases of the TPDP as far as possible. The evaluation team was unable to collect primary data related to pre-2013. As such donor reporting, the 2011 review and the 2013 design document have been used as the main sources of data related to Phase 1.

Key reporting expectations as set out in the Phase 2 design have not been fulfilled by the TPDP (for example, project manager reports, annual assessments of training, annual reports). Existing documents lacked analytical reporting regarding TPDP contributions which constrained the evaluation team's ability to identify with certainty the achievements of the TPDP.



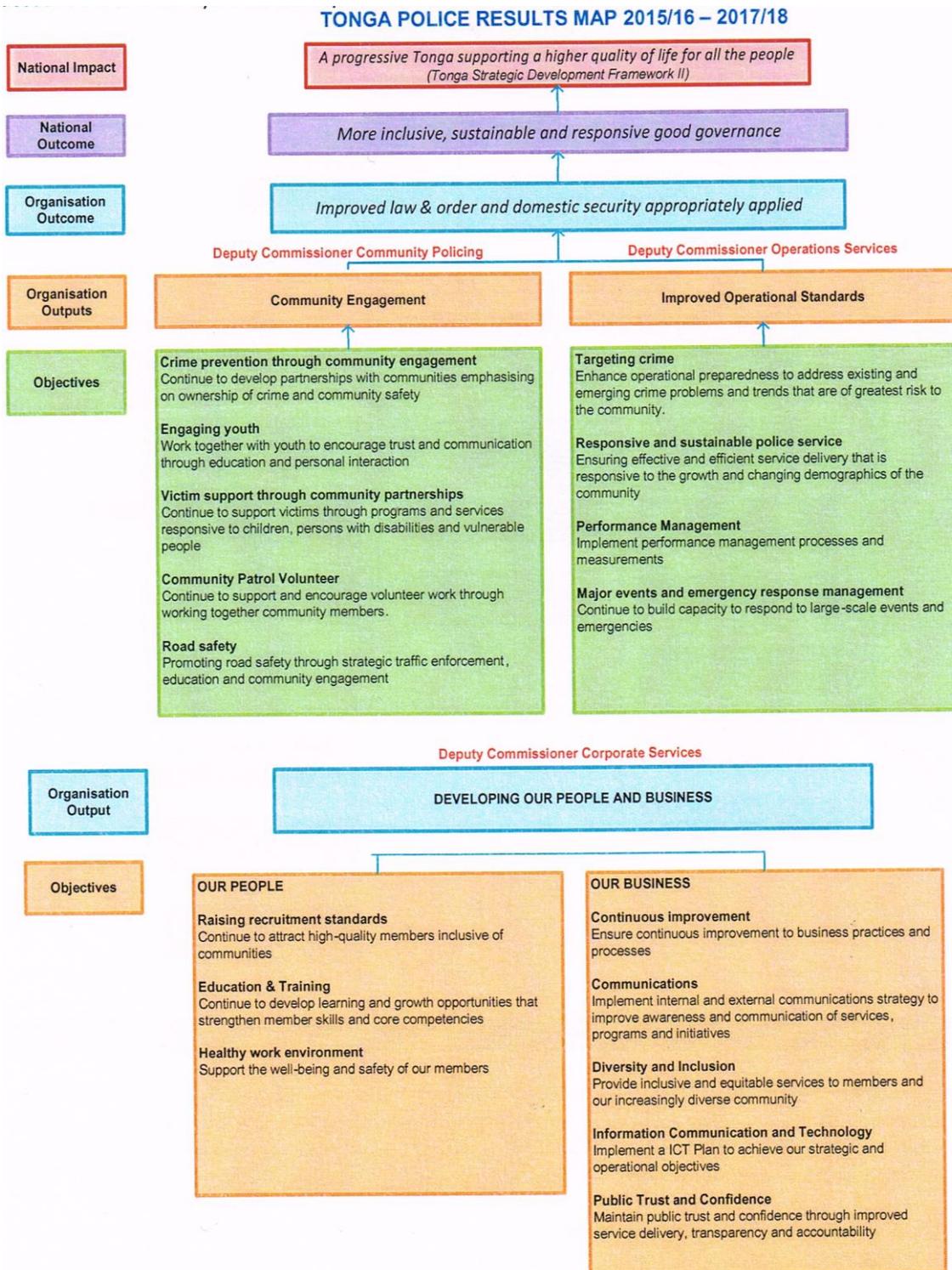
APPENDIX THREE: PEOPLE CONSULTED

GROUP DISCUSSIONS		NUMBER OF PARTICIPANTS
Tonga Police: Commissioned Officers		14
Tonga Police: Sergeants		12
Tonga Police: Senior Constables and Constables		11
Tonga Police: Police Training College		5
Tonga Police: Prevention Group		5
Tonga Police: Search and Rescue		3
Tonga Police: Tonga Police Women's Advisory Network		4
Tonga Police: Transnational Crime Unit		10
Community Patrol Volunteers - Fahefa		12
Community Patrol Volunteers - Fua'amotu		21
Community Patrol Volunteers - Houmakelikao		2
NAME	POSITION	ORGANISATION
TONGA		
Steven Caldwell	Commissioner	Tonga Police
Ashley Fua	Deputy Commissioner	Tonga Police
Pelenatita Fe'ao	Deputy Commissioner	Tonga Police
Salote Tonga	Deputy Commissioner	Tonga Police
Viliami 'Unga Fa'aoa	Deputy Commissioner	Tonga Police
Superintendent Colin McPherson	New Zealand Police Adviser	Tonga Police Development Programme
Superintendent Scott Moller	Contingent Commander, AFP	Tonga Police Development Programme
Sergeant Sonia Sawczak	AFP Adviser	Tonga Police Development Programme
Sergeant Steven Evans	AFP Adviser	Tonga Police Development Programme
Supileo 'Amato	A/g Programme Manager	Tonga Police Development Programme
Superintendent George Fanamanu	New Zealand Police Adviser	Tonga Police Development Programme
Justice Charles Cato	Supreme Court Judge	Tonga Supreme Court
Mele Tupou Vaitohi	Chief Executive Officer	Ministry of Justice
Aholotu Palu	Head of Aid Management Unit	Ministry of Finance and National Planning
Michael Duncan	Procurement Advisor (Development), Central Procurement Unit	Ministry of Finance and National Planning
Aminiasi Kefu	Solicitor General /Director of Public Prosecutions	Crown Law Office
Lola Koloamatangi	Counsellor and Trainer	National Centre for Women and Children
Ofa-Ki-Levuka Guttenbeil-Likiliki	Director	Women and Children's Crisis Centre
Rev. Fale Talea		Salvation Army

NAME	POSITION	ORGANISATION
Lupe Tiaki		National Youth Council
Siale 'Ilohia	Executive Director	Civil Society Forum Tonga
	School Counsellor	Vaini Middle School
Jordan Green	Second Secretary	New Zealand High Commission
AUSTRALIA		
Name	Role	
Kay Todd	Design and Evaluation, International Operations	Australian Federal Police
Commander Rob Gilliland	Manager Pacific, International Operations	Australian Federal Police
NEW ZEALAND		
Name	Role	
Grant O'Fee	Former Commissioner, Tonga Police	
Malcolm Burgess	Assistant Commissioner (International)	New Zealand Police
Sandra Manderson	National Manager: International Services Group (ISG)	New Zealand Police
Cam Ronald	Programme Manager - Pacific Prevention of Domestic Violence Programme	New Zealand Police
Mariska Kecskemeti- Zhu	International Strategy & Planning Advisor (Pacific), ISG	New Zealand Police
Deborah Scott	Programme Officer (TPDP), ISG	New Zealand Police
Elena Procuta	Tonga Development Manager, Pacific Development Division	Ministry of Foreign Affairs and Trade
Chris Day	Partnerships and Funds Development Manager	Ministry of Foreign Affairs and Trade
Anton Ojala	Manager, Pacific Bilateral Unit, Pacific Division	Ministry of Foreign Affairs and Trade
Chantal Hickey	Policy Officer, Pacific Division	Ministry of Foreign Affairs and Trade



APPENDIX FOUR: TONGA POLICE RESULTS MAP



APPENDIX FIVE: POLICE COMMISSIONER'S PRIORITIES

1. Leadership Development Programme
 - a. Identify future leaders
 - i. Development Board
 - b. Structured Development
 - i. Profile – weakness/strength
 - ii. Exchange
 - iii. Mentoring
 - iv. Relieving
 - v. Courses
 - c. Promotion on merit
 - d. Upskilling – rank/positions
 - i. Refresher courses
 - ii. Specialist courses
 - e. Commissioned and non-commissioned officer courses
2. Frontline Service Excellence (*Crime focus: Deportees, Domestic Violence, Burglaries, Youth, Alcohol, Road Safety, Drugs, Robbery, Illegal Firearms*)
 - a. Prevention
 - i. Supervisor training / leadership
 - b. Response
 - i. INTEL
 - c. Investigations
 - i. Tasking/roster
 - ii. Staff safety
3. Tonga Police College
 - a. New recruits course
 - b. Refresher/specialist courses
 - c. Leadership courses: commissioned and non-commissioned officers
4. Transnational Crime / Organised Crime
5. Professional Standards
6. Performance Management
7. Emergency Management / Natural Disasters response
8. Outer Islands Support
9. Staff Recognition / Police Medal / Uniform Committee / Awards / Remuneration
10. Infrastructure completion
 - a. Nuku'alofa Central Upgrade
 - b. Vava'u New Station
 - c. Police College – new classrooms



APPENDIX SIX: TRAINING COURSES AND ATTACHMENTS

The TPDP does not retain a centralised repository of training/attachment information that is available to all TPDP partners. Below is a summary of the training records held by the AFP advisers across numerous excel spreadsheets. **It is recommended the TPDP update this table to include training delivered by NZP and make it available to the Tonga Police College and the PMC to ensure that at the end of Phase 2 there is a complete record of training and attachments supported by TPDP.**

Year	Month	Course Title	Location	Total	Male	Female	Duration
2013	Jan, Feb or Mar	Team leadership Presentations		18	17	1	1 day
2013	Jan, Feb or Mar	Computer Course		20	8	12	5 days
2013	Jan, Feb or Mar	Curriculum Vitae writing course		27	19	8	2 days
2013	Jan, Feb or Mar	Strategic Planning workshop		13	10	3	1 day
2013	Jan, Feb or Mar	Advanced English Course		18	13	5	2 weeks
2013	Jan, Feb or Mar	Basic CID		26	23	3	3 weeks
2013	Jan, Feb or Mar	Advanced Computing Course		5	4	1	2 weeks
2013	July	CID Managers Course		23	21	2	3 weeks
2013	Sept	Prosecutor Refresher		20	20	0	5 days
2013	Oct	Victim Management (incl. 6 non-government service provider participants)		21	15	6	2 days
2013	Oct/Nov	Victim Management (incl. 5 non-government service provider participants)		22	15	7	2 days
2013	Nov	Integrity investigations workshop	Police Training College, Longolongo	14	10	4	2 days
2013	Nov	Domestic Violence Refresher	Akauloa Hall	19	9	10	2 days
2014	Jan	Advanced certificate - Train the Trainer	University of the South Pacific	15	11	4	4 days
2014	Jan	Ethical Police Leadership	Police Training	20	17	3	5 days

Year	Month	Course Title	Location	Total	Male	Female	Duration
			College, Longolongo				
2014	Feb	Advanced English Training	University of the South Pacific	20	14	6	5 days
2014	Feb	Transnational Crime "Understanding the Pacific Transnational Crime Network"	Police Training College, Longolongo	3	2	1	
2014	Feb	Defensive Driving Course for New Zealand High Commission Staff	Police Training College, Longolongo	11	5	6	
2014	Feb	Pacific Police Dog Handling Program	Kennels	3	3	0	4 days
2014	Feb	Training Seminar "Delivery of Recruit Training Modules"	Scenic Hotel	6	4	2	4 days
2014	Mar	Handcuffs Training Group 1	Police Training College, Longolongo	11	11	0	
2014	Mar	Handcuffs Training Group 2	Police Training College, Longolongo	16	16	0	
2014	Mar	Handcuffs Training Group 3	Police Training College, Longolongo	23	22	1	
2014	Mar	Handcuffs Training Group 4	Police Training College, Longolongo	19	19	0	
2014	Mar-Sept	2014 Recruit program	Police Training College, Longolongo	20	10	10	24 weeks
2014	Mar	Crime Scene Certificate 1V Accreditation Course	Canberra, Australia	2	2	0	2 weeks
2014	April	Domestic Violence Training	Fiji	1	0	1	4 weeks
2014	April	Supervisors Leadership & Ethic Training Group 1	Nuku'alofa (Tungi Colonade)	16	11	5	2 days
2014	April	Supervisors Leadership & Ethic Training Group 2		13	11	2	2 days
2014	April	Supervisors Leadership & Ethic Training Group 3		20	17	3	2 days
2014	April	Supervisors Leadership & Ethic Training Group 4		12	9	3	2 days



Year	Month	Course Title	Location	Total	Male	Female	Duration
2014	April	PPTAG Attachment to Australia	Canberra, Australia	1	1	0	5 days
2014	April	Domestic Violence Training	Fiji	1	0	1	5 days
2014	May	Supervisors Leadership & Ethic Training Group 5		17	14	3	2 days
2014	May	Tonga Police Executive Awareness Training	Tungi Colonnade	27	22	5	3 days
2014	May	Supervisors Leadership & Ethic Training Group 6	Nuku'alofa (Tungi Colonnade)	13	12	1	2 days
2014	May	Handcuffs Training Group 1, PD 5	PD 5	23	21	2	
2014	May	Handcuffs Training Group 2, PD 4	PD 4	7	7	0	
2014	May	Handcuffs Training Group 3, PD 6	PD 6	8	7	1	
2014	May	Supervisors Leadership & Ethic Training Group 7		22	17	5	
2014	May	Family Projection Act - Train the Trainer	Tungi Colonnade	10	9	1	
2014	May	Family Protection Act	PD 2	13	12	1	2 days
2014	June	Certificate 4 Training	Canberra, Australia (Barton College)	3	2	1	3 weeks
2014	June	Family Protection Act	PD 5	23	21	2	2 days
2014	June	Family Protection Act	PD 4	9	6	3	2 days
2014	June	Criminal Investigation Workshop	Loumaile Lodge	13	12	1	1 day
2014	June	Licensing Workshop	Loumaile Lodge	10	5	5	
2014	June	Family Protection Act	PD 6	9	7	2	
2014	June	Intelligence Workshop	Loumaile Lodge	9	9	0	2 days
2014	June	Command, Control and Coordination Course	Canberra, Australia (AFP)	2	2	0	7 days
2014	June	Professional Standards Workshop	Loumaile Lodge	5	4	1	1 day
2014	June	Family Protection Act	PD 3	17	16	1	2 days
2014	June	RETRAINING - Family Protection ACT	Vaini	7	7	0	1 day
2014	June	Family Projection Act	Police Training College, Longolongo	23	14	9	1 day
2014	June	Family Projection Act	Police Training College, Longolongo	38	33	5	1 day
2014	June	Family Projection Act	Police Training College,	19	16	3	1 day



Year	Month	Course Title	Location	Total	Male	Female	Duration
			Longolongo				
2014	June	Communication Workshop	Loumaile Lodge	10	4	6	1 day
2014	June	Prosecutions workshop	Loumaile Lodge	15	14	1	1 day
2014	July	Complaint Assistance and Response Workshop	Loumaile Lodge	28	20	8	2 days
2014	July	Victim Management Course Group 1	Loumaile Lodge	18	14	4	1 day
2014	July	Graduate Diploma of Executive Leadership	Australia Institute of Police Management	3	2	1	2 weeks
2014	July	Serious Crime Unit workshop	Loumaile Lodge	19	17	2	1 day
2014	July	Victim Management Course Group 2	Loumaile Lodge	20	12	8	3 days
2014	July	Driver Training Group 1	Police Training College, Longolongo	20	20	0	2 days
2014	July	Driver Training Group 2	Police Training College, Longolongo	6	6	0	2 days
2014	August	HR training	Loumaile Lodge	14	8	6	5 days
2014	August	Custody Management training	Loumaile Lodge	11	8	3	2 days
2014	Sept	Pacific Trainers' course	New Zealand	2	1	1	5 days
2014	Sept	Tactical Training	Police Training College, Longolongo	21	19	2	5 days
2014	Oct	Strategic Planning Workshop - RAMSI		1	0	1	5 days
2014	Oct	Pacific Police Policy Network Meeting	Fiji	1	0	1	8 days
2014	Oct	Dog Squad refresher training		5	5	0	5 days
2014	Oct	Forensics: PAFIS (Pacific Island Fingerprint Identification System) training		6	4	2	5 days
2014	Nov	Public Order Management		36	33	3	8 days
2014	Nov	Pacific Senior Police Leadership Course	New Zealand	2	2	0	2 weeks
2014	Nov	Basic Investigation Program Workshop - Canberra	Canberra, Australia	2	2	0	6 days
2015	Jan	CPP		19	17	2	1 day
2015	Feb	Certificate IV Train the Trainer		2	0	2	10 days
2015	Mar	Diversity Workshop		2	0	2	8 days
2015	Mar	Train the Trainer - Basic Crime Scene Management		2	2	0	10 days



Year	Month	Course Title	Location	Total	<i>Male</i>	<i>Female</i>	Duration
2015	April	SAR Workshop		3	3	0	5 days
2015	May	Investigation Management Program		4	4	0	10 days
2015	May	Advanced POM training		2	2	0	3 weeks
2015	May	C3		2	2	0	5 days
2015	May	Forensic Policy Workshop		1	1	0	5 days
2015	May	Motorcade Training		55	53	2	5 days
2015	June	PPTAG		1	1	0	5 days
2015	June	Pacific Islands Law Officers' Network: sexual & gender-based violence Working Group		1	0	1	4 days
2015	June	Customer Service (TBEC)		52	32	20	1 day
2015	July	Performance Management Training		2	0	2	5 days
2015	July	Monitoring and Evaluation		2	0	2	5 days
2015	July	Basic Crime Scene Training		17	15	1	5 days
2015	August	Balance: Women Leaders in Public Safety		2	0	2	3 days
2015	Sept	Developing Future Leaders		4	2	2	5 days
2015	Sept	United States Coast Guard Mass Rescue Operation Exercise		1	1	0	5 days
2015	Sept	Pacific Police Policy Forum		2	1	1	5 days
2015	Oct	AIPM Balance: Women Leaders in Public Safety (Pt 2)		2	0	2	3 days
2015	Oct	Coxswain's Master Engineer Class 6 (restricted)		12	12	0	3 weeks
2015	Oct	Basic Investigation Program - Phase 1		16	13	3	5 days
2015	Oct	Basic Statistics and Data Collection		2	0	2	5 days
2015	Oct	Gender and Human Rights Training		2	0	2	10 days
2015	Nov	Nexus: Building Strategic Partnerships		4	2	2	3 days
2015	Nov	CIT Cert IV Training and Assessment		2	2	0	3 weeks
2015	Nov	Practical Vessel Handling		12	12	0	10 days
2015	Nov	Yamaha New Zealand Outboard Motor Servicing Course		12	12	0	5 days
2015	Dec	Basic Investigation Program - Phase 2		16	13	3	5 days



APPENDIX SEVEN: POSSIBLE GENDER AND HUMAN RIGHTS INDICATORS

The TPDP Phase 2 design recommends Tonga Police capture in more detail the work which is being undertaken to support gender equity within the Police. It also recommends setting goals for embedding gender-inclusive policies and practices through the TPDP by way of:

- Clear links to one or more of the programme outcomes
- Activities identified within the outputs
- Defined indicators and data sets for measurement
- Activities linked to gender which reach a range of Tonga Police staff (not just women) and which address attitudes and behaviour”.

These recommendations remain relevant. The TPDP Results Measurement Table (RMT) has no specific gender or human rights targets or indicators. Response to and handling of domestic violence is present within baseline data, under short term outcomes on general improved policing and improved community engagement at all levels, however the current RMT lacks specific targets and indicators for improved gender equality and women’s empowerment and human rights outcomes. Specific recommendations that can be captured through current data collection include the following:

- i. Development of baseline data or a “snap shot” of current status regarding the:

Status of Women within the Tongan Police Force

- percentage of female police officers
- percentage of female police officers in active duty roles
- percentage of female police officers in management / leadership roles
- percentage of all police officers who believe that “female police officers are equally as skilled and effective as male police officers”
- maintain sex-disaggregated data on recruit selection and achievement and on in-service professional development to ensure that women and men have equal opportunities for professional development and promotion

Response to Domestic Violence

- current rate of police response
- current public perception of police handling of domestic violence
- number of cases documented
- number of cases which present in court
- community / civil society perceptions regarding police ability to respond to domestic violence
- community / civil society perceptions regarding police attitudes towards responding to domestic violence

Community Perceptions

- baseline data as captured by the community perception survey

Human Rights Capacity and Skills

- Current % of police officers who have received training in human rights

- Current % of police officers who have received training in arrest procedures, use of appropriate force and use of hand-cuffs
 - Current % of police officers who have received training in gender and gender equality
 - Current % of police officers who have received training in domestic violence
- ii. Based on the information gathered in the baseline, setting reasonable targets for the remaining period of the TPDP II project in the following areas:
- police training in gender, human rights, reasonable use of force, hand-cuffs, domestic violence and human rights
 - increase in female officers in active duty roles



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