

POLICING AND JUSTICE SUPPORT PROGRAM VANUATU (PJSPV)

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Thinking about working together as a sector for our shared goals



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Table of Acronyms

CDM	Case and Data Management
CDMA	Case and Data Management Adviser
CSO	Civil Society Organisation
DFAT	Australian Department of Foreign Affairs and Trade
DKS	Department of Correctional Service
DWA	Department of Women's Affairs
GoV	Government of Vanuatu
HOAG	Heads of Agency Group
HRM	Human Resource Management
JCSSS	Justice and Community Services Sector Strategy
MFEM	Ministry of Finance and Economic Management
MJCS	Ministry of Justice and Community Services
NCD	National Child Desk
NDD	National Disability Desk
NGO	Non-Government Organisation
OPP	Office of the Public Prosecutor
PEA	Political Economy Analysis
PFM	Public Financial Management
PIMS	Police Information Management System
PJSPV	Policing and Justice Support Program (Vanuatu)
PMG	Partnership Management Group, SRBJ (which includes VPF and VAPP)
RCS	Rapid Charge System
SPD	State Prosecutions Department, VPF
SRBJ	<i>Stretem Rod Blong Jastis</i> – Vanuatu Law and Justice Program
VAPP	Vanuatu Australia Police Project
VPF	Vanuatu Police Force

1. Defining “collaboration”

What we’re talking about when we talk about working together as a sector

PJSPV works to support effective *collaboration* between policing, justice and community services agencies and institutions. The reason for this support is that stronger sector collaboration contributes to improved delivery of services to the people of Vanuatu.

PJSPV understands the term ‘cross-sector collaboration’, or ‘whole-of-sector collaboration’, as the way in which the many and disparate policing, justice and community services sector agencies and institutions work together to address common cross-cutting issues. Or, more simply put, we could think of ‘cross-sector collaboration’ as **working together as a sector to progress shared goals**.¹ This is how the evaluators defined the term collaboration when posing questions to officers across the sector and to program advisers.

The Government of Vanuatu has identified eight² key cross-cutting issues for the sector in the **Justice and Community Services Sector Strategy (JCSSS)** (2014-2017), as follows:³

1. *Customary Disputes*: strengthen the informal system of management and dispute resolution and the linkages with the formal system
2. *Juvenile Justice*: develop an integrated Juvenile Justice system inside the sector
3. *Victim Support*: improve the sector’s response to protection and services for victim support
4. *Infrastructure*: develop and implement a comprehensive infrastructure plan
5. *Human Rights*: develop a national framework for the implementation of treaties and constitutional provisions
6. *Crime Prevention*: develop a comprehensive crime prevention and protection strategy that engaged Government, communities, *kastom* authority; business and NGOs
7. *Case Progression*: reduce unnecessary delays in case management across the system
8. *Access to Justice*: develop appropriate and evidence based collaborative interventions that address barriers to access⁴

The JCSSS prompts policing, justice and community services agencies and institutions to work together on cross-cutting issues that are relevant to the whole sector.

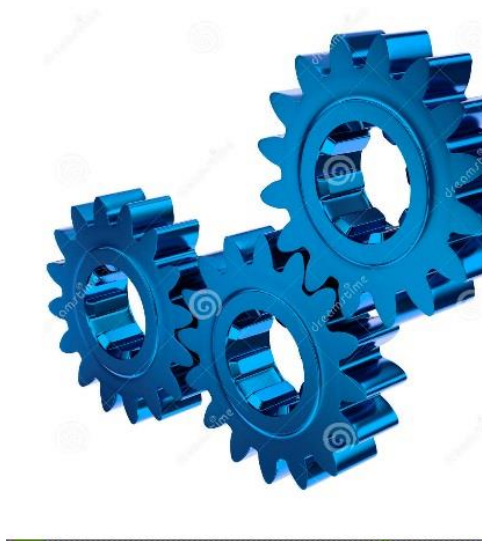
¹ Not necessarily the whole sector working on any given issue but key implementing partners and stakeholders working together to progress shared goals.

² The eight issues were reduced to seven by agreement of the HOAG at its meeting on 30 September 2015.

³ Endorsed by the Council of Ministers in May 2013.

⁴ ‘Access to Justice’ was subsequently removed as a separate cross-cutting issue by the Heads of Agencies Group (HOAG) at its meeting of 30 September 2015 and is instead now considered the outcome of the progress of all the other issues (1-7).

2. Why work together as a sector?



No sector within Government has such a wide scope of related service delivery areas. Nor does any other sector have such a complex grouping of independent arms of Government (constitutional, statutory and line agencies). The sector is also comprised of a small number of non-governmental organisations (NGOs),⁵ some of which report to different Ministries for line management or budgetary purposes. There are only two Departments and two Desks under the direct management control of the Ministry of Justice and Community Services: Department of Women's Affairs and Department of Correctional Services and the Child and Disability Desks. Agencies and institutions are **independent** but heavily **interdependent** in the achievement of access to justice for the people of Vanuatu. Each cog in that dynamic, interdependent system can have a significant (positive or negative) impact on justice outcomes and access to justice.

Sector agencies and institutions share many common priorities — by working collaboratively together there are many opportunities for progressing these. This can happen through direct cooperation and coordination, including integrated planning that does not threaten the substantive independence of relevant bodies.

The JCSSS describes the scope of the sector as including the Vanuatu Police Force (VPF), judiciary, all justice agencies, correctional services, law reform, customary land issues, public safety, accountability bodies (Ombudsman, Auditor General), women, children, disability, and the aged.

a. What are the advantages of working together as a sector?

- More effective use of resources to progress shared goals
- Opportunities for improved service delivery to the community due to a better functioning (more effective and efficient) sector
- Cross-cutting issues identified in the JCSSS are so multifaceted and complex that they are beyond the control of individual agencies to resolve. They require a level of collaboration between sector agencies



⁵ NGOs who deliver services on behalf of Government in line with Government priorities in a resource constrained environment.

b. Why does the program support collaboration?

So, why does the program encourage whole-of-sector collaboration?

Responsibility for safety, security and access to justice is shared across a number of interdependent agencies and institutions. For example, prosecutors can be more effective by working together with the VPF to improve the quality of investigations and briefs. Also, tracking the progress of criminal cases through the system is only possible if the VPF accurately records complaints that come before them and the resulting investigations. Further, the sector may better address violence against women and children where the police, judiciary, justice sector agencies, non-governmental organisations and community service agencies are actively involved.

So if the sector works together then it is better placed to promote justice and the rule of law, provide fair and equitable services to meet the needs of the community, and protect human rights.



In sum, the program supports collaboration (see Annex A) because:⁶

- Vanuatu's policing, justice and community services system is made up of agencies and institutions that are independent but interdependent in the delivery of services so that efficiency and effectiveness requires some collaboration
- The JCSS identifies agreed shared goals which require sector collaboration to be able to be progressed as they exceed the mandate of any individual agency or institution
- Resource constraints in addition to the challenges of geographic distance and remoteness mean that collaboration could provide a way for limited resources to be better mobilised
- The Ministry of Justice and Community Services (MJCS) sees itself as having the mandate to support consensus-based sector coordination and collaboration for the purpose of strengthening service delivery (see Annex B)
- The program aims to support improved coordination, collaboration and communication, in partnership with the MJCS and sector agencies as a basis for improving the efficiency and effectiveness of the sector, and ultimately service delivery
- Collaboration allows for greater sharing of information and expertise across the sector

⁶ These points are described in more detail in Annex A which is made up of a one-page explainer document that was provided to interviewees and a more lengthy background document on Collaboration developed in preparation for the evaluation.

c. So what are some of the ways that the sector is currently working together?

- *Heads of Agency Group meetings:* the heads across the sector continue to meet four times a year to share information and ideas and to progress shared goals
- *Women in the Women in Leadership Mentoring Program:* are forming organically into some groups that support each other's professional growth. The significance and potential of this network is really yet to be realised but it is built on networks and collaboration
- *Investigations and Prosecutions:* Vanuatu Police Force (VPF), the State Prosecutions Department (SPD) and the Office of the Public Prosecutor (OPP) collaborate on case management; investigations and prosecutions. This has the benefit of overt and willing collaborators within leadership
- *Department of Correctional Services (DKS), VPF and the Courts:* collaborate on issues associated with detainees, court attendance, probation and parole
- *Public Financial Management:* finance officers from across the sector and Ministry of Finance and Economic Management (MFEM) are collaborating for improved public financial management through the sharing of skills and expertise
- *National Disability Priorities:* the National Disability Desk coordinates service delivery to and representation of the needs of people with disabilities with an array of Government Departments and Ministries as well as non-government service providers and advocates
- *Professional Standards Unit, VPF, Office of the Ombudsman and other agencies:* are collaborating around skills development and transfer for administrative investigations as well as progress of the integrity agenda in Vanuatu. It is intended that this collaboration will become formalised through an exchange of letters.
- Vanuatu Women's Centre is collaborating with the Family Protection Unit, VPF to improve the efficiency and effectiveness of the handling of cases of family violence.
- *Officers with human resource functions* are collaborating with each other across the sector in progressing human resource management advances

d. Are there situations where collaboration is not appropriate?

In supporting collaboration, the program would like to be clear that this does not mean:

- Collaboration should always and necessarily involve all agencies across the sector. Rather, collaboration should be issue-specific and focused with clear intended outcomes and involving only those who are relevant to the issue
- It supports collaboration just for the sake of collaboration, such as meetings with no clear objective and intended outcome

There are clearly matters on which agencies within the sector should not collaborate. A clearer articulation of the boundaries to appropriate collaboration within this sector may act to facilitate greater appropriate collaboration.

Agencies within the sector should not collaborate where:

- Collaboration would jeopardise the independence of the agency or agencies
- Collaboration results in a conflict of interest for the person or institution involved
- Collaboration would give the perception of conflict of interest, or lack of impartiality. For example, the political fluidity, lack of executive respect for the principle of independence and the arguable vulnerability of the Judiciary in this context makes it reticent to collaborate
- Information is confidential or there is a duty of confidentiality and so should not be shared
- Where collaboration is inefficient or onerous with very limited benefit

These limitations do not debunk the proposition that collaboration matters.

The program therefore conducted an evaluation with the intention of drawing out and testing some of these ideas in the context of Vanuatu. The intention, if the propositions were found to be valid, being to make recommendations to strengthen the program's support for whole-of-sector collaboration.

3. Evaluating PJSPV support for cross-sector collaboration

a. Why did we do the evaluation?

- To produce evidence to inform program, MJCS and sector agencies' approaches to fostering effective and appropriate collaboration within the sector. This is especially important for a sector that is characterised by independence and interdependence and where clearly delineated collaboration is important to effectively improve and run the policing, justice and community services system
- To critically evaluate program support for enhanced cross-sector collaboration. This involves identifying what is working well and what changes should be made, for improved outcomes
- To support the program's monitoring and evaluation

b. How did we do the evaluation?

The detailed Evaluation Plan is in Annex C. In brief the evaluation methodology involved:

- Review of relevant documents
- Identification and articulation of key evaluative questions (pp 8-9 of the Evaluation Plan, Annex C)

- Identification of examples of collaboration occurring in the sector (through review of the 2015 Sector Perception Survey; sharing of the current findings of the 2016 Sector Perception Survey; asking heads of agencies as part of regular program meetings with heads of agencies)
- Selection of collaborative networks where program has made some contribution for further investigation ('case studies' – see section below)
- Interview and survey of working-level staff about collaborative networks identified using a structured conversation and survey tool (see annex D and annex E respectively)
- Conduct of a "rapid issue-focused political economy analysis" (see annex F – Political Economy Analysis "How To" Note as a background document for the approach to this political economy analysis (PEA))
- Identification of proposed case studies and the focus of the rapid PEA was developed and approved in consultation with the SRBJ Partnership Management Group⁷
- Validation of the PEA findings with a select PEA Advisory Group made up of Ni Vanuatu participants from *Stretem Rod Blong Jastis*, MJCS and DFAT
- Measurement and analysis of the strength of the collaborative effort in the spaces where it is occurring through the use of the survey tool
- Presentation of results to a group of the heads involved in the case study areas and DFAT
- The list of the people who were interviewed and who participated in the validation processes and their positions are attached in Annex G

c. What did we find?

General Observations

Through the evaluators' interviews and meetings, the following observations emerged as recurring themes:

- **Collaboration and the sector:** there is good will and good intention with respect to collaboration but perhaps a lack of clarity about how to collaborate well to progress shared goals. There are some foundations on which to build open, frank, constructive engagement including the Heads of Agency Group (HOAG) meeting. However, collaborative effort is generally reactive, inconsistent, incoherent and not driven by strategic vision. One interviewee stated, "*[I]n good times there is no collaboration,*" such that self-initiated collaboration only occurs when something 'bad' happens. Also, collaborative effort is sometimes driven by a political agenda but this too is inconsistent and incoherent. It is generally felt that if people worked together more the sector would likely see effective operational improvements where individual agency effort is insufficient.
- **The MJCS as a driver of collaborative effort:** within the MJCS there are some natural collaborators, and while there is accountability for collaboration through job descriptions and the

⁷ Which represents MJCS, VPF, VAPP, SRBJ and DFAT for the program.

MJCS Corporate Plan^[1] this is not effectively implemented by management. There could be greater coherence and consistency of approach and although the MJCS expresses an intention to take a leading role in collaboration in some this is not consistently evident

- **PJSPV and collaboration in the sector:** the program plays a significant role in supporting the sharing of information, provision of capacity development opportunities, and the facilitation of opportunities for appropriate collaboration — this facilitator role could certainly be taken over, or led, by the MJCS or other sector institution or agency if it were willing. It is relevant for the program to promote collaboration given the complexity and interdependency of the system which needs both leadership and collaboration. The combining of *Stretem Rod Blong Jastis* and the Vanuatu Australia Police Project under one program has provided the opportunity for greater collaboration with police by the program and by the law and justice sector more generally.
- The program continues to play a strong role in **brokering** arrangements and connections. This is because it is often able to come to those arrangements with different types of permissions, as it were, and so is able to play a central role in facilitating collaboration. While the program is currently playing this role, ideally this brokering role would be played by the MJCS and/or other institution or agency, such as the Judiciary. Indeed, there are some pockets of collaboration now where it is self-driven, within the sector (it is not reliant on program support).
- The program's approach to **capacity development** embeds a collaborative approach to the work which is overt in the support for personal management, coaching skills, mentoring, and institutional strengthening work which uses a team-based approach.⁸
- **HOAG:** is supported across the sector as a valid and appropriate mechanism for the sharing of information and for potential collaborative effort. It is regarded with legitimacy and credibility. Participation levels are consistently good with a couple of notable non-attendees and it is regarded with interest as well as being noted for its potential to do more.
- **Validity of the approach:** the approach to supporting collaboration by the program appears to be valid as a means for making efficiency and effectiveness gains within a resource constrained environment. There are already some tangible service delivery results from greater collaboration with respect to the VPF planning, the sector's business planning, the Capacity Development Strategy implementation, the Women in Leadership mentoring program and the JCSSS — but so much more could be done. The impact of program support is, in some instances, limited by mixed engagement of leaders to support appropriate and effective collaborative effort.

Rapid Political Economy Analysis

Why did we do a political economy analysis (PEA)? It is clear that collaborative effort is very much rooted in the political and economic context in which it operates and some of the challenges had already been noted by the program. The PJSPV program design document refers to the following:

“There are a number of key counterparts within the sector who are relatively disengaged, do not participate in collaborative dialogue with the sector, or who provide weak leadership... The inconsistency of attention and

^[1] MJCS Corporate Plan 2016-18.

⁸ Justice and Community Services Sector Capacity Development Strategy 2014-16 – September 2014.

engagement with the sector on its agreed cross sector initiatives has had an impact on the progress of some cross sector initiatives...”

The political fluidity of the GoV and the perceived risk of political influence makes the Judiciary reticent to be or appear to be in any way influenced by the Executive or the MJCS.

The rapid PEA involved the following three steps focussing on an agreed target issue:

STEP 1	Identify the issue to be addressed by the PEA	What is the specific issue to be addressed?
STEP 2	Why are things the way they are? Drill down into the political economy drivers	Ask questions to analyse: history, incentives, disincentives, resource constraints, reputational gain, underlying interests, island affiliation, religion, how and when information is shared, relationships, kastom, kinship
STEP 3	What can be done?	Examine what can be done to improve the situation: pose solutions and consider what can plausibly be changed. Identify potentially viable entry points

Through Step 1 it was jointly agreed that the focus of the PEA would be on the following question; ***“could the current ‘fasin’ of cross sector collaboration be strengthened to enhance service delivery?”***

Political economy-related questions posed to interviewees are set out at Question 19 of the interview guide in Annex D.

The following are the key findings from the PEA. These findings were validated with the relevant agency heads:⁹



- ✓ **Leadership** – leadership is foundational for effective sector collaboration. Unless there is support from agency heads, people are unlikely to collaborate with other agencies. Where leaders expressly support collaboration this is an enabler for collaboration. This works best if there is consistent reinforcement with meaningful congruence of behaviour, even if actual collaboration (i.e. the communication, the coordination) are the responsibility of others lower down in organisational structure. Effectiveness in collaboration, however, may not be a behaviour (or competency) that has been required of or rewarded in sector leaders to date.



- ✓ **Accountability, recognition and relevance** – people will collaborate more where they are accountable for progressing a particular issue and also accountable for collaborating with others. This accountability may be formalised (through business plans or job descriptions) or it can be simply that those required to collaborate are held accountable for doing so by their leaders and are recognised by their leaders as working effectively when they do so. This is most likely to occur where the issue on which there is collaboration is highly relevant to the person’s role and is recognised as such. If it is required by job descriptions but not implemented by supervisors then this also undermines effective collaboration. In the absence of this, people feel that they are too busy to collaborate, there are no incentives for collaboration and they are not held accountable to collaborate.

⁹ See annex H for the attendance list of the Validation Presentation on 22 April 2016.



- ✓ Collaboration with a **clear outcome-focus** is most effective in maintaining momentum. If those outcomes or benefits or achievements can be achieved **iteratively** (which may mean adequate resourcing) such that there are a number of “wins” along the way this also helps prevent participants from feeling disheartened or demotivated.



- ✓ **Individual capacity, commitment, passion, work ethic** are highly relevant for effective collaboration (as is true anywhere) but this is perhaps more so in a context where information, knowledge and expertise are not readily shared.¹⁰ Technical skills and knowledge really help to build confidence; confidence is an obvious enabler for collaboration within the workplace. There is currently generally good will but little good modelling, little exposure and a need to build the requisite skills. Weak human resource management (including recruitment and appointment of inappropriate individuals) can have widespread disincentives for effective energy and motivation in the collaborative space.



- ✓ **Women** in the sector need to work harder to gain the respect of their (predominantly male) colleagues and for their voices to be heard. Women have been, even with strong capacity, excluded or sidelined in some domains. In some (less contentious) domains their voices are more easily heard (for example, disability) in others they are more silenced (for example, *kastom* governance related issues in Port Vila). The silencing can be overt, for example exclusion from relevant fora or subtle, for example, through the marginalisation of women’s views. Women are also silenced by other women in the context of a very divided and antagonistic political discourse among some women in Port Vila. This too might be a symptom of the relative lack of agency of women across a multitude of spheres.



- ✓ **Personal relationships** facilitate professional collaboration: bringing people together and meeting face-to-face helps to support collaboration, especially at the initial stages. Respondents felt that having people together in a common physical space helps to build productive working relations. The Heads of Agency Group (HOAG) meeting was identified as a forum which provides the opportunity for building relationships across the sector on which to build professional collaboration.



- ✓ **Constitutional and statutory independence of agencies** within the law and justice parts of the sector inhibits collaboration in many spaces. Whilst it is appropriate that the subject of collaboration should be clearly delineated (see section 2d above), there are some operational and administrative aspects of sector coordination that would benefit from greater collaboration. This might be supported by clear articulation of the boundaries for collaboration and for some targeted awareness within the sector. Sometimes good collaboration is also hampered by the clash of

¹⁰ Interviewees described the willingness of people to share information as moderate to low.

two very different ways of working by the two or more agencies which can be subtly undermining, despite good intentions, if not quite consciously managed.¹¹



✓ **Kastom, family affiliations, island affiliations, faith-based affiliations, political affiliations**, historical individual, institutional, island or other disputes all inhibit and enable collaboration in the sector in the context of a small highly interconnected community resulting in clear recognition that outcomes are often driven in the first instance in the informal arena. There is a current push by the National Government towards the harnessing of power for chiefs in the domain of conflict or dispute management (and therefore justice)¹² against the backdrop of a perceived derogation of power for chiefs. This is an area in which custom has been problematic and whilst it is a highly politicised space it has an impact on the openness with which some issues can be discussed, and therefore on true and effective collaboration that seeks to progress shared agenda. The politicisation is resulting in a flattened, dichotomised discourse.

i. Which Case Studies did we look at more closely?

The four case study areas that were identified by the evaluators and approved by the Partnership Management Group (PMG)¹³ were as follows:

- i. National Disability Priorities
- ii. Prosecutorial Case Progression
- iii. Progress of infrastructure through the sector strategy and working groups
- iv. Public Financial Management Collaboration

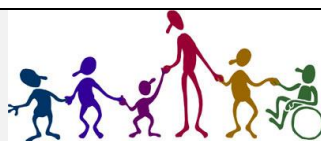
The four case studies represent a mixture of extent and nature of program support as well as varying degrees of success. A brief summary of the reasons for the selection of these four case studies is set out in Annex I.

¹¹ For example, the VPF operate within a clear hierarchical command structure whilst the Ombudsman's office supports an open, respectful, collaborative culture – each agency will need to be cognisant of the way of working of the other in progressing the administrative investigations collaboration and further, if this collaboration results in the establishment of an effective integrity network for Vanuatu.

¹² Building on the recent land reforms which provide chiefs with increased powers to resolve land disputes, together with an effort to limit judicial review with respect to custom land; advocacy for the codification of community by-laws with little legal guidance; the move of the National Cultural Centre under the MJCS.

¹³ At a meeting on 12 April 2016

The findings were validated and strengthened in consultation with a small group made up of the heads in the four case study areas.¹⁴ The findings from the case studies are summarised below:



Case Study (i): Supporting National Disability Priorities

Program support: SRBJ Grant Funding

Headline: Collaboration is effectively supporting service delivery

Comment: There are several layers and mechanisms for collaboration (National Disability Committee, Provincial Disability Committee, Community Based Rehabilitation Working Group and community level committees). While not all are equally as effective, together collaboration is generally effective in enabling better delivery of services, particularly within a resource constrained environment.

Enablers for collaboration:

1. The National Disability Desk (NDD) Officer provides leadership and support for collaboration with effective coordination of support for people with disability
2. There is accountability for collaboration and coordination to both to the National Disability Desk Officer and to the Director-General, MJCS
3. The disability agenda has high-level GoV commitment (as demonstrated by ratification of UNCPRD and finalisation of national policies)
4. The work is supported by the Director-General, MJCS and Director, DWA
5. The NDD promotes the sharing of information – and uses regular sharing of information to motivate support
6. The NDD coordinates the sharing of different expertise as they relate to disability with other service providers
7. There is an inclusive approach to interested stakeholders
8. The NDD effectively leverages political support (which has resulted in the donation of land)
9. Disability receives a high level of development partner interest

Challenges to collaboration:

1. The NDD has limited human and financial resources to do the work (i.e. to carry out its coordination and collaboration role)
2. The NDD faces time constraints as the demands are greater than capacity
3. Working with NGOs (which have their own objectives and approaches)
4. Remoteness resulting in significant cost implications for effective national coordination
5. Limited access to capacity development opportunities

Outcomes of collaboration & coordination:

1. Effective alignment of support from multiple parties with national GoV policies and direction
1. Increased awareness of role of National Disability Desk (NDD) as a focal point
2. Effective referral between government and NGO agencies/
3. Delivery of services to people with disability (assessments, equipment, inclusion, outreach)
4. Sharing of resources (trucks, fuel, administrative and logistical support)
5. Sharing of information (survey information, assessments)
6. Mutual understanding of challenges, needs, issues, rights of people with disability
7. Increased reach of NDD to the provincial level through provincial committees

¹⁴ See annex H for the names of those who attended the validation meeting and the agenda for the meeting and Annex J for the presentation made at that meeting much of which is incorporated into this report.



Case Study (ii): Prosecutorial Case Progression

Program support: Technical advice, infrastructure, equipment and funding

Headline: Good collaboration is starting to demonstrate service delivery outcomes. Collaboration is occurring with respect to record management, case and data management systems, drafting charges, strengthening investigations and briefs of evidence, advocacy skills and case management.

Enablers:

1. There is strong leadership support for appropriate collaboration within the offices involved (OPP, SPD, VPF)
2. There is effective accountability to supervisors, officers-in-charge
3. There are effective collaborators involved
4. The program and others are providing technical support (Investigations and Prosecutions, Case and Data Management, Public Financial Management, Human Resource Management and the Prosecutions experience and advice from the Public Prosecutor)
5. Key actors demonstrate technical confidence
6. Officers have demonstrated strong personal commitment in some spheres (e.g. records management area)
7. There is clarity about goals so that there are clear benefits of and the demonstrable need for collaboration.
8. Incremental, tangible benefits maintain momentum (e.g. tracking system, information, CMS, successful prosecutions, efficiency gains)
9. The effectiveness raises morale and confidence and supports further collaboration

Challenges:

1. Sharing of case information within systems is currently difficult – however the Police Information Management System (PIMS) is likely to amplify the successes of collaboration
2. Politicisation (police) and fluidity of leadership makes consistent collaboration more difficult.
3. Maintaining very professional relationship with clear boundaries and ethics can be challenging

Outcomes:

1. Efficiency gains (e.g. introduction of the Rapid Charge System, and the reduction of double entries & handling)
2. Summoning and bail attendances have been moved to general duties police which is more effective.
3. There are quality gains (briefs are improving which it is hoped will lead to more successful prosecutions).
4. There are more shared costs in some areas
5. There is an increased understanding of other institutions and their challenges
6. Identification of capacity needs and skills development allows for more responsive capacity development initiatives to build confidence
7. The improvements build office morale
8. There is a sense that relationships between agencies is improving but still need closer ties whilst also recognising professional, ethical boundaries



Case Study (iii):

Progress of infrastructure through the Sector Strategy and Working Groups

Program support: Funding and facilitation of planning events, advisory and program support and payroll support

Headline: Collaboration commenced with momentum and enthusiasm but was not maintained sufficiently for the first working group to effectively drive implementation; the second working group is being driven primarily by the work of the MJCS representative with 1:1 collaboration.

Enablers:

1. Leadership within the sector demonstrated strong initial commitment (e.g. by the HOAG, TF & WGs)
2. The JCSSS is owned by heads and does represent agreed shared priorities
3. There is good will and interest

Challenges:

1. There was a change of leadership resulting from political interference which stopped momentum
2. There was inconsistent commitment
3. There was a lack of real accountability for the working groups
4. Members were challenged by time constraints and poor planning of collaborative effort
5. Lack of clear funding source impacted on momentum
6. Some key actors were blockers to collaboration through this mechanism
7. There was a narrowing of focus to institutional needs (not sector priorities) so that working groups in some places focused on certain vested interests which were more relevant to some and less relevant to others
8. There was a lack of technical capacity
9. Power dynamics in highly mixed groups impacted on capacity to genuinely collaborate
10. There was an absence of women in Infrastructure Working Group 1 (which was also reflected by some interviewees' views about gender roles)
11. The breadth or scope of issues within the JCSSS were challenging for members to deal with
12. The current membership may not be optimal for good collaboration

Outcomes:

1. There is good awareness or understanding by heads of agency of the JCSSS
2. Relationships within the sector were built through the planning process
3. The process led to some alignment of agency business plans and priorities
4. Increasing information regarding the sector's current infrastructure is being gathered



Case Study (iv): Public Financial Management

Program support: advisory support and funding of capacity development activities

Headline: Program support nascent in this area but showing good progress so far in establishing collaboration across policing, justice and community services sector as well as with the Ministry of Finance and Economic Management.

Enablers:

1. There is technical support for financial management and the program plays a strong role in the facilitation of networks (especially with MFEM and between the finance officer network)
2. There are clear, tangible, practical benefits
3. There is accountability for collaboration to the Organisational Performance Coordinator
4. The benefits that arise are closely related to role of those involved in the collaboration
5. Key actors involved are active
6. The officers derive satisfaction from being able to help each other and are valuing of face-to-face interaction
7. There is leadership support for the collaboration within MJCS and MFEM
8. There is a good understanding of the public financial management needs of the sector (through involvement of sector officers, and PJSPV capacity assessments)
9. There is continual reinforcement at a number of levels including coaching, individual training sessions, group workshops which all help build confidence that further supports collaboration
10. There is increasing recognition of PFM as a specialist area – finance officers have been receptive to the support and focus
11. The collaborative mechanism is allowing local leaders to emerge

Challenges:

1. There is no/less collaboration by some
2. The workplace learning and approach is relatively new and so needs constant effective reinforcement
3. Coaching is a new approach in finance and so PJSPV needs to maintain momentum and support where possible
4. PFM decisions are in many places made on the basis of power not evidence
5. The sector does not have good record keeping to support effective PFM
6. There is need for more accountability
7. There is a need for better planning that is linked to budget
8. There is a need for greater engagement with heads on good financial practice

Outcomes:

1. Improvements in financial management have resulted in greater awareness of its importance
2. There are improvements in data capture and analysis
3. There has been a decentralisation of financial delegation in VPF
4. Financial forecasting and planning has improved
5. There is the potential use of GoV mechanisms in the future for development partner funds
6. The finance officer network has been established who support each other
7. The relationship between MFEM and MJCS and the sector including the VPF is increasingly self-sustaining and is happening organically in some places now
8. There is strengthened confidence and morale amongst finance officers of the sector
9. Gender inclusion is good, so the initiative is empowering for women as it allows more access to knowledge and information – women's voices are not yet given equal weight but are getting better in this sphere

ii. *What did we find about the strength of collaboration in the sector?*

We measured the strength of collaboration, in the spaces where it is occurring, through the use of the survey tool. 16 sector representatives were surveyed. Through this survey we found the following:

- Every person surveyed reported that they feel a sense of satisfaction when they achieve results from working with others from other agencies
- 13 people rated the value of collaboration as *essential*; 3 people rated its value as *sometimes helpful*. No person surveyed rated the value of collaboration as *irrelevant* or *relevant but useless*.
- All people surveyed indicated that they thought the Head of their agency sees collaborating with other agencies as *essential* to achieving agency results
- 10 people responded that collaboration had *very much* helped achieve results; 5 people indicated that collaboration had helped *quite a lot*; 1 person indicated that collaboration had helped *a little bit*. No person surveyed indicated that collaboration had not helped at all
- 14 people answered that collaboration was *very likely* to help achieve results in the future; 2 people answered that it was *likely*. No person answered that collaboration was unlikely or would not help achieve results in the future
- To show the strength of collaboration, survey respondents were asked to select the best description of the type of collaboration in which they are involved, as shown in the table directly below. The idea is that ‘conversation’ is the weakest form of working together, whereas ‘collaboration’ is the strongest:

WAYS OF WORKING TOGETHER	DESCRIPTION	RESPONSE
Conversation	Agency blong mi hemi tok tok wetem narafala agency sam sam taem (<i>Irregular exchange of relevant information</i>)	2
Communication	Agency blong mi hemi tok tok wetem narafala agency evri week, or evri manis or evri two manis or samting olsem (<i>Regular sharing of relevant information periodically</i>)	1
Coordination	Agency blong mi i planem wok hem wan be i coordinatem wok wetem narafala agency (<i>Coordination of separately planned effort where possible</i>)	6
Cooperation	Agency blong mi i glad blong cooperate wetem narafala agency sapos tufala agency I gat wok wea I helpem tufala agency (<i>Consistently positive approach to cooperation on mutually beneficial goals</i>)	4
Collaboration	Sapos agency blong mi hemi gat wan samting wea I wantem achievem moa tu goals I saem mak lo wan narafala agency, agency blong mi I glad blong planem wok tugeta (<i>Shared planning to collaborate on mutually beneficial goals</i>)	3

- Survey respondents were asked about the extent to which they feel they understand what the VPF and all the justice and community services sector agencies do and are responsible for. 5 people said they understand the sector *very much*; 6 said *quite a lot*, and 5 said ‘a little’
- All people surveyed said they are allowed to contact people in other agencies to do their work, and all said they feel comfortable doing so, and have the skills and experience to work with others in other agencies. 12 people indicated that their boss encourages them to work with people in other agencies
- 11 people surveyed said they do not feel more comfortable working collaboratively with others if they are the same gender (that is, gender does not impact on their willingness to collaborate). However, 5

people indicated that they do prefer to collaborate with people of the same gender — 4 of the 5 respondents who prefer to collaborate with others of the same gender were female

Overall, the survey showed us that collaboration across the sector is of moderate strength. Importantly, it reinforces that there is a level of good will for and interest in working collaboratively. And what is resoundingly clear is that people surveyed derive a strong sense of satisfaction from working with others to progress shared goals, for better service delivery. However, while collaboration is generally valued as being of benefit to achieving results, there is more work to be done to strengthen — or build on — collaborative effort so that greater results are achieved in the future.

4. What else could we do so we work better together?

So, what does it all mean? And what can the program do better or differently to support the sector to work together well to progress shared priorities?



- i. **Develop leadership capabilities for collaboration:** PJSPV is working with a Leadership Advisory Group to develop a Leadership Capability Framework and a Plan to support leadership development. Once finalised the Framework and the Plan will be consulted upon with Heads across the sector and it is hoped endorsed for implementation by the HOAG. Given the fundamental role leadership appears to play in supporting and inspiring collaborative effort, it is recommended that competencies and attention be focused on the capacity of leaders to work well with others, inspire collaborative effort and hold others accountable for collaborative effort.
- ii. **Build confidence through developing skills and technical knowledge:** The program should continue to provide support across a range of technical areas for sector representatives at all levels of seniority. This could target areas where collaboration is most needed or likely to have greatest impact. This has the dual benefit of building confidence through skills development and also relationship building — sector representatives can learn together in the same room and make the personal connections that are integral to collaboration.
- iii. **Foster more spaces where people can come together in-person:** The program should consider cost effective approaches to facilitating face-to-face meetings with the sector given the importance of such opportunities for building relationships on which professional collaboration can be built.¹⁵
- iv. **Setting clear boundaries around professional relationships:** Program support for awareness raising across the sector of the boundaries of appropriate communications and interactions between officers and agencies. This could include ethics and integrity, as a way of building mutual understanding, clarity and confidence for effective collaboration across this sector.
- v. **Strengthen the Heads of Agencies Group (HOAG):** Support MJCS to strengthen the HOAG meetings as a governance mechanism; targeted in particular to supporting greater engagement, action-oriented meetings; and decision-making capability; as well as encouraging the filtering down of information and messages to working-level staff in each agency by relevant heads.

¹⁵ This is also something that was identified as wanted in the Sector Perception Survey, MJCS, 2016

- vi. **Support informed understanding about the role and importance of the independence of agencies and institutions within the justice sector:** Provide support for a better and deeper understanding of the independence of constitutional and statutory bodies within the sector as a means of protecting against the politicisation of and interference in justice as well as the appearance of interference. Provide support for a nuanced understanding of where collaboration is useful and appropriate and does not undermine independence. Support the agencies and heads of agency within the sector to **agree and clearly explain what information can and cannot be shared and with whom**. This may help people feel more comfortable sharing information and expertise when appropriate and in the knowledge of the boundaries to that sharing of information.
- vii. **Gender:** Provide program support to **combat negative, simplistic stereotypes around gender** that can block people working together well and that risks excluding women. Actively include and support women's professional participation within the sector.

5. Other ideas? What else do you think can be done to strengthen collaboration?

Some suggestions and food for thought:

- Identify clear intended outcomes for cross-cutting issues faced by the sector and support the bringing together of relevant agencies, including by brokering arrangements and connections, to work in a collaborative, action-oriented and iterative (emphasising “quick wins” along the way) manner to achieve those intended outcomes.
- Foster opportunities for the sector to articulate and follow through with action related to its strategic vision, in contrast to the reactive, inconsistent and incoherent nature of current collaborative effort.
- Foster more opportunities for information sharing between sector institutions and agencies and in turn, an action learning approach to bringing about change as a result of the new information/knowledge gained.
- Support areas where collaboration is already self-driven by the sector and happening.
- Identify champions for collaboration and support them in their collaborative efforts. In doing this the program should seek to identify the drivers for the collaboration and assess their sustainability for continuing to drive collaboration absent program support.
- Regularly publish good news stories in relation to teamwork, collaboration within the sector and positive outcomes achieved e.g. improved service delivery, efficiency gains, improved access to justice. Use different modes of publication including MJCS newsletters, MJCS website, newspaper articles and HOAG agenda items.

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