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# Vanuatu Correctional Services Partnership, 2014-2019 Evaluation Report

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# 1

## Abstract

The Vanuatu Correctional Services Partnership involves the New Zealand Ministry of Foreign Affairs and Trade (MFAT), the Vanuatu Dipatmen Blong Koreksonal Sevis (DBKS), and the New Zealand Department of Corrections all working together to strengthen correctional services in Vanuatu.

The findings, conclusions and recommendations of this evaluation will be used by MFAT and its partners to inform decisions on the design of the next phase of the Partnership. This scope of this evaluation covers activities from 2014 to 2019. The information sources comprise: interviews with key stakeholders in Vanuatu and New Zealand, a review of Programme documents and external reports, data on programme expenditure, offender counts and staff satisfaction surveys.

The Partnership has pursued a multi-modal approach, including investment in infrastructure, budget support, and technical advice and training for staff. This approach has enabled activities to reinforce each other, notably, a redeveloped correctional centre at Luganville contributing to frontline staff being more engaged. The evidence points to some solid progress having been made towards achieving the intended medium-term outcomes.

All activities were seen as having been relevant to the DBKS priorities, and there appears to be good support and ownership among the DBKS leadership. There is a strong chance that the impacts achieved will be sustained, based on evidence of capacity development in corporate systems and frontline staff, the commitment among the DBKS leadership, and the redevelopment of a major correctional centre. However, the unaddressed poor conditions at the correctional centres at Port Vila pose risks, in terms of staff dissatisfaction affecting performance and/or retention.

Investment into correctional infrastructure at Port Vila would be a high priority for a future phase of support, contingent on a decision by the Government of Vanuatu on the preferred site and evidence of operational sustainability.



# 2

## Executive Summary

The Governments of New Zealand and Vanuatu have been working in partnership to strengthen correctional services in Vanuatu since 2003. The Vanuatu Correctional Services Partnership involves the New Zealand Ministry of Foreign Affairs and Trade (MFAT), the Vanuatu Dipatmen Blong Koreksional Sevis (DBKS) and the New Zealand Department of Corrections working together to strengthen correctional services in Vanuatu. This evaluation covers the period from 2014 to 2019.

### **BACKGROUND**

The Vanuatu Correctional Services Partnership was implemented in 2014 with the aim of building on the progress made in prior years, while eventually allowing the DBKS to operate sustainably without donor support. The Results Framework sets out the programme logic (see Appendix 1).

Expenditure on the Partnership totalled \$6.107 million over the six-year period from 2014/15 to 2019/20. Approximately 42% of expenditure was related to the construction of the new Mauria Correctional Centre at Luganville, which opened in July 2017. There are three main contracts in place at the time of this evaluation.

1. A Memorandum of Understanding (MOU) between the Ministry of Foreign Affairs and Trade (MFAT) and the New Zealand Department of Corrections to provide technical advisory support to the DBKS, comprising custodial, security and probation advice and “training of trainers”.
2. A Contract for Services between MFAT and the Programme Coordinator, based within the DBKS, to coordinate MFAT’s support, build the corporate capacity, and manage infrastructure projects.
3. A Grant Funding Agreement between MFAT and the Government of Vanuatu (Ministry of Justice and Community Services). This includes budget support and assistance for small infrastructure projects.



## KEY FINDINGS

### RELEVANCE

The Partnership has provided support through multiple modes of delivery – investment in infrastructure, budget support for operational expenses, and the provision of technical advice and training for staff (custodial and probation) and for the corporate office. The weight of investment to infrastructure reflects the need to begin addressing the poor conditions in correctional centres that fall short of human rights standards for detainees and inhibit frontline staff performance.

The DBKS leadership views the support as being relevant to the Department – a strong theme in the interviews. There is a natural tendency to acknowledge the gains and to look to the future to where more support is needed. The long-running need for investment in correctional centre facilities in Port Vila was highlighted, with ongoing delays caused by uncertainty about the preferred site.

### EFFECTIVENESS

The short and medium-term outcomes outlined in the Results Framework have been assessed using available evidence, although some information could not be obtained in the time available for this evaluation (e.g. the experience of offenders).

Three short-term outcomes (relating to facility capacity, rehabilitation and the parole system) are assessed as “partially achieved” – i.e. some achievement but more remains to be done. Three other short-term outcomes (facility operations, planning and reporting and staff capacity) are assessed as “substantially achieved” – i.e. a lot has been achieved, albeit the outcome is not fully achieved.

Three medium-term outcomes are assessed as being partially achieved.

1. “Correctional facilities align with UN minimum standards”. The UN Office of the High Commissioner for Human Rights (OHCHR) visited Vanuatu in 2018 and noted that the new facility in Luganville has solidly improved the human rights situation of detainees and the environment for staff. The report raised “serious concerns” about the conditions at facilities in Port Vila which continue to “fall short of human rights standards”.
2. “Safe, secure and humane containment of detainees and rehabilitation of offenders”. There were multiple references in interviews to there being no escapes from custody for the past three years, but the OHCHR notes that human rights challenges remain (e.g. detainee access to medical care).
3. “The Department being an effective and efficient public agency”. DBKS has made good progress and has largely implemented its Capacity Development Plan.



## **EFFICIENCY**

There are some general signs that the Partnership has been implemented in a way that is suggestive of good value for money being obtained.

- Flexibility in response to new information. More funds were allocated to the build at Luganville in response to a good design. No funding was committed to a new facility at Port Vila in light of uncertainty over the site.
- External resources leveraged. The Australian-funded Strem Rod Blong Jastis mo Sefti Program has funded the fit-out of the new juvenile centre in Luganville (construction funded by the Government of Vanuatu) and some external works for the new female correctional centre in Port Vila.
- Relationships for future support. The Department has been encouraged to build relationships with international bodies (e.g. SPC, OHCHR, ICRC) that have provided training, resources, audits and site assessments.

The investment at Luganville offers tangible value, with improved conditions for detainees and staff. The use of local designers, materials and construction methods is widely seen as suitable for the context and efficiently delivered.

## **IMPACT**

The impact of the activities on DBKS and its staff can be seen in the staff surveys, designed by the Programme Coordinator and undertaken in 2015 and 2019. The proportion of staff who rated their job satisfaction as “very satisfied” increased from 33% in 2015 to 46% in 2019, with the proportion who rated themselves as “dissatisfied” decreasing from 19% to 15% over the same period. This effect is linked with improvements in working conditions, training provided, and job duties.

A natural experiment is visible in that one of the two correctional centres received substantive investment between the two surveys. Results at the Luganville Correctional Centre, which opened in 2017, show a material improvement in staff satisfaction between 2019 and 2015. The same effect is not present among staff at correctional centres in Port Vila, which are in poor condition and have not had a substantive investment in infrastructure.

The renewed emphasis on rehabilitation has led to new modules being developed. There is now more consistency in how offenders participate in rehabilitation activities, which include modules on victim awareness and self-awareness.

There is some evidence of improvements in community safety, for example, the absence of escapes from custody for several years and the participation of detainees in self-awareness modules and the reconciliation process with victims. Nevertheless, there have been cases of serious reoffending.





## **SUSTAINABILITY**

A consistent theme among the interviews with DBKS leaders is that the positive outcomes obtained to date are likely to continue, due to the improved staff capacity and the service improvements and corporate processes that are in place. Observers have commented that the Programme Coordinator and advisors from New Zealand Corrections have contributed to gains in staff capacity. An example is the transfer of responsibility for induction training from technical advisors to in-house trainers.

The Programme Coordinator assessed progress against a set of exit indicators, relating to infrastructure, corporate capacity and rehabilitation outcomes.

- Achievement or strong progress for three indicators (completion of Luganville Correctional Centre, an institutional relationship with New Zealand Corrections, implementation of the Capacity Development Plan).
- Some progress for three indicators, with more to be done (regional corrections group is progressing, substitution of external budget support is some way off, progress on reoffending rates limited by the pandemic).
- Poor progress for one indicator, relating to the redesign and construction commitment for a new correctional facility for Port Vila.

## **CONCLUSIONS**

### **RELEVANCE**

The Partnership has sensibly pursued a multi-faceted approach to support that has enabled activities to reinforce each other, notably, improved infrastructure leading to staff who are more engaged. All activities were seen as relevant to the DBKS priorities, and there appears to be good support among the DBKS leadership.

The Partnership is seen as complementary to the Australian-funded programme which focuses on strengthening the non-corrections parts of the justice system.

### **EFFECTIVENESS**

Solid progress has been made towards achieving the intended outcomes. Of the six short-term outcomes, three have been substantially achieved and three have been partially achieved. The three medium-term outcomes have been partially achieved. In a future phase of support, the key indicators could be agreed with DBKS, with information being provided on an annual basis to inform monitoring and evaluation.

There are numerous examples of Partnership activities that have worked well, and it is clear that trusted relationships have been formed with technical advisors.



## **EFFICIENCY**

The construction of the Luganville Correctional Centre demonstrates value for money, with respect to the improvements in conditions for detainees and increased staff satisfaction. There is also value in the demonstration of cooperation among the partners. New Zealand delivered on its commitment, the DBKS took responsibility for delivering a key project in its Infrastructure Plan, and New Zealand Corrections assisted with technical input into the designs. In turn, the Government of Vanuatu funded the juvenile centre on the site, as had been agreed.

If the next phase of support includes new areas of technical advice and substantial infrastructure investment, then a higher level of Coordinator input may be needed to coordinate activities, manage risk and ensure the intended benefits are realised.

## **IMPACT**

There is strong evidence that the Partnership activities have had a positive impact on job satisfaction among staff overall. In particular, investment in infrastructure that improves workplace conditions has a material impact on staff job satisfaction.

There is a need to provide more support to the Parole Board – sought by the Board itself – as had been intended before the disruptions of the COVID-19 pandemic.

New Zealand's reputation has been enhanced through the Correctional Services Partnership, and this was a strong theme among the interviews.

## **SUSTAINABILITY**

There is a strong chance that the impacts achieved will be sustained, based on evidence of capacity development in corporate systems and frontline staff, the commitment among the DBKS senior leadership, and the redevelopment of a major correctional centre into a fit-for-purpose state. However, the poor conditions at the correctional centres at Port Vila pose risks, in terms of staff dissatisfaction. The prospects of replacing external budget support with new commercial revenue are uncertain, pending an investment decision regarding the rehabilitation farms.

Overall, the evidence shows solid progress but points to the correctional service not being ready for an exit of MFAT support. There is strong support for the Partnership to continue, among the DBKS leadership and justice sector stakeholders.

Investment into correctional infrastructure at Port Vila would be a high priority for a future phase of support, contingent on a decision by the Government of Vanuatu on the preferred site and evidence of operational sustainability. This conclusion is based on external assessments that the conditions at the Port Vila facilities fall short of UN minimum standards, the harm to staff morale and the risks to capacity gains, and the benefits for the efficient operation of the corrections system.



## RECCOMENDATIONS

The following recommendations have been developed to inform decisions about the next phase of support, in line with the purpose of this evaluation.

1. Consider preparing a case study of the design and construction of the Luganville Correctional Centre to inform any future investment in correctional centre infrastructure.
2. Offer the preparation of a business case to support the Government of Vanuatu in decisions about the preferred location of correctional facilities in/around Port Vila.
3. Prioritise investment into correctional centre infrastructure in the next phase of support. The focus should be on ensuring correctional centre infrastructure in Port Vila is in a sustainable position, for detainees and staff and for the correctional service as a whole.
4. Work with New Zealand Corrections on the scope of their contribution to the next phase of support, including:
  - a. how the priorities identified by the Dipatmen Blong Koreksosal Sevis might be addressed, such as the provision of technical advice and training on the management and rehabilitation of young offenders and of serious and repeat offenders;
  - b. how New Zealand Corrections might maintain an ongoing relationship with Vanuatu after MFAT has exited from supporting the corrections service. One option could be for New Zealand Corrections to begin transitioning towards self-funding some of its support.
5. Work with the New Zealand Parole Board on how the relationship with the Vanuatu Parole Board might be developed.
6. Work with the Dipatmen Blong Koreksosal Sevis and the Programme Coordinator to confirm a set of indicators, to be monitored regularly in the next phase of support.
7. Revisit the amount of Programme Coordinator input, dependent on decisions about the scope of activities and level of infrastructure investment in the next phase of the Partnership.



# 3

## Background

This chapter summarises the Vanuatu Correctional Services Partnership and outlines the purpose, scope and design of the evaluation.

### **SUMMARY OF THE PARTNERSHIP**

The Governments of New Zealand and Vanuatu have been working in partnership to strengthen correctional services in Vanuatu since 2003. The Vanuatu Dipatmen Blong Koreksional Sevis (DBKS) was formed in 2006 and has been supported with technical advice. As at 2019, the DBKS comprises approximately 140 staff across four cost centres: correctional centres in the North and South, the probation service and the corporate office. Port Vila, the capital city, has four correctional centres on two sites: a low security centre and a female centre on the Stade site (former French prison) and high and medium security centres on a central site (former British prison). The correctional centre in Luganville, the second largest city, also known as Santo, caters for all levels of security. The probation service has officers throughout Vanuatu who work with communities to administer the supervision, community sentencing and parole of offenders in their own communities.

The Vanuatu Correctional Services Partnership was implemented in 2014 with the aim of building on the progress made in prior years, to eventually allow the DBKS to operate sustainably without donor support. The Results Framework for 2015-2017 sets out the programme logic from inputs/activities to outputs and outcomes (see Appendix 1). Three medium-term outcomes were defined, which contribute to the long-term outcome of the rule of law being strengthened in Vanuatu.

- Prison facilities align with UN Minimum Standards
- Safe, secure and humane containment and rehabilitation of offenders
- DCS (DBKS) is an effective and efficient public agency

An updated Results Framework for 2017-2019 was prepared but not finalised.



Table 1 outlines the main contracts that have been in place during this period from 2014 to 2019. The amount contracted is shown, as not all expenditure has been recorded against contract numbers (it is unclear why this is the case).

**Table 1: Summary of contractual arrangements, 2014/15 – 2019/20**

Category	Description of main contracts (contract number)	Total NZD
Technical advice	<ul style="list-style-type: none"> <li>MOU<sup>1</sup> with New Zealand Corrections for technical advice and training in custodial operations, security, probation and parole, 2015-2019. (WPG-0036914)</li> </ul>	850,000
	<ul style="list-style-type: none"> <li>CFS<sup>2</sup> with Partnership Coordinator (i.e. Programme Coordinator) to coordinate support and provide technical advice to DBKS. This has included monitoring and management of infrastructure projects and the development and evaluation of the DBKS Capacity Development Plan, 2015-2019. (WPG-0037720, WPG-0100642)</li> </ul>	631,000 255,000
	<ul style="list-style-type: none"> <li>CFS with Procurement Advisor to support the VCSP in carrying out key procurement and management tasks, in addition to supporting capability development, 2015-2017. (WPG-0037765)</li> </ul>	273,000
	<ul style="list-style-type: none"> <li>CFS for a supplier to deliver an induction workshop for technical advisors and a detainee census, 2015. (WPG-0037981)</li> </ul>	20,000
	<ul style="list-style-type: none"> <li>CFS with Rehabilitation Advisor to assist DBKS to develop and implement new Awareness Modules and to promote partnerships on community crime awareness and rehabilitation, 2018-2019. (WPG-0100932, WPG-0101528)</li> </ul>	50,000 34,000
Infrastructure investment	<ul style="list-style-type: none"> <li>GFA<sup>3</sup> for construction of Luganville Correctional Centre, 2015-2017. (WPG-0037061)</li> </ul>	2,669,000
	<ul style="list-style-type: none"> <li>GFA to enable Small Infrastructure Projects, 2017-2019. (WPG-0042760)</li> </ul>	650,000
Budget support	<ul style="list-style-type: none"> <li>GFA for the outputs of the DBKS Business Plan and report on progress, 2015-2017. (WPG-0036862)</li> </ul>	512,000
	<ul style="list-style-type: none"> <li>GFA to assist with managed expenses and delivery of the outputs of the DBKS Business Plan, including IT infrastructure, 2017-2019. (WPG-0042760)</li> </ul>	420,000

Notes: <sup>1</sup> Memorandum of Understanding; <sup>2</sup> Contract for Services; <sup>3</sup> Grant Funding Agreement

Source: Summary of financial information prepared by MFAT (figures rounded to nearest thousand)

There are three main contracts in place at the time of this evaluation.

1. A Memorandum of Understanding (MOU) between the Ministry of Foreign Affairs and Trade (MFAT) and the New Zealand Department of Corrections to provide technical advisory support to the DBKS, comprising custodial, security and probation advice and “training of trainers”. The technical advice and training has been delivered under a “fly-in, fly-out” model.

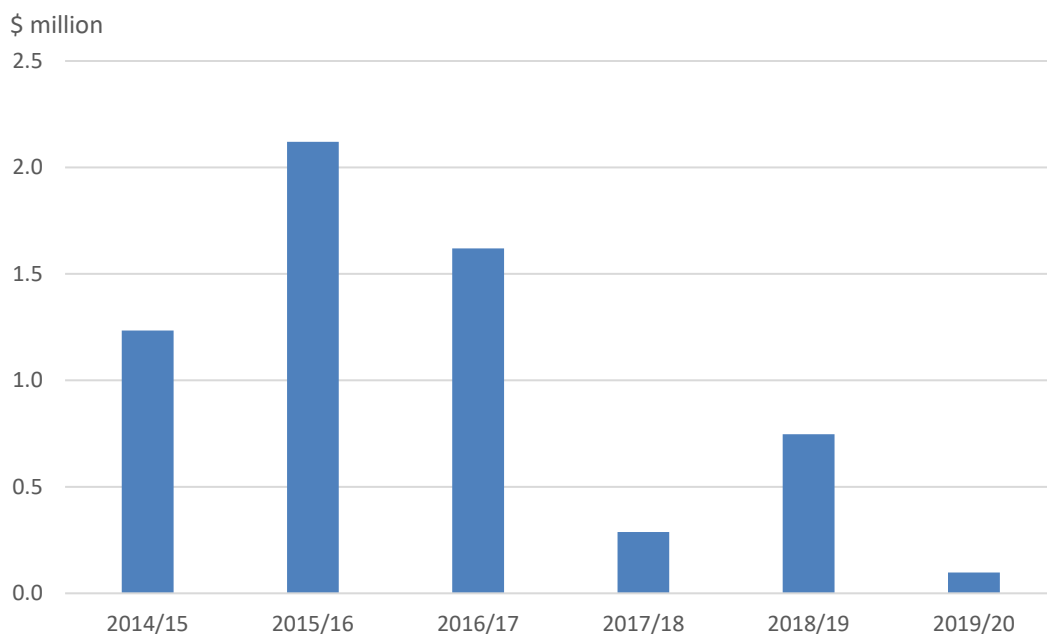


2. A Contract for Services between MFAT and the Programme Coordinator, based within the DBKS, to coordinate MFAT’s support and to provide technical assistance to build the corporate capacity, infrastructure project management, and monitoring and evaluation activities.
3. A Grant Funding Agreement between MFAT and the Government of Vanuatu (Ministry of Justice and Community Services) called the ‘Vanuatu Correctional Services Partnership: Exit Phase Support 2017-2019’. This includes budget support and assistance for small infrastructure projects.

Expenditure on the Partnership totalled \$6.107 million over the six-year period from 2014/15 to 2019/20. Figure 1 summarises this expenditure on annual basis (years to 30 June). Approximately 80% of the total expenditure incurred in the first three years, from 2014/15 to 2016/17, and much of this was related to the construction of the new Mauria Correctional Centre at Luganville, which opened in July 2017.

A programme of small infrastructure projects commenced in 2017 with a cap of \$260,000 and a schedule of prioritised projects being developed by the DBKS leadership. The 11 completed projects have included the construction of a new female correctional centre in in Port Vila, the conversion of a staff house to a medical centre in Luganville, and the upgrade of the Sarakata probation office in Luganville. Enabling works for the proposed Erangorango rehabilitation farm outside Port Vila have also been progressed, such as the farm road, shed, fencing and the installation of tanks in preparation for a water supply.

**Figure 1: Expenditure on the Vanuatu Correctional Services Partnership, 2014/15 – 2019/20**



Source: Data provided by MFAT (Development Capability and Insights Division)



## **EVALUATION PURPOSE, SCOPE AND DESIGN**

This section outlines the purpose, scope, design of the evaluation. It also outlines the data collection and analysis, and the limitations encountered in this evaluation.

### **PURPOSE**

The findings, conclusions and recommendations of this evaluation report will be used by MFAT and its partners to inform decisions on the design of the next phase of the Vanuatu Correctional Services Partnership.<sup>1</sup>

### **SCOPE**

The scope of the evaluation has had the following dimensions.

- Time period – the focus is on the support provided from 2014 to 2019 (i.e. fiscal years 2014/15 to 2019/20).
- Activities – the technical advice provided by New Zealand Corrections, the Programme Coordinator role, and the Grant Funding Agreement for infrastructure projects and support for departmental expenditure.
- Geographic focus – the focus on is Vanuatu, with the key areas being Port Vila (the capital and largest city, located on Efate) and Luganville (the second largest city, also called Santo, located on Espiritu Santo).

### **DESIGN**

The evaluation design has been built around the DAC criteria<sup>2</sup> and the evaluation questions provided in the Terms of Reference. Table 2 presents the evaluation criteria and questions.

The five evaluation criteria are: relevance, effectiveness, efficiency, impact and sustainability. Each criterion has specific evaluation questions to be addressed, and there are 12 questions in total. The table also includes a weighting on the relative importance of each criteria, as indicated by the MFAT steering group, as a guide for the balance of analysis in this evaluation.

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<sup>1</sup> MFAT (2020) "Evaluation questions – Updated", 6 November 2020, p.1

<sup>2</sup> OECD/DAC Network on Development Evaluation (2019) *Better Criteria for Better Evaluation Revised Evaluation Criteria, Definitions and Principles for Use*.



**Table 2: Evaluation framework – criteria, questions and weighting**

Evaluation criteria	Evaluation questions	MFAT weight on importance
Relevance	1. To what extent is New Zealand targeting the right areas in the correctional sector?  2. To what extent is this programme relevant to the priorities of the DBKS and to other key stakeholders (i.e. corrections staff, offenders, and the community)	[30]
Effectiveness	3. To what extent have the intended objectives of this development programme been achieved?  4. What has worked well and what could be improved in Phase 2?	[15]
Efficiency	5. Is the current design and implementation the most efficient way of achieving its intended outcomes? Are there ways to improve efficiency?  6. Is the activity good value for money?	[10]
Impact	7. What impact has this activity had on key stakeholders including, but not limited to, DBKS, offenders, corrections staff, and the community?  8. What impact has this activity had on community safety in Vanuatu?  9. What impact has this activity had on New Zealand's reputation in Vanuatu?  10. What impact has this activity had on human rights in the Vanuatu correctional system in relation to the issues that were outlined in the Amnesty International report that led to DBKS?	[30]
Sustainability	11. To what extent are there likely to be continued positive outcomes?  12. What will constrain/enhance the sustainability of the results of the Activity?	[15]

Source: MFAT, "Terms of Reference", 31 August 2020; and revised in "Evaluation questions – Updated", 6 November 2020





## DATA COLLECTION AND ANALYSIS

The evaluation has a mixed methods design, with the information sources used to answer the evaluation questions comprising stakeholder interviews, document review, and quantitative analysis of data already documented in reports.

- Stakeholder interviews – semi-structured interviews were undertaken with key stakeholders, including DBKS leadership, justice sector stakeholders and technical advisors (detail below). The short timeframe available for this evaluation meant that direct engagement with corrections staff and with offenders was not been possible. Instead, the approach has been to draw on their documented experiences (e.g. staff survey report, external assessments of conditions). The interviews with Ni-Vanuatu stakeholders were generally conducted in person and in Bislama with the notes being translated into English by the Ni-Vanuatu member of the evaluation team.
- Document review – a range of documents were identified and analysed for evidence that is relevant to the evaluation questions. Key programme documents, relating to the planning, monitoring and reporting of activities, were made available by MFAT. Other documents reviewed include DBKS corporate documents and external assessment reports.
- In addition, the document review identified data contained in certain reports that allowed some quantitative analysis to be undertaken. This analysis covers offender counts and reoffending trends (Offender Census Report) and changes in staff satisfaction over time (staff survey report).

A thematic analysis was undertaken of interview notes, to identify and interpret patterns of meaning (or “themes”). Table 3 provides some guidance on how the strength of these findings have been characterised.

**Table 3: Thematic analysis – describing the strength of findings**

Descriptor	Meaning
“Strong”	Meaning that most, or all, interviewees raised this point
“Moderate”	Where a material proportion of interviewees raised this point
“Minor”	For observations by more than one interviewee, but few in number, or else strongly held by an informed interviewee
“Mixed”	Where there are comments supporting, and taking away, from the finding

Source: Evaluation team



## Stakeholder interviews completed

Interviews with 20 stakeholders were completed for this evaluation. Table 4 provides a count of the interviews by stakeholder group. Interviews were completed with five senior leaders at DBKS, including the Director and the managers (corporate services, correction centre managers and probation services). Other groups included stakeholders from the wider Vanuatu justice sector, technical advisors delivering advice and training and Post (a group interview and discussion). Ten of the interviews were conducted in-person with in-country stakeholders. The other 10 interviews were conducted via video calls and comprised a mix of stakeholders located in Vanuatu (4) and New Zealand (6).

In total, 34 stakeholders were invited to participate in an interview, with the 20 interviews representing a completion rate of 59%. The stakeholders were mainly identified by the MFAT steering group, with a small number being on-referrals. The method of contact was via a formal email, with some in-person follow-up visits. Factors affecting stakeholder participation include: availability at a busy time of year (i.e. December 2020), the relatively short period available for the research phase, and travel plan disruptions (e.g. due to pandemic restrictions, weather).<sup>3</sup>

**Table 4: Number of interviews completed by stakeholder group**

Stakeholder group	Count
Vanuatu Dipatmen Blong Koreksonal Sevis	5
Vanuatu justice sector stakeholders Ministry of Justice and Community Services Community Parole Board Supreme Court of Vanuatu Stretem Rod Blong Jastis mo Sefti	5
NGOs Wan Smol Bag Vanuatu Women's Centre	2
Technical advisors Partnership Programme Coordinator Rehabilitation Programme Advisor New Zealand Department of Corrections	7
New Zealand High Commission (group interview)	1
Total	20

Source: Interview database maintained by the evaluation team

<sup>3</sup> Others approached include: Vanuatu Police Force, Office of the Public Prosecutor, Vanuatu Law Reform Commission, Ministry of Internal Affairs, Malvatu Mauri Council of Chiefs, Oxfam and World Vision.



## Documents reviewed

A large number of Programme documents were made available for this evaluation, covering the functions of planning, monitoring and reporting, and assessment. In particular, the evaluation benefited from materials prepared by the Programme Coordinator, namely, a self-evaluation of the DBKS Capacity Development Plan and a report on staff surveys undertaken in 2015 and 2019. External assessment reports from the UN Office of the High Commissioner for Human Rights (OHCHR) and the International Committee of the Red Cross (ICRC) were kindly provided by the Director of DBKS. Table 5 outlines the key documents reviewed.

**Table 5: Key documents reviewed**

Document category	Item (year)	Prepared by
Planning	<ul style="list-style-type: none"> <li>Activity Design Document (2015)</li> </ul>	<ul style="list-style-type: none"> <li>MFAT</li> </ul>
Monitoring documents	<ul style="list-style-type: none"> <li>Annual Monitoring Assessments (annual)</li> <li>Programme Coordinator Progress Reports (annual)</li> <li>Programme Steering Group updates (annual)</li> <li>Report to Rehabilitation Leadership group (2019)</li> <li>NZ Corrections Activity Progress Reports (2020)</li> <li>2020 Offender Census Report (2020)</li> </ul>	<ul style="list-style-type: none"> <li>MFAT</li> <li>Programme Coordinator</li> <li>Programme Coordinator</li> <li>Rehabilitation Advisor</li> <li>NZ Dept of Corrections</li> <li>DBKS</li> </ul>
Evaluative documents	<ul style="list-style-type: none"> <li>Evaluation of Capacity Development Plan (2019)</li> <li>Staff Survey Report (2019)</li> </ul>	<ul style="list-style-type: none"> <li>Programme Coordinator</li> <li>Programme Coordinator</li> </ul>
External assessment reports	<ul style="list-style-type: none"> <li>Reports following correctional centre visits (2016, 2018)</li> <li>Report following visits to correctional centres (2016)</li> <li>Reports of the Working Group on the Universal Periodic Review (2019)</li> </ul>	<ul style="list-style-type: none"> <li>OHCHR, Regional Office</li> <li>ICRC, Regional Delegation</li> <li>Working Group on the Universal Periodic Review</li> </ul>

Sources: MFAT, DBKS, Programme Coordinator

## LIMITATIONS

The approach has been a partnership between New Zealand and Vanuatu-based evaluators. However, the COVID-19 pandemic has inhibited cross-border travel and so the New Zealand consultants were unable to interview key stakeholders in Vanuatu in person or undertake site visits to the correctional centres.

As noted above, the short timeframe available necessitated that research efforts be prioritised. This has meant that existing secondary sources (documents, survey results) were relied on to gain the perspectives of corrections staff and detainees. Some of the stakeholders in the wider justice sector were unavailable to participate in an interview within the time available, and so their perspectives were not able to be included in the analysis (see footnote 2 for a list of organisations).



# 4

## Overarching Findings

The findings address the 12 evaluation questions, as grouped within the evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability.

### CRITERIA 1: RELEVANCE

The criterion of relevance relates to the extent to which the Partnership responds to Vanuatu's needs, policies, and priorities.

#### 1. To what extent is New Zealand targeting the right areas in the correctional sector?

The areas that have been targeted are consistent with the Activity Design Document, comprising investment in facility infrastructure, budget support, and technical advice and training for frontline staff and the corporate centre. Figure 2 shows the allocation of Programme funds from 2014/15 to 2019/20, using information from contractual agreements as an approximation of expenditure.<sup>4</sup>

- Investment in infrastructure accounted for just over half of Programme funds between 2014/15 and 2019/20. The single largest amount was on construction of the Luganville Correctional Centre from 2015 to 2017, which accounted for 42 percent. The series of small infrastructure projects from 2017 to 2020 accounted for a further 10 percent of funds.
- Budget support for operations, delivered via a Grant Funding Agreement, accounted for 15 percent of Programme funds from 2014/15 to 2019/20.

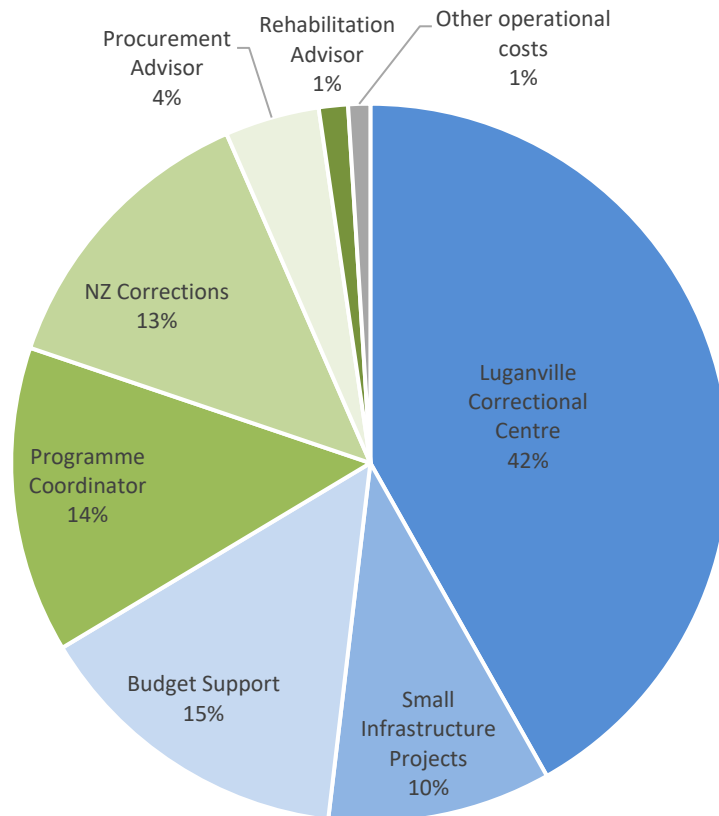
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<sup>4</sup> Analysis of financial information in contractual agreements (Workpackages) that total \$6.417 million over 2014/15 to 2019/20, of which 96% had been expended as at December 2020. It should be noted that this is a measure of purchased inputs, rather than all resources leveraged for the Programme.



- Contracts for services with the Programme Coordinator accounted for 14 percent of Programme funds. The role was based full-time within the Department from 2015 to 2017 and then decreased to two days per week in 2018 and 2019, and to one day a week in 2020, as part of a transition to sustainability. The focus was on capacity development from 2015 to 2017, with infrastructure project management being the focus within the reduced input time from 2018 to 2020.
- A Memorandum of Understanding with New Zealand Corrections accounted for 13 percent of Programme funds. Expenditure data from 2017 to 2019 shows a spread across custodial operations and security (49% of expenditure), probation and parole operations (26%), training and “training of trainers” (18 percent) and ad hoc requests for advice (7%). In 2019, there were six missions, spanning custodial operations and security advice, probation and parole advice and safety training.
- Smaller contracts for technical advice account for most of the remainder, including: procurement tasks and capability development (4 percent) and rehabilitation module development and implementation (1 percent).

**Figure 2: Allocation of Partnership funds, 2014/15 – 2019/20**



Source: MFAT data on Workpackages



This data shows how the Partnership has provided support through multiple modes of delivery – investment in infrastructure, budget support for operational expenses, and the provision of technical advice and training for frontline staff (custodial and probation) and organisation capacity development focused on the corporate centre.

The relatively large investment to infrastructure reflects the need to begin addressing the poor conditions in correctional centres that fall short of human rights standards for detainees and inhibit frontline staff performance. Facility construction also tends to require a considerable amount of resources. However, the allocation of funds does not necessarily reflect relative priorities. More resources have been put into the rehabilitation programme, but the expenditure does not reflect the time from two volunteers or the advisor time being contracted at a relatively low rate.

The DBKS leadership views the support as being relevant to the Department – a strong theme in the interviews. There is a natural tendency to acknowledge the gains made and to look to the future to where more support is needed. The issue is one of prioritisation given limited resources and the priorities yet to be addressed.

The long-running need for investment in correctional facilities in Port Vila was highlighted. It had been identified in the Activity Design Document. No funding commitment was given; funding approval was to be contingent on progress on simpler projects, such as the Luganville Correctional Centre, and on commitments from the Government of Vanuatu regarding asset maintenance and sustainability. The ongoing delays appear to have been caused by uncertainty about the preferred site, with location, access and cost being issues (see text box). This uncertainty has likely inhibited donor commitment to a funding a new centre.

#### **Uncertainty over a new correctional centre in Port Vila**

There has been intent for a rehabilitation farm outside of Port Vila, with the aims of providing vocational skills for detainees, improving detainee diets and generating commercial revenue to assist with the Department's budget. The co-location of a new correction centre on a rehabilitation farm has also been seen as an option.

Sites were considered at Etas, on the edge of the city and at Erangorango, behind the airport. Farming at the site at Erangorango began in 2015 with a team of low-risk detainees. Funds from the Partnership's Small Infrastructure Projects have assisted with construction of a basic road, fencing, a farm shed and water tanks.

The costs associated with developing Erangorango as a greenfield site led the Government of Vanuatu to revisit an earlier proposal to construct a new correctional centre at the Stade site in Port Vila. Concept plans were prepared, drawing on the designs from Luganville. In 2020, the Partnership funded a new female centre on the Stade site, which was positioned to allow a future redevelopment of the rest of the site.

At the time of this evaluation, the indication is that the new Government is leaning back towards developing the Erangorango site instead; this position is still to be confirmed.



**2. To what extent is this programme relevant to the priorities of the DBKS and to other key stakeholders (i.e. corrections staff, offenders, and the community)**

A strong theme among the interviews with DBKS leaders is that the mix of activities has been relevant to the Department's priorities. References were made to all forms of support, comprising infrastructure investment and technical advice.

- Investment in infrastructure with respect to the new correctional centre at Luganville and the building of a female correctional centre in Port Vila, was generally cited as being relevant, given the current state of facilities and the need to improve conditions for detainees and corrections staff.
- The Programme Coordinator role was seen as important, in terms of understanding the context and working well with the DBKS leadership on the preparation of strategic documents and manuals, and in the project management of the new infrastructure builds.
- The technical support to custodial and probation staff was seen as well targeted and flexible in that it allows ownership and reflects the context. Cited examples include: training in key security and radio communications, courses on preparing pre-sentence and pre-release reports for offenders and detainees, and transference of 'know how' on the establishment of a Community Justice Supervision system.

Alongside these comments, the interviews with DBKS leaders and justice sector stakeholders raised the priority of addressing the poor state of correctional centres in Port Vila. This was a strong theme. Detainees and corrections officers continue to face end-of-life buildings that are unfit for habitation and pose safety risks. Insufficient capacity is leading to overcrowding and to blockages and inefficiencies in the movement of offenders in the system. It was acknowledged by these interviewees that progress on the Port Vila correctional centres has been hindered by ongoing uncertainty over which site should be progressed for development (see text box above). It does not appear that this issue had been resolved at the time of the evaluation.

While the technical advice was seen as useful, some specific priorities were identified by DBKS leaders as being outstanding. There was some convergence around: advice and training on the management and rehabilitation of young (juvenile) offenders at the new juvenile correctional centre at Luganville; the treatment of serious and repeat offenders; and training for corrections officers on how to deal with specific events, such as responding to a riot in a correctional centre or to a natural disaster.



## CRITERIA 2: EFFECTIVENESS

The extent to which the Partnership has achieved, or is expected to achieve, its objectives, and its results.

### 3. To what extent have the intended objectives of this development programme been achieved?

The objectives of the Partnership were outlined in the Results Framework developed for the Activity Design Document, and approved for the period 2015 to 2017 (see Appendix 1). The logic is that outputs from activities contribute to the short-term outcomes, which in turn contribute to the medium-term outcomes. Table 6 shows the intended relationships between short and medium-term outcomes.

**Table 6: Results Framework – short and medium-term outcomes**

Short-term programme outcomes	Medium-term programme outcomes
1. DCS (DBKS) infrastructure has increased capacity for current and future detainees. →	1. Prison facilities align with UN Minimum Standards.
2. New facilities operate effectively, safely and are maintained. →	
3. Increased detainee participation in rehabilitation activities. →	
4. Effective community justice and parole system. →	2. Safe, secure and humane containment and rehabilitation of offenders.
5. Enhanced DCS (DBKS) capacity in strategic planning and reporting. →	3. DCS (DBKS) is an effective and efficient public agency.
6. DCS (DBKS) staff have increased operational capacity. →	

Source: Adapted from the Results Framework; arrows show logic of expected causal relationship

A further document confirmed baseline information against indicators for each outcome and assessed the status as at December 2015.<sup>5</sup> The assessment for short term outcomes was generally “good progress” with the exception of the outcome of “Infrastructure has increased capacity for current and future detainee numbers”, which was assessed as “poor/average progress”. Medium-term outcomes were also generally assessed as “good progress”, with the exception of the outcome of “Safe, secure and humane containment and rehabilitation of offenders”.

<sup>5</sup> “NZ Results Framework: VCSP 2015 Status Report”. File name: “Results Framework Final 2015 report”





The approach here is to make a general assessment of achievement against the Results Framework, as approved for 2015-2017, using the indicators, where data is available for this evaluation. Other relevant information obtained for this evaluation is also factored into the assessment. A four-point achievement scale is used: little or no achievement, partially achieved, substantially achieved, and fully achieved.

Table 7 assesses the evidence of achievement of the short-term outcomes. Three of the six short-term outcomes are rated as “partially achieved” (outcomes 1, 3, 4) – i.e. some achievement but more remains to be done. This may be a conservative assessment as data for some indicators is not available. The other three outcomes (2, 5, 6) are assessed as being “substantially achieved” – i.e. a lot has been achieved, albeit the outcome is not fully achieved. The latter outcomes relate to facility operations, “enhanced” Departmental capacity in planning and reporting, and “increased” staff operational capacity.

**Table 7: Assessment of achievement – short-term outcomes**

Short-term programme outcomes	Assessment
<p>1. DCS (DBKS) infrastructure has increased capacity for current and future detainees.</p> <p>Indicator</p> <p>i. Ratio of detainees to beds available</p> <p>ii. Number of beds available for different categories of detainees</p>	<p><i>Partially achieved</i></p> <p>No data on ratio of detainees to beds, but a new correctional centre has been built at Luganville and a separate female centre in Port Vila. However, conditions at facilities in Port Vila remain overcrowded (e.g. 167 detainees versus a capacity of 60, as at December 2020).</p>
<p>2. New facilities operate effectively, safely and are maintained.</p> <p>Indicators</p> <p>i. Percentage of staff satisfied with their working conditions in Luganville</p>	<p><i>Substantially achieved</i></p> <p>(i) Survey results show the proportion of staff at Luganville (n=41) who rated themselves as “dissatisfied” with working conditions decreased from 88% in 2015 to 27% in 2019, while those who were “satisfied” or “very satisfied” increased from 12% in 2015 to 73% in 2019.</p> <p>Of relevance, Practical Completion Certificates have been issued for all infrastructure projects, with the few defects identified being addressed within the liability period.</p>
<p>3. Increased detainee participation in rehabilitation activities.</p> <p>Indicators</p> <p>i. Number and percentage of detainees completing a rehabilitation program (m/f, by location)</p> <p>ii. Number and percentage of detainees completing a reintegration activity (m/f, by location)</p>	<p><i>Partially achieved</i></p> <p>This evaluation does not have access to time series data on rehabilitation attendance trends and the number of programmes. However, there is clear evidence of focused efforts to review and standardise existing rehabilitation modules and to introduce new modules in 2018-2020. Improved and regular reporting on module delivery and offender participation is being overseen by an internal Rehabilitation Leadership Group.</p>



Short-term programme outcomes	Assessment
<p>4. Effective community justice and parole system.</p> <p>Indicators</p> <ul style="list-style-type: none"> <li>i. Percentage of offenders serving community justice sentences</li> <li>ii. % Probation Officers who feel they have adequate training and the resources to do their job (m/f)</li> <li>iii. Number of parole recalls</li> </ul>	<p><i>Partially achieved</i></p> <p>(i) The percentage offenders serving community sentences has decreased, but this is influenced by the number of offenders and the mix of sentencing decisions as much as the parole system. (ii) Staff surveys show an increase in officers reporting they have training and resources to do their job well (67% &amp; 44% in 2019; 25% &amp; 25% in 2015). (iii) Do not have detailed data, but out of the 960 paroles in the community since 2006, only 15 (1.5%) have been recalled.</p> <p>Of relevance, the Community Justice Supervisors system is active and Provincial Forums are held biannually. Of 167 parolees in the community at December 2020, 130 (78%) were under the Community Justice Supervision System.</p>
<p>5. Enhanced DCS (DBKS) capacity in strategic planning and reporting.</p> <p>Indicators</p> <ul style="list-style-type: none"> <li>i. DBKS produces annual Business Plans and Annual Reports on time</li> <li>ii. DBKS produces 6-monthly report to MJCS</li> <li>iii. Detainee Census produced</li> </ul>	<p><i>Substantially achieved</i></p> <p>(i) (ii) Annual progress reports document confirm preparation. (iii) DBKS now has in-house capacity to produce an annual Offender Census Report to a good quality standard (example of 2020 report).</p> <p>Of relevance, DBKS senior managers have adopted the use of SMART indicators, reporting on monthly progress against their Business Plan, using a 'traffic light' system. This clarity of purpose helps to drive improved performance of the Department as a whole. In addition, the DBKS Offender Management System was upgraded in 2016, following a needs assessment, and records a range of data to inform reporting (e.g. use of force incidents, detainee discipline, complaints).</p>
<p>6. DCS (DBKS) staff have increased operational capacity.</p> <p>Indicators</p> <ul style="list-style-type: none"> <li>i. Number and percentage of staff with performance and training plan in place (m/f)</li> <li>ii. % staff who feel who feel they have adequate training and the resources to do their job (m/f)</li> <li>iii. % staff satisfied with their training (Internal and External training)</li> </ul>	<p><i>Substantially achieved</i></p> <p>(i) Annual Staff Training Calendars were prepared 2016-2018, with implementation at 60-80%. (ii) Staff surveys show an increase in staff self-assessing that they have sufficient training and resources to do their jobs. (iii) Surveys show improvement in staff satisfaction.</p> <p>Interviews with DBKS leadership include a strong theme of staff capacity and technical knowledge being developed through technical advisor support and training.</p>

Note: Assessment is based on a four-point achievement scale: little or no achievement, partially achieved, substantially achieved, and fully achieved.

Sources: Results Framework 2015-17; progress reports, interview notes with Programme Coordinator, DBKS senior managers; Sapere assessment



The assessment of the achievement of the medium-term outcomes is summarised in Table 8. The evidence points to these three outcomes as being partially achieved – i.e. some achievement but much more remains to be done. This is consistent with the short-term outcomes, most of which are assessed as being partially achieved.

**Table 8: Assessment of achievement – medium-term outcomes**

Medium-term programme outcomes	Assessment of achievement
<p>1. Prison facilities align with UN Minimum Standards</p> <p>Indicator</p> <p>i. The status of prison facilities contributes to Vanuatu passing the third Universal Periodic Review of Human Rights expected in late 2018</p>	<p><i>Partially achieved (Luganville only)</i></p> <p>(i) The third Universal Periodic Review of Human Rights only notes that Vanuatu received two external teams to complete inspections of the correctional centres and interview detainees.</p> <p>Of relevance, is evidence in the report from the OHCHR Regional Office of the Pacific following two missions to Vanuatu in 2018. It noted that the new facility in Luganville has “solidly improved the human rights situation of detainees” there and the working environment for staff. The report raised “serious concerns” about the conditions at the centres in Port Vila which continue to “fall short of human rights standards, including right to security, health, and adequate standard of living, and the lack of separation between convicted and remand detainees”.<sup>6</sup> Since then, physical conditions at Port Vila have not materially improved, other than at the new female centre.</p>
<p>2. Safe, secure and humane containment and rehabilitation of offenders</p> <p>Indicators</p> <p>i. Number of escapes from custody per year</p> <p>ii. Number of assaults on detainees and staff per year</p> <p>iii. Number of Complaints upheld by Ombudsman</p> <p>iv. Number and percentage of convicted detainees admitted who have served prior prison terms</p>	<p><i>Partially achieved</i></p> <p>(i) (ii) (iii) This evaluation does not have access to sufficient detailed data, but interviewees referred to no escapes from custody for three years (2018-2020), which represents an improvement over 2016 (5 escapes) and 2015 (3 escapes). This has been attributed to improvements in security. (iv) The proportion of detainees who are reoffenders remained stable (19-20%) from 2015 to 2020.</p> <p>Of relevance to this outcome, the 2018 report from the OHCHR noted that other human rights challenges remained for detainees, e.g. the lack of an individualised assessment upon admission; the lack of health services and medical care capacity at correctional centres; limited legal assistance; inconsistencies with food and remunerated work.</p>

<sup>6</sup> OHCHR Regional Office of the Pacific (2018) “Report following visits to the Vanuatu Correctional centres in Port Vila (28 June 2018) and Luganville (27 September 2018)”. Made available by the Director, DBKS.



Medium-term programme outcomes	Assessment of achievement
<p>3. DCS (DBKS) is an effective and efficient public agency</p> <p>Indicators</p> <ul style="list-style-type: none"> <li>i. Percentage of vacancies against staff structure</li> <li>ii. Percentage of required maintenance activities completed in accordance with planned schedule</li> <li>iii. Percentage of staff with a performance management plan</li> </ul>	<p><i>Partially achieved</i></p> <p>The evidence is drawn from a self-evaluation of the DBKS Capacity Development Plan, prepared by the Programme Coordinator in 2019.</p> <p>(i) Increased payroll budget has allowed more recruitment, thereby reducing vacancies. (ii) Unable to be measured, as maintenance schedules not always prepared, however, there are signs that overall maintenance activity has increased (iii) Annual Staff Training Calendars prepared 2016-2018: implementation 60-80%.</p> <p>Of relevance, the self-evaluation also found that Annual Business Plans and Annual Reports have been consistently submitted on time since 2016.</p> <p>Some stakeholders in the wider justice sector perceive an increased level of professionalism within DBKS. This perceived improvement was attributed to the Director’s leadership and to the support provided through the Partnership.</p>

Sources: Results Framework 2015-17; progress reports, interview notes with Programme Coordinator, justice sector stakeholders; Sapere assessment

With respect to the first medium-term outcome, of prison facilities aligning with UN Minimum Standards, the OHCHR assessments may be a better indicator of achievement, as the mission reports offer a more detailed information base.

With respect to the second medium-term outcome, of safe, secure and humane containment and rehabilitation of offenders, data to inform indicators i-iii could be reported regularly by the Department, e.g. in the Offender Census Report. An indicator of rehabilitation outcomes could also be added, for example, measuring the extent to which repeat offenders have participated in rehabilitation activities.

With respect to achievement of the third medium-term outcome, of the Department as an effective and efficient public agency, the self-evaluation of the DBKS Capacity Development Plan also offers insight. The Plan was prepared in 2015 by the Programme Coordinator and built around four dimensions of capacity development (staff performance, infrastructure, budget and governance), each with structured projects, actions, indicators and a designated senior leader. The Programme Coordinator undertook a self-evaluation of the implementation of the Plan in August 2019 and concluded that there has been a comprehensive range of activity to address the needs identified. A traffic light rating of progress being against the 16 indicators provided the following results: 12 green (good progress), 2 orange (some progress), 1 red (poor progress), and 1 white (unable to be measured). This assessment is summarised in Table 9 below.



**Table 9: Programme Coordinator evaluation of the Capacity Development Plan**

Indicators	Status as at June 2020	Progress
<b>Staff performance</b>		
1.1 Percentage of staff who feel they have adequate training to do their job	Staff survey shows overall increase in satisfaction rating	●
1.2 Percentage of staff who feel they have adequate resources to do their job	Staff survey shows overall increase in satisfaction rating	●
1.3 Percentage implementation of Staff Training Calendars	Training Calendars a very useful tool, but were too ambitious	●
1.4 Percentage of staff satisfied with their job at DBKS overall	Staff survey shows overall increase in satisfaction rating	●
1.5 Percentage of staff satisfied with their working conditions	Staff survey shows overall increase in satisfaction rating	●
<b>Infrastructure</b>		
2.1 New Correctional infrastructure is designed and built according to design, purpose, on-time and within budget	Time overruns on two upgrades, all projects on budget with small variances, projects followed designs.	●
2.2 Percentage of required maintenance activities completed in accordance with planned schedules	Maintenance activity has increased: cannot measure as maintenance schedules not always prepared	○
2.3 Pass rate when buildings inspected prior to commissioning	Practical Completion Certificates issued for all infrastructure projects	●
2.4 Number of land titles held by DBKS	Land held by DBKS now 3 sites	●
<b>Budget</b>		
3.1 DBKS recurrent budget allocation	Increased budget partly a result of better planning and reporting	●
3.2 Percentage of vacancies against staff structure	Increased payroll budget has allowed more recruitment	●
3.3 Percentage and total DBKS opex on vehicle repair and maintenance	Aged fleet rationalised and replaced, freeing up 2.5 MVT per year	●
3.4 DBKS revenue increased (from rehabilitation enterprises)	Delays in establishing Santo farm and lack of water at Vila farm has limited the commercial opportunities.	●
<b>Governance</b>		
4.1 DBKS produces Annual Business Plans and Annual Reports on time	Consistently submitted on time since 2016	●
4.2 DBKS produces 6-monthly reports to MJCS	Consistently since 2016	●
4.3 Number of Executive meetings	Not achieved (cost issues) but quality of meetings has significantly improved	●

Note: green = good progress, orange = some progress, red = poor progress, white = not measured

Sources: Programme Coordinator assessment, Project Update to Programme Steering Group, June 2020



#### 4. What has worked well and what could be improved in Phase 2?

The following anonymised quotes from interviews with the DBKS leadership provide a general sense of how the Partnership is valued and what has worked well. These quotes are included to bring through the perspective of Ni-Vanuatu stakeholders.

On the value of the Partnership overall.

*The Partnership is very important to the DBKS because through the Partnership new infrastructure and facilities were built, technical advice provided to staff in the area of probation services and correctional centre management through training, knowledge and skills transfers.<sup>7</sup>*

On the trusted relationships with the technical advisors, including the Programme Coordinator and the advisors from New Zealand Corrections.

*The Programme Coordinator role is important and he understands the context and works well with the Director and senior managers of DBKS, particularly in the areas of policy and strategic documents, training modules and manuals and specific skills in the areas of project management and procurement relating to the building of the new centres.*

*The technical advisor support and input to the staff and the department is targeted and flexible in the sense that it allows local ownership and responsibility, and local context is reflected.*

There are also specific examples of activities that have worked well. These are listed below, categorised under infrastructure investment, technical advice, programme coordination and budget support.

##### Infrastructure investment

- The design and construction of the Luganville Correctional Centre is widely seen being sensible and effective. The practical approach used local skills and construction methods and materials, with input from technical advisors, and resulted in a fit-for-purpose facility being delivered on time.

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<sup>7</sup> Quotes sourced from the interview notes, translated from Bislama by a member of the evaluation team



- The programme of small infrastructure projects have been well prioritised and largely delivered on time and to budget. Among the 11 completed projects, the construction of a new female correctional centre in Port Vila has been particularly effective, enabling female detainees to be accommodated in a fit-for-purpose facility.

#### Technical advice

- New Zealand Corrections advisors have built up trusted relationships with counterparts over multiple visits. This has enabled ongoing peer-to-peer relationships and an understanding of the local context and needs. Examples of progress cited in interviews include improved security leading to an absence of escapes from custody, and noticeable improvements in the quality of reports prepared by probation officers. These examples were a strong theme among interviews with DBKS leaders.
- Internal training was virtually non-existent in 2015, with delivery of training courses being dependent on technical advisors. DBKS now has the capacity to run its own three-week Custodial Officer Core Skills course, which has been successfully delivered several times in recent years. This is an example of capacity building success.
- Improved recruitment processes, involving transparent criteria, have helped to identify motivated candidates. One of the successes has been the employment of the first female Principal Corrections Officer.
- Corporate planning and reporting disciplines have been advocated by the Programme Coordinator. DBKS senior managers have adopted the use of SMART indicators and each now reports progress against their Business Plan monthly, using a 'traffic light' system. This clarity of purpose helps to drive improved performance of the Department as a whole. This is also an example of capacity building success.
- The Offender Census Report is now prepared by the Department. Prior to 2015, the Report had been prepared by an external advisor. The Programme Coordinator has worked with an internal team to take over the report, which involves extracting data from the Offender Management system, analysis and interpretation, and report preparation. In recent years, the Programme Coordinator has stepped back to a review role, with the DBKS officers taking responsibility for production. The scope has widened to include offenders on community-based sentences as well as detainees, and production has moved to an annual basis. The report is an important tool for internal planning (e.g. trends in the mix of detainees), and is also used for monitoring by other agencies and NGOs.



### Programme coordination

- The Programme Coordinator has shaped the programme of activities, in addition to efforts to build corporate capacity. One example is the development and delivery of the series of small infrastructure projects. The Coordinator also identified a gap in support for rehabilitation activities that led to an advisor being brought in, initially as a volunteer, to review and redesign rehabilitation modules and build links with NGO providers. A rehabilitation leadership group, comprising three senior DBKS managers, was also established to review activities. As a result, offenders have access to updated and standardised rehabilitation modules (see below).
- The data collected by the Programme Coordinator for the self-evaluation of the Capacity Development Plan, including the staff surveys, although largely self-assessed, has been valuable for informing this evaluation.

### Budget support

- Partnership support enabled a major upgrade of the Department's Offender Management System in 2016, following a staff needs assessment. The System records a range of information, such as use of force incidents, detainee discipline, detainee complaints, detainee property and escapes. It is supported by a technician on a retainer contract for adjustments as needed, funded out of the Department's recurrent budget.

In terms of future improvements, the following themes were present in interviews.

- A focus on supporting the management and rehabilitation of young offenders, particularly with the commissioning of the juvenile centre at Luganville. Young offenders from remote areas and will be disconnected from their communities for the first time. This was a strong theme among interviews with DBKS leaders and among justice sector stakeholders.
- Developing the rehabilitation programme beyond modules aimed at raising offender victim awareness and self-awareness. This was a theme of moderate strength among interviews with DBKS leadership and technical advisors. A next step would be to change behaviours, involving specialist input (e.g. psychologists, counsellors) targeted at serious and repeat offenders. It is a mixed finding, as some interviewees commented that such input would not be sustainable, given the scarcity of those skills.
- The need for a risk management tool to categorise detainees was a minor theme in interviews with DBKS leadership and technical advisors. Such a tool would take into account the seriousness of the offense, behavioural risks as a detainees, and the risk of re-offending. The assessment would also inform rehabilitation activities and re-integration efforts for detainees.





### **CRITERIA 3: EFFICIENCY**

The extent to which the Partnership is delivering, or is likely to deliver, results in an economic and timely way.

**5. Is the current design and implementation the most efficient way of achieving its intended outcomes? Are there ways to improve efficiency?**

The multi-faceted approach to support, including investment in infrastructure, budget supports, technical advice and training, has enabled some of these activities to reinforce each other.

- The Luganville Correctional Centre has improved the working conditions for staff at that facility and contributed to job satisfaction and, likely, staff retention. Staff who are happier in the workplace are more likely to be motivated to receive training and implement new practice.
- The Programme Coordinator's focus on planning, monitoring and reporting capacity has helped ensure that the small infrastructure projects have been prioritised and largely delivered on time and to budget.

New Zealand Corrections technical advisors trained practice leaders during the November 2019 mission to champion practice and become mentors. The intent is for these practice leaders to have ongoing relationships with counterparts in New Zealand for support and mentoring via video calls (enabled by budget support for reliable digital communication links). This "train-the trainer" approach becomes more necessary with the COVID-19 pandemic preventing travel. This model offers efficiencies in enabling more frequent interactions at a lower cost. It will also be an important way to encourage and support DBKS practice leaders to take more responsibility for implementing and sustaining new practices.

The following suggestions could improve efficiency in the next phase of support.

- The amount of Programme Coordinator time has been reduced over time and this may need to be revisited. If the next phase of support includes new forms of activity and substantial investment in infrastructure, then a higher level of Coordinator input may be needed to coordinate activities, manage risk, and ensure that the intended benefits are realised.
- Technical advisors from New Zealand Corrections have identified benefits from their involvement in the Partnership, such as learning about the role of kastom in offender reintegration. This raises the issue of whether New Zealand Corrections could self-fund some of its activities, commensurate with the benefits it gains from participation in the Partnership.



## 6. Is the activity good value for money?

There are some general signs that the Partnership has been implemented in a way that is suggestive of good value for money being obtained.

- A clear rationale for investment. The programme logic is outlined in the Activity Design Document and priorities were largely pursued as intended.
- Flexibility in response to new information. Funds were increased for the construction of the Luganville Correction Centre in response to a good design and evidence of need. Funds were found to extend the role of the rehabilitation advisor, who had begun in a volunteer capacity in response to an identified gap in planned activities. No funding was committed to a new facility at Port Vila in light of ongoing uncertainty over the site.
- External resources leveraged. The Australian Strem Rod Blong Jastis mo Sefti Program funded the fit-out of the juvenile centre in Luganville (construction funded by the Government of Vanuatu) and external works for the female correctional centre in Port Vila (funded by New Zealand). The Department has also been supported to build relationships with international bodies (e.g. SPC, OHCHR, ICRC) that have provided training, resources, and independent audits and site assessments. The Department hosted the first Pacific Correctional Executives Roundtable in July 2019, to progress the concept of regional cooperation and information sharing.
- The Programme Coordinator has provided some continuity and a useful mix of overall programme coordination, management consultant advice to build corporate capacity and oversight of small infrastructure projects.

The correctional centre at Luganville was the first to be built since Vanuatu gained independence and offers tangible value for money. The direct value includes the improved conditions for detainees and an improved working environment for staff. There are also several forms of indirect value for the money invested.

- The completion of the Luganville Correction Centre represents delivery of a key priority of the Vanuatu Correctional Services Infrastructure Plan 2014-2018, in line with New Zealand's funding commitment in 2013.
- The use of local designers, materials and construction methods, as noted above, is widely seen as suitable for the context and efficiently delivered. It represents a workable model of design and delivery that could be applied elsewhere in the correctional service.
- Some detainees assisted with the construction of the centre. Later, post-release, some detainees found employment in the construction sector.



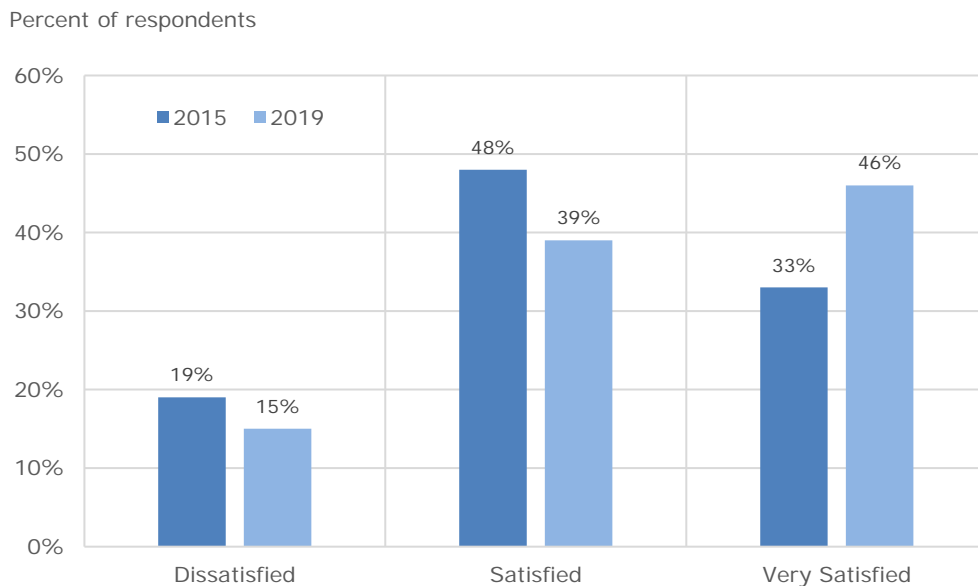
## CRITERIA 4: IMPACT

The extent to which the Partnership has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

### 7. What impact has this activity had on key stakeholders including, but not limited to, DBKS, offenders, corrections staff, and the community?

The impact of Partnership activities on DBKS and its staff can be seen in the results of staff surveys, designed by the Programme Coordinator and undertaken in 2015 and 2019. Each survey had a high response rate (74% and 85%, respectively) with all cost centres being well represented (i.e. Correctional Centres North and South, Probation and Corporate). The results show an overall improvement in staff job satisfaction between 2015 and 2019. Figure 3 shows that the proportion of staff who rated their job satisfaction as “very satisfied” increased from 33% in 2015 to 46% in 2019, with the proportion who rated themselves as “dissatisfied” decreasing from 19% to 15% over the same period.

**Figure 3: Staff job satisfaction for the department overall, 2015 and 2019**

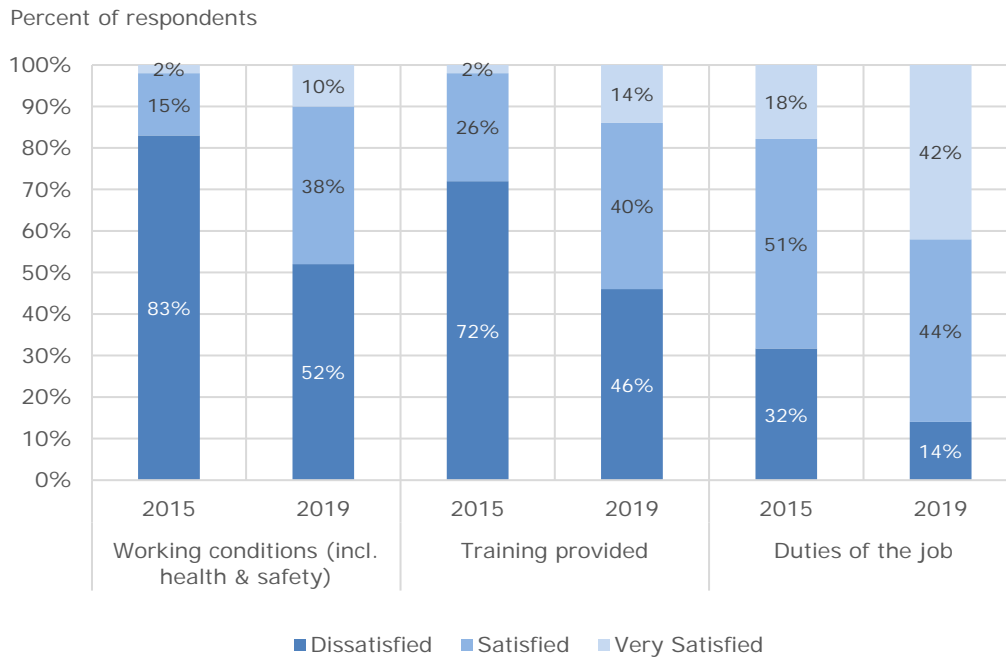


Source: Data from DBKS Staff Survey Report 2019; Sapere chart

Digging deeper, the main contributing factors to the improvement in overall job satisfaction were greater satisfaction with working conditions, the training provided and job duties. Figure 4 shows the results for these measures in 2015 and 2019, and in each case there is a noticeable decrease in staff who rated themselves “dissatisfied” and an increase those who rated themselves “very satisfied”. These are all areas where Partnership activities have been targeted.



**Figure 4: Selected measures of satisfaction for the department overall, 2015 and 2019**



Source: Data from DBKS Staff Survey Report 2019; Sapere chart

The report on the survey results by the Programme Coordinator, made available for this evaluation by the Director of DBKS, identifies how the Partnership activities may have contributed to these improved results.<sup>8</sup>

- Working conditions (including workplace health and safety) – may reflect the Partnership investment in infrastructure including the new Correctional Centre at Luganville and upgrades to some probation offices, as well as the staff safety training delivered in the correctional centres in conjunction with technical advisors from New Zealand Corrections.
- Training provided – may reflect the development of DBKS training capacity and a planned approach to training through annual training calendars, which has been a focus of the Partnership.
- Job duties – may reflect the increased focus on rehabilitation (the aspect of the job that staff enjoy most) and the new staff being recruited into the Department under an improved recruitment process that identifies motivated candidates who want to work in Corrections. The Partnership has had a focus on rehabilitation activities and on the recruitment process.

<sup>8</sup> VCSP Programme Coordinator, “DBKS Staff Survey Report 2019”, prepared for the Director of DBKS



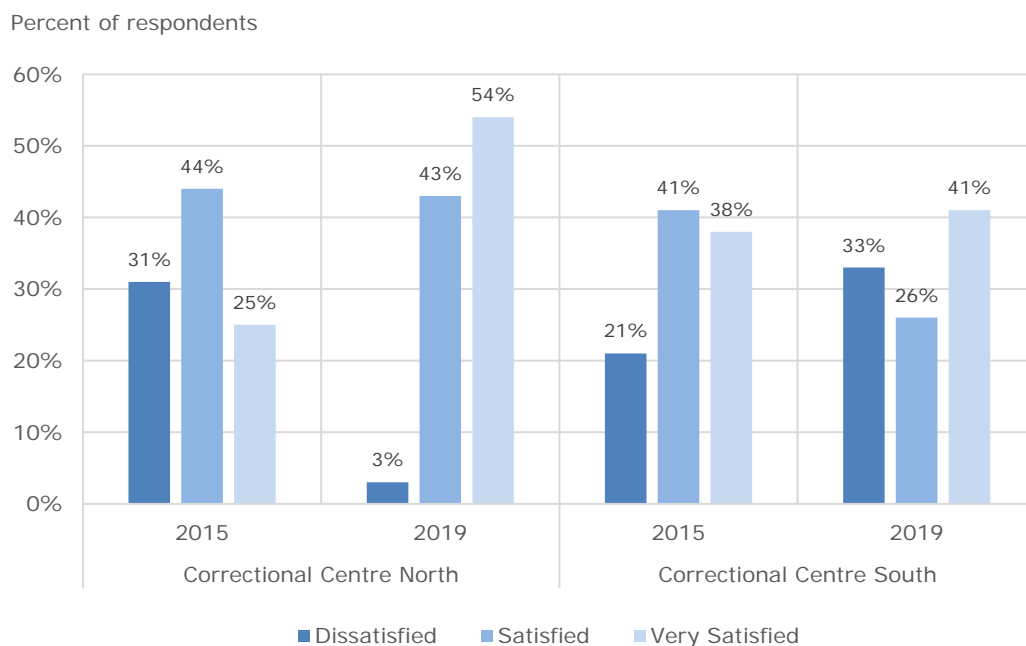
Alongside this, the DBKS leadership commented in interviews that the provision of advice and training through the Partnership has improved the capacity and skills of staff. This was a strong theme. There was also reference to some corrections officers gaining knowledge from attachments at correctional centres in New Zealand and this was seen as having motivated those officers to become role models.

A natural experiment is visible in that one of the two correctional centres received substantive investment between the two surveys. Results at Correctional Centre North, where the Luganville Correctional Centre opened in 2017, show a clear improvement in staff job satisfaction between 2019 and 2015. The same effect is not present in Correctional Centre South (i.e. Port Vila), which has not had a substantive investment in infrastructure.

Figure 5 shows that the proportion of Centre North staff (n=41) who rated themselves as “dissatisfied” decreased from 31% in 2015 to 3% in 2019, while those who were “very satisfied” increased materially, from 25% in 2015 to 54% in 2019. This shows the impact of a fit-for-purpose correctional centre, with the aspect of the job with the largest improvement being the working conditions.

The correctional staff at Centre South are still required to do their jobs in poor working conditions (i.e. cramped, deteriorating buildings that are not suitable for detainees). Over the same period, the proportion of Centre South staff (n=47) who rated themselves as being “dissatisfied” increased from 21% to 33%. There was negligible change in those were “very satisfied” (38% in 2015 and 41% in 2019).

**Figure 5: Staff job satisfaction by correctional centre, 2015 and 2019**



Source: Data from DBKS Staff Survey Report 2019; Sapere chart

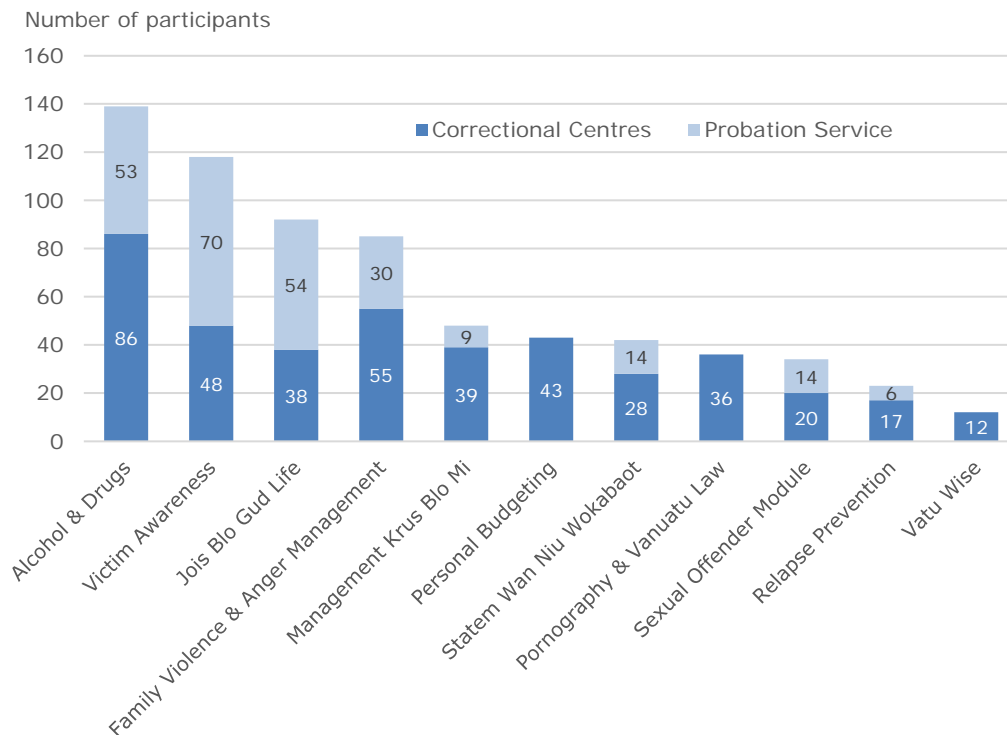


The time available for this evaluation has meant that engagement with offenders was not possible. Instead, the approach has been to draw on their documented experiences in external reports (as below) and on the views of other stakeholders.

The renewed emphasis on the rehabilitation of offenders was a theme of moderate strength among the interviews with the DBKS leadership and wider justice sector. The Programme Coordinator initiated the establishment of a Rehabilitation Leadership Group, comprises the managers of the correction centres and the probation service, to work on rehabilitation policy, to develop rehabilitation modules and standardise arrangements with service providers. The Rehabilitation Advisor, funded through the Partnership, facilitated the development and then review of the new modules, with the content largely being designed by Ni-Vanuatu staff.

As a result, there is more consistency in how offenders participate in rehabilitation modules, with standardised and updated modules being delivered by a range of community providers who work across the Department. Figure 6 presents data on the number of participants in rehabilitation modules in 2020, shown by setting. It shows that offenders have access to modules that include victim awareness, self-awareness, and personal development. Measuring the impact of the rehabilitation programme would require access to more detailed data and, likely, primary data collection and analysis that is beyond what has been possible here.

**Figure 6: Number of participants in rehabilitation modules, 2020**



Source: Data from DBKS Rehabilitation Leadership Group via the Programme Coordinator



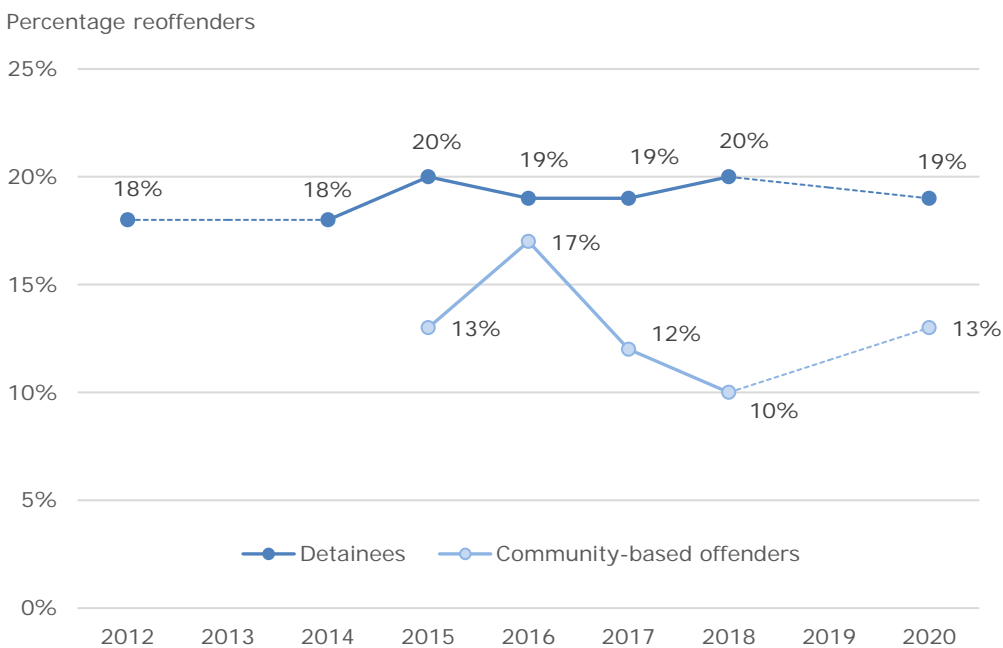
**8. What impact has this activity had on community safety in Vanuatu?**

The perspective of the DBKS leadership is that communities are safer and this was a strong theme in the interviews. In support of this, references were made to there being no escapes from DBKS custody for several years, the participation of detainees in self-awareness modules, and in the reconciliation process with victims. It was also noted the Parole Board considers detainee behaviour and risk to the community and so some high-risk detainees are not approved for parole. Breaches in parole conditions mean an offender will be recalled to custody.

Data from the Offender Census suggests that the level of reoffending has been fairly stable over time. Figure 7 shows that the proportion of sentenced detainees who are reoffenders remained between 19% and 20% from 2015 to 2020. The equivalent rate for community-based offenders increased from 13% in 2015 to 17% in 2016 and then remained between 10% and 13% from 2017 to 2020.

Alongside the above evidence, there was a minor theme among other interviews that community safety has not necessarily improved. There was acknowledgement that the rehabilitation of some prisoners requires more time and treatment than available through current modules. There is also a perception that detainees tend to be released when they have served half of their sentence, with insufficient weight placed on the risk of reoffending (one interviewee noted that there had been four murder-related prosecutions of recent parolees within the last two years).

**Figure 7: Reoffenders as a proportion of all offenders at the time of Census, 2012-2020**



Source: Data from DBKS (2020) *2020 Offender Census Report*; Sapere chart uses available data points



**9. What impact has this activity had on New Zealand’s reputation in Vanuatu?**

New Zealand’s contributions of support are highly valued by the DBKS leadership and this is strong theme among the stakeholders in the wider justice sector. One stakeholder commented that New Zealand plays a “well-respected role” and is recognised in the justice sector for its support to corrections, unlike in other areas where the contribution of the donor partner is not always apparent.

**10. What impact has this activity had on human rights in the Vanuatu correctional system in relation to the issues that were outlined in the Amnesty International report that led to DBKS?**

There is evidence that the Partnership has contributed to gains in Department capacity in several areas, with flow-on improvements in how detainees are treated.

- Staff capacity. Training on the Department’s core values and code of ethics has led to a greater awareness among staff of the human rights of detainees. Technical advisors from New Zealand Corrections have assisted with the design of recruitment processes, and this has led to more motivated candidates being identified and hired as permanent staff.
- Monitoring and reporting. The Department maintains an Offender Management System, assisted with Budget Support, that records a range of information, including the use of force, detainee discipline, detainee complaints, detainee property and escapes. Senior managers indicate that the data shows there have been no human rights violations since 2014 (including an absence of beatings of detainees by custodial officers).
- More focus on rehabilitation. The Department has placed emphasis on updating and standardising the rehabilitation modules, as noted above.

OHCHR, at the request of the Director of DBKS, undertook monitoring visits to correctional facilities in 2016 and 2018 as part of a cooperative relationship that includes human rights training.<sup>9</sup> The visits included site tours and private interviews with detainees. The OHCHR noted that the DBKS has been strengthening its procedures and infrastructure with “a focus on the international human rights commitments” and singled out the proactive approach of the DBKS leadership in seeking advice and strengthening partnerships as being very positive.<sup>10</sup>

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<sup>9</sup> Port Vila in April 2016 and June 2018 and Luganville in September 2016 and September 2018

<sup>10</sup> OHCHR, Regional Office for the Pacific (2018) “Report following visits to the Vanuatu Correctional centres in Port Vila (28 June 2018) and Luganville (27 September 2018)”.





Physical conditions have improved for some detainees, namely those at the Luganville Correctional Centre. The OHCHR report in 2018 concluded that the new facility has solidly improved the human rights situation of detainees there. This contrasts with the report from 2016, which found that the high risk and remand and the medium risk facilities did not meet the minimum standards required in many ways. In particular, the high risk facility was seen as dangerous for detainees and staff (e.g. rotting floorboards, metal rusting to the point of disintegration). Additionally, detainees had been required to sleep on the floor and, at times, to use a bucket in the cell as a toilet.<sup>11</sup>

However, there is widespread acknowledgment that detainees in Port Vila remain in unfit conditions that require urgent attention. The OHCHR report in 2018 raised “serious concerns” about the conditions at facilities in Port Vila which continue to “fall short of human rights standards, including the right to security, health, and adequate standard of living, and the lack of separation between convicted and remand detainees”.<sup>12</sup> This finding is consistent with the DBKS submission to the Ombudsman and the resulting Ombudsman report in 2019. (see text box below).

Some Partnership technical advisors have also commented that the conditions further damage detainees, thereby making it more difficult for them to reintegrate back into society upon release. This was a strong theme among those interviews. One advisor referred to a “pressure cooker” situation in Port Vila, where officers are discontented about the daily conditions, particularly becoming aware about the new correctional centre in Luganville and the upgrades in working conditions there.

#### **DBKS submission to the Office of the Ombudsman, 2019**

The Department noted that the old colonial prisons in Port Vila, which were condemned by engineers in the late 1990s as being unfit for occupation and earthquake risk, are still in use and their condition continues to deteriorate. The Department noted that detainees and officers have concerns at being held in these unsafe buildings, and cited a risk that this discontent could give rise to riots or mass break-outs, which would affect community safety and the confidence of investors. The Department concluded that the Correctional Centres in Port Vila are at crisis point and that urgent action is required.

#### **Office of the Ombudsman report on Port Vila prisons, 2019**

The Vanuatu Ombudsman’s Report noted that the age of the buildings means the condition continues to deteriorate and concluded that “Basically, the buildings are not fit for human habitation.”

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<sup>11</sup> OHCHR, Regional Office for the Pacific (2016) “OHCHR Pacific visit to the Luganville Correctional Centre from 19 to 20 September 2016”.

<sup>12</sup> OHCHR Regional Office of the Pacific (2018) “Report following visits to the Vanuatu Correctional centres in Port Vila (28 June 2018) and Luganville (27 September 2018)”



## **CRITERIA 5: SUSTAINABILITY**

The extent to which the benefits of the Partnership are continuing, or are likely to continue.

### **11. To what extent are there likely to be continued positive outcomes?**

A strong theme among the interviews with DBKS leaders is that the positive outcomes obtained to date are likely to continue, due to the improved staff capacity and the service improvements and corporate processes that are in place.

Similarly, external observers have commented that the partnership has been “highly effective” and led to substantial improvements in staff capacity.<sup>13</sup> As an example, the Programme Coordinator and New Zealand Corrections technical advisors transferred the responsibility for delivering induction training, with in-house trainers delivering the 14-day course from 2016.

### **12. What will constrain/enhance the sustainability of the results of the Activity?**

Among the potential constraints identified in interviews with DBKS leadership, there was a strong theme of budget constraints, particularly for operations and maintenance priorities. The impact of damage from a natural disaster (e.g. earthquake or cyclone) and the ability to repair that damage, was also seen as a risk. References to enhancing the sustainability of the Partnership’s results include a continuation of technical support, and assisting with the completion of correctional centre infrastructure in Port Vila, as well as on Tanna and Malekula.

The Programme Coordinator developed a set of exit indicators for the Partnership in 2018 to inform a decision about when MFAT could stop supporting the correctional service. The seven indicators relate to facility infrastructure, corporate capacity (including peer relationships and sustainable revenue) and rehabilitation outcomes. Progress against the indicators has been reported to the Programme Steering Group and the progress report of June 2020 shows that some or good progress had been made against most of the indicators, as shown in Table 10.

- Achievement or strong progress for three indicators (completion of Luganville Correctional Centre, institutional relationship with New Zealand Corrections, implementation of the Capacity Development Plan)








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<sup>13</sup> OHCHR, Regional Office for the Pacific (2016) “OHCHR Pacific visits to the Vanuatu Correctional Centres from 4 to 6 April 2016” p.2



- Some progress for three indicators, with more to be done (regional corrections group is progressing, substitution of budget support is some way off, progress on reoffending rates limited by the COVID-19 pandemic).
- There was poor progress for one indicator, relating to the redesign and construction commitment for a new correctional facility for Port Vila.

**Table 10: Exit indicators and reported status as at June 2020**

Key exit indicators	Status as at June 2020	Progress
1. Luganville Correctional Centre upgrade complete and all units functional	<ul style="list-style-type: none"> <li>• Completed and operational (High Risk, Medium Risk, Remand units).</li> <li>• Infrastructure improvements to Low Risk compound 100% complete and operational (through SIP).</li> <li>• Delays with improvements to Female Unit (no funding).</li> <li>• GoV is funding Juvenile Centre, operational 2021.</li> </ul>	
2. Erangorango Correctional Centre project redesigned and construction commitment made by new donor partner	<ul style="list-style-type: none"> <li>• COM agreed in late 2019 to redevelop the Stade site for a new Centre. Concept drawings have been prepared. No funding commitment, although SRBJ has shown interest.</li> </ul>	
3. Regional Corrections Project operational	<ul style="list-style-type: none"> <li>• Heads of regional Corrections agencies met in Port Vila in 2019 and endorsed a Regional Corrections Project. Working Group established to progress the concept.</li> </ul>	
4. DBKS revenue from rehabilitation activities significantly enhanced (10+ MVT revenue per annum) – this would eventually 'replace' EBS	<ul style="list-style-type: none"> <li>• A key initiative to replace EBS. However cash cropping at Erangorango is less feasible without water supply and delays in getting farmland in Santo. Still a long way off the 10 MVT target. Application for VSA volunteer to assist with business development of rehabilitation enterprises approved but delayed deployment.</li> <li>• Successfully increased DBKS recurrent budget.</li> </ul>	
5. Institutional relationship with NZ Corrections and other regional Corrections agencies	<ul style="list-style-type: none"> <li>• Developing stronger relationship with NZC through STTA visits and high level NZC participation in PSG. Good engagement with other regional corrections agencies-refer progress with Regional Corrections Project above.</li> </ul>	
6. Successful implementation of the Capacity Development Plan	<ul style="list-style-type: none"> <li>• 2019 Staff Survey complete and Programme Coordinator has completed an evaluation of Capacity Development Plan to assess progress in the areas of staff performance/ budget/ infrastructure and governance. Good progress all-round although there remain some outstanding issues with DBKS capacity.</li> </ul>	
7. Annual reoffending rate stable at less than 15% per annum	<ul style="list-style-type: none"> <li>• NZC support with case management (includes rehabilitation awareness modules) is targeted at this indicator but no progress in 2020 due to COVID.</li> </ul>	

Note: green = good progress, orange = some progress, red = poor progress

Sources: Programme Coordinator assessment, Project Update to Programme Steering Group, June 2020



# 5

## Evaluation Conclusions

### Relevance

The Partnership has sensibly pursued a multi-faceted approach to support, including investment in infrastructure, budget support for operations, technical advice and training for frontline staff and organisation capacity development. This approach has enabled activities to reinforce each other. Improved conditions at the Luganville Correctional Centre mean staff are more satisfied and more likely to be motivated to receive training and implement new practice. Similarly, the focus on building corporate capacity has contributed to the small infrastructure projects being identified, prioritised and largely delivered on time and to budget.

All activities were seen as having been relevant to the DBKS priorities, and there appears to be good support and some ownership among the DBKS senior leadership. However, the continuation of poor conditions at Port Vila for detainees and staff, which fall short of human rights standards, are a result of ongoing uncertainties about the preferred site, which has inhibited investment decisions.

The Partnership is seen as complementary to the Australian-funded Stretem Rod Blong Jastis mo Sefti Program, which focuses on strengthening the other (non-corrections) parts of the justice system.

### Effectiveness

Available evidence shows solid progress has been made towards achieving the intended outcomes, as specified in the Results Framework.

- Three short-term outcomes (relating to facility capacity, rehabilitation activities and the parole system) are rated as “partially achieved” – i.e. some achievement but more remains to be done. Three other short-term outcomes (relating to facility operations, planning and reporting and staff capacity) have been assessed as being “substantially achieved” – i.e. a lot has been achieved, albeit the outcome is not fully achieved.



- The three medium-term outcomes are assessed as partially achieved. The facilities in Luganville align with UN minimum standards while those in Port Vila continue to fall far short. The cessation of escapes from custody shows progress in safe, secure and humane containment, but there are remaining human rights issues (e.g. access to medical care). DBKS has made progress in becoming an effective and efficient public agency, and with implementing its Capacity Development Plan.

Some data could not be obtained in the time available. To address this for future monitoring and evaluation, key indicators of progress for a future phase of support should be agreed with DBKS so that information is provided on an annual basis. This could include access to OHCHR reports on the standard of correctional facilities and the inclusion of more data in the Offender Census Report (e.g. escapes, assaults, complaints upheld). An indicator of rehabilitation outcomes should be developed, to help determine if the rehabilitation activities are making a difference.

### **Efficiency**

Construction of the Luganville Correctional Centre is an important demonstration of value for money. The direct value is that physical conditions have improved for detainees and led to a material increase in staff job satisfaction. Further value lies in the Luganville project demonstrating cooperation among partners, with New Zealand delivering on its funding commitment, the DBKS taking responsibility for delivery of a key project in the Vanuatu Correctional Services Infrastructure Plan, and New Zealand Corrections assisting with technical input into the designs. In turn, the Government of Vanuatu funded the juvenile centre, as agreed. This workable model could be applied elsewhere in the correctional service.

Additional resources have been leveraged, including funding for fit-outs from the Australian-funded Stretem Rod Blong Jastis mo Sefti Program. Further contributions may be possible, for example, New Zealand Corrections could move to self-funding some of its support and this may free up some resources for other priorities.

If the next phase of support includes new areas of technical advice and substantial infrastructure investment, then a higher level of Coordinator input may be needed to coordinate activities, manage risk and ensure the intended benefits are realised.

### **Impact**

There is strong evidence that the Partnership activities have had a positive impact on staff job satisfaction among staff overall. Investment in infrastructure that also improves workplace conditions has a material impact on staff job satisfaction.

While there has been a material improvement in job satisfaction at the Luganville Correctional Centre, following substantive investment to improve conditions, the



same effect is not present among staff at the correctional centres in Port Vila, where the longstanding poor working conditions have not materially changed. There is widespread acknowledgment – among DBKS leaders, technical advisors, the Ombudsman, and the OHCHR – that detainees in correctional centres in Port Vila remain in unfit conditions that require urgent attention.

The renewed emphasis on rehabilitation has led to new modules being developed. There is now more consistency in how offenders participate in rehabilitation activities, which include modules on victim awareness and self-awareness.

With respect to impacts on community safety, the findings are mixed. There is some evidence of improvement, for example, the absence of escapes from custody for several years, the participation of detainees in self-awareness modules and the reconciliation process with victims. Nevertheless, there have been cases of serious reoffending. There is a need to provide support to the Parole Board – and this is sought by the Board itself – as had been intended prior to the COVID-19 pandemic.

New Zealand's reputation has been enhanced through the Correctional Services Partnership, and this was a strong theme among the interviews.

## **Sustainability**

There is a strong chance that the impacts achieved will be sustained, based on evidence of capacity development in corporate systems and frontline staff, the commitment among the DBKS senior leadership, and the redevelopment of a major correctional centre into a fit-for-purpose state. However, the poor conditions at the correctional centres at Port Vila pose risks, in terms of staff dissatisfaction affecting performance. In addition, the plan to generate commercial revenue has made slow progress. The prospects of replacing external budget support with new revenue are uncertain, pending an investment decision regarding the rehabilitation farms.

Taken together, the evidence shows solid progress but points to the correctional service not yet being ready for an exit of MFAT support. There is strong support among the DBKS leadership and stakeholders in the justice sector in Vanuatu for the Partnership to continue, including the relationships with technical advisors.

Investment into correctional infrastructure at Port Vila would be a high priority in a future phase of support, contingent on a decision by the Government of Vanuatu on the preferred site and evidence of operational sustainability. This conclusion is based on external assessments that the conditions at the Port Vila facilities fall short of UN minimum standards, the harm to staff morale and the risks to capacity gains, and the benefits for the efficient operation of the corrections system. Investment into a correctional centre on Tanna or Malekula would be less costly and could ease some of the pressure, but such an option would be second-best relative to directly addressing the conditions at Port Vila.



# 6

## Lessons Learned

The following lessons learned have potential for wider application and use. They are grouped into infrastructure investment, technical advice, and budget support.

With respect to infrastructure investment.

1. The investment into the Luganville Correctional Centre has been more than an upgrade of key infrastructure. It has served a catalyst project and supported improvements in organisation capacity, such as the training of staff.
2. The design and construction of the Luganville Correctional Centre offers a useful model that can be applied to the build of other correctional centres or to other infrastructure projects of similar scale and complexity. The project is widely seen as sensible in that it used local skills, construction methods and materials, resulting in a fit-for-purpose facility being delivered on time. Some of the detainees also assisted during the construction phase and later, after their release, gained employment in construction work.

With respect to technical advice.

3. The Programme Coordinator role shows the benefits of having a management consultant with development expertise who is based in-country to work on capacity development from within the partner organisation while also coordinating activities, identifying gaps in support, and undertaking some self-evaluation. This model may have wider application, dependent on the context and the availability of a qualified individual.
4. Many of the technical advisors, including those from New Zealand Corrections, have built up trusted relationships with counterparts over multiple visits over many years. There is also recognition that advice and training needs to be tailored to the local context and, at times, initial attempts were not well



adapted. There is scope for more formalised briefings to be delivered for new technical advisors to enable them to be better prepared prior to visiting.

With respect to budget support.

5. The establishment of revenue-generating activity to substitute for external budget support for operational expenses has proved to be more challenging. There may be potential for rehabilitation farm activities to generate material revenue, but it will require investment into the farm(s) and technical advice.





# 7

## Recommendations

The following recommendations have been developed to inform decisions about the next phase of support, in line with the purpose of this evaluation.

The following recommendations relate to infrastructure investment.

1. **Consider preparing a case study of the design and construction of the Luganville Correctional Centre to inform any future investment in correctional centre infrastructure.** This recommendation follows the identified lesson learned, with respect to the successful delivery of the Luganville Correctional Centre. The case study could look at the design, procurement, construction and operation of the correctional centre, to identify replicable success criteria and any lessons that might improve the design, avoid cost or add value in some way. Such a case study could usefully inform any future investment in correctional infrastructure projects.
2. **Offer the preparation of a business case to support the Government of Vanuatu in decisions about the preferred location of correctional facilities in/around Port Vila.** This recommendation is designed to help work through any remaining uncertainty around the decision about the preferred location and form of a future correctional facility in or near Port Vila. The business case would consider all options, provide detailed costings, and identify expected benefits and risks. It would be used to inform investment decisions from potential donor partners.
3. **Prioritise investment into correctional centre infrastructure in the next phase of support.** The focus should be on ensuring correctional centre infrastructure in Port Vila is in a sustainable position, for detainees and staff and for the correctional service as a whole. This is because the current state is unfit for human habitation, as has been widely concluded. Investment into a provincial correctional centre (e.g. on Tanna) is a secondary consideration, as an option that would only partly ease the pressure on centres in Port Vila.



The following recommendations primarily relate to technical advice. There may be budget support implications, pending discussions about the next phase of support.

4. **Work with New Zealand Corrections on the scope of their contribution to the next phase of support, including:**
  - a. how the priorities identified by the Dipatmen Blong Koreksosal Sevis might be addressed, such as the provision of technical advice and training on the management and rehabilitation of young offenders and of serious and repeat offenders;
  - b. how New Zealand Corrections might maintain an ongoing relationship with Vanuatu after MFAT has exited from supporting the corrections service. One option could be for New Zealand Corrections to begin transitioning towards self-funding some of its support, commensurate with the benefits it gains from participation in the Partnership. This could free up some MFAT resource for other priorities.
5. **Work with the New Zealand Parole Board on how the relationship with the Vanuatu Parole Board might be developed.** This is sought by the Vanuatu Parole Board, as noted in the conclusions section. This would include the resumption of the technical advice and training, which has been interrupted by the COVID-19 pandemic.
6. **Work with the Dipatmen Blong Koreksosal Sevis and the Programme Coordinator to confirm a set of indicators, to be monitored regularly in the next phase of support.** This could include OHCHR reports on the correctional facilities and including more data in the Offender Census Report (e.g. escapes, assaults, complaints upheld). An indicator of rehabilitation outcomes should be developed. The indicators would help to measure achievement of the outcomes and to determine whether the Dipatmen has reached a sustainable position to allow MFAT to exit from its support.
7. **Revisit the amount of Programme Coordinator input, dependent on decisions about the scope of activities and level of infrastructure investment in the next phase of the Partnership.** If the next phase includes new areas of technical advice and substantial investment in infrastructure, then a higher level of Coordinator input may be needed to coordinate activities, manage risk, and ensure intended benefits are realised.

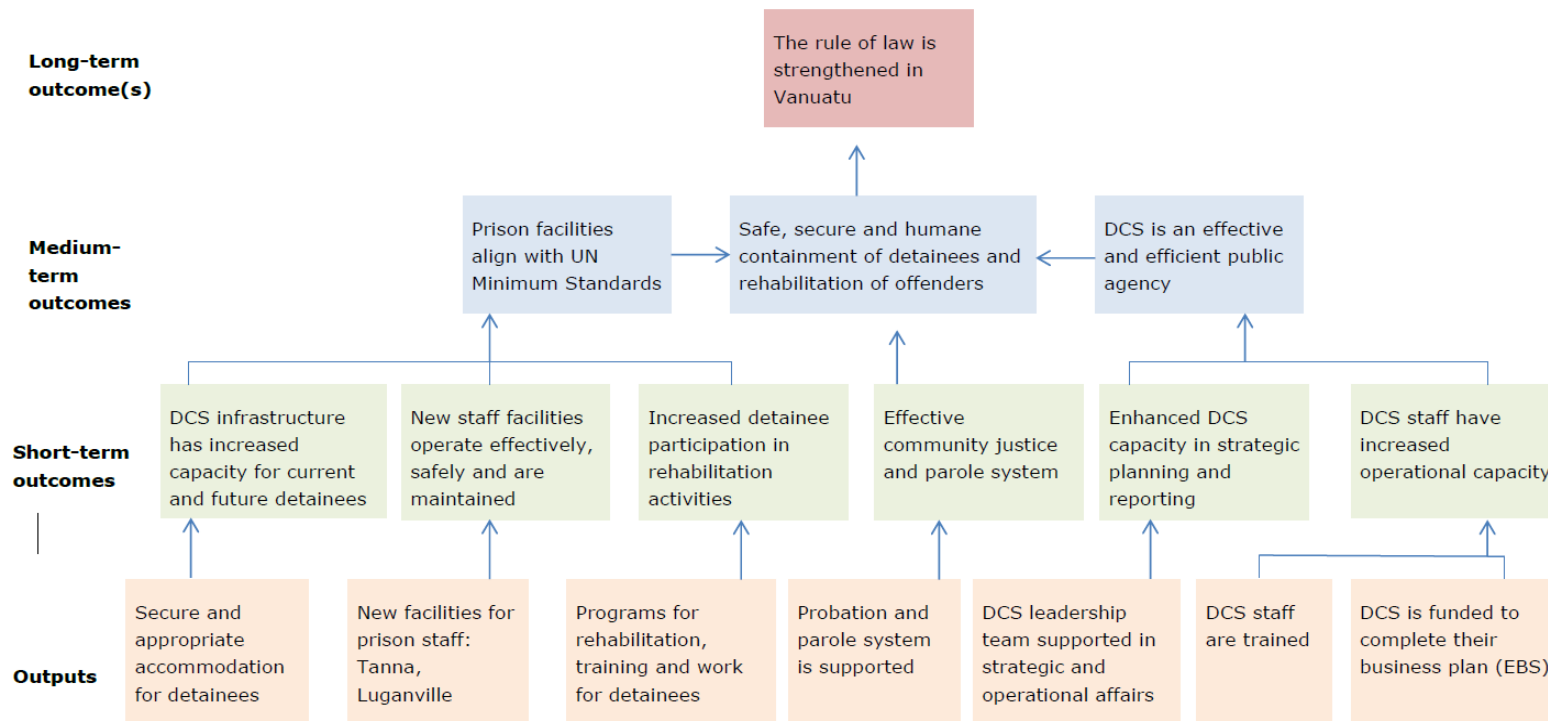




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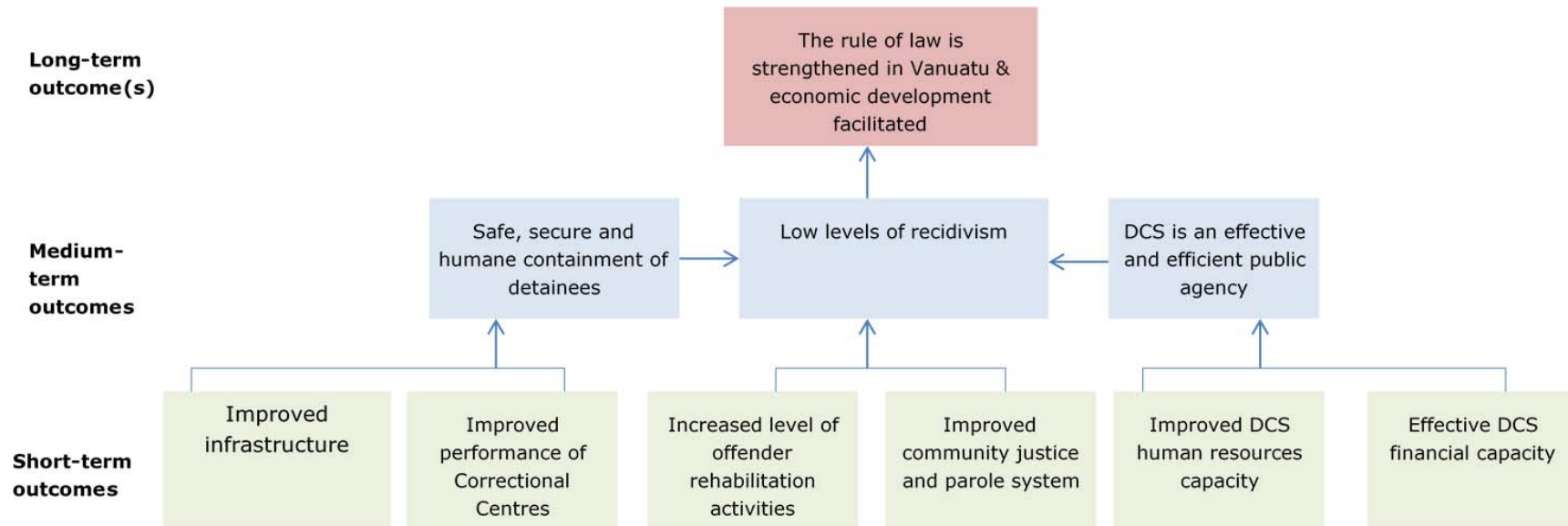
## APPENDIX ONE: RESULTS FRAMEWORK

Figure 8: Results Framework for 2015-2017 (approved)



Source: MFAT (2015) Activity Design Document

Figure 9: Results Framework for 2017-2019 (prepared but not finalised)



Note: The Results Framework was updated by the Programme Coordinator to reflect the changing mix of inputs for the period 2017 to 2019, but was not finalised or formally approved by the Partnership Steering Group. It has been included here for completeness.

Source: "2017-2019 RF FINAL" document; provided by the Programme Coordinator

