

Mid-Term Review: Pacific Regional Policing Initiative

FINAL REPORT

16 October 2006

Disclaimer

The views expressed in this report are those of the Mid-Term Review Team alone and do not necessarily reflect the views or policies of AusAID, NZAID, the Government of Fiji, or of any organisation consulted.

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Abbreviations and Acronyms

ADC	Assessment and Development Centre
AFIS	Automated Fingerprint Identification System
AFP	Australian Federal Police
AMC	Australian Managing Contractor
A/NZ	Australia and New Zealand
AusAID	Australian Agency for International Development
AIPM	Australasian Institute of Police Management
DFAT	(Australian) Department of Foreign Affairs and Trade
DWU	(Papua New Guinea) Divine Word University
FIC	Forum Island Country
GoA	Government of Australia
GoNZ	Government of New Zealand
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HR	Human Resources
KSG	Key Stakeholders' Group
M&E	Monitoring and Evaluation
MTR	Mid-Term Review
MTRT	Mid-Term Review Team
NGO	Non-Government Organisation
NZAID	New Zealand Agency for International Development
NZP	New Zealand Police
PDF	Program Design Framework
PIC	Pacific Island Country
PICP	Pacific Islands Chiefs of Police
PIF	Pacific Islands Forum
PIFS	Pacific Islands Forum Secretariat
PNG	Papua New Guinea
PRPI	Pacific Regional Policing Initiative
RSIP	Royal Solomon Islands Police
RTT	Regional Training Teams
RPNGC	Royal Papua New Guinea Constabulary
TA	Technical Assistance
TAF	Technical Assistance Facility
USP	University of the South Pacific
WAN	Women's Advisory Network

Executive Summary

The Pacific Regional Policing Initiative (PRPI) program team, consisting of contracted advisers based out of Suva, are to be commended for achieving a great deal in two and a half years. The Mid-Term Review Team (MTRT) considers that for the most part the program has delivered an effective and appropriate collection of services that are meeting real needs in the different jurisdictions across the region. This has been done in the absence of any broad strategy for policing in the region. The MTRT does not think it is the job of PRPI to drive such a strategy; this should be done by the regional police chiefs.

PRPI has operated in the absence of a clear or effective governance framework: the Key Stakeholder Group hasn't worked. The question of governance of Australian and New Zealand support to policing in the region is much broader than PRPI and is beyond the scope of this review. However, the MTRT believes there is a need for a new governance structure for all Australian and New Zealand police programs in the Pacific that also ensures guidance from the PICP. The matters of governance should be resolved by governments as a matter of urgency.

There are very mixed messages being delivered across the Pacific about policing priorities. Most Forum Island Countries (FICs) will never be in a position to have the sophistication of policing to address regional and global transnational crime problems. The primary focus of support for capacity development is at the basic functions of community policing: Pacific government budgets are unlikely to afford anything more. Other arrangements are necessary to ensure FIC access to other specialist police services when they are required.

The MTRT has been impressed by the significant level of in-kind support from the Government of Fiji, principally through the Fiji Police Force. This has contributed substantially to the success of PRPI and has helped ensure that its services are relevant to the region. The greater the use of Fijian and other Pacific islanders in the delivery of services, the better they have been received.

It is too early to tell whether PRPI has contributed to a safer, more secure and stable environment in FICs. However, it has built a solid foundation to that end and the MTRT believes that sustained support to basic policing should see some real movement to higher standards over time. This will need to be monitored carefully. The absence of agreed performance standards for Pacific policing and an associated region-wide review system will make any form of assessment of progress very difficult.

Feedback from all stakeholders about the progress and conduct of PRPI highlighted many areas that have been particularly effective and relevant. Many suggestions were made for improvements, and these have contributed to the MTRT's fourteen recommendations. The five-year time frame and somewhat arbitrary budget framework has tended to cause PRPI implementation to be at a pace and complexity that is not ideal. The MTRT believes that the work program for the next couple of years should be simplified and greater attention paid to re-enforcing learning and basic skills on the job within jurisdictions.

The MTRT is concerned that the management fees under the contract may provide incentives to the contractor to engage foreign advisers rather than developing the capacity of Pacific staff or exploring the possibility of making greater use of existing resources within police agencies. While the MTRT believes that for the most part donors are getting value for money for some good on-the-ground outcomes, it is not convinced donors are receiving value for money for the overall spend on Technical Assistance and management fees.

1. Context and Methodology

1.1 The Pacific Regional Policing Initiative (PRPI) was jointly announced by the Prime Ministers of Australia and New Zealand at the Pacific Islands Forum in Auckland in 2003, and strongly supported by Pacific leaders. It is a five-year \$17m regional program supported by the governments of Australia, New Zealand and Fiji and working out of Suva, Fiji. The PRPI commenced in January 2004 and is scheduled for completion in December 2008. Its goal is to contribute to a safer, more secure and stable environment in Forum Island Countries (FICs) through developing the capacity and improving the quality of Pacific policing services. The PRPI is widely seen as a flagship for regional delivery of technical assistance.

1.2 A team comprising Charles Tapp, Rob Robinson, Kasanita Seruvatu and Kaye Schofield was tasked by AusAID to conduct a mid-term review (MTR) of the PRPI. The MTR had four objectives: (i) to assess whether PRPI is contributing to an improved effectiveness in policing in Forum Island Countries; (ii) to assess whether PRPI is an appropriate model for delivery of a regional aid program; (iii) to consider whether additional funding is required for the remainder of the program; and (iv) to recommend whether PRPI should be extended beyond its initial 5-year timeframe. The Mid Term Review Team (MTRT) added a fifth aspect to the review: (v) to consider the role and relevance of PRPI within the context of regional policing needs and broader policing assistance to the region.

1.3 The team visited Fiji, Palau, Vanuatu, Tonga, Samoa, Australia and New Zealand and spoke to a wide group of stakeholders, including police agencies, regional organisations, government representatives, civil society and other relevant aid programs. In addition, in Australia and Palau, the team was able to be advised directly by all but one of the Chiefs of Police from the 14 FICs.

1.4 Donors, stakeholders and the contractor all provided feedback on the draft MTR report. In addition, representatives of the Pacific Islands Chiefs of Police (PICP), the PICP Secretariat, AusAID and NZAID met in New Zealand to consider the draft report and recommendations, and to advise the MTRT on any changes that they believed necessary. The MTRT considered all feedback, and where this was sufficiently material in substance, made changes which are reflected in this final report. In considering the range of feedback on the draft report, the MTRT has placed greater weight on that provided by the direct beneficiaries of PRPI, and in particular the Chiefs of Police.

2. Policing in the Pacific and the Role of PRPI

Policing Domains

2.1 The MTRT found a distinct lack of clarity regarding the different domains of police operations at state, regional and international levels in the Pacific region and the sometimes complementary and at other times competing needs to develop capability in the region. This is not unique to the Pacific and is a challenge to many more mature jurisdictions around the world.

State Domain - Community Policing

2.2 One of the basic obligations of a state to its citizens is to provide them with safety and security. A key delivery mechanism for the state is to create and maintain a police institution that will have as its core role the preservation of law and order. Government directs the Police through the creation and maintenance of a contemporary legislative framework. The interpretation of that mandate then flows from interactions between Police leadership and their community assisted by interpretative guidance from the Courts.

2.3 This domain is the traditional area of policing and is often described as *community policing*. It is at this base level that most Pacific state jurisdictions are operating. This is appropriate and the capacity and capability to operate in this domain is a key focus area of the Pacific Islands Chiefs of Police Strategic Plan. PRPI is delivering significantly into this domain and it should remain its primary focus.

2.4 The behaviours and crimes encountered in this domain range from the simple (theft; burglary; assault) to the more complex (fraud; homicide; drug manufacture and dealing) and onto the highly sensitive (governance fraud). There is a need for discussion and determination of those areas along this continuum where there is an imperative for all jurisdictions (however large or small) to deal with the crime unsupported and those areas and crimes where it is not reasonable to maintain a full specialist response capability because of the infrequency of the event or the high order maintenance (direct and opportunity) costs.

Regional Domain – Regional Policing

2.5 FICs also have an obligation through their membership of the Pacific Island Forum (PIF) to contribute to regional security through their policing activity. This can take many forms such as targeting Transnational Organised Crime in its various guises. These include trafficking in drugs, people and firearms; high order fraud; anti-money laundering and countering the financing of terrorism.

2.6 This domain has a more complex relationship profile between interested agencies and stakeholders. Invariably the interests of several states are at play.

2.7 While there are significant areas of overlap with the ‘State Domain’ there are also areas where there is little or no overlap or connection. This introduces another facet of complexity when considering Police capacity and capability needs.

2.8 PRPI delivery does impact in this area but to a far lesser extent than for community policing. There is also a range of other operatives in this domain (e.g. the Australian Federal Police [AFP] through the Pacific Transnational Crime Network).

Global Domain – International Crime/Security

2.9 This domain is characterised by the interest and involvement of major international stakeholders. Performance in this area of operations relies significantly on ‘effective intelligence’ of the highest order. As a result, this domain is perhaps the most sensitive and the one where the risks are the greatest because of their geo-political implications.

2.10 All states have responsibilities in this area by dint of their membership of the United Nations or other global entities that places upon them a raft of obligations. However, despite these obligations most FICs do not have any capacity to respond in a meaningful way.

Governance

2.11 The PRPI program is a regional response to an identified need for capacity development for law enforcement. In the early stages of the program, because of its regional approach, there was an attempt to institute a governance arrangement that enabled ‘ownership’ across the multiple stakeholders. This led to the creation of a Key Stakeholders’ Group (KSG), comprising representatives of AusAID, NZAID, Fiji Government, PIFS, PICP, AFP, New Zealand Police (NZP) and PRPI, which met on a biannual basis.

2.12 The MTRT found that the KSG arrangement has not worked and is essentially defunct. The AusAID program manager did not convene the last scheduled KSG meeting and the MTRT endorses this decision based on the advice received that the KSG was not meeting the needs of the donors, Police Chiefs or of the PRPI team. All parties advised that they believed the KSG was “not adding any value”. Consultation with PICP representatives at the draft stage of this report identified that the KSG meetings operated to a strict agenda which did not facilitate strategic discussions and the provision of directional and priority focus to the PRPI team. Due to this, the PICP representatives stated that the KSG was more useful as “a project mechanism” and was “dominated by discussion led by the PRPI team rather than stakeholders”. This precluded discussion of key issues and strategic direction among stakeholders that may have led to constructive guidance to the PRPI team.

2.13 The MTRT also found that there were inadequate governance arrangements in place for a raft of donor programs supporting policing and law and order across the region: from Australia and New Zealand (A/NZ) alone there appear to be over 20 current individual bilateral, regional or sub-regional activities. Coherence of these A/NZ programs is singularly lacking and greater PICP input into key decisions is required. Accordingly, the governance problem is not confined to PRPI.

2.14 The MTRT believes there is a need for a ‘high order’ set of governance arrangements to be developed and implemented that will address and enable the coordination of the multiplicity of donor efforts to address law and order issues in the region, one of which is the PRPI. This wider discussion of a regional governance arrangement for law and justice development initiatives is the subject of a separate memorandum from selected members of the MTRT to their respective governments.

2.15 A new governance arrangement for PRPI that oversees program monitoring and evaluation and enables strategic decisions on competing priorities for program deliverables in that context, is clearly still required. Specific PRPI arrangements will need to be informed by and be consistent with any new regional structure.

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| <ol style="list-style-type: none">1. The governments of Australia, New Zealand and Fiji need to put in place as a matter of urgency a governance structure for the current disparate Australian and New Zealand assistance to policing, ensuring greater PICP input into decision-making. Future PRPI governance arrangements should be informed by and consistent with any new regional arrangement. |
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2.16 In subsequent sections, the MTRT brings forward a range of major recommendations for PRPI for the remaining 30 months of the current program term. Should these recommendations be adopted, they will provide an immediate direction and focus for the program and essentially direct the efforts of the PRPI Team. This will allow a six-month window within which new governance arrangements can be adopted.

2.17 Discussions between PICP representatives, PICP Secretariat, NZAID and AusAID officials in Wellington, regarding the draft of this report, provide a basis for the interim governance of the PRPI program to oversee any implementation of MTRT recommendations adopted from this report. AusAID have undertaken to lead the formation of this arrangement and it was noted by all parties at the meeting that this may also be effective in bridging the gap until regional governance is enhanced or a 'Future Directions in Pacific Policing' framework is endorsed by PICP as projected in late 2007. These matters rest with donors, PICP, and the PICP Secretariat respectively and will require significant interactive negotiation and discussion. Therefore, the MTRT has resisted providing any prescription for such arrangements.

3. Findings and Recommendations

3.1 In this section, the MTRT reports its findings against its Terms of Reference. These are based on stakeholder consultations and analysis of key documents. The recommendations are intended to assist Chiefs of Police, development partners and other stakeholders as well as the PRPI team to consolidate gains achieved in the first 30 months of PRPI, and to make decisions on its future directions.

PRPI contribution to improved effectiveness of policing in Forum Island Countries

3.2 The PRPI is, overall, a good program of technical assistance that is making a valued contribution to the long-term goal of more effective policing in FICs. The overwhelming majority of Chiefs of Police, counterparts, partner agencies and other stakeholders have expressed satisfaction with what has been achieved so far. They are generally positive about the approach adopted by the PRPI team, and welcome its pursuit of Pacific solutions to Pacific problems. They have also identified some early signs of operational improvements in policing which they attribute to PRPI support.

3.3 The program has fostered an impressive level of ownership by individual jurisdictions, especially by the microstates. In 2005-2006, all FICs engaged in at least some of the areas of PRPI focus. The PRPI approach is a good one. It has provided a flexible platform for responding to the diverse needs of 14 different countries and 18 police agencies each with their own culture and profile. At the same time, the program has supported the gathering of regional data and regional information and resource sharing and networking, and has encouraged regional standardisation in important areas such as competency standards and training programs and materials. Cooperation between the PRPI team and other regional and bilateral initiatives and organisations and with donors is good and PRPI activities are well coordinated with other related activities in and beyond the law and justice sector.

3.4 The MTRT commends the contractor and the three donors for what has been achieved in a relatively short time in a complex policing environment. Of particular note is the contribution of the Fiji Police Force and the Fiji Government to PRPI implementation and therefore to regional policing. This contribution by way of accommodation, logistical and especially personnel support has been considerable, underestimated and has made PRPI a much better program than it might otherwise be. It has also highlighted the fact that Fiji's policing capacity is far more sophisticated than that of any other FIC – a fact recognised by all other jurisdictions. This points to the need for PRPI to use Fijian expertise more fully and provide country-specific contributions to the

Fiji Police Force (such as the High Performance Development Scheme) which do not have wider regional application in the short to medium term.

3.5 The MTRT believes that PRPI should continue to focus on developing and consolidating the basics of community policing and fostering the take-up of the new approaches, models, plans, frameworks, processes and skills identified through the program. It should not over-reach, become too diffuse or complicated or be persuaded to move from operational policing and national and regional capacity development into addressing strategic policy issues related to regional or global policing.

3.6 This view has been confirmed very firmly during the 2006 PICP Conference. As PRPI activity broadens and in the absence of an effective KSG to guide it, Police Chiefs have begun to express collective concern at their apparent lack of ability to direct the PRPI process. While remaining generally positive about PRPI, they want to have a greater say in its activities and work plans. This concern needs to be addressed urgently by PRPI and donors. Recommendation 1 should assist this.

2. PRPI must remain firmly focused on its core business: developing individual and organisational capacity for community policing across the region and encouraging and facilitating the regional provision of basic policing services to ease the capacity constraints faced by individual policing jurisdictions. To achieve this it should continue to focus on creating a pool of benefits in relation to information, training, systems and processes and engage meaningfully with and be guided by PICP and individual Chiefs of Police in the process. Where strategic deficits are identified, these need to be drawn to the attention of PICP and donors, but PRPI must resist the temptation to move in to fill a void.

Aspects of PRPI that are working well and should continue as planned

3.7 **Communication with and responsiveness to Chiefs of Police.** The MTRT has been impressed with the emphasis placed on direct communication between the PRPI team and individual Chiefs of Police that has helped PRPI ensure its activities meet real needs. For a regional program, this is critical and relationships are mostly strong and supportive.

3.8 **Community Perception Surveys.** The MTRT believes these surveys to be one of the most important things PRPI does. Community perception of police and policing is a key indicator for accountability, and valid and reliable data about it can guide strategic planning and continuous improvement. Some Police Chiefs advised the MTRT that the survey had highlighted a lack of trust in law enforcement institutions and the need for improvement in a range of areas including the responsiveness, skill levels, visibility, integrity and professionalism of police and in the area of police-community interaction. Survey results are being used by some Chiefs to engage with their Ministers and central agencies (especially finance ministries) and to drive service improvements. It takes time to gain confidence in testing and publishing community attitudes to policing, and the MTRT encourages all jurisdictions to adopt the surveys,¹ conduct them on a regular basis as a part of their monitoring of progress and, to take the results back to their communities for discussion and feedback. The MTRT strongly supports the PRPI intention to facilitate a second survey in participating jurisdictions after three years.

¹ 15 of the 18 police agencies served by PRPI have now undertaken the survey

3.9 Strategic Planning. Ten FIC police agencies have developed strategic plans with PRPI support. The planning framework is commendably simple yet rigorous, and able to be tailored to specific national requirements. The head of planning in the Fiji Police Force has played a valuable role in the strategic planning aspect of PRPI. In some jurisdictions, better planning has helped mobilise government resources and highlighted chronic human resource needs and constraints, although a gap remains in some jurisdictions between the plan and its execution. The MTRT encourages those police agencies that do not yet have a contemporary strategic or corporate plan to seek PRPI support to develop one.

3.10 Orders and Procedures. Based on pilots started in 2004, the PICP endorsed the adoption of the Police Orders and Procedures Manual (POPM) in 2005. FIC police agencies are progressively adopting the manual. This is providing a viable foundation for regional police standardisation and consistency.

3.11 Regional Training Teams and Regional Refresher Workshops. There is unanimous support across the region for the Regional Refresher Workshops and for their delivery by Regional Training Teams (RTTs). Basic refresher training has been delivered in all countries including the Solomon Islands and PNG. The four Refresher Workshops are supported by workbooks and trainers' manuals which are valued and have been developed with wide input from police and from civil society. These provide a flexible resource for the conduct by local trainers of short training sessions or longer workshops depending on local needs. The RTT model has been very well received. The deployment of graduates from the Train-the-Trainer program as members of RTTs is progressively building regional training capacity. The delivery of training by Pacific people from a range of countries has helped trainees relate to both the training and the trainers and has supported regional networking. This factor, together with the relevance of the content and materials, is credited with being at the heart of the success of the Refresher Workshops.

3.12 Train-the-Trainer programs. The PRPI has implemented a sound approach to the development of a competent and appropriately sized training delivery capacity in each jurisdiction. The Train-the-Trainer program has been particularly successful. PRPI's partnership with the Divine Word University (DWU) of PNG for the provision of the Certificate and Diploma of Workplace Training and Development not only builds the individual capacity of police trainers but also has been an innovative mechanism by which students produce new materials for use in locally based training workshops and regional courses. Students consulted by the MTRT spoke highly of the program and the support they received from DWU tutors and PRPI advisers.

3.13 Regional Recruit Training. This course meets a large unmet demand across the Pacific and, when implemented, is likely to make a major contribution to regional standardisation of training envisaged in the Pacific Plan and to improved police performance. While there are several other generic basic recruit training packages in the Pacific (RSIP, NZP, AFP, etc.) that could have been adopted by PRPI, the MTRT finds that the approach taken to develop a 'new' package using a capacity-development approach was appropriate. Graduates of the DWU's Diploma of Workplace Training and Development from Vanuatu, Fiji, Kiribati and Samoa were seconded to develop the curriculum with adviser guidance. Chiefs of Police agreed that additional local content would be developed by local training officers who had or were undertaking the Diploma program. The MTRT cannot comment on the effectiveness or appropriateness of the course; such an assessment should await the completion of the pilots. It has taken considerable time to develop the recruit package (15 months) and the direct costs of using a range of jurisdictional representatives in the process have been greater than would have been the case with other approaches. However, the MTRT believes this was in theory a

reasonable ‘investment’ to facilitate ownership, uptake and effectiveness of the program and develop training capacity.

3.14 Assessment and Development Centres (ADCs). The ADC concept of selecting and developing police personnel based on defined and assessable Pacific policing competencies is steadily gaining acceptance in Pacific police agencies. It is now being used in different agencies for different purposes: initial recruitment, promotion, professional development, selection for higher-level training programs and as part of a leadership development strategy. The MTRT supports the concept because it helps police agencies move to merit-based personnel practices, helps moderate gender, cultural and other biases in selection and offers motivated and able police personnel career development opportunities that few have enjoyed in the past. However, it cautions against reliance on ADCs alone for selection, and emphasises that they should form part of a wider selection system.

3.15 Gathering and using baseline data. A key benefit from the PRPI is the establishment and regular update of baseline data on various aspects of policing in each jurisdiction. While designed as a baseline from which the performance of the PRPI can be monitored and evaluated, and progress in capacity development assessed, it has a wider benefit in providing a time-series snapshot of some aspects of policing in each of the FICs. The data is drawn from a range of sources and relates to key PRPI performance areas such as ethics and integrity, community perceptions, training capacity, women in policing, strategic planning and orders and procedures. It also includes establishment and deployment data and contextual information including English language competency. It is rare to see an aid program taking baseline data so seriously and demonstrate such a sophisticated appreciation of what is involved. The Baseline Data File is a unique resource that has relevance well beyond the confines of PRPI and should be more widely available. PRPI should discuss with Chiefs of Police the potential to make this material more widely available while still maintaining the required confidentiality. This would assist in the implementation of the MTRT recommendation to measure and track performance in all Pacific jurisdictions.²

3.16 PRPI contract. The contract is not administratively burdensome and the AusAID High Commission management of it is good. In spite of some concerns which are flagged later, the MTRT has been impressed by the lack of bureaucratic process in the contract requirements. Reporting is streamlined, and milestones are commendably few and essential to project delivery. The relationship between AusAID Suva and the PRPI team is excellent - collegial and professional – and leads to sensible management. The PRPI team has been very good in meeting progress reporting requirements.

Aspects of PRPI that are working well but require some modification

3.17 Ethics and Integrity. Values, ethics and integrity lie at the heart of any effective police agency and therefore must be at the heart of PRPI. As the PICP has agreed, Pacific communities are entitled to police services they can trust and respect, and personal and institutional integrity is critical to the reputation and credibility of Pacific policing.

3.18 When PRPI commenced in 2004, a Pacific Policing Integrity Program was a key PRPI output but the 2004 PICP Conference decided it should be an activity of the PICP.

² Recommendation 14, pp 22

With some PRPI input, PICP has adopted a *Statement of Common Values*³ as the foundation of country-specific integrity models for those Pacific Police Services that are yet to develop their own models. Many of the Chiefs thought more effort was needed in this area, and so the PRPI has placed ethics and integrity back into its 2006-2007 Annual Plan to build on what the PICP has done and support the Chiefs by facilitating further development of the framework and supporting its implementation. PRPI must continue to work in partnership with PICP which is the lead agency in this area. One of the objectives of the PICP Strategic Plan is to “inculcate a culture of the highest integrity for all South Pacific Police Officers”. However, PICP would benefit from PRPI support to do so.

3.19 In the discussions on the draft MTR report, PICP representatives confirmed that ethics and integrity are a prime focus of the PICP, and that the PICP Statement of Common Values should serve as the basis for concerted action by all PICP members in this area. They were not convinced that the piloting model used elsewhere in PRPI was the best way to progress this important matter as it significantly delayed implementation. They believed that, by virtue of PICP acceptance of the Statement of Common Values, all PICP members now have an obligation to implement a regional police ethics and integrity framework within their individual jurisdictions. They saw a need to reinvigorate the PICP Ethics and Integrity project.

3.20 Reflecting the importance of ethics and integrity to PICP and to regional development, the MTRT believes that additional PRPI resources should be directed to assisting all PICP members to adopt and implement a regional ethics and integrity framework consistent with the PICP Common Values. The Chiefs of Police should drive this process, with support from the PICP Secretariat and in partnership with PRPI.

3. Ethics and integrity, incorporating human rights and gender equity, are fundamental to the ongoing development of policing services across the region. Chiefs of Police must drive the development of a regional ethics and integrity framework, and encourage its adoption and implementation in each jurisdiction. PRPI should assist the PICP to establish and bring together a small Pacific Policing Ethics and Integrity Steering Group to guide and oversee the development of a regional ethics and integrity framework, and encourage its implementation by each Pacific policing jurisdiction. This Steering Group should be chaired by a Chief of Police and comprise at least two other Police Chiefs.

3.21 Some stakeholders suggested that human rights should be an explicit and separate strand of PRPI and made visible in specific “human rights” programs and training. The MTRT does not support this approach. Rather, human rights are integral to ethical policing and are best framed within an ethics and integrity framework for Pacific policing.

3.22 **Gender.** The PRPI has a sound approach to mainstreaming gender and equity issues across all aspects of the program, although more women within the PRPI advisory team would help it present as a role model. A simple Gender and Equity Strategy guides this by identifying specific gender and equity issues relevant to policing organisations within the region and specifies the activities it will undertake to address them. PRPI has been diligent in its efforts to ensure that gender and equity issues are not overlooked in the mainstreaming process and all reports address progress. But there is a very long way to go before police agencies have the will and the capacity to ensure the safety and security of

³ The common values are: (i) Fairness (ii) Respect (iii) Honesty (iv) Trust (v) Accountability

women in a custodial situation, in the family or in the general community and offer equal opportunities to male and female staff (both Commissioned and Non-Commissioned Officers). Even during its consultations, the MTRT saw at first hand examples of inappropriate and unprofessional interactions between male and female police officers.

3.23 There is room for PRPI to do more to support the *PICP Women’s Advisory Network (WAN)*. The MTRT is aware that PRPI has engaged in various ways with individual WAN members in different countries, worked with the network on baseline data collection and supported the delivery of workshops to Annual General Meetings of WAN. There is a need for PRPI, in consultation with PICP, to allocate resources to very practical support such as mentoring for WAN members. Also, PRPI needs to view WAN – which is the peak advisory body to Chiefs of Police – as its principal source of advice on implementing its Gender and Equity Strategy. The WAN should consider and advise PRPI on the proposed annual strategic Gender and Equity Report before it is submitted to PICP.

3.24 **HIV/AIDS.** The MTRT considers stopping the spread of HIV/AIDS to be one of the absolute ‘basics’ of community policing. The Review found some confusion among Police Chiefs as to the roles and responsibilities of the many different delivery mechanisms. Such understandable confusion is simply not good enough in the face of such an important issue and needs to be resolved promptly by the various actors. PICP, in partnership with UNAIDS, is the lead agency for countering HIV/AIDS in Pacific policing and is guided by the HIV/AIDS Pacific Police Declaration. PRPI has an important support role that it is doing well by incorporating harm minimisation and universal precautions principles to all its activities. It is also working collaboratively with other organisations including the PICP/UNAIDS program, DWU, UNAIDS and the Pacific Regional HIV/AIDS Project. Given the gravity of the threat to Pacific policing posed by the virus, the MTRT believes the PRPI should push harder to encourage the establishment of good organisational policies, expansion of testing and counselling, consistent implementation and ensuring that police personnel, especially new recruits, have the knowledge and means necessary to protect themselves from HIV infection. PRPI cannot step back and leave the heavy-lifting to others.

4. PRPI has developed sound strategies to address gender and HIV issues. However much more is required to ensure the practical application of these strategies across all program deliverables and to ensure full integration with other regional initiatives. Collaboration between PICP Secretariat and PRPI on human rights, gender equality and HIV/AIDS across all program deliverables needs to be strengthened.

3.25 **Human Resources.** The draft 2006-2007 Annual Plan proposes a new output: minimum human resource management processes are established in FIC police agencies. The MTR supports its inclusion and its proposed scope - organisational structures, establishment control, recruitment policy and practices and job descriptions - but is keen to ensure that PRPI does not over-reach. The draft Annual Plan (p.25) suggests that this output will also consider conditions of service and pay scales. The issue of conditions and pay scales has been incorporated in the 2006 PICP Secretariat Business Plan and should not be addressed directly by PRPI.

3.26 **Management and Executive Development Programs.** The provision of affordable and culturally appropriate management and executive development programs specifically tailored to the needs of the majority of prospective and existing police in the Pacific is essential to improved policing. A wide range of stakeholders, including most Police Chiefs, identified this as a priority for PRPI and indicated that demand is high for a

relevant regional program. Importing programs from other jurisdictions will have very limited acceptance or impact.

3.27 A core objective of PRPI is to enhance police leadership throughout the region by preparing future leaders for supervisory, management and senior executive roles and to enhance the capacity of existing leaders. One of the ways PRPI plans to achieve this is through the development of a Management Development Program (MDP) for middle managers and an Executive Development Program (EDP) for executive officers, to be delivered through residential and distance/flexible modes. The MTRT was unable to make an assessment of the effectiveness of these programs as only Stage 1 of each program has been piloted, and Stage 2 (Distance Learning Units) is still in development.

3.28 However, throughout the MTR consultations, and in the discussions in New Zealand with PICP representatives on the draft report, the MTRT received very clear messages from the primary stakeholders (Chiefs of Police and Heads of Training). They do not understand the PRPI approach to leadership and management development, how the EDP and MDP fit with existing management development programs in other policing jurisdictions such as RSIP and Fiji Police, or how these programs do or might relate to Pacific Policing programs offered by the USP or to programs offered by the Australasian Institute of Police Management (AIPM). Clearly there is a communication problem related to the suite of leadership and management programs supported by PRPI. There is also uncertainty in some jurisdictions about whether the learning pathways for management and executive development contains the right mix of programs, utilises the most suitable learning methodologies and provides pathways into higher-level leadership programs in the region and beyond it.

5. PRPI needs to find better and simpler ways to communicate the learning pathways associated with management and executive development across the region, and to encourage and incorporate stakeholder feedback.

3.29 **Peer-to-peer interactions.** Peer to peer interactions are a valuable mode for experiential learning within policing. The PRPI has promoted these through various methods. Examples include Regional Training Teams, Commissioner-to-Commissioner interchange (Kiribati/Samoa), the Train the Trainer courses at the Fiji Police Academy and support between Fingerprint Specialists in Fiji, Tonga and Samoa. The MTRT believes that this mode of learning and development of policing skills could be further expanded within but also beyond the PRPI program. There are several presenting opportunities.

- ♦ *Facilitation.* One of the impediments that Chiefs of Police of the microstates raised with the MTRT was the difficulty they encounter in releasing staff to contribute to PRPI initiatives such as the RTTs. In some cases, the absence of a single officer may seriously jeopardize the ongoing capacity of the agency during that period. The MTRT believes that there is an opportunity for PRPI to facilitate the draw down of personnel from the smaller agencies in the region for training opportunities or to contribute to the delivery of PRPI products (ADCs; RTTs) by brokering the ‘back-filling’ of those personnel. This exercise is likely to be of most benefit to the smaller countries, but could also operate alongside the ‘supplementation’ proposal below for specialist roles.
- ♦ *Interchanges.* Many Police Chiefs raised with the MTRT a desire for their staff at all levels to have the opportunity to experience the delivery of police services in other jurisdictions. They quoted the RTT experience as being empowering for, and “lifting the confidence” of, staff that were part of these teams. Police Chiefs also spoke of the potential benefit of having secondments to their jurisdictions from the AFP and NZP.

There are opportunities to establish a system for the interchange of staff between agencies either in a bilateral or multilateral way. Those officers would actually ‘work’ within the host agency and contribute to the delivery of services. The officers must not merely be ‘observers’.

The MTRT considers that any regionally-coordinated interchange system would be best initiated and managed by the PICP Secretariat. However, the PRPI is well placed to play an advisory and support role to the Secretariat should it wish to activate the interchange idea. PRPI tools (such as ADCs and training programs) could be used to assist selection and PRPI could advise on the need and relative merits of requests.

MTRT believes that the interchanges should enable officers to be placed in a policing environment that stretches their domestic experience but is still relevant. This will require careful calibration and MTRT believes that this issue should be considered as a matter of priority by any new governance framework (see Recommendation 1).

- ♦ *Supplementation.* This provides a different experiential opportunity for officers. There are many examples for this within the operational arena of policing in the region. These may be as simple as a single experienced criminal investigator joining a serious crime enquiry team (such as for a homicide inquiry) or a group of ‘firearms experts’ supporting Samoa Police during their current firearms amnesty. Where requests for ‘supplementation’ are purely operational, these may be best arranged through existing bilateral arrangements. Traditionally these have looked toward Australia or New Zealand for supply, but FICs should also consider approaching other FICs for supplementation on specific and time-bound activities. If Police Chiefs need assistance in directing their requests for supplementation, then the PICP Secretariat should perform the primary brokering role. PRPI could assist the Secretariat as needed with the identification of staff with the necessary skills and experience.

The MTRT proposes the ‘supplementation’ be kept as simple as possible, comprise small groups who bring specialist skills not present in the host agency and be focused on meeting a specific need at other than prime operational level. Both the host agency and the donor agency derive direct benefit both at an individual officer and at an agency level.

6. PRPI should embed further the concept of regional police delivering the program’s services, reducing the reliance on foreign consultants. Moreover, much greater support should be provided by PRPI to establishing support networks between FIC police agencies. PICP should consider the need for systems to facilitate peer-to-peer interaction, including seconding officers into other jurisdictions for various periods and functions, as a way of further balancing some of the size and demand disparities between the police agencies in the region and promoting experiential learning. PRPI should play a support and advisory role to PICP should such systems be established.

3.30 Forensic Technical Skills. Chiefs of Police expressed to the MTRT a strong desire to have access to a full range of forensic support through PRPI. There was discussion by the Police Chiefs of a “regional forensics laboratory”.

3.31 Modern forensic science has become very sophisticated with advances in several areas. Associated with this increasingly complex science is a commensurate requirement for significant financial investment. For most FICs, any development of forensic capability beyond basic crime scene attendance, preservation of physical evidence and

traditional forensic fingerprinting would be unsustainable within existing or foreseeable budget frameworks.

3.32 The MTRT was briefed on the current PRPI initiatives that are providing opportunities for crime scene attendance upskilling and delivering fingerprint identification specialisation into Fiji, Tonga, Samoa and Vanuatu. This scope and reach is appropriate for PRPI in its current term. A Forensic Adviser who had previously provided short term support to the program is now a contracted member of the PRPI Team and is working to embed the fingerprint specialisation in the four jurisdictions and to address the need for increasing crime scene attendance skills in all 14 states. Royal Tonga Police received direct aid assistance from the USA in the form of an Automated Fingerprint Identification System (AFIS) some years ago. Until 2006 the AFIS system has been totally under utilised, only being used as a record keeping system. The PRPI Forensics Adviser has been able to work directly with the new Tongan fingerprint specialist and ‘turn on’ many of the capabilities of the AFIS system. MTRT were advised that because of this kit, Tonga may be able to provide ‘fingerprint bureau services’ to the other three FICs who have appropriate fingerprint specialist capability.

3.33 The MTRT believes that the PRPI Forensics component should maintain its current focus on the basics and resist the temptation to expand to meet the strident demands of the Police Chiefs. To achieve this however, it will be necessary for supplementary arrangements to be put in place to allow all states to have assured access to the full range of forensic science support for some high-end serious crime events. This can be achieved through either bilateral or multilateral agreements between PICP and forensic providers in the region.

3.34 This would allow a Police Chief to raise a request for direct support through PICP Secretariat and for that to be mobilized from the most appropriate source. It would also facilitate supplementary direct funding support that could be provided as a contingency fund, when forensic support was required and overcome the inevitable dilemma faced by Police Chiefs when there are strong indications of the need for this support but it is not affordable within existing budgets. The MTRT notes current discussion by the Forum Regional Border Security Group regarding the potential provision of direct funding for forensic services. This overlap must be considered and managed.

7. The Forensics component of PRPI should focus on developing generic and basic skills in crime scene attendance while developing the fingerprint specialisation in the current four jurisdictions to a sustainable position. Alongside that effort, there is an urgent need for PICP to take the lead in establishing agreements that will allow all FICs to access the full range of forensic services from the donor countries on an as required basis.

Aspects of PRPI that should not continue or should be done differently

3.35 **Future directions strategy for Pacific policing.** The implementation of PRPI has highlighted the absence of agreed regional policing priorities to inform individual agency strategic plans, national government decisions about affordable, viable and appropriately resourced policing agencies and investment decisions by development partners. An

unfortunate void has been left by a distinct lack of activity in this area.⁴ As a result, PRPI proposed, as a new output in its draft 2006-2007 Annual Plan, the development of a ‘future directions’ strategy/framework for Pacific policing. The MTRT agrees that there is a need for greater strategic coherence about future directions for policing in the Pacific but does not see the PRPI as the vehicle for facilitating this. The Chiefs of Police considered the proposed new output at their recent Commissioners Retreat at Palau. They agreed that a “PICP Directions Document” would be valuable as part of the update or review of the PICP Strategic Plan, but vigorously rejected the proposal that its development should be facilitated by PRPI and rightfully asserted PICP’s leadership and control in this area.

3.36 Police organisational health. PRPI has included organisational health as a new output in its Annual Plan for 2006-2007. The MTRT agrees that alcohol and other substance abuse, lack of police fitness, work-induced stress and the absence of welfare or counselling services are all factors that limit the effectiveness of policing in the Pacific, as they do elsewhere in the world. However, PRPI cannot be all things to Pacific policing and cannot respond to all needs. Given other priorities and the need to consolidate achievements to date, the MTRT does not support the extension of PRPI into the area of organisational health at this time, although some of the issues identified could be picked up initially under the engagement with jurisdictions on the Human Resources output and possibly re-introduced at a later time. The MTRT also notes that the PICP Statement of Common Values addresses issues of on-duty use of alcohol by police and its consequences, while the draft ethics and integrity framework proposed by PRPI also considers issues of alcohol abuse by police. This aspect of the “Alcohol Reduction, Health and Well Being Strategy” output proposed by PRPI for 2006-2007 should and could be addressed through the PRPI work on ethics and integrity, not through a separate organisational health output.

3.37 However, the promise of specific PRPI support to Kiribati in this area should be honoured, and the Kiribati organisational health and climate survey and pilot of an organisational health model should proceed through bilateral arrangements.

3.38 Financial resource management. The MTRT agrees that achieving good alignment between strategic planning, budgeting, and human resource planning in FIC police agencies is an important organisational capacity. However, this is a major undertaking.

3.39 The PRPI Annual Plan 2006-2007 identifies two strands to its proposed support in this area: (i) scoping and subsequently improving financial management capacity with respect to cost management, procurement, expenditure and management accounting; (ii) strengthening linkages between agency plans and national budgets and policy imperatives (including significant consultation with central agencies including Finance and Treasury Ministries and Departments). Specific activities for this output (and the Terms of Reference for the Finance Adviser who would support it) are focused almost exclusively on (ii), and appear to be unduly weighted towards advocacy, marketing and awareness raising with ministers and central agencies to enhance community and government confidence in the police. The link between these advocacy activities and practical improvements in cost management, procurement, expenditure or management accounting in Pacific policing organisations is tenuous at best.

⁴ The MTRT understand that there were inter-agency discussions at a senior governmental level (AUSAID/AFP) on this point in 2004 but the agreement of that time was not advanced.

3.40 The MTRT supports PRPI activity to strengthen basic financial management capacity in police organisations. In relation to (ii), there is a high risk that PRPI activity in this area will lead to unrealistic expectations about budget increases, and it will inevitably confront the issue of affordability. The MTRT does not support the strong emphasis on marketing, awareness raising and advocacy reflected in the current Annual Plan. In the light of the various Public Sector Reform and Public Financial Management programs around the region, the MTRT believes that the wider financial management issues identified by PRPI under (ii) above should be addressed through these programs and through the bilateral police projects so that allocations to policing are handled sensitively and within a sensible framework of overall government budget prioritization. Accordingly, MTRT believes PRPI should not continue with the proposal to strengthen linkages between agency plans and national budgets and policy imperatives, and that this should be reflected in the final content of the 2006-2007 Annual Plan.

3.41 **Pacific Institute of Police and Security Studies.** PRPI has proposed a new output for 2006-2007: foundational activities, cost-benefit analysis and an incremental work plan for the establishment of a Pacific Institute of Police and Security Studies (or similar). This new regional institution "...would provide a range of non operational consultancy services to police and law enforcement agencies across the Pacific through a home-grown institution. Currently, no such organisation exists as the repository for regional police standards, regional police curricula and competencies, or to provide applied policing research."⁵

3.42 Some products, services and functions currently located within PRPI will need to be 'mainstreamed' as part of a strategy for sustaining the benefits of the project. In its feedback on the MTR draft report, the PRPI team clarified its intent. "This objective is limited to examination of the viability, costs and benefits, and analysis of options to enhance sustainability of existing initiatives that have been heralded by the review team and other commentators, as being highly appropriate and very effective. It is the early steps in the process that PRPI is interested in examining, and not the actual establishment of another physical entity." This differs somewhat from the stated intention in the Annual Plan to consider the most appropriate means to develop a self sustaining Pacific Institute.

3.43 The MTRT agrees that regional arrangements will be needed to sustain designated PRPI products and services beyond the life of PRPI. However, because such arrangements relate to governance and funding issues, options should be identified by the donors and considered and approved by PICP, not by PRPI. They should be considered in the context of any new governance framework for policing in the region and take account of broader developments in the law and justice sector.

8. PRPI should direct more effort to consolidating the basics of community policing that have been established thus far, supporting the further adoption of existing program initiatives and simplifying the suite of services on offer. The following initiatives contained in the draft PRPI annual plan for 2006/07 should not proceed:
- ~ the future directions strategy for Pacific policing
 - ~ police organisational health output (though the Kiribati pilot should be honoured through bilateral arrangements)

⁵ PRPI Annual Plan 2006-2007, p.36

- ~ engagement with Ministers or central agencies on financial resource management
- ~ conditions of service and pay scales
- ~ the Pacific Institute of Police and Security Studies

- 9 AusAID, NZAID and the Government of Fiji should jointly commission a study to identify options for the maintenance and management of regional police competency standards, regional police curricula and regional police training programs developed through PRPI, and submit these options to the next PICP Conference for consideration and decision.

3.44 **USP courses in Pacific Policing.** The effectiveness of the USP courses in Pacific Policing was the subject of much contentious comment during the review. A consistent theme in the feedback from Certificate and Diploma students was that while they really appreciated the opportunity to undertake university study, and that the Pacific Policing units were relevant to their work, the administration of the courses and the level of learning support they received from the University were poor. They reported that course materials arrived late, often after assignments were due; satellite transmissions through USPNET often failed; USP Centres were not open outside normal business hours which did not recognise the demands of police work; and that tutor feedback on assignments and tutor interaction with students was limited. Those who had also undertaken the Train-the-Trainer program through DWU and experienced very positive interactions with tutors on that program commented unfavourably on USP performance in this area. The experience of Fiji Police students was more positive as they had access to the Internet and library materials either at work or on campus. But even the most capable students in small and distant jurisdictions appear to have struggled. USP's role has been ambiguous and it has struggled to define its own role vis-à-vis PRPI's role.

3.45 USP programs in Pacific Policing need to be fully owned by the University on the same basis as its other programs. Courses should be guided by formal advisory arrangements under which Chiefs of Police, Heads of Training and other stakeholders (including civil society) have an opportunity to consider course content, delivery methodologies, quality assurance systems, assessment systems and course evaluation. The MTRT believes that PRPI should withdraw its subsidies to these programs. If there is a demand for them and if the University offers them on the same basis as its other programs and not through a subsidised system which distorts student choice, then AusAID and NZAID regional scholarship mechanisms should be used to fund them in competition with other providers such as the AIPM.

10. There is an undoubted role for tertiary studies in the development of Pacific policing. The MTRT believes that PRPI should withdraw from its current hands-on role, allowing USP to take complete ownership of the programs and establish its own direct links to the police jurisdictions and students. While support must continue for current students to enable them to complete their courses successfully, future intakes should fall under the normal AusAID/NZAID regional scholarships and awards.

3.46 **Annual Plans.** The intent of the Annual Plans is to provide a flexible planning, prioritisation and feedback mechanism within the broader planning framework and to engage stakeholders, especially Police Chiefs, in the process. This intent is not being fully realised. Police Chiefs and other stakeholders told the MTRT that Annual Plans,

developed to meet contract requirements, are difficult for them to understand and contribute to. The annual timeframe obscures the concept of longer-term support and leads to lack of prioritisation and the multiplication of activities. Something much simpler is needed. Ideally, there would be a 24-month rolling plan for PRPI endorsed through PICP, with very simple indicative sub-plans for each jurisdiction that are formally agreed with each Chief, but which do not become bilateral plans which could undermine a regional approach. This would ensure a much greater understanding of the objectives by all parties, especially the Chiefs of Police and their management teams.

11. The Annual Planning system for PRPI needs to be simplified to encourage a longer-term perspective for PRPI and stronger ownership of its directions. Forward plans for PRPI should be available to Chiefs of Police in an accessible form and should include rolling country plans for PRPI assistance agreed with each Chief.

PRPI as a model for implementation of a regional aid program

3.47 The PRPI ‘model’ is proving an effective one for both the regional provision of external support to Pacific police agencies and for capacity development.

3.48 In terms of regional provision of external support, the PRPI model can be characterised as follows. (i) Collaborative development of an integrated suite of generic Pacific-made products and services (frameworks, models, surveys, standards, plans, training courses etc) that address common regional priorities. (ii) Voluntary take-up of one or more of these generic products and services by one or more policing jurisdictions and customisation of them to local needs and circumstances. (iii) Central advisory support for take-up and customisation in individual jurisdictions which is provided mostly remotely but sometimes in country. (iv) Centralised provision of training only where there are economies of scale and networking or other benefits which outweigh the benefits of national provision and the costs of travel. (v) Coordination of PRPI planning and delivery with regional and national organisations and service providers and other bilateral and multilateral programs of assistance. (vi) Tight project management systems to frame activities and permit flexible but consistent delivery.

3.49 This approach fits well with the Pacific Plan. It is providing training opportunities and other services that many police agencies cannot provide for themselves. It respects national sovereignty while providing products and services that are relevant to both larger and smaller jurisdictions. It is encouraging and facilitating dialogue, networking, voluntary cooperation and information and resource sharing between police agencies and between them and civil society and, in some instances, has supported regional provision of training services. Furthermore, as a regional aid program, the PRPI fits well with the four themes of the White Paper on the Australian Government’s Overseas Aid Program.

3.50 In many ways, the PRPI model is at the front line of current understanding of how to do capacity development in a multilateral context. PRPI has:

- ♦ not tried to set up new structures or institutions (with the recent exception of the proposed Pacific Institute of Police and Security Studies), but has used existing national and regional organisations;
- ♦ not tried to rush the adoption of new practices, but promoted small pilots which allow time for engagement, testing and socialisation and for the steady acquisition rather than the ‘transfer’ of knowledge (although the MTRT notes that it has begun to rush

some things recently, perhaps driven by the 5-year time frame and concerns about sustainability);

- ♦ respected Pacific customs and traditions where they are consistent with generally accepted principles of ethical policing;
- ♦ distinguished between and supported the development of individual, organisational and sectoral capacities;
- ♦ used a range of capacity development tools and techniques which go beyond formal training to build steadily on existing capacities; and
- ♦ supported the integration of PRPI assistance with national priorities, processes and systems. It encourages and supports Chiefs of Police, Heads of Training and others as champions of change.

Finally, the PRPI model rests on solid baseline/benchmark data about the capacity of each policing jurisdiction at start-up and on regular assessments of progress in capacity enhancement.

3.51 Within its generally positive view of the PRPI ‘model’, the MTRT believes there are some areas where adjustments will be needed to improve aid effectiveness.

3.52 **Use of Technical Assistance (TA).** Technical assistance in the form of contracted advisers tasked to provide specialist services in developing countries is widely recognised as an essential element in many donor aid programs. However, increased focus on aid effectiveness in recent years has led donors to make more selective and effective use of technical assistance. For this reason the MTRT was asked to review the effectiveness of the current use of advisers as the model for delivering capacity building and training.

3.53 In 2006-2007, PRPI will be implemented by six full-time advisers and a range of short-term advisers largely from A/NZ, supplemented by staff seconded from Pacific policing agencies to undertake specific short-term projects. To the extent that the MTRT can determine, these advisers mostly know their field (training, forensics, human resource management etc), know policing and, more importantly, seem to know how to develop policing capacity. However, at the mid-way point in PRPI it is timely for the donors and the contractor to consider the desirable balance between Australian and New Zealand advisers, and Pacific personnel as advisers engaged through either medium to long-term secondments into the PRPI advisory team or through contracting mechanisms. In commenting on the draft report, PICP representatives agreed that it was desirable to reduce the emphasis on Australian and NZ advisers, but recognised that this needs to be a gradual and well managed process to ensure that capable Pacific people are prepared to take on regional advisory roles.

3.54 It is also timely to consider shifting the balance a little from the overwhelming use of program resources for technical assistance towards other mechanisms such as grants to promote capacity development and good governance in Pacific policing.

3.55 **Cost structure of the project.** The MTRT is concerned that the management fees under the primary contract may provide incentives to the contractor to engage Technical Advisers rather than developing the capacity of Pacific staff or exploring the possibility of making greater use of existing resources within police agencies. While the MTRT believes that for the most part donors are getting value for money for some good on-the-ground outcomes, it is not convinced donors are receiving value for money for the overall spend on TA and management fees. The MTRT recommends that AusAID revisit the contract.

3.56 Relationships with other relevant law and justice and policing projects in the Pacific. PRPI claims to have worked hard to build collaborative relationships with other mechanisms providing support to Pacific policing including bilateral programs and the Pacific Prevention of Domestic Violence Program. The overall lack of coherence of A/NZ policing support indicates that for all programs much more needs to be done better. In relation to engagement with programs in PNG, PRPI has been aware of policy sensitivities, and has liaised closely with AusAID and AFP and followed proper procedures to ensure its engagement is harmonised with prevailing policy settings. This approach should continue. In relation to the Solomon Islands, PRPI should continue to share and exchange information and capacity development resources with RAMSI, but should not seek to deliver programs directly into the RSIP other than at the direct request of the Commissioner of Police.

3.57 Links to Customs and Immigration. Some stakeholders would like to see closer links between law enforcement, customs and immigration agencies in FICs. PRPI does not have a mandate to include customs and immigration services in its scope, although many jurisdictions include these areas within the police framework and some police agencies also perform the immigration function. In terms of national government priorities, immigration, border security and customs are not a high priority, and certainly not as high as police/law and order. Informally, customs and immigration in most jurisdictions are benefiting from PRPI by participating in training and capacity building where resources permit, and this approach should continue. The MTRT suggests that this question be revisited in a couple of years once the basic policing elements are more embedded and there is evidence of clear improvements in policing standards across the region.

PRPI funding

3.58 The original \$17m budget for PRPI over five years was set somewhat arbitrarily at a time when the depth of engagement and pace and breadth of jurisdictional take-up were unknown. Implementation has yielded some pleasing surprises such as the enthusiastic engagement of the five police services of the Federated States of Micronesia (FSM). Early ‘quick wins’ such as ADCs, RTTs and Community Perception Surveys have generated demand for other PRPI products and services. Annual expenditure higher than originally budgeted has been approved by AusAID on the understanding that although, as an aid project, PRPI has a limited time-frame, effective policing in the Pacific will require a long-term commitment from donors. The contractor has proceeded with implementation on the assurance that funds additional to those originally approved will be made available by the donors.

3.59 If no changes follow the MTRT, then PRPI cannot deliver within its current fiscal envelope and activities will suffer badly by necessary cuts. In this report the MTRT has identified areas where the budget could be trimmed to achieve better focus or value for money. It has also identified areas where the budget needs to be expanded to consolidate achievements or incorporate new activities.

3.60 The MTRT is not in a position to advise on the amount of additional funding needed to achieve the best balance between cost and benefit. Nor is this the way to proceed. Rather, donors need to decide how they want to take the program forward – the things they want to continue or introduce, the things they want to expand or contract, the things they don’t want to support – and then fund them adequately to ensure they achieve their objectives.

PRPI time-frame

3.61 The MTRT was asked to consider whether PRPI will meet its stated objectives in five years and whether it should be extended. While there have been gains, they are small, fragile and not yet sustainable. Tactical and operational capabilities and capacities in most FIC police agencies remain low;⁶ and policing is still regarded in most FICs as a lower priority than other areas of government expenditure such as health, education and youth (although this seems to be changing in some jurisdictions). Political, budgetary, policy and cultural considerations constrain the reform efforts of most FIC police agencies.

3.62 Although PRPI has had a surprisingly significant impact at the level of outputs and process in virtually all jurisdictions in a short period and is a good investment, it is unlikely to meet its objectives by the end of 2008. Five years is a very unrealistic time frame, and donors must recognise capacity development in Pacific policing as a long-term process. External assistance for basic policing in the Pacific will be necessary for many years.

12. The governments of Australia, New Zealand and Fiji should commit to supporting regional delivery of basic policing capacity development in the Pacific for at least a further decade to 2016.

3.63 The PRPI model is proving to be a useful one, and it will continue to evolve as implementation experience grows. On the condition that it continues to be effective, and that new governance arrangements are put in place in the coming months, its extension beyond 2008 is justified. But this does not mean that PRPI should be the only regional mechanism to support basic policing.

3.64 In the course of its consultations, the MTRT witnessed just some of the physical conditions in which many Pacific police are working: poor transport and communications systems, very poor occupational health and safety standards, inadequate office infrastructure, limited fuel to support normal police operations, no secure armouries where police are issued with firearms, poor asset maintenance and poor systems for the preservation, storage and management of evidence. Where bilateral programs exist (PNG, Solomon Islands, Vanuatu, Samoa, Fiji), some support for capital expenditure and recurrent operational costs may be available, but smaller states are struggling to maintain basic infrastructure. Given that the working environment, equipment and infrastructure affects the delivery of police services, the MTRT believes there is a strong case for the provision of direct assistance to Pacific police agencies for equipment, minor capital works and some recurrent costs which improve service delivery.

3.65 A separate regional police fund along these lines would complement the PRPI in two ways. First it would complement the Technical Assistance Fund (TAF) funded through and managed by PRPI. The TAF aim is “to facilitate access by FIC police agencies to incentive based technical assistance for specific initiatives that directly complement the objectives of the PRPI.” While the type of assistance that can be provided by the TAF is left open, its guidelines specify that assistance will NOT be provided as a substitute for major capital expenditure or recurrent operational costs such as salaries, motor vehicles or consumables. The financial limit on any individual grant cannot exceed \$20,000 and, for 2006-2007, this fund is budgeted at \$180,000.

⁶ See PRPI baseline data on individual FIC police agencies

3.66 Second, the primary focus of PRPI is capacity enhancement. While capacity and performance are related, they are not synonymous.⁷ Enhanced capacity of police personnel and police agencies may or may not result in improved policing performance. A regional police fund would complement PRPI by encouraging and rewarding individual policing jurisdictions for improved police performance, especially in the area of delivering policing services to their communities. Police performance issues are discussed in Section 4 of this report.

3.67 The governance arrangements for this incentive-based fund would be through the new governance structure for policing programs proposed in Recommendation 1. Coordination with the AFP's Law Enforcement Cooperation Program will be necessary.

13. An incentive-based funding mechanism should be established whereby jurisdictions can have access to direct support for operational purposes in response to demonstrated progress against basic police performance indicators.

4. Performance Management

Monitoring and evaluating PRPI

4.1 The performance framework for PRPI is good if somewhat complex, and the contractor has taken its obligations in this area seriously with some encouragement from the donors. A well-structured and comprehensive Monitoring and Evaluation (M&E) Strategy was prepared within three months of PRPI's start-up, and is regularly updated. Sound performance management principles underpin the framework and these are generally being applied in assessing progress, effectiveness, benefits, and ultimately impacts of PRPI. Qualitative and quantitative Baseline Data for each of the participating FICs has been collected using common indicators, and is updated on a regular basis. Performance indicators, targets and means of their verification are set out in the PRPI LogFrame Matrix. Annual and Biannual Performance Evaluation Reports are prepared for accountability and improvement purposes using a range of data sources. Lessons learnt are based on thoughtful analysis.

4.2 Donors, Chiefs of Police and other stakeholders need to know whether the external assistance being provided is making a difference. Within current knowledge of how to measure outcomes and impact, PRPI is doing a good job, but the framework and reporting must continue to improve. The MTRT commends AusAID for convening a workshop in March 2006 to inform the development of performance frameworks for regional programs using the experience of PRPI as a case study. This workshop, which involved stakeholders and M&E specialists, concluded that while PRPI continues to perform well, the existing performance framework has the potential to undersell the results achieved and that, with improvements, will serve as a good model to inform performance frameworks for other regional programs. As the MTRT did not include specialist expertise in M&E that would permit it to comment in any great depth on the technical aspects of the PRPI M&E framework, it has relied substantially on the views of leading M&E experts assembled by AusAID for this workshop.

⁷ Mizrahi, Yemile (2004) *Capacity Enhancement Indicators: Review of the Literature*, World Bank

4.3 In addition, it has identified some areas where it believes the PRPI M&E could be further improved.

4.4 **Ownership of the performance framework and system by partner police agencies.** The MTRT saw few signs of local ownership outside individual jurisdictional interest in the Community Perceptions Surveys, noting that it would have been stronger if the KSG had worked well and been engaged on M&E matters. Rather, it seems that M&E is widely seen by Police Chiefs as a matter to be progressed between the contractor and the donors. The MTRT would like to see Chiefs more actively involved in identifying the performance information they want from PRPI activities and closely monitoring its progress. This will challenge PRPI to offer accessible performance information and reports which are more relevant to the needs of Police Chiefs than the current, closely guarded, Performance Evaluation Reports.

4.5 **Capacity indicators.** PRPI has identified a number of organisational capacities it is seeking to enhance: capacity to train, capacity to manage training, capacity to plan, forensic capacity, capacity to manage human resources, capacity to engage with civil society, capacity to undertake M&E etc. Much of this is embedded in the Baseline Data File. To balance the emphasis on training and individual capacity in the PRPI design, the M&E framework would be strengthened by including an explicit statement about the organisational capacities it is trying to address, the indicators it is using to do so, and regular reporting so that agencies and donors are able to track progress in capacity enhancement.

4.6 **Local capacity for M&E.** The capacity to identify, collect, analyse and report on performance data is essential to improving the performance of all police agencies and is one of the principles of the PRPI performance framework. The MTRT does not want to push PRPI unreasonably in this area as current M&E capacity is low and limited resources are available within police agencies (and in most FICs) for M&E and there is much competition for their use. However, the MTRT has not been able to identify the PRPI strategy for developing M&E capacity in FIC police agencies, although it may be embedded within the strategic planning activities. If there is one, it should be made more explicit with one or two simple indicators of M&E capacity enhancement used to track and report on progress. If there is no explicit strategy, PRPI should develop one.

4.7 **PRPI data analysis and reporting.** Over its life, PRPI has gathered a good deal of data from many sources and uses these to design its activities and plans. However, the Performance Evaluation Reports could do a better job in describing and synthesising the data it collects from different sources to tell a much richer performance story about patterns and trends across its activities, and across the region. In particular, PRPI would do well to develop and document its approach of systematically collecting and using qualitative evidence as ‘real’ data. This would also allow stakeholders to make informed judgement on methodology and findings. The MTRT makes these comments knowing that data showing agency-by-agency comparisons can only be released by PRPI with the concurrence of the respective Police Chiefs.

Performance standards for Pacific policing

4.8 Beyond the project-based M&E framework for PRPI is the question of the performance of Pacific police agencies. The design of PRPI assumes that improved capacity in key areas will result in improved policing performance. While this is a reasonable assumption, factors other than capacity also influence organisational performance. PRPI can be held accountable for the extent to which it has done what it is

funded to do. The MTRT considers that different mechanisms are needed to address issues of the effectiveness of policing across the Pacific.

4.9 Given the heavy national and external investment in Pacific policing, and that this investment will be needed for a long time, Pacific Police Chiefs will face increasing pressure to demonstrate that this is leading to better police performance. It would be better if Police Chiefs themselves took a lead here, rather than taking the risk of unsuitable performance review systems being imposed upon them at a national or regional level.

4.10 PRPI has demonstrated the benefits of regional cooperation in the development of competency standards to guide training effort. Police Chiefs could take the idea of standards to the next level by supporting and guiding the development of regional policing standards that specify the service delivery outcomes that can be expected from basic community policing in the Pacific. These could include standards in areas such as reducing crime, investigating crime, promoting safety, community perceptions, satisfaction of victims and witnesses etc. The MTRT proposes this as a long-term strategy that should be developed progressively over the next decade. To an extent, this work will depend on the PICP Future Directions Document that Police Chiefs have recently agreed to develop. In the first instance, one or two standards and a small number of critical indicators to measure them could be agreed, measured and reported on. Comparative data (i.e. between policing jurisdictions) should be used to tell positive stories, encourage change and reinforce good performance. The validity and reliability of data collected will be critical and the costs of data collection, analysis and reporting will need special consideration.

14. Police Chiefs need to establish a system of basic policing standards across the region, with an independent mechanism for measuring and tracking performance against those standards in all Pacific jurisdictions.

4.11 Recommendation 14 above is needed to give effect to Recommendation 13. Those police organisations able to demonstrate progress against agreed basic police performance standards (determined by the system developed in response to Recommendation 14) would be able to attract funds from the incentive-based funding mechanism as proposed under Recommendation 13.

5. Conclusion

Four themes are threaded through this report. *First*, PRPI is a very important program of assistance, and much hinges on its success. However, it is just one of many programs of assistance to Pacific policing. Better strategic and program governance will be essential if PRPI is to play its defined role. *Second*, PRPI is a good program of assistance. But the costs of failure or even sub-optimal performance are very high. Sticking to the basics of community policing and not over-reaching will maximise its chances of achieving what it was established to achieve. So too will simplification of its work program. *Third*, external support for regional delivery of basic policing capacity development in the Pacific will be needed for many years. While stakeholders should demand much of PRPI, they should also be realistic about what can be achieved in the shorter term and the external factors which constrain improved policing in the Pacific. *Finally*, while the MTRT has looked back to assess PRPI performance, it has been even more focused on the question of what next: not only what next for PRPI but also what next for Pacific policing. Donors, Chiefs of Police, civil society and other stakeholders are urged to use this report to make their own decisions about what next.

Annex A

Aide Memoire

9th August 2006

Introduction

A team comprising Charles Tapp, Rob Robinson, Kasanita Seruvatu and Kaye Schofield was tasked by AusAID to conduct a mid-term review of the Pacific Regional Policing Initiative (PRPI), a \$17m regional program financed by the governments of Australia, New Zealand and Fiji. The team visited Fiji, Palau, Vanuatu, Tonga, Samoa, Australia and New Zealand and spoke to a widespread group of stakeholders, including police forces, regional organizations, government representatives, civil society and other relevant aid programs. In addition, in Australia and Palau, the team was able to be advised directly by all but one of the Chiefs of Police from the 14 FICs. PRPI was announced by the Prime Ministers of Australia and New Zealand at the Pacific Island Forum in Auckland in 2002. The program is something of a flagship for regional delivery of technical assistance.

The purpose of the review, conducted after 30 months of program activity, was fourfold:

- i) to assess whether PRPI is contributing to an improved effectiveness in policing in Forum Island Countries (FICs);
- ii) to assess whether PRPI is an appropriate model for delivery of a regional aid program;
- iii) to consider whether additional funding is required for the remainder of the program, and;
- iv) to recommend whether PRPI should be extended beyond its initial 5-year timeframe.

The Mid Term Review Team (MTRT) added a fifth aspect to the review: the role and relevance of PRPI within the context of regional policing needs and broader policing assistance to the region.

Observations

The PRPI program team, consisting of contracted advisers based out of Suva, should be commended for achieving a great deal in two and a half years. The MTRT considers that for the most part the program has delivered an effective and appropriate collection of services that are meeting real needs in the different jurisdictions across the region. This has been done in the absence of any broad strategy for policing in the region. The MTRT does not believe it is the job of PRPI to drive such a strategy, this should be done by the regional police chiefs (PICP). It is understood that they took this decision in Palau and have provided a reference to their secretariat.

PRPI has operated in the absence of a clear or effective governance framework: the Key Stakeholder Group hasn't worked. The question of governance of Australian and New Zealand support to policing in the region is much broader than PRPI and is beyond the scope of this review. However, we believe there is a need for a new governance structure for all A/NZ police programs in the Pacific that also ensures guidance from the PICP. There has been some confusion on the part of national governments and police chiefs whether PRPI advisers have been representing the governments of New Zealand and

Australia and their respective policies. The matters of governance should be resolved by governments as a matter of urgency.

Across the Pacific there are very mixed messages being delivered about policing priorities, from basic community policing to countering transnational crime. Most FICs will never be in a position to have the sophistication of policing to address regional and global transnational crime problems. Donors and PRPI need to ensure that the primary focus of capacity building support is at the most basic functions of policing: Pacific government budgets are unlikely to afford anything more. Other arrangements are (and will continue to be) necessary to ensure FIC access to other specialist police services when they are required.

The MTRT has been impressed by the significant level of in-kind support from the Government of Fiji, principally through the Fiji Police Force. This has contributed significantly to the success of PRPI and has helped ensure that its services are more appropriate to the region. The greater the use of Fijian and other Pacific islanders in the delivery of services, the better they have been received. A healthy network of personal and professional contacts between police jurisdictions is slowly beginning to develop, something that should be nurtured further.

It is too early to tell whether PRPI has contributed to a safer, more secure and stable environment in FICs. However, it has built a solid foundation to that end and the MTRT believes that sustained support to basic policing should see some real movement to higher standards over time. This will need to be monitored carefully. That said, the absence of agreed professional standards across regional police agencies and an associated region-wide monitoring and evaluation system will make any form of assessment of progress very difficult.

Feedback from all stakeholders about the progress and conduct of PRPI highlighted many areas that have been particularly effective and relevant. The MTRT considers the following program elements to be working well: support to jurisdictional planning and human resource functions; community perception surveys; the various workbooks on basic policing and the training associated with them; the program of training of trainers and operations of the regional training teams; management training for first line supervisors; communication and responsiveness to police chiefs and their personnel; use of assessment and development centres; the seriousness with which the program team has taken monitoring and evaluation; and the development of fingerprint identification capability in some jurisdictions. The regional delivery model has worked, providing services of relevance to all jurisdictions, especially outside PNG and Solomon Islands.

Many suggestions were made for improvements, some of which are picked up in the main recommendations below and will be outlined in more detail in the Review's final report. The five-year time frame and somewhat arbitrary budget framework has tended to cause PRPI implementation to be at a pace and complexity that is not ideal. The MTRT believes that the work program for the next couple of years should be simplified and greater attention paid to re-enforcing learning and basic skills on the job within jurisdictions.

The MTRT believes that the donors are receiving a good return on their investment from the consultants on the ground, though we are concerned that the cost structure of the project is heavily skewed towards technical assistance/adviser salaries which command high management fees, which may not represent overall value for money.

Major Recommendations

1. The governments of Australia, New Zealand and Fiji should commit to supporting regional delivery of basic policing capacity development in the Pacific for a further decade. There is also a need to put in place as a matter of urgency a governance structure for the current disparate A/NZ policing assistance.
2. Police chiefs need to establish a system of basic policing standards across the region, with an independent mechanism of monitoring and evaluation in all jurisdictions.
3. Ethics and integrity are fundamental to the ongoing development of policing services in the region. The chiefs of police must drive the development and piloting of the proposed Pacific ethics and integrity framework. This must then be reflected in all PRPI deliverables.
4. PRPI has developed strategies to address gender and HIV issues, however much more is required to ensure the practical application of these strategies across all program deliverables and to ensure full integration with other regional initiatives.
5. PRPI should embed further the concept of regional police delivering the program services, reducing the reliance on foreign consultants. Moreover, much greater support should be provided to establishing strong support networks within FIC police agencies, including seconding officers into other jurisdictions for various periods and functions.
6. An incentive-based funding mechanism should be established whereby jurisdictions can have access to direct support for operational purposes in response to demonstrated progress against basic police performance indicators.
7. PRPI should place more effort on supporting the further adoption of existing program initiatives and should simplify the suite of services on offer. Accordingly, the MTRT considers that a number of initiatives contained in the draft PRPI annual plan for 2006/07 should not proceed and the program should concentrate on consolidating much of the basics that have been established thus far.
 - The MTRT appreciates the reasons why the Pacific Institute of Police and Security Studies has been proposed, but considers other mechanisms would be more suitable.
 - Applied research does not fall within the domain of the program; where there is such a need, donors should consider this in the broader context of research priorities in the region.
 - The organizational health output is of a lower regional priority given other demands of PRPI; while important police welfare issues should be covered under the basic HR support work of the project, the Kiribati pilot should be addressed through existing bilateral arrangements.
 - Engagement with central agencies on budget matters is best placed within broader public expenditure management programs.
8. The effectiveness of the USP courses in Pacific Policing has been the subject of much contentious comment during the review. There is an undoubted role for tertiary studies in the development of Pacific policing. The MTRT believes that PRPI should withdraw from its current hands-on role, allowing USP to take complete ownership of the program and establish its own direct links to the police jurisdictions and students. While support must continue for current students to enable them to complete their courses successfully, future intakes should fall under the normal AusAID/NZAid regional scholarships and awards.

Annex B

List of Recommendations

1. The governments of Australia, New Zealand and Fiji need to put in place as a matter of urgency a governance structure for the current disparate Australian and New Zealand assistance to policing, ensuring greater PICP input into decision-making. Future PRPI governance arrangements should be informed by and consistent with any new regional arrangement.
2. PRPI must remain firmly focused on its core business: developing individual and organisational capacity for community policing across the region and encouraging and facilitating the regional provision of basic policing services to ease the capacity constraints faced by individual policing jurisdictions. To achieve this it should continue to focus on creating a pool of benefits in relation to information, training, systems and processes and engage meaningfully with and be guided by PICP and individual Chiefs of Police in the process. Where strategic deficits are identified, these need to be drawn to the attention of PICP and donors, but PRPI must resist the temptation to move in to fill a void.
3. Ethics and integrity, incorporating human rights and gender equity, are fundamental to the ongoing development of policing services across the region. Chiefs of Police must drive the development of a regional ethics and integrity framework, and encourage its adoption and implementation in each jurisdiction. PRPI should assist the PICP to establish and bring together a small Pacific Policing Ethics and Integrity Steering Group to guide and oversee the development of a regional ethics and integrity framework, and encourage its implementation by each Pacific policing jurisdiction. This Steering Group should be chaired by a Chief of Police and comprise at least two other Police Chiefs.
4. PRPI has developed sound strategies to address gender and HIV issues. However much more is required to ensure the practical application of these strategies across all program deliverables and to ensure full integration with other regional initiatives. Collaboration between PICP Secretariat and PRPI on human rights, gender equality and HIV/AIDS across all program deliverables needs to be strengthened.
5. PRPI needs to find better and simpler ways to communicate the learning pathways associated with management and executive development across the region, and to encourage and incorporate stakeholder feedback.
6. PRPI should embed further the concept of regional police delivering the program's services, reducing the reliance on foreign consultants. Moreover, much greater support should be provided by PRPI to establishing support networks between FIC police agencies. PICP should consider the need for systems to facilitate peer-to-peer interaction, including seconding officers into other jurisdictions for various periods and functions, as a way of further balancing some of the size and demand disparities between the police agencies in the region and promoting experiential learning. PRPI should play a support and advisory role to PICP should such systems be established.
7. The Forensics component of PRPI should focus on developing generic and basic skills in crime scene attendance while developing the fingerprint specialisation in the current four jurisdictions to a sustainable position. Alongside that effort, there is an urgent need for PICP to take the lead in establishing agreements that will allow all

- FICs to access the full range of forensic services from the donor countries on an as required basis.
8. PRPI should direct more effort to consolidating the basics of community policing that have been established thus far, supporting the further adoption of existing program initiatives and simplifying the suite of services on offer. The following initiatives contained in the draft PRPI annual plan for 2006/07 should not proceed:
 - ≈ the future directions strategy for Pacific policing
 - ≈ police organisational health output (though the Kiribati pilot should be honoured through bilateral arrangements)
 - ≈ engagement with Ministers or central agencies on financial resource management
 - ≈ conditions of service and pay scales
 - ≈ the Pacific Institute of Police and Security Studies
 9. AusAID, NZAID and the Government of Fiji should jointly commission a study to identify options for the maintenance and management of regional police competency standards, regional police curricula and regional police training programs developed through PRPI, and submit these options to the next PICP Conference for consideration and decision.
 10. There is an undoubted role for tertiary studies in the development of Pacific policing. The MTRT believes that PRPI should withdraw from its current hands-on role, allowing USP to take complete ownership of the programs and establish its own direct links to the police jurisdictions and students. While support must continue for current students to enable them to complete their courses successfully, future intakes should fall under the normal AusAID/NZAID regional scholarships and awards.
 11. The Annual Planning system for PRPI needs to be simplified to encourage a longer-term perspective for PRPI and stronger ownership of its directions. Forward plans for PRPI should be available to Chiefs of Police in an accessible form and should include rolling country plans for PRPI assistance agreed with each Chief.
 12. The governments of Australia, New Zealand and Fiji should commit to supporting regional delivery of basic policing capacity development in the Pacific for at least a further decade to 2016.
 13. An incentive-based funding mechanism should be established whereby jurisdictions can have access to direct support for operational purposes in response to demonstrated progress against basic police performance indicators.
 14. Police Chiefs need to establish a system of basic policing standards across the region, with an independent mechanism of measuring and tracking performance against those standards in all Pacific jurisdictions.

Annex C

People and Organisations Consulted

Name	Position/Organisation
<i>Australian Government Agencies - Canberra</i>	
Mr Bruce Davis	Director-General, AusAID
Mr Scott Dawson	Deputy Director-General, AusAID
Ms Judith Robinson	Assistant Director General, Pacific Branch, AusAID
Dr Andrew Pope	Director, Director, Pacific Governance Section, AusAID
Mr Paul Jevtovic	National Manager, International Deployment Group, Australian Federal Police
Dr Tony Murney	Manager, International Deployment Group, Australian Federal Police
Mr Keith Joyce	AusAID/AFP Liaison Officer, International Deployment Group, Australian Federal Police
<i>Australian National CrimeStoppers Conference, Brisbane</i>	
Commander Sinilau Kolokihakaufisi	Commander, Royal Tonga Police Force
Mr Andrew Hughes	Commissioner, Fiji Police Force
Mr Alan Ross	Commissioner, Nauru Police
Mr Shane Castles	Commissioner, Royal Solomon Islands Police
Mr John Taleo	Head of Training, Vanuatu Police Force
<i>Pacific Islands Chiefs of Police Conference, Palau</i>	
Mr Mick Keelty	Commissioner, Australian Federal Police
Mr Pira Wichman	Commissioner, Cook Islands Police
Mr Pius Chotailug	Commissioner, Federated States of Micronesia Police
Mr Frank Ramngen	Chief of Police, Yap State, FSM
Mr Joe Roby	Chief of Police, Pohnpei State, FSM
Mr Robinhood Noda	Chief of Police, Kosrae State, FSM
Mr Bill Stinnett	Chief of Police, Chuuk State, FSM
Mr Ioreru Tokantetaake	Commissioner, Kiribati Police
Mr George Lanwi	Commissioner, Marshall Islands Police
Mr Hazime Telei	Director, Palau Bureau of Public Safety
Mr Ross Ardern	Chief of Police, Niue
Mr Sam Inguba	Commissioner, PNG Police Constabulary
Mr Motulu Pedro	Acting Commissioner, Tuvalu Police
Ms Corinne Tomkinson	Australian Ambassador, Federated States of Micronesia, Republic of Palau, Republic of the Marshall Islands; and Consul-General; Guam & CNMI
Ms Catherine Castles	Executive Development Adviser, Royal Solomon Islands Police
Ms Gwen Ratu	Spokesperson, Women's Advisory Network, PICIP

Mr Glenn Crannage	PRPI Project Director
Mr Dave Moore	PRPI Team Leader
<i>Fiji</i>	
Ms Jennifer Rawson	Head of Mission, Australian High Commission
Ms Stephanie Copus Campbell	Counsellor, Development Cooperation, Australian High Commission
Ms Paulini Matawewa	Program Manager, Law & Justice, AusAID, Australian High Commission
Mr Jioji Kotobalavu	Chief Executive Officer, Prime Minister's Office
Ms Andie Fong-Toy	Manager, Political & Security programme, Pacific Islands Forum Secretariat
Mr Josaia Naigulevu	Director of Public Prosecutions
Mr Michael Green	New Zealand High Commissioner, Suva
Mr Dimitri Gridelburg	Regional Assistance Programs, NZAID
Mr Bob Shaw	Strategic Planning Adviser – PRPI
Ms Sandra Tindale-Lam	HRM Adviser – PRPI
Mr Nigel Hogan	Executive Leadership & Management Adviser – PRPI
Mr Jim Thompson	Training Capacity Adviser – PRPI
Mr Bryn Jones	Forensics Adviser - PRPI
Mr Manik Chand	Regional Training Team – Trainer – PRPI
Ms Ruci Nasemira	Regional Training Team – Trainer - PRPI
Mr Glenn Crannage	Project Director – PRPI
Mr Dave Moore	Team Leader - PRPI
Dr Bruce Yeates	Pacific Policing Program – USP
Ms Ruth Lund	Pacific Policing Program Course Coordinator - USP
Mr Larry Proud	Team Leader, Australia Fiji Law & Justice Sector Program
ACP/PS ACP Jese Morovia	Fiji Police Force
ACP/O ACP Samuela Matakibau	Fiji Police Force
CP/C ACP Kevueli Bulamainivalu	Fiji Police Force
Cdt/FPA SP Joeli Baleilevuka	Fiji Police Force
Justice Gerard Winter	High Court Judge, Fiji
Dr Tamara Kwarteng	Team Leader, Pacific Regional HIV/AIDS Program
Mr Jeremy Cole	Grants Manager, Pacific Regional HIV/AIDS Program
Ms Sala Tupou	Project Officer, Pacific Regional HIV/AIDS Program
<i>Vanuatu</i>	
John Pilbeam	Head of Mission, Australian High Commission
Peter Budd	Deputy Head of Mission, Australian High Commission
Mr Robert Tranter	Counsellor, Development Cooperation, Australian High Commission
Mr Phil Chapman	OIC Defence Cooperation Program
Tina Westra	AFP Liaison
Ms Mary Oliver	Deputy Head of Mission, New Zealand High Commission
Mr Paul Willis	John Capper - NZHC
Mr Peter Williams	Bilateral Project Senior Team Member

	VPFCBP
Selwyn Garu	Secretary of Malvatumauri Council of Chiefs
Douglas Ngwele	Chairman of Lakalaka Bulu Council of Chiefs
Pastor Pakoa Maraki	Representing Churches of Vanuatu
Mr Arthur Caulton	Acting Commissioner, Vanuatu Police Force
Mr Patu Lui	Acting Chief of Police, Vanuatu Police Force
Mr Willie Ben	Chief of Staff, Vanuatu Police Force
Mr Ben Moli	Planning Officer, Vanuatu Police Force
Mr Joshua Bong	Commander CSU, Vanuatu Police Force
Mr John Taleo	Director, Force Training Wing
Mr Fred Mahit	Force Training Wing
Mr Ephraim Kalorib	Trainer, Force Training Wing, Vanuatu Police Force
Mr Peter Naburam	Trainer, Force Training Wing, Vanuatu Police Force
Mary Sandy	Trainer, Force Training Wing, Vanuatu Police Force
Mr Joe Pakoa	Trainer, Force Training Wing, Vanuatu Police Force
Mr Jeffrey Samuel	Trainer, Force Training Wing, Vanuatu Police Force
Mr Kelson Bule	Commander Southern, Vanuatu Police Force
Ms Delphine Vuti	OIC CID, Vanuatu Police Force
Ms Agathe Malsungai	Legal Officer Vanuatu's Women Center
Ms Mary Shem	Counsellor Trainer, Vanuatu's Women Center
Mr Peter Macfarlane	Head of Law School, USP, Emalus Campus
Professor John Lynch	Pro Vice Chancellor Regional, USP
Ms Marie Noelle Patterson	Transparency International, Vanuatu
Mr Michael Taurakoto	Wan Smol Bag Theatre
Mr Reggie Kaimbang	Vanuatu Cultural Centre
<i>Tonga</i>	
Mr Colin Hill	Australian High Commissioner, Kingdom of Tonga
Ms Kirsten Hawke	First Secretary, Development Cooperation, Australian High Commission
Mr Taniela Faletau	Deputy Commissioner, Royal Tonga Police
Mr Sione Talanoa	Assistant Police Commander, Royal Tonga Police
Mr Viliami 'Unga Fa'aoa	Assistant Police Commander
Mr Toutai (Ash) Fua	Head of Training
Ms Melenaite Kaufusi	Assistant Chief Inspector of Police, Royal Tonga Police
Ms Mele Fetatuki Fehaki	Inspector, Royal Tonga Police
Ms Lola Kalomatang	Former Deputy Commissioner, Royal Tonga Police
<i>Samoa</i>	
Mr Phillip Allars	Australian High Commissioner, Samoa
Ms Amanda Roberts	First Secretary, Development Cooperation, Australian High Commission
Mr Papalii Lorenese Neru	Commissioner, Samoa Police Service
Mr Afoa Uelese Vaai	Director, Corporate & Strategic Services, Samoa Police Service
Ms Sina Enoka	Police Inspector, Trainer- Samoa Police Service

Ms Helen Uilese	Training Section, Samoa Police Service
Mr Amuia Nonu	Training Officer, Samoa Police Service
Ms Monalisa Tiai	Detective Constable, Samoa Police Service
Mr Latu Latu	Detective Sergeant, Samoa Police Service
Ms Leilani Fidon	Sergeant, Samoa Police Service
Mr Douglas xxxxxx	Detective Inspector, Samoa Police Service
Ms Roina Vavatau	CEO, SUNGO (Samoa Umbrella of NGOs)
Mr Silafau Paul Meredith	A/CEO Planning, Ministry of Finance
Justice Patu Tiavasue Falefatu Sapolu	Chief Justice of Samoa
Inspector Soni Malaulau	Pacific Prevention & Domestic Violence Program – NZ Police
Inspector Karen Smith	Pacific Prevention & Domestic Violence Program – NZ Police
Mr Steve Roast	Team Leader, Samoa Police Project
Mr Paul Brennan	Police Adviser, Samoa Police Project
Ms Nadine Seifert	Prosecutions Adviser, Samoa Police Project
Mr John Adank	New Zealand High Commissioner
Mr Philip Hewitt	NZAID Manager/First Secretary, New Zealand High Commission
<i>New Zealand</i>	
Mr Howard Broad	Commissioner, NZ Police
Mr Peter Adams	Director-General, NZAID
Mr Alan Williams	Deputy Secretary, Ministry of Foreign Affairs & Trade
Mr Craig Hawke	Director, Pacific Section, NZAID
Mr Steve Dowall	Deputy Director, Pacific Section, NZAID
Ms Ranmali Fernando	Deputy Program Manager, Pacific Law & Justice, NZAID
Ms Carolyn Nimmo	Deputy Program Manager, Cook Islands, NZAID
Ms Sara Carley	Team Leader, Pacific Group, NZAID
Ms Maggie Paterson	Gender Advisor, SAEG/NZAID
Mr Michael Appleton	Policy Officer, Pacific Division, MFAT
Ms Marion Crawshaw	Deputy Director, Pacific Division, MFAT
Superintendent Cam Ronald	Executive Director, Pacific Islands Chiefs of Police Secretariat
Inspector Paula Stevens	Secretariat Officer, Pacific Islands Chiefs of Police Secretariat
Mr Alistair MacDonald	Project Manager, PICP/UNAIDS HIV Program, Pacific Islands Chiefs of Police Secretariat
Superintendent John Kelly	Manager Pacific Programmes, International Service Group, New Zealand Police
Ms Jacquelyn Goodwin	Manager, International Strategy & Policy, International Service Group, New Zealand Police