

# **Review of Australian aid initiatives in the Pacific aimed at ending violence against women**

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**Australian Government**  
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The review was undertaken from December 2012 to February 2014. The field work, research and analysis were completed before the announcement of the integration of AusAID with the Department of Foreign Affairs and Trade (DFAT) in September 2013.

Any references to AusAID in the report relate to the former agency, and are used for the sake of accuracy and clarity. However, to the extent possible the report has been adapted to be relevant to Australia's aid program as well as economic and political diplomacy within the new integrated DFAT.

## Acronyms

<b>AusAID</b>	Australian Agency for International Development
<b>CAVAW</b>	Committees Against Violence Against Women
<b>DFAT</b>	Department of Foreign Affairs and Trade
<b>DJAG</b>	Department of Justice and Attorney General
<b>EVAW</b>	Ending Violence Against Women
<b>FASO</b>	Family and Sexual Offences
<b>FSCs</b>	Family Support Centres
<b>FSV</b>	Family and Sexual Violence
<b>FSVU</b>	Family and Sexual Violence Unit
<b>FWCC</b>	Fiji Women's Crisis Centre
<b>ICRW</b>	International Center for Research on Women
<b>IPO</b>	Interim Protection Order
<b>LGBTI</b>	Lesbian, Gay, Bisexual, Transgender, Intersex
<b>MA</b>	Male Advocate
<b>ODE</b>	Office of Development Effectiveness
<b>PALJP</b>	Papua New Guinea – Australia Law and Justice Partnership
<b>PNG</b>	Papua New Guinea
<b>PWSPD</b>	Pacific Women Shaping Pacific Development
<b>RPNGC</b>	Royal Papua New Guinea Constabulary
<b>RTP</b>	Regional Training Program
<b>SGP</b>	<i>Strongim Gavman</i> Program
<b>SOS</b>	Sexual Offence Squad
<b>TOT</b>	Training of Trainers
<b>VCLMS</b>	Village Courts and Land Mediation Secretariat
<b>VLO</b>	Victim Liaison Officer
<b>VWC</b>	Vanuatu Women's Centre

## Executive summary

Violence against women (VAW) is a global epidemic that infringes on the rights of women and has a devastating impact on their lives, families, and communities. The Pacific island countries have some of the highest rates of violence against women in the world, and acceptance of this violence is pervasive. In Fiji and Vanuatu, 60–66 percent of women have been abused by a husband or partner. While no current national statistics are available for Papua New Guinea (PNG), a 1992 study reported that 66 percent of husbands beat their wives. A 2010 study shows that 53 percent of women in Vanuatu agree that ‘women become husbands’ property after bride price is paid.’ Despite growing attention to the issue over the last few decades, such violence remains a significant threat to millions of women, and a burden on the health, justice, and social sectors of governments.

The commitment of Australia’s former Agency for International Development (AusAID), now Department of Foreign Affairs and Trade (DFAT), to ending violence against women in the Pacific has been informed by a series of research reports and policy dialogues carried out over the past five years.<sup>1</sup> AusAID’s *Gender Thematic Strategy* (AusAID 2011)<sup>2</sup> outlines Australia’s approach to gender equality and women’s empowerment and how it contributes to the overarching goal of poverty alleviation. Ending violence against women (EVAW) at home, in communities, and in disaster and conflict situations is one of the four main pillars and a cross-cutting theme of the Gender Thematic strategy. Additionally, in support of commitments made by Pacific Island Forum Leaders in the 2012 Gender Equality Declaration, the government of Australia announced the Pacific Women Shaping Pacific Development initiative – a ten year, \$320 million commitment to empower women and promote gender equality in the Pacific Island Forum countries. The framework for the Australian Government’s aid program – ‘Australian aid: promoting prosperity, reducing poverty, enhancing stability’ (DFAT 2014) has reaffirmed gender equality and empowering women and girls are a priority investment.

To strengthen its programming to end violence against women, AusAID’s Pacific Division commissioned the International Center for Research on Women (ICRW) in 2012 to conduct a review of the **relevance** and **effectiveness** of four violence against women initiatives in Fiji, Vanuatu and PNG. The purpose of this review was to improve the Australian aid program’s ability to make strategic investments in efforts to prevent and respond to violence against women in the Pacific region by assessing four initiatives: (1) the *Male Advocacy Program* in Fiji (regional) and Vanuatu; (2) Fiji Women’s Crisis Centre’s (FWCC) *Regional Training Program* (RTP); (3) Vanuatu Women’s Centre’s (VWC) *Committees Against Violence Against Women* (CAVAW); (4) activities supported by the *PNG Australia Law and Justice Partnership* (PALJP) and the *Strongim Gavman Program* (SGP). These four initiatives were selected based on their previous promising results and potential to inform future work to end violence against women in the Pacific.

This qualitative review used various methods to answer key questions and sub-questions. The review methodology is detailed in Section 2. Methods included: analysis of relevant literature, especially national studies on the prevalence and nature of violence against women in Fiji, Vanuatu, and PNG:

- review of program documents, including program design documents, progress reports and previously conducted evaluation reports;
- key informant interviews with program staff and local experts in violence against women; and
- focus group discussions with participants of the selected initiatives in all review locations.

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<sup>1</sup> Related works include: *Violence Against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches* (2008), *Stop Violence Against Women in Melanesia and Timor- Australia’s Response to the ODE Report* (2009), *Violence Against Women in Melanesia and Timor-Leste: Progress made since the 2008 ODE Report* (2011), and the *Pacific Women’s Empowerment Policy Dialogue- Stopping Violence Against Women* (November 2011).

<sup>2</sup> The AusAID Gender Thematic Strategy is still guiding the Australian aid program and will be reconfirmed in DFAT’s new gender equality policy, to be finalised by December 2014.

The review provides actionable lessons and recommendations on how senior DFAT management should allocate resources and which programs should be supported and/or scaled up in order to:

- fill gaps in programmatic relevance and effectiveness both within existing and new partner initiatives;
- strengthen the design and implementation strategies of ongoing initiatives; and
- replicate and expand the reach of the most promising strategies for ending violence against women.

## Relevance of the reviewed initiatives

DFAT's overarching framework for EAW focuses on three strategies: (1) preventing violence; (2) increasing women's access to support services; and (3) increasing access to justice. In addition to these three central strategies the importance of a fourth strategy—strengthening the enabling environment—has become increasingly important in DFAT's EAW efforts.

The review found that the four initiatives reviewed are, with some degree of variation, relevant to their local contexts, international best practice and DFAT's framework for EAW. The review noted key factors that point to the relevance of and alignment between specific initiatives and DFAT's EAW framework as follows:

- The *Male Advocacy Program* was found to be relevant based on two major factors: A focus on addressing the root causes of violence against women in the Pacific region; and demanding men's accountability to the priorities of the women's movement and synchronising efforts by both women and men to promote gender equality. DFAT's support to the Male Advocacy program is strategic because engagement of men in violence prevention efforts has become globally recognised as a key VAW prevention strategy (Barker et al. 2010; Instituto Promundo 2012). Both the 2008 ODE report and the 2011 review also identify engagement of men and boys as an important strategy that is gaining traction in the Pacific region (Ellsberg et al. 2008; Ellsberg et al. 2011).
- The Committees against Violence against Women in Vanuatu (CAVAWs) achieve local relevance by providing basic information about violence, its consequences and laws protecting women. CAVAWs do so in locations where most ni-Vanuatu do not have this knowledge.
- The RTP is highly relevant to the sociocultural context of the Pacific region in that it fills a critical gap in information and training for service providers and duty bearers tasked with responding to violence.
- Activities supported by PALJP and SGP in PNG address a number of key barriers to justice occurring within laws and policies, enforcement of the law and at the community level where family and sexual violence (FSV) incidents occur. It is noteworthy that these activities emphasise support to the supply side of justice and only partly address demand side barriers at community level. They do not address important areas such as stigma, the lack of economic resources to pursue justice and the community norms that promote gender inequality, condone FSV, and limit options for survivors to pursue justice.

## Effectiveness of the reviewed initiatives

The review confirmed that the four initiatives offer promising results and that they have the potential to inform future work to end violence against women in the Pacific. The review pointed to specific areas in which the initiatives have been effective in advancing DFAT's framework for EAW, areas of promising outcomes as well as areas in which effectiveness could be improved.

According to international best practice and DFAT's EVAW framework **preventing violence** calls for: coordinating efforts to raise awareness; changing community attitudes about violence; and increasing women's status in society through political, social and economic empowerment. Effective prevention involves dialogue between all sections of society at national, regional, and community levels and must include awareness campaigns, advocacy and ongoing community-level activities. (Ellsberg et al. 2008, Ellsberg et al. 2011, AusAID 2009)

Both CAVAWs and Male Advocates aim to prevent violence through raising awareness. The RTP also contributes to violence prevention, but through strengthening the ability of graduates to advocate for and apply related laws to reported cases of violence. The review found that the Male Advocacy Program has been effective in prompting significant individual and intra-personal changes among participating men across the region. While the review could not definitively conclude what community and institutional level changes are emerging from the program, it did uncover evidence that the program activities are contributing to changes in attitudes and behaviours at the individual level.

The review found the CAVAWs effective in fostering gender-equitable attitudes and promoting access to vital services for women survivors of violence in Vanuatu. They contribute to violence prevention through building community awareness and rejection of the attitudes and behaviours that condone violence. The female-dominated CAVAWs collaborate with Male Advocates in various ways to promote women's rights and intolerance of violence. CAVAW members also display admirable creativity in transforming what they have learned into training sessions and messages appropriate for the communities in which they work.

As a tool for training and raising awareness, the RTP is effective in educating a broad representation of Pacific professionals on women's human rights and gender equality. More specifically, it educates participants from across the region and increases their awareness and understanding of gender equality issues, human rights and violence against women.

**Increasing women's access to justice** involves passing and implementing laws and policies that discourage violence and impose consequences on offenders; providing women with the means to protect themselves and children from violence through access to interim protection orders (IPOs), divorce and child maintenance; and ensuring humane, fair treatment by justice system personnel (including judges, police and forensic doctors). In places where parallel formal and traditional systems of justice operate, it requires upholding women's rights through both, including access to the information necessary to exercise their rights effectively. (Ellsberg et al. 2008, Ellsberg et al. 2011, AusAID 2009). In Vanuatu the review found that CAVAWs play a vital role in increasing women's access to support services and access to justice, including through provision of basic psychosocial and legal counselling.

In PNG the review found that investments under PALJP and SGP show promising indications of effectiveness in improving access to justice by survivors of violence. More specifically, PALJP and SGP have made meaningful contributions to drafting the recently passed Family Protection Bill and facilitating an inclusive stakeholder consultation process. This investment fits well with ongoing promising interventions within the police and prosecution agencies. While the establishment of five Family and Sexual Violence Units (FSVUs) and training for duty bearers and service providers across the law and justice sector has resulted in an increase in reported cases of violence, the quality of services still needs to improve. The training is ad-hoc and not all FSVUs have been integrated into the Royal Papua New Guinea Constabulary (RPNGC). DFAT support has also contributed to strengthening the effectiveness of prosecution efforts through establishment of the Family and Sexual Offences (FASO) Unit within the Office of the Public Prosecutor (OPP), providing advisory prosecution support to OPP staff and updating the case management system.

The review found that DFAT support to increasing the participation of women in justice sector agencies is another promising step for facilitating successful outcomes. A dramatic increase over the past decade in the number of women serving as magistrates, court clerks, and court peace officers in

PNG's village court system sends a signal to women that justice sector agencies may be more receptive to their needs. It also increases the likelihood that women's concerns (for example, the need for privacy and confidentiality) will be taken seriously. In a country where patriarchy is strongly intact and women's status is low, the presence of women in visible positions of influence also challenges the status quo and promotes women as leaders and decision makers.

Challenges remain in the effective awareness raising, granting and implementation of IPOs. In addition, the village courts would benefit from expanded reach and more systematic training that includes a strong emphasis on prevailing gender norms and power imbalances.

**Increasing women's access to support services** involves providing psychological, medical, and legal support, as well as safe haven. Such support for survivors of violence may be provided by government institutions, NGOs, women's rights groups, faith-based organisations and community-based organisations. (Ellsberg et al. 2008, Ellsberg et al. 2011, AusAID 2009). None of the reviewed initiatives is designed *exclusively* to provide support services to women survivors of violence. Out of the reviewed initiatives, the services of FWCC and the role of CAVAW in providing emotional support and guidance on services most directly align to this strategy. The review noted that besides support to the integrated models of service provision by FWCC and VWC, DFAT could fund access to medical and psychological support for survivors of violence. For instance the 13 functional Family Support Centres (FSCs) in PNG are insufficient and women living in rural areas frequently lack access to this vital service (UNDP 2013). The FSCs' capacity to meet minimum global standards for trained staff, psychosocial care and clinical guidelines is varied. (*Médecins Sans Frontières*, 2013).

As noted earlier, DFAT's funding has focused on support to the supply side of justice with less support to the demand side. Both legal aid and psychological and medical support are essential elements of access to justice and ultimate healing for survivors of violence. The provision of legal aid services therefore constitutes another area in which DFAT could expand its funding. Additionally the review noted a clear need for services to be responsive to the needs of the most vulnerable women such as women with disabilities and those who identify as part of the Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) population.

## Strategic opportunities and recommendations

The review's findings present strategic opportunities for DFAT and recommendations the Department can implement to expand its investments to end violence against women. These are organised according to DFAT's four core strategies for ending violence against women globally:

- preventing violence;
- increasing women's access to support services;
- increasing women's access to justice; and
- strengthening the enabling environment.

Some represent opportunities to scale-up or strengthen **current** initiatives, while others represent **new** opportunities for investment to improve the overall effort to address violence against women in the Pacific.

### Prevention of violence

To strengthen efforts to prevent violence against women in the review countries, the review team recommends strengthening current initiatives by:

- considering a more rigorous evaluation of the Male Advocacy Program, potentially leveraging its planned scale up after the Training of Trainers (TOT);

- assisting FWCC and other partners to bring more male youth into the Male Advocacy Program; and
- supporting FWCC to develop more extensive monitoring and reporting of trainees in the RTP and Male Advocacy Program, including standardising indicators of success and desired outcomes using findings from strengthened monitoring to strategically scale up and tailor the RTP.

The review team also suggests that DFAT consider taking on these new investments:

- pilot testing broader, more intensive community mobilisation techniques; and
- developing and piloting an intervention to address heavy alcohol consumption as a contributing factor for violence against women.

### **Increasing women's access to support services**

To increase women's access to support services in the review countries, the review team recommends strengthening current initiatives by:

- continuing to invest long-term in integrated models of service provision, including direct support for FSC in PNG;
- supporting grassroots service provision and referral networks (such as the CAVAW in Vanuatu); and
- expanding legal aid services for survivors of violence to leverage the value of DFAT's investments in improving access to justice.

DFAT could also consider further exploring opportunities to eliminate service barriers for the most marginalised women, including those with disabilities and the LGBTI community.

### **Increasing women's access to justice**

To increase women's access to justice in the review countries, the review team recommends strengthening current initiatives by:

- investing in further research and scale up of FSVUs in PNG;
- expanding the FASO Unit to other provinces in PNG; and
- continuing to support village courts, prioritising: (a) developing a long-term village court training and capacity building strategy and (b) exploring the feasibility of training village court magistrates in a secondary role to prevent violence through community education and awareness raising.

DFAT could also consider, in close collaboration with FWCC and VWC, funding the design and pilot testing of *kastom* court and mediation sessions to better protect women's rights. This effort could be followed by or happen simultaneously with similar efforts with PNG's village courts.

### **Strengthening the enabling environment**

The enabling environment for preventing and responding to violence against women is not under DFAT's control. Acknowledging this challenge, the review team nonetheless identifies these opportunities for DFAT:

- investing in initiatives to promote women's leadership and political participation;
- investing in initiatives that link efforts to end violence against women and to promote women's economic empowerment, especially interventions promoting women's financial independence;

- coordinating across regional development actors to support cross-sectoral service provision and response models; and
- rolling out the aid program's new EAW monitoring and evaluation (M&E) framework to build the evidence base for effective EAW programming.

## Conclusion

This review provided an opportunity to document the elements underlying the success of some of the most promising EAW initiatives that DFAT supports in the Pacific region. The review findings confirm the relevance and effectiveness of the selected initiatives to their local contexts and to DFAT's EAW framework. Findings also point to areas where further investments need to be made in order to further strengthen the relevance of DFAT investments. The lessons that emerged from this review highlight the importance of DFAT's continued and targeted support to the success of initiatives to end violence against women. This support contributes significantly to Australia's efforts to promote gender equality in the Pacific region and across the globe.

# 1 Introduction

This section presents the lay out of this report followed by the background to the review, including its purpose and the intended users of its outcomes.

## 1.1 Overview

This report summarises the findings from a review by the ICRW of initiatives supported by DFAT to EVAW in the Pacific region.

Section 2 details the review's methodology and its limitations.

Section 3 provides context for EVAW programming and discusses the state of knowledge on violence in the Pacific.

Section 4 presents the results from reviewing each initiative studied:

- Male Advocacy Program in Fiji (regional) and Vanuatu;
- Fiji Women's Crisis Centre's (FWCC's) Regional Training Program (RTP);
- Vanuatu Women's Centre (VWC), Committees Against Violence Against Women (CAVAW), and
- activities supported by the Papua New Guinea (PNG) Australia Law and Justice Partnership (PALJP) and the Strongim Gavman Program (SGP).

Section 5 synthesises the findings and presents ICRW's conclusions, analysis of strategic opportunities and recommendations for DFAT to guide its investments in the Pacific. It does so by drawing on global good practice in the areas of violence prevention, support services for survivors and access to justice.

## 1.2 Background

Australia's development assistance program has a firm commitment to promoting gender equality across the many sectors in which it works. The government's most recent overarching development assistance strategy, *An Effective Aid Program for Australia: Making a real difference—Delivering real results* (AusAID 2012), articulates this commitment at a general level. The gender equality policy (AusAID 2007) and gender thematic strategy (AusAID 2011) have provided specific policy and operational guidance to country and sector-level initiatives over the past five years.

The gender thematic strategy calls for a 'strategic focus on results' around four thematic pillars:

- equal access to gender-responsive health and education services;
- expanding women's voice in decision-making, leadership, and peace-building;
- empowering women economically and improving their livelihood security; and
- ending violence against women (EVAW).

Under Pillar 1 of the gender thematic strategy, health and educational attainment has improved dramatically in recent years for girls and women. DFAT acknowledges, however, that its development programs have made less progress in the other three other pillars. Other major donors, including the World Bank and Organisation for Economic Co-operation and Development (OECD), have observed similar trends in global development (AusAID 2007, OECD – Development Assistance Committee 2011).

To strengthen its programming under Pillar 4, AusAID's Pacific Division commissioned the ICRW in 2012 to conduct a review of four of its Pacific EVAW initiatives in Fiji, Vanuatu and PNG. This review builds upon findings from previous AusAID and ICRW work, including:

- Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches—Office of Development Effectiveness (ODE) (2008);
- Stop Violence: Responding to violence against women in Melanesia and East Timor—AusAID (2009); and
- Violence against Women in Melanesia and Timor-Leste: Progress made since the 2008 Office of Development Effectiveness report—ICRW (2011).

The ICRW's report on progress made since the 2008 ODE report focused on the three key strategies for advancing the violence against women agenda put forward by the 2008 ODE report:

- increasing access to justice for survivors of violence;
- improving access and quality of support services for survivors; and
- promoting violence prevention.

The ICRW report also investigated a fourth strategy—strengthening the enabling environment for EVAW. One key recommendation of the report was the need for effective M&E of interventions to provide much needed evidence for AusAID and the global community of what does or does not work well in the Pacific region.

In 2012, AusAID followed up on this recommendation and commissioned the ICRW to assist in developing an M&E framework and tools for tracking progress in programs to EVAW.

The guidance document on M&E for EVAW programs subsequently developed by ICRW in 2013 established methods and indicators to enable AusAID's country and sector programs to regularly measure progress on project outcomes, using quantitative and qualitative methods. It also included recommendations for areas where targeted evaluations might be warranted to provide additional evidence on the effectiveness of promising interventions and for building the capacity of aid program staff and partners to strengthen M&E efforts.

### 1.3 Purpose of this review

The purpose of this review is to improve the Australian aid program's ability to make strategic investments in efforts to prevent and respond to violence against women in the Pacific region by assessing the relevance and effectiveness of four initiatives in Fiji, PNG and Vanuatu. The review's two primary objectives, both of which are designed to generate actionable lessons for DFAT stakeholders to improve and expand their efforts to end violence against women in coming years, are to assess the:

- **relevance** of the four identified initiatives, with reference to the prevalence and nature of violence against women in their respective locations
- **effectiveness** of the four identified initiatives, subject to methodological limitations

The review team uses the definitions of 'relevance' and 'effectiveness' as established in the OECD Development Assistance Committee evaluation criteria. Relevance is defined as 'the extent to which

the aid activity is suited to the priorities and policies of the target group, recipient, and donor.’ Effectiveness is defined as ‘a measure of the extent to which an aid activity achieves its objectives.’<sup>3</sup>

This review is a descriptive investigation into questions of importance to DFAT programming and priority setting for key DFAT stakeholders. DFAT selected the initiatives for inclusion in this review following their identification as innovative programs in the 2008 ODE report and the subsequent ICRW study on progress made since that report.

This qualitative review includes various methods to answer key questions and sub-questions. Methods include:

- analysis of relevant literature, especially national studies on the prevalence and nature of violence against women in Fiji, PNG and Vanuatu;
- review of program-specific documents, including program design documents, progress reports and previously conducted evaluation reports;
- key informant interviews with program staff and local experts in violence against women; and
- focus group discussions with participants of the selected initiatives in all review locations.

The timeline and agreed terms of reference did not allow for collecting primary quantitative data. However, to the extent that quantitative data were available and already analysed, the authors cite these in this report alongside the results of qualitative data collection, to give greater texture to findings.

## 1.4 Intended Users

This review is targeted to senior management of DFAT’s Pacific and Gender programs, overseas and in Canberra, to inform decisions related to initiatives to end violence against women (for example, program designs and strategies). It provides actionable lessons and recommendations on how senior management should allocate resources and which programs should be supported and/or scaled up to:

- fill gaps in programmatic relevance and effectiveness with existing and new partner initiatives;
- strengthen the design and implementation strategies of ongoing initiatives; and
- replicate and expand the reach of the most promising strategies for EVAW.

Specifically the review aims to inform programming and policy decisions related to DFAT’s many EVAW initiatives around the globe, including but not limited to:

### 1. Pacific Gender Initiative—Pacific Women Shaping Pacific Development (Pacific Women)

*Pacific Women Shaping Pacific Development (Pacific Women)* is an investment of approximately \$320 million over 10 years (2012–2022), delivered through partnerships with Pacific governments, civil society, private sector, multilateral, regional and United Nations (UN) organisations.

This review, aligns to two key results areas of the initiative:

- **Key result area 1:** enhanced knowledge and evidence base to inform policy and practice; and
- **Key result area 6:** reduced violence against women and expanded support services.

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<sup>3</sup> More detail can be found at: <http://www.oecd.org/development/evaluation/dcdndep/41612905.pdf>

## **2. Australia's support to PNG's law and justice sector**

This review aims to inform the next phase of Australian Government support to PNG's law and justice sector. As Australia's aid program sharpens its focus on providing tangible improvement and better coordination in the delivery of law and justice services to the people of PNG, it will likely include an increased focus on ending FSV.

Other intended users of this review include the implementers of the initiatives themselves (who may adjust and strengthen their programming based on its guidance) and the broader community of professionals working to prevent and respond to violence against women (who are always seeking actionable lessons on relevant, effective and replicable initiatives). An important cohort of users includes the governments of the Fiji, PNG and Vanuatu and other Pacific countries, which could apply the review's lessons toward future policy decisions.

## 2 Methodology

This section summarises the review methodology, including key review questions, data collection methods and methodological limitations.

### 2.1 Key Review Questions

Before the fieldwork, the ICRW developed a review plan in accordance with AusAID's M&E standards. To inform the plan, the review team undertook a series of activities, including phone conversations with representatives in Canberra of AusAID's Pacific and gender units as well as representatives in Fiji, PNG and Vanuatu. Collaborative planning conversations took place to agree on the review plan details.

To assess relevance, the review team referred to information on country contexts, to DFAT's EAW framework, and to international literature on best practices for EAW. To assess effectiveness, the review team explored the initiatives' program theory and intended outcomes and—subject to the limitations of data collection methods—attempted to identify whether these outcomes had been achieved. To inform the identification of strategic opportunities, the review team constructed conceptual models drawing on the ICRW's long history of research on violence against women and global good practice. These models highlight the key elements of successful efforts to prevent and respond to violence against women and common theories of change initiatives under each of DFAT's core EAW strategies.

The review aims to explore these questions both as they relate to individual initiatives and broader strategies supported by DFAT to end violence in the region.

Annex C, Attachment A, contains a table with the detailed review questions as they pertain to the four initiatives, as well as the data collection methods and sources used to answer them. The questions formed the basis for developing the data collection tools used to guide the key informant interviews and focus group discussions, and were directed to each type of participant as deemed relevant by the review team.

### 2.2 Data Collection and Analysis

The review collected data in four primary ways:

1. **Reviewing relevant research literature** from around the world on efforts and good practices to prevent and respond to violence against women, as well as national studies on the prevalence and nature of violence against women in the three review countries, and other literature the review team deemed relevant.
2. **Reviewing program-specific documents**, including program design documents, progress reports and previously-conducted evaluations.
3. **Conducting key informant interviews** with program staff as well as local experts on violence against women. These were held as roundtable discussions, group meetings, or one-on-one interviews. They were scheduled by DFAT staff at Posts as appropriate to the group composition and interview space available.
4. **Conducting focus group discussions** with program staff and participants in all review locations.<sup>4</sup>

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<sup>4</sup> Each field team prepared data collection tools including interview guides, focus group discussion guides and discussion points for use during the fieldwork.

The review team spent five days each in Fiji and Vanuatu and 10 days in PNG. Within this limited time frame, AusAID staff at each Post selected participants based on: the need to represent a diversity of perspectives; including geographic areas and contexts that the review encompassed; the need to allow for triangulation of data for each program; taking into account time constraints for in-country reviews and local travel logistics. This enabled the review team to answer the key review questions.

Table 1 provides an overview of those who participated in the fieldwork and of interviewees.

**Table 1 Overview of review participants and interviewees**

Fiji	Vanuatu	PNG
13 FWCC staff	4 VWCC staff	11 Law and justice agency representatives
17 Male Advocates	14 Male Advocates	39 Village court magistrates (8 women)
12 Trainees from the RTP	12 CAVAW members	2 FSV action committee members
1 member of the Special Reference Group on Sexual and Gender Based Violence of the Pacific Islands Forum	4 Representatives of government agencies (in the areas of disability and women affairs)	14 representatives of international and local civil society organisations (CSOs)
2 FWCC counselling centres (site visits)	4 Family Protection Unit Officers	4 Gender advisors working on FSV
19 Violence against women Interagency Committee members	3 VWC counselling centres (site visits)	5 Representatives of UN agencies
3 UN agency representatives		4 Male Advocates
3 Persons with disability		3 SGP advisors
		2 Violence against women shelters (site visits)
		1 FSC (site visit)
		4 FSVU Officers
		18 Women community members

For each location, two ICRW researchers and one local consultant comprised a field review team. Both Pacific-based consultants selected were experienced in research on gender based violence and related gender issues.

In PNG the field review team worked in Port Moresby and Goroka where they conducted 16 key informant interviews, five round table discussions, two stakeholder consultations, six site visits (FSVUs and service providers) and six focus group discussions (two with village court magistrates, two with community women, one with Male Advocates and one with community leaders.). In Vanuatu the team conducted 8 key informant interviews, plus seven focus group discussions with Male Advocates and the CAVAWs, including site visits in Port Vila, Tanna, and Santo. In Fiji, the team conducted eight key informant interviews or small group discussions, plus 10 focus group discussions with Male Advocates or RTP trainees, including site visits in Suva, Labasa, and Nadi.

At the request of AusAID Post staff, the ICRW also developed a brief, open-ended survey that was administered electronically to participants of the RTP and Male Advocates who did not participate in the fieldwork. This provided an opportunity to gather additional input in a targeted and concise way and allowed for an additional degree of triangulation of review team findings. The survey was sent to more than 50 individuals and seven responses were received: two from PNG; one from Vanuatu; three from Fiji; and one from Tonga.

Information and insights gathered from the literature and document review informed the development of data collection tools before fieldwork was conducted and informed analysis related to key questions. For instance, the review helped assess whether the reviewed initiatives' components were aligned

with ICRW's conceptual model for effectiveness, and whether their logic models were plausible based on evidence about the effectiveness of similar models in other contexts.

Qualitative data emerging from interviews and focus group discussions were captured through selective transcription of quotes from participants and field notes the review team recorded while observing at program sites. These data were organised in a matrix centred on the six key review questions. During the fieldwork, each field review team worked collectively to synthesise findings into the standardised matrix and identify gaps in responses. For gaps the line of questioning was prioritised for the remaining sessions. When the field review team agreed saturation had been reached on a given question, the line of inquiry was de-prioritised in subsequent interviews and groups. Findings were synthesised in aide memoires presented at the conclusion of each field visit.

At the end of the fieldwork, matrices were shared across the review team to allow for cross-program and cross-country analyses to identify common themes, promising practices, gaps and recommendations. This allowed the review team to assess the extent to which key questions were answered, and the degree of agreement within and across participant groups. This also allowed for iterative validation of data within and across discussions and program sites.

This final report also incorporates, where feasible, feedback on earlier drafts from the relevant AusAID Posts and implementing partners in Fiji, PNG and Vanuatu, as well as other AusAID stakeholders and donors.

In summary, the review tapped into multiple sources of information and used all relevant information to triangulate fieldwork findings whenever possible. The report notes throughout the strength of the evidence supporting the conclusions, recommendations and where the strength is derived from triangulation across sources.

## 2.3 Limitations

The relatively short, intense timeline of the review provided some limitations.

The brevity of the field visits, for example, meant the geographic scope of data collection was limited. This reduced the extent to which a full spectrum of community perspectives could be captured.

The assessment of effectiveness should be viewed in light of these limitations:

- Analysis was based on evidence from documentation and from fieldwork. Where appropriate and reliable, quantitative data provided by program implementers was used to triangulate field trip findings. However, in light of the limited availability of quantitative data and the review methodology, which focused on key informant interviews and focus group discussions, the analysis is primarily qualitative in nature.
- In certain cases data provided sound evidence about the effectiveness of selected interventions at achieving intermediate outcomes, such as changes in knowledge or attitudes among program participants or improved systems in place for reporting and responding to violence. They did not, however, provide evidence of such changes at social or structural level.
- Similarly, the available data (qualitative and quantitative) did not provide evidence of the initiatives' effectiveness in reducing or preventing violence against women, or of improving the legal and social outcomes for women who seek justice through improved systems of reporting and accountability.
- There was little opportunity to obtain primary data from service users and beneficiaries. Beneficiaries who participated in the review were recruited by the program implementers and so may represent a biased view of initiative relevance and effectiveness. The review did not include

interviews and focus group discussions with people who chose not to use the services assessed, or who found the services unsatisfactory to their needs.

As noted earlier, the quantitative data available were not sufficient to analyse effectiveness of interventions. At a broad level, the review team found the initiatives' existing M&E systems useful for documenting intervention outputs rather than for assessing effectiveness or relevance.

Specific examples of the limitations within M&E include:

- Most available data was process oriented, meaning that implementers could report on the number of people trained and the number of awareness-raising sessions held, for example, but not necessarily on whether and how this contributed to improved knowledge, changed behaviour, or led to greater access to justice. While some data exists which documents participant satisfaction with training received, these were not made available to the review team. The team attempted to fill this gap through an online survey sent to 50 RTP graduates and Male Advocates training recipients who did not participate in the fieldwork.
- Data was often not disaggregated by sex (for example, on reporting of cases) and in some instances not disaggregated by types of offences.
- In the case of PNG, several law and justice agencies are strengthening their monitoring systems; however in most cases data from the strengthened systems was not available.

In summary, several factors limited the ability of the review to report on community-level effectiveness. This report should be considered within this context since the limitations had a bearing on analysis and conclusions.

### 3 Context for EVAW Programming: prevalence and challenges in addressing violence against women

This section provides an overview of the socio-economic and cultural context in which programs to end violence against women operate in Fiji, Vanuatu and PNG. Based on a review of relevant literature the discussion covers the prevalence of violence against women in the three countries, the degree of gender inequality and the challenges in efforts to prevent and respond to violence against women.

*We have violence everywhere. In the street, in the house. Men bashing their wives. Men drinking. Men and women gambling, wasting all their money. Women selling themselves. This is the real thing that is happening.*

**Female community leader, PNG**

Violence against women is a global epidemic that violates the rights of women and has a devastating impact on their lives, families and communities. Despite growing attention to the issue over the last few decades, violence against women remains a worldwide problem that affects people of every race, nationality, religion and socio-economic status. Moreover, responding to violence against women results in substantial costs to the health care, social service, policing and justice systems (ICRW and United Nations Populations Fund 2009).

The 2005 World Health Organization (WHO) *Multi-Country Study on Women's Health and Domestic Violence against Women* found that, in most locations, between 29 per cent and 62 per cent of women experienced physical or sexual violence from an intimate partner in their lifetime. Additionally, between 20 per cent and 75 per cent of women across all countries had experienced emotional abuse (WHO 2005). Evidence suggests that attitudes toward violence against women—particularly men's attitudes—and the extent to which a culture grants men control over women's behaviour are highly predictive factors of perpetration rates (Heise 2011).

Data on the prevalence of violence and the experiences of women in the Pacific region are limited. However, recent studies have, for the first time, begun to build the evidence base on violence against women in the Pacific islands, including this body of information:

- In Fiji, FWCC conducted a nationally representative study of the incidence, prevalence and attitudes toward domestic violence and sexual assault, and found that 64 per cent of women reported having been abused by a partner. Almost 1 in 5 women (16 per cent) was sexually abused under 15 years of age (FWCC 2013).
- In Vanuatu, research by the VWC showed that 60 per cent of women have experienced physical and/or sexual violence by a husband or partner. Of these, 90 per cent have experienced a severe act of violence. Nearly one-third (30 per cent) of women reported having been sexually abused before 15 years of age, one of the highest prevalence levels of sexual abuse against girls in the world (VWC 2011).
- In PNG, statistics are not available to estimate the current prevalence of violence against women. However, various studies point to a continued pervasiveness of and tolerance for family violence. The most recent study on domestic violence in PNG was commissioned by the Government and published by the Law Reform Commission in 1992. In that study, 66 per cent of husbands interviewed said they beat their wives, and 67 per cent of wives said they had been hit. In 2006, a report by Amnesty International indicated physical intimate partner violence as perhaps the most prevalent form of violence against women in the country and estimated that it affects somewhere between half and all of women, depending on geographical area.

Melanesian societies, though diverse, are linked by a common theme of gender inequality. Many customs in these societies disadvantage women and advantage men. Particularly in rural areas, women's lives operate within strict gendered constraints. From an early age, women are expected to perform more domestic duties than their male peers and siblings, for instance, and have far less mobility and access to education (Ellsberg et al., 2008). Men's and women's views of appropriate 'manly behaviours' (that is, masculinities) are quite restricted. The idea of men as warriors is an example of this. These views feed into the idea that using violence to resolve differences, or to control other's behaviours, is acceptable (Eves, R 2006). This also demonstrates the wide acceptance of the idea that there are prescribed roles for women and men and that men as the leaders of the households are empowered to 'discipline' women if they do not live up to prescribed norms.

As is the case around the world, these broader manifestations of gender equality correlate with and support men's use of violence against women. Violence is a commonly accepted mode of family conflict resolution in the Pacific region, as in many others. Approval of this violence is pervasive. VWC's 2011 study shows, for example, that 53 per cent of women in Vanuatu agree that 'women become husbands' property after bride price is paid' and FWCC's 2010 study shows that 60 per cent of women in Fiji agree that 'a good wife obeys her husband even if she disagrees'.<sup>5</sup>

Societal gender inequality and attitudes that support male dominance over women in the home are key underlying causes of violence against women in Melanesia, as they are in many other regions. But women in Melanesia are at higher risk of violence based on other factors as well. The considerable limitations in the legal system's ability to effectively respond to cases of violence against women (as described in later sections of this review), when combined with the extremes of island geography and transportation expenses, foster an environment of impunity for perpetrators of violence. If village-level customary legal practices do not levy punishments for perpetrators, it is almost certain that this violence will continue with no threat of sanction by central authorities.

In addition, sorcery-related violence is a serious issue, particularly in PNG. Reliable prevalence statistics are not available, but between 2000 and 2006 two major newspapers in PNG reported 166 cases of such violence, and the Special Rapporteur on Violence notes that a belief in sorcery is 'widespread' in PNG, with more than 90 per cent of the population believing in its existence (UN General Assembly 2013). According to the Melanesian Institute—well known for its longstanding research in this area—marginalised individuals are most commonly accused of practicing sorcery and witchcraft and, subsequently, the resulting psychological and physical violence disproportionately affects women and other vulnerable groups (Zocca and Urame 2008). While the PNG Parliament recently (May 2013) voted to repeal the 1971 *Sorcery Act*, a great deal of work remains if women are to be protected from violence, which is currently justified as a defence against sorcery.

The broader development context in Fiji, PNG and Vanuatu presents a challenge to efforts to address violence against women. Political instability, poor infrastructure, and a lack of quality services such as education and health care all pose serious barriers to meeting the needs of women. For instance, Fiji experienced four political coups in 20 years, and the country's ongoing political turmoil and instability presents a barrier to addressing violence against women (Ellsberg et al. 2011). In Vanuatu, 76 per cent<sup>6</sup> of the population lives in rural areas, which presents challenges to ensuring access to services such as health care, legal aid and the justice system (Vanuatu National Statistics Office 2009).

According to PNG's Gender Equality and Social Inclusion policy, women face excessive workloads, malnutrition, poor access to safe water and healthcare services, as well as high fertility rates. PNG's maternal mortality rates are more than double any other Pacific island country, while their education

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<sup>5</sup> FWCC recently launched findings from a national study, *Women's Health and Life Experiences*, on the prevalence of violence against women in Fiji. As of completion of this report, the full study report is not yet available. A summary of the findings can be found at: [http://www.fijiwomen.com/index.php?option=com\\_content&id=123](http://www.fijiwomen.com/index.php?option=com_content&id=123).

<sup>6</sup> As of the 2009 census conducted by the Vanuatu National Statistic Office, Vanuatu had a total population of 234,023, of which the rural population consisted of 176,816.

enrolment rates for girls compared to boys are among the lowest (Department of Personnel Management PNG 2013). It is imperative to consider such factors when designing and implementing any programmatic or research initiative aimed at preventing or responding to violence.

## 4 Results

This section presents findings on the relevance and effectiveness of each of the initiatives under review:

- Male Advocacy Program (Fiji and Vanuatu);
- Regional Training Program;
- Committees Against Violence Against Women (CAVAW); and
- activities supported by the PNG Australia Law and Justice Partnership and *Strongim Gavman* Program.

Discussion of each initiative begins with an overview of its history, size, funding, objectives and, where applicable, beneficiary population.

The report then presents the findings on relevance and effectiveness, drawing on the review team's document review, field visit and ICRW's previous work in violence against women programming.

Each findings section concludes by addressing the factors underlying success and issues of sustainability.

### 4.1 Initiative 1: Male Advocacy Program

#### 4.1.1 Overview

The Male Advocacy Program, now in its second decade, aims to engage Pacific men in challenging violence against women. The FWCC originated the program and continues to conduct frequent training with men from Fiji and the broader Pacific region. Similarly, VWC coordinates training and conducts follow-up supervision of male advocates in Vanuatu. Boxes 1 and 2 present the key facts and figures on the Male Advocacy Program in Fiji and Vanuatu respectively.

#### Box 1: Male Advocacy Program – FWCC

**Key objectives and targets:** to increase awareness, understanding and skills to prevent and respond to violence against women. FWCC conducts frequent training with men from Fiji and the broader Pacific Region

**Start of initiative:** 2002

**Number of beneficiaries:** 392 male advocates trained July 2009 – June 2012

**Total funding received from AusAID:** F\$429,290 for training male advocates July 2009 to June 2012.

Additionally, all FWCC staff members invest time in the program in various ways, which is not reflected in the funding.

*Sources: FWCC programs to eliminate violence against women annual reports 2 to 4*

#### Box 2: Key facts and figures on the Male Advocacy Program – VWC

**Key objectives and targets:** to engage Pacific men as allies in challenging violence against women. VWC coordinates Male Advocates training for men from Vanuatu and conducts follow-up supervision with the trained advocates.

**Start of initiative:** 2002

**Number of beneficiaries:** 282 male advocates trained July 2007 – June 2012

**Total funding received from AusAID:** Vt 11,490,592 for training male advocates July 2007 to June 2012.

Additionally, all VWC staff members invest time in the program in various ways, which is not reflected in the funding.

*Sources: VWC Activity Completion Report 2007–2012; Final Progress Report 1, December 2012*

While delivering their regular services and conducting campaigns and other activities, staff from FWCC and VWC identify potential Male Advocates among duty bearers and local leaders. Candidates are invited to participate in the program based on their potential to influence a key constituency or

process related to protecting women's rights. The pool of advocates includes police officers, magistrates, preachers, youth leaders, village chiefs, government officials, activists and others.

Participants first complete a training course on men's roles in protecting and promoting women's rights. Having completed the training, Male Advocates apply their knowledge and influence in specific spheres to prevent violence and improve the response to specific survivors' cases. The precise activities of a Male Advocate depend on his role in society.

According to FWCC's July 2013 annual report, recent activities undertaken by Male Advocates include, among others:

- referring clients for counselling and providing support to women living with violence;
- actively supporting the work of FWCC and VWC, including by organising community awareness programs, participating in awareness and campaign activities and organising activities in their localities;
- advocating on behalf of clients with police officers and village heads, and monitoring and reporting inappropriate responses by other service providers and community leaders;
- incorporating a human rights perspective into their work; and
- 'advertising' their personal commitment to women's rights by wearing FWCC's T-shirts at public events and during campaigns (FWCC 2013a, p. 33).

The program's continued growth, popularity, and influence suggest that it is thriving. The program has produced many well-placed graduates in Fiji, Vanuatu, and beyond. Demand for additional training and new membership is ever growing (VWC 2012a; FWCC 2013a). According to survey respondents in AusAID and ICRW's 2011 study on progress since 2008 to address violence against women in the region, work with men and boys is the prevention strategy area that has seen the most progress (Ellsberg et al. 2011, p. 42). The Male Advocacy Program is by all accounts the foundation and driving force of this progress (Ellsberg et al. 2008; Ellsberg et al. 2011; FWCC 2013a). FWCC's plan to conduct a Male Advocacy TOT in 2014 is especially promising for wider growth, sustainability and influence.

#### 4.1.2 Findings on relevance and effectiveness

Overall the review team's analysis reveals that the *Male Advocacy Program* is highly **relevant** to its geographical and cultural context as well as to the international field of practice in preventing violence against women.

#### Male Advocacy Program

Overall, the Male Advocacy Program is relevant to the sociocultural contexts in which it operates and effective in improving participant attitudes about, and commitment to, eliminating violence against women.

To analyse the **effectiveness** of the *Male Advocacy Program*, the review team examined the aspects of FWCC's detailed and updated theory of change included in their July 2013 annual report, which reflects their overall integrated strategy (FWCC 2013a, pp. 52–58). Using this as a basis, the review team finds the program has achieved important individual and intra-personal changes among Male Advocates. While limitations in the review methodology prevented the review team from drawing conclusions about community and institutional-level change and influence, the team nevertheless found evidence of the program's contributions to its goals in these areas.<sup>7</sup>

The initiative's strengths and achievements that contribute to its relevance and effectiveness are highlighted here.

<sup>7</sup> The review methodology, determined in close collaboration with AusAID, did not include measures, such as household surveys or focus groups discussions with representative samples of community members or institutional representatives, to assess community and institutional-level changes. Moreover, FWCC and VWC believe strongly that the Male Advocacy Program will achieve community and institutional-level changes only as part of the centre's integrated programming, not as an isolated initiative.

FWCC designed the initiative based on an analysis of the problem of violence against women in the Pacific region. The analysis explored the social norms that support the use of violence in the Pacific and concluded that:

*The fundamental cause of violence against women is a lack of knowledge and belief in human rights, and unequal power relations.*

FWCC 2013a, p. 55

International literature on the prevalence and nature of violence against women highlight these two factors as among the most important root causes of such violence (WHO 2005; Heise 2011; Heise 2012). The Male Advocacy Program addresses these factors directly. It educates participants thoroughly on human rights and women's rights, seeking to increase knowledge of, and instills belief in, these rights. The program also directly seeks to eliminate unequal power relations by engaging those who traditionally hold more power—men. The Male Advocacy training curriculum prompts discussions that lead men to rethinking existing power structures. Through these discussions, men identify concrete actions in their own lives that can transform these structures to realise broader societal benefits.

**The program demands men's accountability to the priorities of the women's movement.** FWCC believes that work with Male Advocates should only happen under the supervision of the women's rights movement. This is reflected in the Male Advocacy Program's training curriculum (FWCC 2011b) which was developed by FWCC, following review of many examples of training on gender equality for men from other locations.

As the FWCC Executive Director recalled during the review process:

*We found that the curricula that were men-centered turned into something else that forgot about women, but the ones where men worked alongside women worked the best. We took a step further and said that men would be accountable to us ... That's why we specifically chose the title 'Male Advocacy for Women's Human Rights.'*

The curriculum then draws on international insights but is grounded in the principle of men's accountability to the women's movement, as well as in cultural and historical specificities of the Pacific region. Participating Male Advocates support the core intent of the curriculum and overall initiative.

*The Male Advocates Program teaches men how to influence other men without taking over space from women. It's really important that men take their cue from women. In a lot of cases I've seen men trying to take over these programs and it takes the focus away from women. [Male Advocates Program] teaches you a real appreciation of women's efforts, women's struggles ... It's not true though that men listen only to men.*

Participating international lawyer, Fiji

**The program uses a gender-synchronised approach.** Influential recent publications and recent evaluation results from Raising Voices, London School of Hygiene and Tropical Medicine and Center for Domestic Violence Prevention, have emphasised that *synchronising* efforts by women and by men to promote gender equality is more effective than conducting efforts in isolation from one another (Watts and Devries 2013).

The collaboration in Vanuatu between Male Advocates and CAVAW is an excellent example of such a gender-synchronised approach. It was clear in many of the conversations held by the review team that chiefs involved in the Male Advocacy Program trust their village's CAVAW members deeply and often accompany them on visits to neighbouring villages for community awareness sessions. Male Advocates often take the responsibility for securing the CAVAW invitation and transportation to these

villages, and sometimes participate directly in community awareness activities. Additionally, many Male Advocates who conduct community mediations in response to cases of violence now give CAVAWs a formal role in this process. This adjustment helps better align these processes, many of which have historically silenced women's voices, with women's rights.

The initiative helps strengthen multi-sectoral coordination among duty bearers who play a role in preventing and responding to violence. Factors such as island geography, government resource limitations, weak transportation infrastructure, and political instability all present challenges to the effective multi-sectoral coordination of efforts to prevent and respond to violence against women in Fiji and Vanuatu. Attending Male Advocacy training together helps male stakeholders play a role in preventing violence (including police officers, magistrates, youth leaders, church leaders, journalists and others) and increase the size and functionality of their networks. These networks then work toward the effective prevention of and response to violence. This includes, for example, collaborating on activities during the 16 Days of Activism Against Gender Violence as well as coordinating responses to specific cases of violence year-round.<sup>8</sup>

Male Advocate interviewees provided compelling evidence of the meaningful individual and intrapersonal transformations that have come from participating in the initiative. This was the clearest and most consistent finding from the 31 interviews conducted by the review team with Male Advocates. The Male Advocacy Program's design expects participants to lead by example, by *living* more gender equal lifestyles, and participants stressed this was the most important element of their work. Participants believe they achieve more by their transformed actions in the home, community and workplace than they could by teaching or training others alone. 'Practicing what you preach' is at the heart of the program's power. Box 3 provides personal transformation testimonies for some Male Advocates.

**Box 3: Practicing what you preach: Male Advocates' testimonies of leading by example**

*The best thing is that in my home, my wife appreciates how I behave now. When you actually behave in a way that you've learned something from the program, then people can really see the change.*

**Participating police officer, Vanuatu**

Participating men spoke about sharing household tasks more equitably, about communicating more kindly with their spouses, and especially about standing up for women's rights in conversations with friends. These small personal transformations were, from participant testimonies, a very meaningful part of their advocacy. Evidence from many international violence prevention initiatives with men and boys based on a similar role-modelling theory of change reinforce the potential effectiveness of this approach (Barker et al. 2012).

In any initiative, the relative effectiveness of participants will vary. In the case of Male Advocates, both FWCC and VWC were very open in discussing examples of participants who did not live up to the standards of the program and were asked to leave. Some detailed examples are presented in VWC's September 2012 Activity Completion Report (VWC 2012a, p. 20).

### **Male Advocate interviewees offered examples of their community-level influence**

One participating missionary from Vanuatu described how his church leaders at first punished him for seeking out and joining the initiative. 'For me, I was nearly suspended as a missionary for coming to this workshop,' he recalled, 'but when I went through and gave more awareness to the local pastors, some of them understood and gave support, but it takes time.' This participant is now a preacher in

<sup>8</sup> The 16 Days of Activism Against Gender-Based Violence is an international campaign originating from the first Women's Global Leadership Institute coordinated by the Center for Women's Global Leadership in 1991. The 16 Days Campaign has been used as an organising strategy by individuals and groups around the world to call for the elimination of all forms of violence against women. For more information about the campaign, see: <http://16dayscwgj.rutgers.edu/about/campaign-profile>

the same church that threatened to suspend him, regularly delivering sermons that use scripture to address the root causes of violence.

### **The passing of the Family Protection Act in Vanuatu was a watershed moment of community influence mentioned by many Male Advocates**

The new law provided legitimacy to their advocacy that was missing when the country had not yet criminalised domestic violence. 'We had real obstacles then,' a participating police officer from Vanuatu shared. 'Community perceptions were that domestic violence wasn't an issue. It was easier to dismiss the issue because it wasn't in the law.' This finding supports VWC's assertion that the Male Advocacy Program succeeds in tandem with many integrated efforts, including VWC's legislative advocacy leadership that led to the passing of the Act. A recent WHO meta-evaluation of efforts to engage men and boys in promoting gender equality echoes this insight, finding:

*Integrated programs and programs within community outreach, mobilisation, and mass-media campaigns show more effectiveness in producing behaviour change.*

WHO 2007, p. 5

### **There are several very promising examples of Male Advocates strengthening their institutions' abilities to protect women's rights**

It would be impossible to catalogue all such institutional influences, but a few compelling cases emerging from FWCC and VWC documentation and/or interviews with Male Advocates include:

- The first Domestic Violence Unit within the Fiji Police Force was opened in Nadi in October 2012, by and under the direction of a trained Male Advocate (FWCC 2013a, p. 33).
- A Male Advocate directs the Vanuatu Police training program and has expanded the length and depth of new officer training on implementing the Family Protection Act. The advocate is working to provide additional training on the FPA to police officers in rural locations.
- A participating lawyer working with an international organisation in Fiji has been repeatedly invited by the University of the Pacific to lecture on gender based violence during one-week seminar on human rights held for law students.
- Multiple Male Advocates in Fiji who work for international organisations described how their training has helped them incorporate women's rights considerations into their program work and their provision of grants to local implementing partners making.
- A participating youth leader and athletic coach in Fiji has recruited his volleyball teammates as fellow advocates. The team now wears shirts with FWCC messages on them and engages spectators and opponents in constructive conversations about women's rights (FWCC 2013a, p. 34).

### **Participating chiefs in Vanuatu have had mixed results in bringing women's rights protections to *kastom* court processes**

*Kastom* courts are community-based conflict resolution mechanisms in villages in Vanuatu, usually mediated by the local chief. Court processes, like many mediation or 'alternative dispute resolution responses to violence against women practiced around the world, have not historically protected women's rights (Australian National University 2009; Domestic Violence and Incest Resource Centre 2008; Garrity 1998; International Rescue Committee 2007).

With some variation by location, chief and other factors, court processes tend to favor public reconciliation through ceremony, with little or no deference to a woman survivor's preferences or autonomy. FWCC and VWC leadership have been clear about the women's rights violations of these

approaches in their documentation and in guidance to Male Advocates. Still, the approach is ubiquitous and very likely to be the most immediate, customary source of justice available for a woman survivor of violence in a remote location.

In certain circumstances in Vanuatu, Male Advocates have attempted to collaborate with CAVAWs to hold *kastom* meetings that more effectively protect women's rights. The results have been mixed. One Male Advocate, a village chief, re-enacted a domestic violence *kastom* court session for the review team, stressing the place at the front of the room where CAVAW members sit and how these women help mediate the discussion. It was clear, however, that his ideal envisioned outcome was still a ceremonial reconciliation as opposed to punishment of the accused or referral to police. This was only one interviewee, however. And to its credit, the VWC has openly shared these and other challenges—including cases where trained chiefs have *prevented* cases of violence from being reported to police—in reporting to AusAID (VWC 2012a, p. 20).

#### **4.1.3 Factors underlying the initiative's success**

The first and foremost factor driving the success of the Male Advocacy Program is the strong leadership and monitoring by FWCC and VWC staff. Two additional factors contribute to effectiveness, and which may help make strategic decisions for DFAT, include:

##### **The program takes a gender-transformative approach in its training methods and messages for men**

International meta-evaluations of efforts engaging men and boys to prevent violence against women have highlighted that gender-transformative approaches are far more effective than are merely gender-neutral or gender-sensitive approaches (WHO 2007, pp. 3–4).

Gender-transformative approaches are those that:

*... actively strive to examine, question, and change rigid gender norms and imbalance of power as a means of achieving health as well as gender-equity objectives. Gender-transformative approaches encourage critical awareness among men and women of gender roles and norms; promote the position of women; challenge the distribution of resources and allocation of duties between men and women; and/or address the power relationships between women and others in the community, such as service providers or traditional leaders.*

**Rottach, Schuler and Hardee 2011**

The Male Advocacy training curriculum is built upon these types of approaches. Multiple participants, in Fiji and Vanuatu, cited one exercise from their training as particularly influential. In this simple exercise, men were asked to prepare a list of their daily household and community tasks and to calculate the total amount of time they spend on these tasks. Next, they prepared the same type of list but covering the daily tasks of their wives and/or mothers. The discrepancy in workload—whereby women are listed as completing far more tasks in the same amount of time—is so startling and unjust that many participants reported breaking into tears during the activity. This is an example of an activity that draws critical, justice-minded awareness to gendered social expectations that are otherwise invisible.

##### **The Male Advocates display impressive creativity and courage**

In addition to the strong leadership and contributions of FWCC and VWC staff, the initiative's effectiveness also relies on participant creativity in transforming what they have learned in their training into messages and actions appropriate for their spheres of influence.

A training curriculum for a broad range of participants cannot be highly specific. It cannot, for instance, advise police officers on how best to train other officers on implementing a new piece of legislation. The review team noted Male Advocates' creativity and self-motivation. Examples include: participating preachers delivering sermons based on original scriptural critiques of the root causes of violence; youth leaders devising new messages for school populations; and police officers expanding and improving their services in unpredicted ways. Furthermore, some men spoke of serious challenges and threats they have faced as a result of their advocacy. It is hard to envision the initiative succeeding as well as it has without the courage of participants in facing these and other challenges.

#### **4.1.4 Sustainability**

Many factors ensure that demand for Male Advocacy training will continue to grow. At the same time, the continued growth of the CAVAW initiative (which helps identify new Male Advocates in Vanuatu), and the valued place in Fijian civil society of the FWCC ensure that more and more qualified, interested men will become aware of the initiative and seek to join. The sustainability of this demand, then, is not in doubt.

The review team is encouraged that the FWCC is, with DFAT support, putting immediate plans in place to address one major threat to the sustainability of the initiative. Since its inception, the initiative has relied on one leading trainer in masculinity, human rights and gender equality based in Australia, to conduct Male Advocacy training (alongside staff from the FWCC and VWC). Relying on one lead facilitator for all training helps maintain integrity and internal consistency, but it also limits the ability to satisfy the initiative's ever-growing demand. It is an excellent step for sustainability that the FWCC will facilitate a training of trainers for Male Advocates in 2014, under the close supervision of Steven Fisher. If the FWCC and VWC can rely on a larger team of trusted trainers, instead of just one, the initiatives' longevity and likelihood of effectiveness will only increase.

## **4.2 Initiative 2: Committees against Violence Against Women**

### **4.2.1 Overview**

The CAVAW are island-based committees that undertake community awareness activities and assist women and children living with violence in remote communities in Vanuatu. The CAVAW initiative is a core activity of the VWC, an organisation that began its work in 1992 to provide a support network for women who experience violence

Through its counselling centres on the islands of Santo, Tanna and Vanua Lava, the VWC provides free individual and family counselling and support to survivors, which entails accompanying clients to meetings with legal officers, the police, health professionals, local chiefs and religious leaders. These services are complemented by mobile counselling provided in conjunction with awareness-raising events in local communities, primarily through the CAVAW.

The CAVAW are a core component of VWC's services and community education across Vanuatu. The VWC facilitates a network of these committees in all six provinces of Vanuatu, which each usually include five or six volunteer women. CAVAW members receive training in legal literacy and counselling skills and provide support to survivors of violence in their communities. Members work closely with VWC branch offices to refer survivors to necessary services and conduct community education sessions in neighbouring villages (for which they receive a small stipend). Box 4 presents key facts and figures on CAVAW.

#### Box4: Key facts and figures on CAVAW–VWC

**Key objectives, activities, and targets:** To increase awareness of violence against women and children and provide effective services to women and children living with violence throughout Vanuatu.

**Start of initiative:** This report covers Phase 5 of Australia's support to VWC for CAVAW, from July 2007. Australia has, however, supported VWC to implement the CAVAW initiative since 1993.

**Number of beneficiaries:** 41 CAVAWs in existence as of December 2012. From July 2007 – June 2012, CAVAWs carried out 1284 community-awareness activities with 88,238 participants (53,081 women and girls; 35,157 men and boys).

**Funding from AusAID:** Vt 53,741,600 for training CAVAWs and supporting community mobilisation activities July 2007 – June 2012

The 41 currently active CAVAWs<sup>9</sup>, representing a network of 200 volunteers, carry out crucial services in rural areas to women who experience violence, such as facilitating referrals to the police, providing consultation and advice in custom courts, advocating to island and magistrate courts, and assisting with police interventions and remands in more serious cases. Additionally, the CAVAW conduct community outreach and education on topics such as violence against women and girls, human rights, women and children's legal rights, and provide information on services offered by the CAVAW and VWC. Many CAVAW work closely with their local chiefs to participate in and improve *kastom* dispute resolution meetings related to cases of violence or other violations of women's rights.

The CAVAW conduct awareness-raising sessions in communities where such information might not have been available. Specifically, they aim to increase attendee knowledge of the forms of violence against women, of their rights under the law, and of the services available through the VWC (including directly through CAVAW members). Through these sessions, the CAVAW contribute directly toward preventing violence by increasing participant knowledge and ultimately changing norms that support violence and perpetuate the culture of impunity for violence. The review team's findings on the relevance and effectiveness of this work are outlined here.

#### 4.2.2 Findings on relevance and effectiveness

The review team conducted three focus group discussions with 12 CAVAW members on three islands of Vanuatu. The team also discussed the CAVAW initiative in-depth with four VWC staff members in Vila and outlying islands.

These discussions indicate that the CAVAW initiative is **relevant** to the needs of women in Vanuatu because it provides basic information about violence, its consequences and the laws protecting women in a place where most women do not have access to this knowledge.

The initiative is also **effective** overall at fostering more gender equitable ideas and less tolerance for violence against women in communities where the CAVAW are active. The CAVAW have proven effective at bringing vital awareness about violence and the services and legal rights available to women living in very secluded villages in Vanuatu.

*In the past, people thought that domestic violence was part of normal family life, the awareness sessions conducted by the CAVAW was an eye opener. Now people realise that violence is not right.*

#### CAVAW: relevant and effective

The CAVAW initiative is both relevant to the sociocultural context of Vanuatu and effective at delivering important information about violence against women in communities where few other resources exist.

CAVAW member

<sup>9</sup> This is the number in the most up-to-date program documents made available to the review team.

### **CAVAW awareness-raising sessions may often be the first time women hear about their legal rights related to violence**

Evidence and project monitoring data show that the CAVAW program has successfully carried out community education sessions that increase access to information and awareness of women's rights in relation to violence (VWC 2012a; VWC 2012b). While the review team did not speak with community members who attended awareness-raising sessions, the team finds it likely that the sessions were a very important first opportunity for many attendees to become conscious of women's rights and gender equality while learning about VWC's services. Moreover, in most communities where CAVAW community education sessions take place, the fact that women lead discussions (as opposed to male chiefs) sends a subtle but powerful message about gender equality and women's ability to contribute meaningfully to village life.

The CAVAW directly address causes of violence and target the attitudes and behaviours that condone violence, while respecting and navigating local context. CAVAW members advised the review team that attendees from awareness-raising sessions reported they changed their attitudes following the sessions. This included being less tolerant of violence and more willing to report cases of violence. CAVAW members feel they are able to foster change because they raise awareness among women and men alike, including predominantly male community leaders. Often, CAVAW members travel to new communities alongside Male Advocates who speak directly to chiefs and men who may otherwise resist an all-woman committee. Given the patriarchal nature of most communities in Vanuatu, this collaborative strategy has worked well for the CAVAW. It is often considered more acceptable for males to address village chiefs in traditional settings. While this approach may not directly challenge the power structures within which women live, it gives the CAVAW access to communities where violence against women is considered an acceptable part of life.

Like the Male Advocacy Program and RTP, the CAVAW initiative is part of an integrated set of activities hosted by the FWCC in Fiji and VWC in Vanuatu. In this case, the activities of the CAVAW are designed to work in tandem with VWC headquarters and branch offices. The only output emerging specifically from CAVAW activities in VWC's logical framework is 'increased awareness of violence against women and children in remote island communities.' As the findings reported on earlier in this report underscore, the review team concludes—based on CAVAW member testimony and VWC documentation—that the initiative is effectively producing this outcome (VWC 2012a). 1284 community education activities were carried out by CAVAW between July 2007 and June 2012 (VWC 2012a, p. 15). CAVAW members insist these activities are producing important increases in attendee knowledge about violence. VWC staff and Male Advocates agree.

### **CAVAW members also play an effective role in increasing women's access to support services and access to justice**

Members shared with the review team that they do so in two primary ways: by delivering basic legal aid and counselling to survivors, and by facilitating referrals to VWC's branch and headquarters offices. As the VWC Director recalled to the review team, 'immediately upon learning that a CAVAW exists (in their village), women will seek it out for services'. In this way, the 41 CAVAW in remote locations are expanding the reach of their formal support services and justice mechanisms courageously and effectively.

#### **4.2.3 Factors underlying the initiative's success**

Due to the work of the CAVAW, thousands of people across Vanuatu who previously had little understanding about violence against women now have greater awareness. Furthermore, women in remote areas where a CAVAW is located can now seek services more easily due to the resources and referrals provided by CAVAW members. These are important outcomes of DFAT's investments in this

initiative as well as the dedicated project implementation of VWC and volunteer CAVAW members. Three key factors contribute to success—participant **collaboration, creativity and outreach**.

The all-female CAVAW work alongside Male Advocates and hold them accountable to the principles of gender equality and respect for women's rights. The collaboration between these two groups is an important foundation of their collective success in Vanuatu. It was clear in many of conversations conducted by the review team that chiefs involved in the Male Advocacy Program trusted their village's CAVAW members and seek new ways to involve them in community leadership roles, especially around the response to and prevention of violence. These quotes reflect this.

*Working with the Male Advocates makes it easier to converse with communities. Male Advocates are often asked to speak to all male meetings who want to know more about domestic violence, the law and what the CAVAW are doing.*

CAVAW member

*If the man doesn't practice what he's preaching when it comes to violence, then the community can't trust him and he loses credibility. The CAVAW monitor the men to make sure they're obeying the rules.*

VWC staff member

#### **CAVAW members display admirable creativity in transforming what they have learned into lessons and messages appropriate for their spheres of influence**

All CAVAW receive training from VWC staff on the content and conduct of awareness-raising sessions. Some members are also able to attend enrichment training with the VWC and/or the RTP of the FWCC. Each CAVAW is then given the liberty to prepare the content of the sessions they deliver. In its review of project documents, the review team found testimonies from CAVAW groups about how they scripted and sequenced the information they provided, based on their instincts and experiences (VWC 2012a; VWC 2012b). The CAVAW also found strategic, creative, collaborative roles for Male Advocates to play as part of their community education sessions. While these collaborations looked different from one village to another, it was clear that the theorised synergy of these two initiatives was very often reflected in their implementation.

#### **The CAVAW are strategically positioned in remote locations and serve as direct links between communities, urban counselling centres in various provinces and the VWC, located in Port Vila**

This approach is tailored to address hard-to-reach populations that would otherwise have no way to access relevant information and services. The CAVAW often trek across difficult terrain for days to conduct awareness sessions in communities. With a target of seven awareness sessions in one year and a budget of 45,000 Vatu per year, the CAVAW demonstrate tremendous passion and commitment to educating communities and to ending violence against women and girls.

#### **4.2.4 Sustainability**

The CAVAW initiative's approach to community-level norm change has focused on raising awareness about women's rights under local and international law and about services the VWC offers. Anecdotal evidence and testimonies indicate that efforts have influenced changes in individual attitudes and improved the response mechanisms and enabling environment within participating communities. The review methodology was insufficient to establish whether efforts have brought about broad social norm change or prevention of violence, or the degree to which any results are sustainable. A longitudinal evaluation of the initiative could determine the long-term effect on attitudes, behaviours and the prevalence of violence.

However, indications are clear that the changes inspired by the work of the CAVAW in communities will contribute toward VWC objectives.

First, the changes have been implemented widely and align with the organisation's program design and theory of change.

Second, CAVAW promote gender equality in direct and indirect ways. They do so directly through the clear messaging about rights and legal protections from violence, and indirectly because committees are likely the first formal leadership positions available to women in their communities. This subtly transforms the gender power structure, even if the role of chief is still exclusively male. In the same way, it is a transformative experience for women in neighbouring villages to attend community education sessions *led by women*. Like the Male Advocates, CAVAW members are *living examples* of more empowered and egalitarian roles for women.

## 4.3 Initiative 3: Regional Training Program

### 4.3.1 Overview

The FWCC's RTP is a month-long course on human rights, women's rights, the root causes of gender inequality, and the nature and prevalence of violence against women. This is a unique and valuable learning opportunity for professionals in the field of EAW throughout the Pacific. Training participants come from across the region, representing CSOs, government agencies, international organisations, health service providers and many other institutions connected to the prevention of, and response to, violence. The aim of the RTP is to empower graduates to be more effective advocates for the prevention of violence, and to integrate their learning into their daily work. Additionally, the RTP aims to address the underlying causes of violence among a secondary beneficiary community: those with whom RTP graduates interact after finishing their training. Box 5 presents key facts and figures on the RTP.

#### Box 5: Key facts and figures on the Regional Training Program

**Key objectives and targets:** to increase awareness, understanding, and skills to prevent and address violence in the Pacific region.

**Start of initiative:** 1996

**Number of beneficiaries:** 256 individuals trained July 2009 – June 2012

**Total funding received from AusAID:** F\$445,800 from July 2009 – June 2012 AusAID through UN Women funding contributed a further US\$369, 807 from 2009 to May 2013

*Sources: FWCC programs to eliminate violence against women annual reports 2 to 4*

The RTP introduces participants to the principles of gender equality, human rights and women's rights, and covers various global and regional strategies to address violence against women.

The curriculum of the training—an original FWCC product—covers issues such as:

- discrimination, barriers, stereotypes and violence against women, prevention and responses;
- gender relations and an introductory session on counselling skills;
- human rights, legislation issues, violence against women and development; and
- action planning, media for advocacy and evaluation.

The RTP is so well regarded that, even after having increased to two sessions per year, demand for participation exceeds available places. The review team's fieldwork revealed that graduates

overwhelmingly extolled the value of the program for their professional development and for improving the human rights focus of their efforts to address violence around the region.

### 4.3.2 Findings on relevance and effectiveness

In Fiji, the team interviewed 12 informants identified by the local AusAID Post. In all three review countries, however, many interviewees connected to the other review initiatives had also attended the RTP, and their input has informed the contents of this section as well.

At the request of AusAID Post staff, the ICRW also adapted the key questions used in the fieldwork to a brief, open-ended survey that was administered electronically to RTP participants who could not meet in person during the fieldwork. This provided an opportunity to gather additional input in a targeted and concise way. It also allowed for an additional degree of triangulation of review team findings. The survey was sent to many graduates across the region and the review team received seven responses with this geographic distribution: 2 from PNG, 1 from Vanuatu, 3 from Fiji, and 1 from Tonga.

**RTP: relevant and effective**  
The RTP initiative is both relevant to the sociocultural context of the Pacific region and effective at training a diverse cadre of professionals to respond to and advocate against violence against women.

In the FWCC’s program design materials, the RTP appears under Regional Training, Networking and Institutional Support (Component 3). This component includes one intended output—increased awareness, understanding and skills to prevent and respond to violence against women.

The review revealed that the RTP is highly **relevant** to the sociocultural context of the Pacific region and fills a critical gap in information and training for service providers and duty bearers. As a tool for training and raising awareness, the RTP is **effective** in educating a broad representation of Pacific professionals on women’s human rights and gender equality. All indications are that the training—as one part of the FWCC’s integrated model—definitely achieves its intended output of increased awareness, understanding and skills to prevent violence against women.

Limitations in the review methodology and scope prevented the review team from drawing conclusions about community and institutional-level change and influence related to the RTP. Nevertheless, the team found promising evidence of the program’s contributions to its goals in these areas, as outlined in examples below.

The key findings related to the relevance and effectiveness of the RTP follow.

**The RTP increases participant awareness and understanding of gender, human rights, and violence against women.** Program graduates highlighted the value of the program in their professional lives. An examination of the curriculum indicates that it is very well suited to achieving increased awareness and understanding of key issues related to human rights and violence against women among trainees. And that this increased awareness and understanding can have a spill over effect.

*Now in my community, everyone knows what VAW [violence against women] is and we’re working together to end it.*

RTP graduate and Male Advocate, Fiji

*I learned that you need to be a good listener with a lot of patience... nonjudgmental and asking the right questions ... confidentiality is a must.*

Online survey respondent, RTP graduate, recalling new knowledge and skills

The RTP actively sought participants from organisations across the region that serve women with disabilities and the LGBTI population.

This has increased these participants' ability to provide services and assistance to members of often-marginalised groups and ground their services in a human rights approach. The training also allows for a more thorough understanding of the underlying causes of violence and the additional vulnerability that women with disability and members of the LGBTI community may face. Respondents expressed eagerness for additional tailored training to work with these populations.

#### **4.3.3 Factors underlying the program's success**

Our review revealed that the RTP is both a widely popular training opportunity and an effective tool for raising awareness and changing individual attitudes about violence. Three key factors drive the success of this initiative, namely its uniqueness, the diversity of participants, and its grounding in human rights and regional feminist movements.

The RTP is the only training program in the Pacific region with an intense focus on gender equality, women's human rights, and violence against women.

Many graduate interviewees and online survey respondents expressed gratitude that they were given the opportunity to participate in this training, marking its uniqueness among training on gender and development in the region.

*The RTP was one of the best trainings I have attended and I highly recommend it to anyone engaged in this area.*

*Online survey respondent, RTP graduate, expressing a common sentiment*

*This training is really applicable to Pacific nations and even around the world... in a small nation like where I come from not much of this kind of [training] is happening.*

**Online survey respondent, RTP graduate**

#### **RTP trainees represent diverse professional settings with a range of roles and responsibilities.**

This diversity adds substantially to cross-learning and sharing and enhances training effectiveness. This intentional cross-fertilisation also points to the initiative's focus on multi-sectoral coordination. Attending training together helps stakeholders with a role in preventing violence (including police officers, magistrates, youth leaders, church leaders, media members and many more) increase the size of their networks—including to a regional level—and improve their ability to collaborate in the response to violence.

Graduates involved in the review listed examples of how they used knowledge and skills gained in the RTP after completing their training, including in:

- conducting awareness sessions with other police officers;
- training police officers on effective responses to violence;
- using sports platforms to advocate against violence against women;
- sensitising participants of workshops held at their local church;
- delivering sermons promoting gender equality and transforming the attitudes that support violence;
- discussing issues with friends and peers in everyday settings; and
- providing counselling and referrals to individual survivors of violence.

These are self-reported, independent initiatives undertaken by RTP graduates, which represent both the program's success at achieving its intended outcome as well as its inherent structural limitations. Despite its length, the training is not able, to fully train all participants in specific violence prevention/response approaches that they may undertake in their diverse lines of work. The fact that participants undertake independent initiatives like those listed above speaks to success of the RTP in motivating action among its graduates. However, the current structure of the RTP does not include any monitoring of the conduct or effectiveness of these activities.

### **The RTP is solidly grounded in human rights and the regional feminist movement**

This is in line with guidance from previous reviews of efforts to end violence in the region (Ellsberg et al. 2008, p. 21) and global literature (Greene and Levack 2010). As a driving force behind the feminist movement in the Pacific, the FWCC is also an ideal host organisation for training, helping to ensure that content and delivery are based in human rights and feminist principles. As described earlier, the RTP curriculum is updated regularly to incorporate the feedback of participants as well as emerging issues in the field of violence and violence prevention.

#### **4.3.4 Sustainability**

The ever-growing demand for training through programs like the RTP guarantees that the program will be sought after for the long term in the Pacific region. Yet it is a time and resource-intensive initiative for the FWCC and, even after expanding to two month-long training sessions per year, the centre is not able to keep up with demand. The sustainability of the training is jeopardised by these resource challenges and, according to some interviewees, the low degree of institutionalisation of the training, as exemplified by this key quote:

*RTP needs to be a training institution, not just an NGO-led project. Couldn't it sit within the government somehow? Everyone needs to have access to this training.*

**Regional policymaker, Fiji**

Additionally, several interviewees suggested the time is right to create a community of practice of trainers in gender who could operate across the region to reach a larger number of participants and, thus, have a greater and more sustainable impact on eliminating violence throughout the Pacific. Some interviewees reported that information such as the RTP's curriculum, lists of prior trainees, or participants' feedback is not easy to access from FWCC. Further collaboration, perhaps with formal MOUs to guarantee FWCC's intellectual property rights and ensure that trainings not led by FWCC experts maintain a high quality standard, would help expand the reach of the training's obvious influence.

The FWCC's plans to conduct a training-of-trainers for the Male Advocacy Program in 2014 is a promising example of the type of training that would broaden reach. This could be complemented by a more in-depth, tailored training for practitioners from a specific element of the effort to end violence. One government representative interviewed in Fiji, while roundly complimenting the training, clarified the situation thus: 'If we need to train practitioners to respond to survivors' needs, this RTP isn't it.'

The RTP succeeds because of its breadth and participant diversity. The participants who undergo life-changing experiences resulting from the training understandably want the next, deeper level of training that no institution in the region can currently provide.

## 4.4 Initiative 4: Activities supported by PALJP and the Strongim Gavman Program

### 4.4.1 Overview

This section discusses PALJP and SGP, through which the Government of Australia provides advisory support, institutional strengthening and capital infrastructure for various agencies across the law and justice sector. The discussion focuses on the three PALJP initiatives and one SGP initiative prioritised for this review:

PALJP:

- Family and Sexual Violence Units;
- Interim Protection Orders;
- efforts to strengthen the village courts;

SGP (with some PALJP support); and

- the Family and Sexual Offences Unit.

Box 6 presents key facts and figures on PALJP. Where relevant, the review team highlights the contribution of SGP to PALJP initiatives and other areas in the law and justice sector. Strategic opportunities for strengthening DFAT's overall investments in promoting access to justice are discussed in Section 5.

#### Box 6: Key facts and figures – PALJP

**Key objectives and targets:** The objective of PALJP is to support the law and justice sector in PNG to achieve measurable progress against its sector goals to achieve a just, safe and secure society for all.

**Start of initiative:** 2009

**Number of beneficiaries:** because PALJP is a wide reaching, sector wide initiative, the exact number of beneficiaries cannot be quantified. However, PALJP has contributed to many significant achievements since its inception in 2009, such as: establishment of eleven FSVUs; instalment of more than 900 women as village court magistrates and 500 women serving as village court clerks and peace officers; and an increase in court circuits from seven locations in 2009 to 42 in 2010.

**Number of IPOs issued:** 985 IPOs were issued in 2012

**Number of staff employed in FSVUs:** 22 staff

**Total funding received from AusAID:** Australian \$150 million for April 2009 to April 2014

PALJP is a key component of the PNG – Australia Partnership for Development Law and Justice Schedule, approved in 2011 and again in 2012. The current phase of PALJP spans 2009–2014 and focuses on PNG's law and justice agencies. The program is designed as a sector-wide effort, with the key objective of directly supporting PNG-led policy and programs 'to enhance the capacity of the law and justice agencies to achieve a just, safe, and secure society for all.'

To advance its objectives, PALJP provides:

- strategic resource commitments through direct funding for sector coordination mechanisms, technical assistance and dedicated advisory support; and
- direct funding contribution in support of service delivery priorities, defined in collaboration with PNG partners.

Target agencies within the law and justice sector are the Department of Justice and Attorney General, the National Judicial Staff Services, the Office of the Public Prosecutor, the Office of the Public

Solicitor, Magisterial Services, the RPNGC, the Ombudsman Commission and the PNG Correctional Services. PALJP target provinces are the Eastern Highlands, Hela, Southern Highlands, Gulf, Western and Oro Provinces and the Autonomous Region of Bougainville.

PALJP targets initiatives under each section of PNG's Law and Justice Sector Strategic Framework: improved policing; increased access to justice; improved reconciliation and deterrence; improved accountability; and improved ability to deliver law and justice services. More information on PALJP is in the box above.

The SGP commenced in July 2009 and is a four-year, whole-of-government engagement initiative, to assist the Government of PNG to strengthen public sector performance in selected sectors and agencies. Under SGP, senior Australian Government officials provide support to PNG Government agencies that includes strategic policy advice and capacity development assistance, through management, technical skills, administrative and leadership support.

In the law and justice sector, SGP Advisors (deployed by the Australian Attorney-General's Department) aim to support the rule of law in Papua New Guinea by assisting to strengthen the performance of key PNG law and justice agencies and build their capacity to function efficiently and effectively, be accountable, open and responsive, address corruption, and provide high quality legal services for the benefit of the people of PNG.

This is done by:

- providing high quality legal, legal policy and technical advice to those agencies;
- providing high quality operational, strategic, management and leadership advice to key staff;
- building the legal, legal policy and technical skills of agencies, through mentoring, coaching and training of staff;
- assisting in building operational and management systems to strengthen the agencies' institutional capacity to function efficiently and effectively; and
- assisting in strengthening an organisational culture that is responsive, accountable and transparent.<sup>10</sup>

In the Office of the Public Prosecutor, there are currently five SGP advisers, one of whom is attached to the Family and Sexual Violence Offences Unit, and one of whom commenced in January 2014, focused on regional prosecutions, including FSV prosecutions.

#### PALJP Activities

Overall, the reviewed activities under PALJP are relevant in addressing a number of key barriers to justice. They also show promising indications of effectiveness at improving access to justice by survivors of violence.

#### 4.4.2 Findings on relevance and effectiveness

Three important challenges across the justice pathway must be addressed to increase access to justice for violence survivors:

- lack of specific **laws and policies** criminalising domestic violence;
- unresponsive, weak and inadequate **enforcement** mechanisms to uphold existing laws, from the police up through prosecution; and
- barriers at **community** level, such as: gaps in social support and legal aid services; lack of economic resources to pursue help seeking opportunities; and community norms that promote gender inequality, condone FSV, and limit options for survivors to pursue justice.

<sup>10</sup> Attorney-General's Department *Strongim Gavman* Program Strategic Objectives.

By and large, the review team concludes that PALJP and SGP have proven relevant in efforts to address barriers and overcome these three challenges. Below are examples of how they have done so in the areas of law and policy, enforcement and within the community. It is noteworthy that PALJP and SGP activities emphasise support to the supply side of justice and only partly address demand side barriers at community level. They do not cover important areas such as stigma, the lack of economic resources to pursue justice and community norms that promote gender inequality, condone FSV, and limit options for survivors to pursue justice.

### Passage of laws and policy

From the outset, PALJP and SGP were conceptualised as a partnership between the Government of Australia and the Government of PNG, and as such the programs support the development and implementation of laws and policies enacted by the Government of PNG that are relevant to gender equality and gender based violence (for example, the PNG Government's National Policy on Women and Gender Equality 2011–2015). PALJP and SGP advisors have also made important contributions to the recently passed Family Protection Bill which among others criminalises domestic violence. For instance, SGP and PALJP advisors, through their assistance to the FASO Unit and Department of Justice and Attorney General working group, contributed to the review and revision process.

PALJP also intervened to postpone a previous submission of the Bill to the National Executive Council in 2011, to enable a more comprehensive process of public consultations (PALJP 2013). While the delay in passing the legislation is unfortunate, some indications are that the sustained dialogue has been fruitful for advancing one of the crosscutting aims of the Australian Government's support: to increase recognition that family and sexual violence is a critical aspect of human rights and that addressing the issue is critical for strengthening law and justice in the country. As one male government official explained during the review:

*Change is a long-term thing, but we are keeping the issue [Family Protection Bill] on the national agenda to affect the minds and soul of the people ... There has been a marked difference. Now it is considered wrong for a husband to bash his wife*

**Male informant, Port Moresby**

This idea that even without full enforcement, legislation that outlaws domestic violence sends an important message about the non-acceptability of the behaviour is also noted in the global literature (Heise 2011).

### Enforcement of laws

The review team finds that several PALJP and SGP-supported initiatives are addressing key barriers to the enforcement of laws, most notably by:

- increasing survivors' physical accessibility to police through the establishment of FSVUs in police stations;
- providing human rights and gender training for key justice agency personnel and supporting a select group of police officers and lawyers to attend various regional and international training opportunities, including the FWCC's RTP;
- increasing investments to ensure FSVU officers and frontline police—as the initial entry point to help-seeking for many women—follow established protocols and are sensitised to the specialised needs of violence survivors (for instance, early in 2013, PALJP committed resources to fund a project for FSV curriculum development to train FSVU officers and new recruits);

- enhancing opportunities for protecting survivors and deterring future violence through training for duty bearers in the issuance of IPOs; similarly PALJP is supporting Magisterial services and the PNG Judicial Women's Association in their work towards strengthening implementation of the orders;
- strengthening prosecution efforts by providing advisory prosecution support to the OPP (including the Family and Sexual Violence Offence Unit) and to specialised units in the police force (for example, Sexual Offence Squad); and
- increasing the likelihood of coordinated law and justice services through a sector-wide approach and the establishment of inter-agency working groups.

## Community

PALJP's initiative to increase the number of village courts and female village court magistrates is highly relevant to the needs of community women, who often lack access to higher courts and/or the police. However, the review team finds that many structural and sociocultural barriers to accessing justice—including a lack of economic resources stigma, inequality and sorcery-related violence<sup>11</sup>—are not being tackled systematically under PALJP. Positively, however, PALJP is providing increased services through delivery of legal aid through the Public Solicitor's Office, which contributes to the ability of survivors to effectively navigate the formal justice system. PALJP support has contributed significantly to expanding the presence of the PSO (branch or legal aid desk) in at least 19 provinces and circuits to all 35 locations with the national court. They provide criminal and civil legal assistance to those who cannot afford a lawyer. This assistance, though still less than what is needed, is much higher than only a few years ago and is on a positive trajectory.

In addition to exhibiting relevance by barriers for justice-seeking within the laws and policies, their enforcement and at community level, PALJP and SGP also show indications of **effectiveness** at achieving many of their intended objectives. The effectiveness of specific PALJP and SGP-supported initiatives prioritised for this review, including a discussion of the factors underlying success and issues of sustainability, are discussed next. The discussion includes the review team's assessment of effectiveness related to PALJP's three objectives relevant to violence against women:

1. Victims of family and sexual violence will have improved recourse and protection;
1. women and men will have improved access to justice institutions; and
2. family and sexual violence prevention activities will be delivered through law and justice agencies and civil society partners (PALJP 2008).

## Family and Sexual Violence Units

FSVUs are specialised units within the police department staffed by officers with specific training in responding to FSV. In PNG, FSVUs were established as a pilot in three National Capital District police stations, in 2008, as part of a larger vision of the RPNGC to provide services to vulnerable populations and better focus police services on public safety. The units aim to be the entry point to the justice pathway, with cases potentially proceeding to the Sexual Offence Squad under the Criminal Investigation Department of the RPNGC, and further to the OPP's FASO Unit before being prosecuted in the National Court.

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<sup>11</sup> Sorcery is a highly sensitive and complex cultural practice in PNG, and sorcery-related violence can hinder access to justice in important ways. On the one hand, survivors may hesitate to report violence for fear of being accused of sorcery and/or witchcraft. On the other hand, village court magistrates—and in some cases even police—may steer away from sorcery-related cases due to concerns for their own safety.

From 2010–2012, due largely to funding provided by the Australian Government<sup>12</sup>, FSVUs have expanded and there are currently 11 operational units throughout the country with three additional units to be completed by the end of 2014. Further indications of progress are reflected in the developments in May 2012 when the Establishment Control Committee of the RPNGC approved the formalisation of three units as part of the Police establishment (PALJP 2013). During the fieldwork in PNG, the review team visited one FSVU in Port Moresby (Boroko—the review team attempted to visit the unit in Waigani but it was closed because attending officers were out of the office) as well as a unit in Goroka. In addition, the review team consulted with two high-level National Capital District officers and three members of the RPNG's Sexual Offence Squad.

### **FSVUs represent a promising step in promoting access to justice for survivors of violence**

These units are important in PNG where evidence suggests that women are often pressured to drop charges or advised that domestic violence is a 'family matter' (Ellsberg et al. 2008). Moreover, in light of credible accusations that the police frequently perpetrate violence against women (Amnesty International 2010; HRW 2011) women may fear police rather than perceive them as a legitimate source of support. In this environment, the review team finds that the presence of specialised units—especially those with separate entrances, private waiting and interview areas, and staff with specific training in appropriate responses to gender based violence—are critical for addressing the needs of survivors in accessing justice. Specialised police units for survivors are also recognised in the global literature as a best practice to ensure that survivors are treated in an appropriate and sensitive manner, and to help encourage the reporting of violence (United Nations Development Programme (UNDP) 2013).

The recent Rapid Assessment of Institutional Readiness to Deliver gender based violence and HIV Services in Five Provinces of PNG (UNDP 2013) concludes that: 'FSVUs represent the most up-to-date specialised police service introduced by the Royal PNGC for crimes of gender based violence' (p. 64). The review team's visits to three police stations with operational FSVUs supports this finding. Attending officers in the units recognised the prevalence of family and sexual violence and understood their role in helping survivors attain justice. In addition, the officers consulted contend that the numbers of women accessing police stations have increased dramatically since the FSVUs were established.

The review team was also encouraged by the support expressed by senior RPNGC officers of one unit, with one officer commenting that: 'The [FSV] Unit is very important to us. We are trying to pull it into the formal police department.' It should be noted, however, that with only 11 fully operational units in the country, the majority of survivors still lack access to this essential service.

While FSVUs appear to be handling a heavy—and increasing—caseload, measuring their effectiveness in increasing the number of women receiving services is difficult given the limitations in tracking police records.

The monitoring system aggregates cases of family and sexual violence with other incidences of common assault and aggravated assault, making it impossible to track the progress of FSV cases. However, cross sectional data suggests that FSVUs are supporting a heavy caseload. For instance, the *Law and Justice Sector 2011 Annual Progress Report* finds that the unit in Boroko, National Capital District, attends to about 50 complaints a day, and that other FSVUs report around 10 to 20 complaints each day. In addition, trend data published in the PALJP FSV Fact Sheet 14 (2013) indicate a 60 per cent increase in the number of cases reported to FSVUs in National Capital District,

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<sup>12</sup> AusAID supported the establishment of five FSVUs in 2011. The total cost of setting up an FSVU is estimated between PGK125,000 and PGK400,000, depending on whether a new building is provided, or existing space is refurbished (O'Brien 2013).

Lae and Mount Hagen between 2010 and 2012 (Table 2). This caseload data suggests that FSVUs are meeting a high demand for services pertaining to FSV.

**Table 2 Total cases reported at FSVUs**

Total reported cases	2010	2011	2012
National Capital District (Badili, Boroko, Waigani)	2,148	2,360	3,100
Lae, Morobe	637	1,311	1,289
Mount Hagen, Western Highlands	1,052	1,928	2,045
<b>Total</b>	<b>3,837</b>	<b>5,599</b>	<b>6,434</b>

Source: PAJLP 2013

This review supports findings from other assessments that quality within the FSVUs varies, under resourcing is a consistent limitation, and the lack of continual training undermines the police’s ability to respond appropriately (UNDP 2013; United Nations Human Rights Council 2013).

FSVUs are making efforts to comply with global best practice, for example the need for separate and non-obvious entrances, extended hours, private rooms for interviews and the emphasis on female police staff (UNDP 2013). However, resource constraints often make it difficult to implement such best practice and frequently limit the ability of the police to take necessary action. For example, one of the two FSVUs visited lacked a separate entrance, and the officers consulted consistently noted a lack of resources (especially vehicles and funds for petrol) as among their key challenges. According to the UNDP’s Rapid Assessment of Institutional Readiness report, among FSVUs included in the assessment, the Mount Hagen, Kundiawa and Buka police departments performed the strongest against audit standards in spite of under-resourcing.

High-quality training on gender violence, human rights and the needs of survivors (through the FWCC or the FSVAC in PNG) is highly effective in changing attitudes and practices. However such opportunities for police in PNG appear to be ad hoc. As noted in the Rapid Assessment of Institutional Readiness to Deliver gender based violence and HIV Services in Five Provinces of PNG (UNDP 2013):

*The Constabulary Headquarters have yet to integrate gender based violence, human rights, and HIV into any of their core curricula in the recruit course, the various command and control courses, or the officer cadet course (p. 65).*

The need for training is clearly evident in prior reviews of the legal sector in PNG, where the police have received criticism for frequently addressing violence as a ‘family issue’ to be handled privately and not through the legal system (Ellsberg et al. 2008; Ellsberg et al. 2011). While the review team cannot draw firm conclusions on the extent to which this may have changed, testimonials shared during visits—including by high ranking RPNGC officers—suggest that awareness of FSV as a crime and human rights violation is increasing, as is the appreciation that specialised services need to be in place for survivors. This is an initial, important step. In addition, the review team is encouraged by the fact that PALJP has already committed resources (as of February 2013) to fund a project for FSV curriculum development. This project is expected to generate a comprehensive set of training materials specifically designed for FSVU officers and new recruits, to be used at Bomana Police Training College and throughout the provinces.

## Family and Sexual Offences Unit

PNG has one FASO Unit, established within the OPP and located in the National Capital District. The unit's main function is to prosecute offences involving family and sexual violence. The unit also ensures that survivors, survivors' families and court witnesses understand their rights and supports them through criminal justice system processes. Currently the FASO Unit comprises a Senior State Prosecutor as the prosecutor in charge, an SGP adviser and three legal officers. The majority of FASO Unit staff is female. In addition, the victim liaison officer (VLO) attached to the Waigani Office works closely with the unit, providing support to victims and their witnesses as they navigate the criminal justice system. During its fieldwork, the review team met with the FASO Unit, the VLO and two SGP advisors co-located within the OPP and Department of Justice and Attorney General.

The establishment of the FASO Unit within the OPP in March 2012 is a major accomplishment in promoting the effective prosecution of gender violence cases. This milestone reflects the PNG Government's willingness to prioritise FSV and recognise the need for a specialised unit. The milestone also reflects the many years of leadership and advisory support provided by the SGP and PALJP.

According to the SGP FASO Unit six month report for July to December 2012, the SGP is strengthening the capacity of legal and support staff (within the FASO Unit and across the OPP) through one-on-one mentoring, technical workshops, competency-based training, practice management and case management support and study tours in Australia.

An independent SGP mid-term review concludes that SGP's comprehensive approach to capacity building has been valued by PNG agencies. The mid-term review report, however, recommends that 'AusAID take a more active role by encouraging gender expertise in the EPSP [Economic and Public Sector Program] and other sector programs to offer support to SGP advisers (Callan and Saneto 2012).' In November and December 2012, SGP advisors recognised the challenges of female employees at middle-management level, and organised training to address gender dynamics in the workplace using a modified version of EPSP's 'power relations' training model. The half-day training received positive evaluations.

The potential of a specialised unit with sound expertise and experience in FSV to strengthen prosecution efforts is well recognised globally. While the FASO Unit is still at an early stage for evaluation, emerging data is promising. The ability to monitor progress through the updated case management system (supported primarily through PALJP) is also noteworthy. In 2012, the unit had 116 prosecution files assigned to it, and a conviction after trial or a plea of guilty was obtained in 66 per cent of cases. Moreover, current estimates are that the unit is handling around one-third of all prosecution matters in Waigani (OPP 2012). This included two landmark cases involving the prosecution of police officers for sexual offences, with the combined sentences totalling 30 years imprisonment. The case received media attention, and as noted in the SGP FASO Unit six month report, this positive outcome serves to increase public confidence in the ability of the formal system to respond to FSV.

Another encouraging accomplishment is the strengthened ability of the VLO to assist survivors to prepare impact statements, obtain IPOs, and in general increase their understanding of court proceedings. This accomplishment is supported by SGP advisors and the VLO's study tour to Australia (OPP 2012). Given the dearth of legal aid services in PNG, the VLO fills a critical gap, as noted by several informants. While a single officer is clearly insufficient to address the acute need for survivor support, the review team is encouraged by current plans to recruit and train additional officers (O'Brien 2013).

## Interim Protection Orders

The burden of stigma arising from the experience of FSV, and the fear of reprisal, constitute major barriers to reporting. In 2008, the Chief Magistrate—backed by AusAID advisors—established IPOs to provide women with immediate protection from actual or threatened violence. An IPO is an order issued by district courts which is designed to protect survivors—and potential survivors—from domestic violence. If IPOs are breached, the police can charge the offender. According to stakeholders interviewed, however, in practice few who had breached IPOs were formally charged. Protective orders are often critical to providing women with ‘a minimum level of protection’, especially in countries without specific domestic violence legislation (Ellsberg et al. 2008).

The existence of IPOs was consistently recognised by stakeholders as a positive measure to enhance women’s protection, especially those living with the threat of domestic violence. The Chief Magistrate emphasised that the option for women to pursue court obtained IPOs is important for many women in PNG who are often economically and/or socially dependent on their partners and subsequently do not want to pursue a criminal case against their husband. This finding on the salience of IPOs in the PNG context is consistent with the PALJP Independent Progress Report, which notes that:

*The existence of the IPO system is not only a significant step forward, but a promissory note for future engagement, one that already provides dividends to women by increasing their confidence that their needs are being addressed.*

Armytage et al. 2012, p. 7

Training for duty bearers on the purpose of IPOs and the administrative processes in issuing them has been largely effective, yet more effort is needed to ensure widespread awareness and access to IPOs at community level.

While the establishment of the IPOs represents an important achievement, for implementation to be effective duty bearers and providers need training in how to complete the orders. Also, women must be aware that IPOs are an option and they must perceive them to be a quick, accessible and effective mechanism to deter future violence.

### **There are some indications that access to IPOs has increased**

Since 2010, there have been over 2,780 total IPO cases (completed or pending). The PNG Law and Justice Sector 2011 Annual Performance Report states that in 2011, IPOs increased with a better integrated response from magistrates to issue and complete them (Government of PNG 2011, p. 9). In 2012, alone there were 1003 IPO cases processed recording a completion rate of 55 per cent. Similarly, an online news article in *Island Business* from Bougainville reported in May 2013 that:

*The Buka District Court in Bougainville has been issuing more Interim Protection Orders (IPOs) in recent times than previously. This could be an indication of an increase in violence against women and children in Buka and Bougainville, or it could be due to an awareness on IPOs.*

The same article reports that in Bougainville, 61 IPOs were issued by the Public Solicitors Office in 2012, mostly for women and children against husbands and fathers. It is difficult to extrapolate overall trends from these positive reports in Bougainville, however. A centralised database that systematically tracks the numbers of IPOs requested and issued through different sources (for example, national courts, Public Solicitors Office, police stations and/or help desks) remains necessary. In addition, the situation in Bougainville is unique given its post-conflict environment; according to the review team’s stakeholder consultations, the situation described in the news article—where the Public Solicitors Office is actively involved in issuing IPOs—is not established practice throughout the country.

### **While interviews with the Chief Magistrate and a National Court Judge suggest that awareness of IPOs has improved, the review team finds that awareness at the community level remains limited**

The review team noted that women in focus group discussions—and in some cases even informants working in support centres—frequently confused IPOs with other types of protection orders, especially the preventive orders issued by village courts. Similarly the PALJP FSV Fact Sheet 14 (2013) concludes that: ‘More awareness on the availability of IPOs and the empowerment of survivors of violence to get them are important steps to help curb violence in the home (p. 1).’

### **Stakeholder interviews reveal mixed opinions about the effectiveness of IPOs in protecting women and deterring future violence**

While IPOs should be quickly attained (and individual magistrates often work around the clock to expedite them), informants consistently criticised the process delays and level of familiarity with legal procedures that is often not available. However, some informants felt that IPOs are an effective mechanism for deterring future violence. For example, one senior public servant expressed that:

*A lot of men don't want to get on the wrong side of the police. So for a lot of them, when there's a court order, it's a deterrence.*

**Female informant, Port Moresby**

Other stakeholders, stated that IPOs are often regarded as leverage for higher compensation payments rather than as a way to end violence and that prosecution for violating IPOs are rare.

It is important to note that the lack of consensus on the extent to which IPOs reduce repeat violence is not unique to PNG. In fact, in a review of the evidence of what works to prevent partner violence, Heise notes the unavailability of data from low-income countries to evaluate whether protection orders decrease women's risk of future violence, and calls for such evaluation as a ‘pressing and immediate’ need (2011).

### **Efforts to strengthen the village courts**

Village courts are the lowest tier of the justice system in PNG, established by the Village Courts Act of 1973<sup>13</sup> with the primary aim of maintaining peace and harmony in local communities through the application of customary law. There is estimated to be 1540 village courts in PNG, and more than 90 per cent of the population has access to free justice services through them. According to the Village Court Act, incidences of sexual violence and ‘serious’ abuse should be referred to the police to be handled by higher courts. However village courts have jurisdiction over prescribed offences which can cover many situations of domestic violence (for example, striking a person or using insulting or threatening words or conduct). Village courts apply mediation and order compensation or fines with a view to reconciling the parties to a case. Village courts also have powers to issue preventive orders to deter the continuation of violence or execution of threats of violence.

Engaging with customary and statutory justice systems in pluralistic societies is in line with global best practice for increasing access to justice (International Development Law Organisation 2013; UN Women 2012; UNICEF 2012; UNDP 2012). The Government of PNG decided to promote restorative justice at community level, by revitalising the village court system. Over the past eight years, DFAT has supported the Village Courts and Land Mediation Secretariat (VCLMS) to improve the operations of village courts initially through the law and justice sector program and now through PALJP. This support was geared toward strengthening the capacity of village courts to deliver access to justice as the most accessible government structure operating at community level.

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<sup>13</sup> amended in 1989

PALJP contributions have focused on expanding the number of village courts, training magistrates and court officials on their powers, and increasing community awareness of the role and limitations of village courts. Other support includes helping to establish a National Village Courts Information Management System and providing basic infrastructure (such as computers, vehicles, boats and court documentation) to every province. PALJP also assisted the VCLMS to work with provincial governments on improving the support to and supervision of village courts.

In relation to FSV, DFAT supported PNG's national policy directive of increasing the recruitment of women magistrates as well as strengthening women's participation and capacity of village courts to address issues of gender, violence and HIV and AIDS through a series of activities.<sup>14</sup> DFAT also funded the partnership between the United Nations Children's Fund (UNICEF) and VCLMS to implement a pilot project encouraging village courts and communities to address customs that harm women and children.<sup>15</sup>

An internal evaluation of the pilot in 2010 found a high level of support from women and men to address barriers to women's participation in the village court system. The review team met with the Executive Director and PAJLP Advisor located at the VCLMS as well as two groups of village court magistrates (including representatives from village courts in the National Capital District and Goroka). At both sites, the review team also held focus group discussions with women from the community to assess their knowledge and experiences with the justice delivery system in cases of violence.

**The expansion of the village courts—in particular the increased number of women magistrates (strongly supported by DFAT)—is a notable advance in increasing access to justice at community level**

Support for the expansion of village courts has resulted in a substantial increase in women magistrates. According to the *Law and Justice Sector 2011 Annual Progress Report*, 90 village courts were established in 2011. Similarly, the expansion of female representation within the village court system has been significant. Whereas only 10 women were serving as magistrates in 2004, there are now more than 900, with another 500 women serving as court clerks and court peace officers (O'Brien 2013). Several stakeholders working in the law and justice sector note that this could only have been achieved with strong leadership, from within government and by PALJP advisors.

Although a notable advance in increasing access to justice, the wider coverage is not synonymous with easy access to the courts, particularly in remote areas of the country. For instance, a recent ChildFund Australia report (2013) makes a strong argument that access to any justice institution in Rigo District, including through village courts, is very poor. The report states that Rigo's district planner says there are remote areas in Rigo that are lawless, given there are only six village courts serving 228 villages. (p. 5).

**The presence of women magistrates likely increases women's comfort in approaching the courts and helps foster an overall perception of the courts as receptive to women's issues**

Several magistrates interviewed by the review team noted that women are increasingly lodging complaints in the village courts. As one female magistrate explained:

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<sup>14</sup> The activities included a week-long conference in 2008 for national and provincial officers working with village courts which educated officers on HIV and AIDS, gender and family violence.

<sup>15</sup> The Women and Children's Access to Community Justice (Child Protection) Programme, implemented by UNICEF (2007–10) with AusAID support.

*We are seeing change. Women are bringing their complaints to court. Sometimes custom prevents them from speaking to male magistrates... to have women court officials and magistrates is a significant achievement. It's really turning around the attitudes of our people.*

While the women who the review team consulted in Port Moresby did not mention engaging with village courts, focus group discussion participants in Goroka indicated that the village courts are among the institutions they approach for assistance. Records collected between 2009 and 2011 in Goroka confirm that women are approaching the courts as complainants and often in greater numbers than men as shown in Table 3.

**Table 3** Select village court case records 2009–2011

Sample 2009-11 (data received through 1800 quarterly returns)	Type of case (data shown for select cases only)					
	Assault and/or fighting	Marriage problems	Family conflict	Sorcery	Bride price	Insulting and/or offensive behaviour
Male complainants	1,435	1,747	368	373	827	1,435
Female complainants	1,536	2,108	394	145	292	1,536
Male defendants	2,097	2,526	496	403	803	2,097
Female defendants	1,139	1,771	290	156	337	1,139

Source: Government of PNG 2011<sup>16</sup>

The content of training village court magistrates is relevant and in line with international best practice for strengthening community-based justice systems similar to village courts (UN Women 2012; UNICEF 2012; UNDP 2012). However, the lack of a systematic training and capacity building strategy for village courts over the long term remains a challenge.

There has been noteworthy progress in training village court officials to enable them to deliver sound legal advice. Training of the village courts and their supervisory structures has largely been facilitated by the VCLMS, with the assistance of a DFAT adviser under PALJP. The VCLMS provides three sets of training, all of which include sessions on gender, violence and HIV AIDS.<sup>17</sup> The Village Courts Manual used in training is available in *Tok Pisin*, Motu and English.

The VCLMS estimates that more than 5,000 village court officials have received training, albeit not on a systematic basis. Given that there are more than 16,000 officials, however, comprehensive training is necessarily a slow process. Lack of training and/or follow up contributes to the variation between the role village courts should assume and the role they often undertake. During the focus group discussion with village court magistrates in Port Moresby, varying levels of appreciation of magistrate powers and functions in FSV matters was evident. The review team engaged in one prolonged and animated discussion, in which a female magistrate stated in front of her peers:

*To me, I don't believe in letting rapists live in my community. I don't believe in mediation for rape ... That's where all of you [other village court magistrates] are going wrong.*

Similarly a male representative from a non-government organisation in Goroka, when asked about gaps in access to justice in his community, responded:

<sup>16</sup> The review team is not able to verify the validity of the data or representativeness of the sample for the country as a whole.

<sup>17</sup> These include: 1) facilitating workshops for provincial and district officers to ensure women are being appointed on the village courts and that proper monitoring is being conducted; 2) training village courts officials through case studies, mock courts, and group discussions, and 3) specific leadership training for women magistrates.

*'We would like the village courts not to address sexual violence issues. There is too much compensation going on ... We need to address that ... Compensation can occur as part of community relations, but the criminality needs to be taken up to the courts so that the victim can get proper justice.'*

Factors that contribute to this situation include lack of a firm knowledge of the law, legislative ambiguity, limited access to the requisite agencies and courts as well as pressure from the community on village courts to try cases in excess of their jurisdiction (Evans et al. 2011). The lack of ongoing training also affects the performance of village courts. (Child Fund Australia 2013; UNDP 2013). The review team found that only some of the magistrates consulted in Port Moresby had undergone some type of formal training.

While the village courts serve a vital role in increasing access to justice, it is important to consider the fairness and sustainability of the justice they dispense in FSV-related matters. The degree to which mediation and compensation are used for reconciliation without due regard to women's rights continues to be a matter of concern among scholars and practitioners (Australian National University 2009). In the 1980s and 1990s, there were several publicised appeals of village court decisions concerning women to the national and supreme courts, in which the village court approach was strongly criticised (Australian National University 2009; Evans et al. 2011). Evans et al. 2011 indicate that DFAT support has contributed to improvements in the operations of village courts. The concern among scholars and practitioners draws attention to the complexities involved in cases of family violence that, if ignored, could significantly affect the overall benefits of mediation in enhancing access to justice in FSV matters. Complexities include the tendency for non-sensitised mediators to ignore unequal power relations between survivor and perpetrator, lack of focus on perpetrator accountability, disregard of the autonomy of the survivor and lack of attention to unanticipated harms.

Fostering a strong understanding of human rights and gender equality is critical to the village courts' function. As such, training and sensitisation on gender equality, violence, and human rights are much-needed interventions for both the village courts and the communities they serve.

This review agrees with the observation that despite many valid criticisms, village courts have much to offer to women who would have few options otherwise and they have the potential to be more effective through further reforms (Australian National University 2009). In light of the complex role of mediation in delivering justice in cases of FSV, and in line with recommendations provided in previous reports, the review team finds it critical that village court magistrates and officials receive adequate training in human rights and gender equality (Ellsberg et al. 2011; UNDP et al. 2012). Support to village courts and other community-based approaches for promoting access to justice should be an area of attention for DFAT.

The communities served by magistrates often have different expectations for justice in matters of FSV. There is a potential for tension and risk of backlash against the magistrates, and indeed some indicated to the review team that they received threats following their interventions to protect women from violence. However, as the 2012 UN Women, UNICEF, and UNDP study observes:

*Informal justice systems can provide avenues for the delivery of justice and the protection of human rights, particularly where formal justice systems lack capacity, and [they] can enjoy widespread community legitimacy and support.*<sup>18</sup>

For more effective and sustainable outcomes, it is important to build legitimacy by matching the capacity development of village courts with intensive community mobilisation and sensitisation on human rights. Such a strategy—recognising that culture and customs are dynamic—would shift the

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<sup>18</sup> A broad definition of informal justice systems is used in the study to cover those with characteristics of the village courts in PNG.

mindsets of the village courts and the rest of the community. This, in turn, would gradually result in an environment conducive to preventing and responding to FSV at community level.

#### **4.4.3 Factors underlying the initiative's success**

Informants consistently recognise the importance of local leadership by key male and female advocates as well as the technical support of PALJP and SGP advisors.

In addition, there is a sense that the attention to family and sexual violence through multiple structures and policies at the national level (for example, IPOs, Sexual Offence Squad, FSVUs, OPP FASO Unit) are working together to raise awareness of gender violence across groups of stakeholders and duty bearers. As one informant from Port Moresby succinctly explained:

*[Progress] is there. For example the restructuring of FASO Unit and bringing on board the VLO, when that position never existed before. These examples are testament to the fact that change can happen. There was a champion for that [VLO] as well, along with SGP support to make it happen. Getting to do some of these innovations requires structural changes, and government institutions are entrenched so getting them to shift takes a long time. But when the leadership is there, it works. There is definitely recognition [across the law and justice sector] of family and sexual violence as a high-priority issue, and a willingness to try innovative measures to address it.*

It is noteworthy that many male and female advocates have been exposed to training through the FWCC and/or to good practice through other organisations or activities (for example, study tours in Australia). This suggests that opportunities for more protracted, in-depth training are significant in developing advocates. In-depth and sustained training is therefore another factor influencing the effectiveness of interventions focused on gender violence.

#### **Increasing the participation of women in justice sector agencies is another promising step for facilitating successful outcomes**

The presence of women as service providers and duty bearers sends a signal to women that justice sector agencies may be more receptive to their needs. It also increases the likelihood that women's concerns (for example, the need for privacy and confidentiality) will be taken seriously. In a country where patriarchy is strongly intact and women's status is low, the presence of women in visible positions of influence also challenges the status quo and promotes women's potential as leaders and decision makers.

Finally, as the promising developments in Goroka demonstrate, cooperation, communication and coordination among justice sector agencies and other service providers is important in ensuring effective delivery of services across the justice-seeking pathway.

In Goroka, the review team found promising indications of a coordinated response to the challenges of access to justice. The response is taking place within two major forums, spearheaded by the justice sector and CSOs respectively. Critical success factors include communication and coordination among relevant actors across the board, strong leadership from the PALJP Regional Advisor and the NGO community, and a culture of accountability among peers to meet a common goal.

#### **4.4.4 Sustainability**

The sustainability of initiatives under PALJP and SGP is strengthened by both programs' explicit support of Government of PNG priorities and stated objectives. Moreover the emphasis on institutional capacity building of national law and justice agencies (through financial and technical assistance) has helped create a stronger foundation for lasting change. This has also been noted elsewhere, for example in the *Law and Justice Sector 2011 Annual Progress Report* which states:

*Recent independent reviews found that overall Australian assistance has contributed to numerous wins within the ministries and agencies of law and justice ... The institutional capacity development support has strengthened PNG's agencies, thereby providing the building blocks and foundations upon which future development of law and justice can occur.*

While this capacity development is an important first step, the same report also found,

*... despite these achievements, as a result of Australian assistance there is little discernible evidence of tangible improvements in the delivery of law and justice services.*

The reliance on individual advocates (noted earlier) as a factor underpinning key achievements also has implications for sustainability. For example, changes in the appointment of supportive personnel can have a negative impact on services, especially at provincial level. During the fieldwork, stakeholders cited several examples where a senior official collaborating closely with PALJP advisors was transferred, disrupting momentum and jeopardising recent wins (especially notable within the RPNGC). Similarly, shifts in DFAT personnel can adversely affect the flow of operations. While the role of individuals in providing leadership is critical, ultimately commitments must be adopted at institutional level to ensure they are upheld.

Another important issue related to sustainability of the FSVUs is the need to formally integrate the units within the RPNGC establishment. The review team is encouraged that three units were formally recognised by the Establishment Control Committee in 2012, as this indicates that the RPNGC recognises the value of FSVUs. Formalising the remaining units will help increase the RPNGC's commitment to specialised units and FSV as a priority issue. In addition, formalisation is important for strengthening the motivation of individual FSVU officers by ensuring a viable career track.

## 5 Strategic Opportunities and Recommendations

This section presents opportunities and recommendations emerging from this review, with the goal of guiding future DFAT investments in EVAW. The section starts with a brief presentation of DFAT's policy framework on EVAW. The opportunities and recommendations follow in three subsections that align to the three core strategies within DFAT's framework. The section closes with a note on strengthening the enabling environment for EVAW in the Pacific.

The Australian aid program's gender thematic strategy outlines Australia's approach to gender equality and women's empowerment and how it contributes to the overarching goal of the Australian aid program—helping people overcome poverty. The strategy is organised into four interlocking pillars, which define progress towards effective and responsive gender programming and how this can be measured (Ellsberg et al. 2011). Figure 1 illustrates the four pillars.

**Figure 1** Four pillars of the Australian aid program's gender thematic strategy



This review addresses programming and investments under Pillar 4 'Ending violence against women (EVAW) and girls at home, in their communities, and in disaster and conflict situations'. DFAT's overarching framework for EVAW focuses on three strategies: (1) preventing violence; (2) increasing women's access to support services; and (3) increasing access to justice. This framework was applied in the 2008 review of violence against women initiatives in Melanesia and East Timor (Ellsberg et al. 2008), followed by a series of reports, meetings and M&E frameworks from the last five years (AusAID 2009; Ellsberg et al. 2011; ICRW 2012; ICRW 2013). In addition to these three central strategies, the importance of a fourth strategy—strengthening the enabling environment—has become increasingly important in the Australian aid program's EVAW efforts. This fourth strategy and the initiatives developed under it take into account the need for change in all levels of society. This includes national laws, policies and institutions, community-level norms and support networks, households, individual attitudes and individual behaviours.

DFAT investments to end violence against women therefore create an opportunity to build strong and replicable models representing each core strategy. Figure 2 and Box 7 present an overview of what these four strategies entail and how they intersect to support the Australian aid program's commitment to EVAW.

**Figure 2** Overview of Australian aid program's four strategies for EVAW



**Box 7: Australia's aid program's EVAW Policy, programming and M&E frameworks focus on the key strategies used throughout the world to reduce violence against women**

1. Preventing violence by coordinating efforts to raise awareness; changing community attitudes about violence; and increasing women's status in society through political, social and economic empowerment. Preventing violence against women involves dialogue between all sectors of society at national, regional, and community levels. Prevention must also include awareness campaigns, advocacy and ongoing community-level activities.
2. Increasing women's access to support services, such as psychological, medical, and legal support, as well as safe haven. The level of support for survivors of violence provided by government institutions, NGOs, women's rights groups, faith-based organisations and community-based organisations, also needs to be increased.
3. Increasing women's access to justice by passing and implementing laws and policies that discourage violence and impose consequences on offenders; providing women with the means to protect themselves and children from violence through access to restraining orders, divorce and child maintenance; and ensuring humane, fair treatment by justice-system personnel (including judges, police and forensic doctors). In Melanesia and Timor-Leste, where parallel systems of justice operate, women need to have their rights upheld through both formal and traditional systems, and have access to the information necessary to exercise their rights effectively.
4. Central to these strategies is the need for an integrated approach that involves coordination and cooperation among multiple actors in strengthening the enabling environment for EVAW in the region.
5. (Ellsberg et al. 2008, Ellsberg et al. 2011, AusAID 2009)

The initiatives selected for this review were identified by AusAID based on their track record of promising results and potential to be instructive to other initiatives. As the findings in Section 4 suggest, the review team found these initiatives have a high degree of relevance to DFAT's EVAW framework and to the contextual realities in the countries included. Similarly, the initiatives offer evidence of effectiveness in changing attitudes about gender equality and violence, facilitating women's access to support services and promoting greater access to justice.

At the same time, the review of these initiatives pointed to opportunities to guide investments in EVAW in the Pacific and in other regions where Australia invests.

Taking into account the outcomes of this and previous reviews, the strategic opportunities and recommendations fall into two broad categories:

- **current** achievements to consider for replication or further investment
- **new** opportunities for investment to enhance Australia's efforts to end violence against women and promote gender equality and women's empowerment in the region

These strategic opportunities and recommendations are discussed in detail under each of the four strategies in DFAT's EVAW framework in the sections below.

# 5.1 Strategy 1: Preventing Violence

## 5.1.1 Overview of the Strategy

Initiatives around the globe employ multiple mutually reinforcing strategies to prevent violence. These strategies emerge from the understanding that the underlying causes of violence against women are rooted in the socialisation process, and that the process of social change takes a long time. The 2008 ODE report indicates that core elements of programs on prevention include:

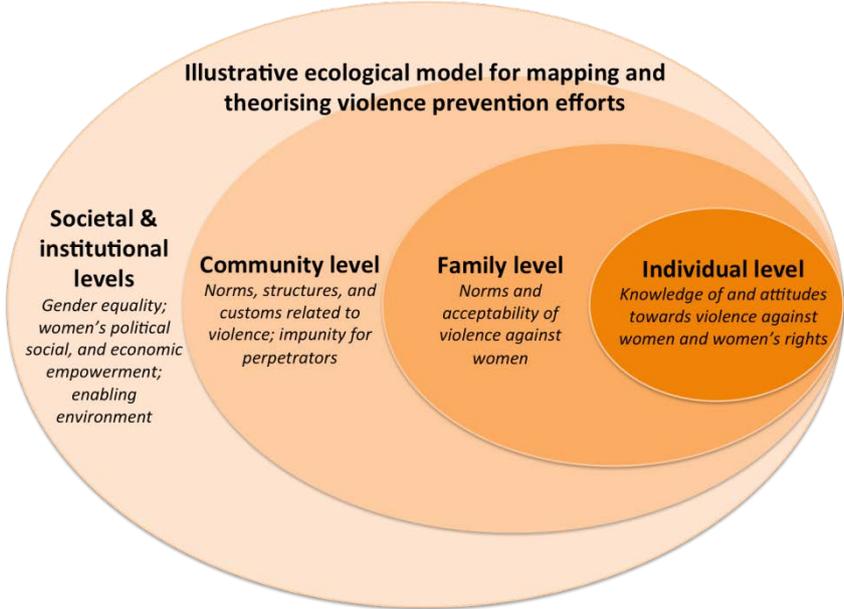
- coordinating efforts to raise awareness about violence and its consequences
- changing the attitudes that perpetuate violence (often through targeting men and boys, faith-based institutions, schools and cultural institutions)
- increasing women’s status in society through political, social and economic empowerment (Ellsberg et al. 2008)

Minimising impunity for perpetrators of violence through the justice system is recognised as an important deterrent that also contributes to prevention efforts. Successful prevention initiatives require discussion among all sectors of society at national, regional, community and interpersonal levels. This discussion should be reinforced with awareness campaigns, advocacy and community-level activities.

*Social change is a complex, gradual process and multiple sections of society could be targeted by violence prevention initiatives. In light of this, it is important that prevention initiatives express their program theory as clearly as possible. Well-theorised violence prevention programs are frequently grounded in ecological models to illustrate their proposed pathways of change (Heise 1998; Sallis and Owen 2002).*

Figure 3 presents an illustrative ecological model.

Figure 3 Illustrative ecological model for violence prevention



## 5.1.2 Review initiatives and prevention of violence

Some initiatives examined under this review align directly with the Australian aid program’s overarching violence prevention strategy, while others align in a secondary way. Both CAVAWs and Male Advocates aim to prevent violence through raising awareness. The RTP also contributes to

violence prevention, but through strengthening the ability of graduates to advocate for and apply related laws to reported cases of violence.

While the immediate benefit of these actions is an improved response for survivors, the secondary benefit is the prevention of new cases of violence. Moreover, the engagement of men in violence prevention efforts has become globally recognised as a key prevention strategy (Barker et al. 2010; Instituto Promundo 2012). Box 8 presents the key principles of action for engaging men and boys in prevention and EAW efforts. Both the 2008 ODE report and the 2011 review also identify engagement of men and boys as an important strategy that is gaining traction in the Pacific region (Ellsberg et al. 2008; Ellsberg et al. 2011). This is due in large part to the RTP and Male Advocacy Program. The graduates from these programs now span the region.

#### Box 8: Principles of action to guide work on engaging men and boys

Principles include:

- commitment to women's human rights and empowerment
- set within a broader context of human rights and social justice
- focus on structural as well as personal change
- gender equality—involving both women and men
- responsiveness to men's diversity
- emphasis on men's contribution
- accountability in relation to power and privilege.

*United Nations Division for the Advancement of Women 2008*

### 5.1.3 Strategic opportunities and recommendations

## Current achievements for scale or strengthening

### 1. Evaluating, more rigorously, the Male Advocacy Program

The program will enter a historic new phase in 2014 with the first ever training-of-trainers. This presents an opportunity to add to the regional and global evidence base on effective approaches for engaging men and boys in transforming community attitudes on violence against women.

#### **DFAT should consider leveraging this scale-up moment by investing in a rigorous, prospective evaluation of the Male Advocacy Program**

In doing so, it will be important to articulate and demonstrate how the individual-level changes observed so strongly in this review can spread to institutional and community levels. More in-depth data collection over time can also provide Male Advocates chances to express how important it is to their effectiveness to integrate with—and remain accountable to—the broader work of the crisis centres.

### 2. Assisting the FWCC and other partners to bring more male youth into the Male Advocates program

The FWCC has already made significant efforts to reach more male youth within the Male Advocates program, even piloting engagements with younger people on sports teams and in schools. Training planned for 2014 will also provide an excellent opportunity to support the FWCC to pursue this objective more directly, with adequate funding for developing and pilot testing a curriculum tailored to this younger audience. This also aligns with guidance from the ODE report (Ellsberg et al. 2008, pp. 63–64).

**DFAT should consider supporting specific efforts to engage and recruit younger audiences of men and boys.**

Such efforts might continue to use sports teams and schools as a medium for reaching young men, but should also aim to reach out of school youth and those who are not already involved in social networks with positive male role models. The exact approaches to be used will vary widely by context, but should be informed by the expertise of implementing partners in each country.

### 3. Strategically scaling and tailoring the RTP

The RTP is an undeniable success, with rave reviews from nearly all attendees. As such, it is no surprise that graduates and prospective participants are requesting additional, similar training. The demand for rigorous, and more specifically-tailored, training on gender and women's human rights with a Pacific perspective is extremely high, outstripping the FWCC's already enormous effort.

**DFAT should consider supporting the FWCC, as a leader of other qualified partners to scale and tailor the RTP.** Such a process would include teaching hard skills in, for instance, (1) counselling, (2) community mobilisation planning and implementation and (3) training and capacity building. Further expansion could also make training available to other strategic groups, for instance youth leaders and advocates, police, women with disability and media representatives.

### 4. Defining expected outcomes and indicators of success for post-training

DFAT and its implementing partners are making a substantial investment in supporting and providing training initiatives like the RTP and Male Advocacy Program throughout the region. As DFAT explores opportunities for scaling up, it will be important to strengthen the monitoring of graduates' activities after training completion as well as ensuring that trainees can get deeper exposure beyond the single training experience currently provided.

**DFAT should consider introducing requirements for ongoing monitoring and reporting of trainees.** Organisations and agencies sponsoring training participants need to have clearly defined objectives and monitoring mechanisms in place. One such mechanism for accountability and monitoring is already being used by UN Women, which requires trainees sponsored by the UN to keep a journal during their RTP and complete periodic reports in the months following graduation. These journals help with learning during training and the application of the learning when graduates return to their home countries and communities.

## New opportunities for investment

### 1. Explore broader, more intensive community mobilisation models

The initiatives that have proven most effective in preventing violence against women around the world have involved repeated, sequential and diverse types of sessions, including training events, dramas, community discussions, and other activities that engage the community. These sessions work not only to impart information and awareness, they also challenge norms that support violence, model non-violent activities and boost community confidence to make changes in their lives (Abramsky et al. 2012; Michau et al. 2013).

**DFAT should consider collaborating with leaders such as the FWCC and VWC to determine the feasibility of a small-scale pilot adaptation of a proven community mobilisation approach, such as the SASA! Methodology.<sup>19</sup>**

This style of 'community mobilisation' is extremely resource intensive, however, and the rollout in the island geography of the Pacific will present serious challenges. However, the resources developed under SASA! could help groups like the CAVAWs, Male Advocates and RTPs in various sectors to build on their effectiveness at raising awareness and changing attitudes around violence at grassroots level. This idea was first proposed to AusAID in ODE's 2008 report and remains relevant (Ellsberg et al. 2008, pp. 62–63).

## **2. Design and pilot test an intervention to address heavy alcohol consumption as a risk factor for violence against women.**

Stakeholders interviewed in this review, particularly in PNG, consistently highlighted excessive drinking as a contributing factor for women's risk of violence in homes and communities. This is unsurprising in light of the growing body of evidence that has established alcohol consumption (heavy drinking in particular) as strongly associated with partner violence in a range of contexts.<sup>20</sup> According to a review paper (2011) by Lori Heise: 'Despite uncertainty about pathways, evidence strongly suggests that heavy drinking is a contributing cause of partner violence'. Heise subsequently argues that interventions to address harmful alcohol use could reduce the frequency and severity of partner violence.

**DFAT should consider supporting a pilot multi-level intervention that targets community members and alcohol sellers to address heavy alcohol consumption as a risk factor for violence against women.**

The specific parameters of the pilot intervention to be tested should be informed by formative research into the social norms and economic conditions that fuel drinking in target communities. The review team recommends, however, that DFAT base its overall approach on existing models with demonstrated effectiveness in similar contexts. In light of the reported social acceptance of men's alcohol use in Melanesian society and the limited awareness of alcohol-related harm, for example, the review team suggests that the pilot project emphasise education and community mobilisation. In addition, given that the informal sale of alcohol is an important livelihood strategy in many poor, urbanising communities, DFAT could consider a multi-level intervention that targets community members and alcohol sellers.

A recent ICRW evaluation of such a pilot project in Namibia found that unlicensed alcohol sellers played a meaningful role in promoting safer drinking practices, enhancing the feasibility and acceptance of the project. Results also suggest that a multi-level approach was effective in motivating bar patrons to alter their attitudes towards drinking and the quantity of alcohol they consume (Namy et al. 2012).

While this pilot project did not measure potential outcomes on partner violence, heavy episodic drinking or binge drinking (excessive consumption of alcohol on a single-drinking occasion) was found to be more predictive of violence than drinking frequency alone, and linked to more severe episodes of violence (Heise 2011). Intervention models with demonstrated ability to reduce the quantity of alcohol consumption, such as the Namibia one, may be most effective in preventing violence. DFAT could also consider the relevance of the two promising community-level approaches to reducing alcohol use,

<sup>19</sup> SASA stands for Start, Awareness, Support and Action (<http://raisingvoice.org/sasa/>).

<sup>20</sup> Abramsky et al. 2011; Foran and O'Leary 2008; Graham and Bernards 2008; Heise 2011; Hindin, Kishor and Ansara 2008; La Flair et al. 2012; Thompson and Kingree 2006

as profiled in Heise (2011)—the RISHTA project in India, and the Phuza Wize (Drink Safe, Live Safe) Campaign in South Africa.<sup>21</sup>

## 5.2 Strategy 2: Increasing Women’s Access to Support Services

### 5.2.1 Overview of the strategy

Violence against women results in a wide range of health consequences that:

*... limit women’s growth and productivity, impede the well-being of families and communities, and hinder governments from achieving national goals for women’s health and advancement.*

Population Reference Bureau (PRB) 2010

Health workers are often the earliest point of contact for survivors of violence who largely present as ordinary health seekers without disclosing their experience of violence. The role of health services is to provide immediate medical and psychological assistance to survivors.

The needs of survivors depend greatly on individual circumstances and desires, and the ability to express their needs is determined in large part by the social and legal context in which they live. As illustrated by Figure 4, four broad types of services are essential for women’s wellbeing and should be integrated into service provision efforts for survivors of violence:

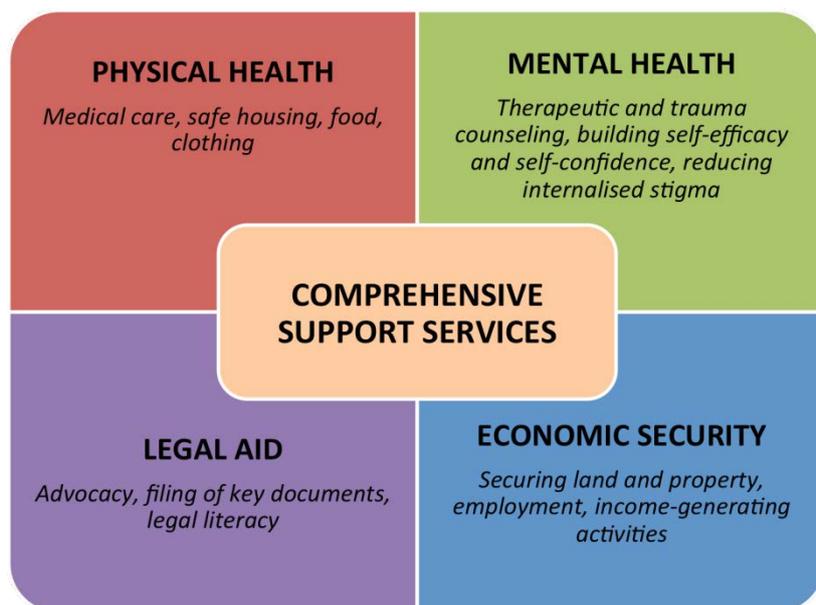
1. physical health (medical care, safe housing, food, clothing)
2. mental health (therapeutic and trauma counselling, building self-efficacy and self-confidence, reducing internalised stigma)
3. legal aid (literacy, advocacy, filing of key documents)
4. economic security (securing land and property, employment, income generating activities).

As the preceding section described, the normative environment in the Pacific is largely accepting of violence, and infrastructure for services is limited, especially in the remote rural areas that are prevalent among island nations. It is therefore uncommon for survivors to report violence to local leaders, to health or social service providers, and even less common for them to seek help from the police or judicial system. Beyond immediate medical attention, survivors of violence may need psychological support, legal or housing assistance and access to employment. Health services can link with social and legal services to facilitate women’s access to needed assistance (USAID, IGWG and PRB, 2010).

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<sup>21</sup> Both projects are profiled in Heise 2011 (pp.s 54—55). The RISHTA project is primarily focused on men’s reproductive health and sexual risk reduction, but also includes a component on alcohol reduction. (<http://www.incommunityresearch.org/programs/malehealthindia.htm>). The Phuza Wize Campaign was launched in South Africa in 2010 to reduce alcohol use and alcohol-related violence ([www.phuzawize.org.za](http://www.phuzawize.org.za)).

Figure 4 Comprehensive support services



### 5.2.2 Review initiatives and increasing women’s access to support services

None of the reviewed initiatives is designed *exclusively* to provide support services to women survivors of violence. Out of the selected initiatives for review, the role of CAVAW in providing emotional support and guidance on services directly aligns to this strategy. The CAVAW play a support function by providing immediate emotional support to survivors and facilitating their access to health and justice services. This work is in addition to their efforts at community education and other objectives as discussed throughout this review. Although outside the scope of this review, the team also noted the efforts of review partners in providing relevant services (including the Government of PNG, FWCC and VWC). PALJP’s provision of legal aid through the Public Solicitor’s Office is also consistent with the strategy. As mentioned, the program has contributed to significantly expanding the presence of the PSO, through which criminal and civil legal assistance is provided.

In order to better understand the availability and quality of integrated services in the country, the review team also visited one of 13 government-sponsored family support centres in PNG, first established in Port Moresby as a one-stop shop to provide medical, psycho-social and legal services for survivors of violence. In addition, the review team held consultations with *Médecins Sans Frontières* (MSF), which also provides health services to survivors using a one-stop shop approach. Although both the CAVAW and FSC models seek to provide comprehensive care, they present differences in approach (Annex D).

### 5.2.3 Strategic opportunities and recommendations

Current achievements for scaling or strengthening

#### 1. Continuing long-term investment in integrated models of service provision

While the review team was not tasked with investigating the service provision of FWCC and VWC, it became clear that these organisations view all of their work as an integrated whole. The success of initiatives such as the Male Advocacy Program, CAVAW and RTP would be impossible without the solid foundation of the integrated support services that the Australian aid program and counselling centres have built over their many years of partnership.

**DFAT should continue to provide core support to these types of integrated models of service provision.**

As noted in previous reviews (Ellsberg et al. 2011), the review team concludes that the Government of PNG's investment in FSCs reflects a strong potential for providing survivors with much-needed medical and psychosocial support. In addition to being highly relevant to survivor needs, FSCs are also consistent with global good practice. For instance, Ellsberg et al. (2008, p. 46) argue that the '... [i]ntegration of services with other actors increases sustainability and improves the quality of services for female survivors.' In addition, integrating FSCs into hospital settings can help avoid the risk of stigmatising those seen entering stand-alone centres, which are likely to be known in communities as providing violence-related services.

While the review team visited only one FSC, and health services were not the main focus of this review, evidence collected elsewhere suggests that the quality of care provided and ability to function as a one-stop shop for women is highly variable (Ellsberg et al. 2011; MSF 2013; UNDP 2013). For example, MSF notes that some FSCs fall short of global minimum standards, particularly with lack of trained staff, psychosocial care and clinical guidelines (2013). In addition, the 13 functional FSCs are insufficient and women living in rural areas frequently lack access to this vital service (UNDP 2013). Subsequently there is an opportunity for DFAT to make a meaningful contribution to this critical service in PNG.

**The review team recommends that DFAT consider providing direct support to FSCs, particularly for the establishment of additional centres, provision of standardised training for healthcare providers, and the application of consistent treatment protocols across centres.**

## **2. Continuing support for grassroots service provision and referral networks**

The strongest example from this review is the model of the CAVAWs, which bridges the gap that many survivors face in accessing health and other support services, as well as local and district-level justice systems.

In all three review countries, the infrastructure for support services is very limited, making it extremely difficult for survivors who seek care to navigate the system. The result is in an exceedingly slow, cumbersome process that neither prioritises a survivor's needs nor responds to violence as an emergency situation. Previous ICRW research indicates that such circuitous help-seeking pathways result in lengthy delays in getting care, which exposes survivors to potential re-traumatisation as they are required to narrate their experience on repeated occasions (McCleary-Sills et al. 2013).

**DFAT should consider broadening support for community-based services including safe houses, shelters, and crisis counselling as well as referral networks to facilitate survivors of violence in accessing the needed care and support.**

By being present at local level and being accessible advocates and allies for women in need of support services or legal aid, the CAVAWs shorten the help-seeking pathway and facilitate women's access to services and improves their ability to report violence. Australia's continued investment in the CAVAW initiative and other grassroots ways of providing services and referrals is critical to ensuring that survivors of violence have access to the care and support they need. This recommendation includes the need to explore feasible models for providing safe houses and shelters and crisis counselling at community level (Ellsberg et al. 2011). More research is needed, especially in the context of developing countries, which demonstrates the effectiveness of safe houses/shelters to improve the situations of women experiencing violence. A 2003 review by Wathen et al revealed that

no studies meeting the criteria for a quality rating of good or fair exist that test the effectiveness of shelters for women experiencing violence (Wathen et al 2003). A 2004 study by Goodkind et al, however, demonstrated that the two strategies most likely improve domestic violence situations were contacting a domestic violence victim service program (72 percent) and actually staying at a domestic violence shelter (79 percent). Women who had stayed in a domestic violence shelter were more likely to generate escape plans as well as use active resistance strategies and formal help seeking (Goodkind et al 2004).

## New opportunities for investment

### 1. Ensuring that services are relevant to the needs of the most vulnerable women

These include, for example, women with disability and those who identify as part of the LGBTI population. Activists and advocates from the Pacific Disability Forum articulated a clear need for services to be responsive to the needs of women who have physical and cognitive impairments. A growing body of literature also highlights the compounded vulnerability of being both female and having a disability or female and not heterosexual (Saxon et al, 2001; Nixon 2009; Iz Kruga Vojvodina 2010).

**DFAT should explore opportunities, in alignment with its well-documented objective to support and protect the rights of all Pacific women, to eliminate service barriers for the most marginalised women.**

To do so may require that DFAT intentionally seek out new partners who are the expert voices of and advocates for these communities.

Potential actions include: ensuring that wheelchair accessible ramps are built in all the current service sites and that counsellors have materials and basic training to communicate with women who are unable to hear or speak. At a minimum, this would mean at FWCC and VWC counselling centres and at FSCs. However, limited accessibility at police stations, court buildings and medical facilities also greatly restricts women with disability from accessing even existing services. As a first step toward documenting the need (and unmet demand) for services, DFAT should advocate for the responsible collection of data on the number of women in these (and other vulnerable) categories who access services, and the types of violence they experience.

Additionally, DFAT can promote inclusion of these vulnerable groups by:

1. ensuring active engagement of representatives from these groups in developing programs, policies, and campaigns;
2. supporting actions to fight stigma and discrimination against these vulnerable groups;
3. recognising the heterogeneity of individuals identifying as having a disability or as LGBTI; and
4. ensuring that women with disability can physically access programs and services (International Network of Women with Disabilities 2010).

This inclusion will ensure that no additional barriers prevent vulnerable women from accessing services and engaging in discussion about rights and gender equality on their own terms.

## 2. **Strengthen the demand side of justice with expansion of legal aid services.**

DFAT investments in ensuring access to justice for survivors reflect an imbalance that emphasises support to the supply side of justice with less support to the demand side. Both legal aid and psychological and medical support are essential ingredients of access to justice and ultimate healing for survivors of violence. While programs in PNG have made positive in-roads to provision of legal aid, these could be expanded to make a meaningful contribution and leverage current investments to strengthen the supply side.

## 5.3 **Strategy 3: Increasing Women's Access to Justice**

### 5.3.1 **Overview of the strategy**

Ensuring access to justice for survivors of violence requires that governments address the barriers to reporting and prosecuting cases of violence. This is critical to hold perpetrators accountable and help deter violence. A properly functioning and responsive justice system not only facilitates justice for individual survivors, it promotes healing and the prevention of further violence at community level. A system that is not responsive to the needs and rights of survivors can further traumatise, victimise and endanger women (UN Women 2012).

As the 2008 ODE report suggests, core elements of an effective response for access to justice include law reform and interventions targeting the police, prosecution, protection of survivors, and community based dispute resolution mechanisms (Ellsberg et al. 2008). Alongside these core elements, health and social support services, including counselling, shelters and legal aid, are integral to access to justice for survivors of family and sexual violence.

In the review countries and around the world, there are many common gender-related barriers in accessing justice. Promoting access to justice for survivors requires a coordinated effort to address barriers at multiple levels, including harmful laws and policies (or gaps in the appropriate legislative framework), obstacles to effective prosecution and law enforcement, and structural and sociocultural barriers at community level (McCleary-Sills et al. 2013). With this in mind, the review team examined access to justice initiatives according to these three areas:

1. laws and policies;
2. enforcement of the law; and
3. community where family and sexual violence incidents occur.

**Figure 5** Elements of a strengthened justice pathway

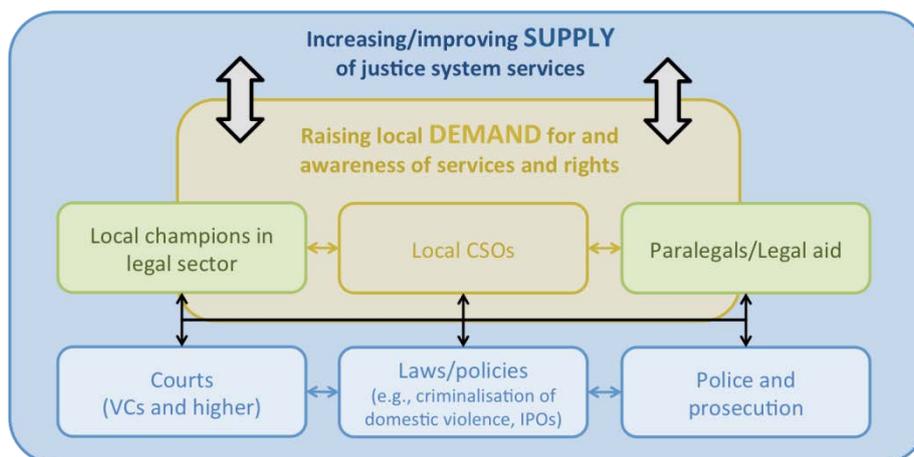


Figure 5 illustrates the synergy between these three areas within a well-functioning justice pathway. In the figure, the blue boxes represent the importance of strengthening the supply side components of the justice pathway, for instance through legislation protecting survivors, accessible courts with the requisite sensitivity around gender equality and violence, and effective enforcement mechanisms through the police and prosecution units. Equally critical, however, is raising demand at community level. For the justice pathway to function effectively, women must be informed about existing services. In addition, the sociocultural barriers to women seeking services—such as stigma, low awareness of rights and economic dependence on men—must be addressed. CSOs, paralegals, and local champions<sup>22</sup> can all play an important role in raising community awareness, addressing local barriers, and, ultimately, generating this demand for services. In the figure, local advocates and paralegals are outlined in green to reflect their dual function in strengthening supply (for example, providing legal aid) and demand (for example, community awareness-raising) side services.

### 5.3.2 Review initiatives and increasing women’s access to justice

As discussed in Section 4, PALJP and SGP support many of the core elements an effective justice system needs to respond to violence against women. Male Advocates, RTP graduates and other advocates in the justice sector also support this. CAVAW members also frequently assist women in accessing formal justice services or provide legal aid themselves. The review team’s analysis of DFAT’s EAW strategy in relation to the review initiatives points to the following opportunities and recommendations to increase women’s access to justice.

### 5.3.3 Strategic opportunities and recommendations

## Current achievements for scale or strengthening

### 1. Investing in further research and scale-up of FSVUs within the RPNGC

As noted in Section 4, the review team finds that FSVUs represent a promising step in promoting access to justice, particularly in PNG where domestic violence is often considered a private, family matter, even by frontline police. Along with the establishment of new units, however, it is critical to adhere to global standards to protect survivors and ensure services are delivered from a rights-based perspective.

<sup>22</sup> Local advocates include, for instance, men working in the justice sector, outspoken village court magistrates and religious leaders advocating for gender equality and women’s rights.

**DFAT should continue to invest in the development of the FSV training curriculum development for FSVU staff and new police recruits and provide the requisite technical assistance to ensure training is systematically implemented.**

In addition, given that FSVUs are still in the early stages of development, further efforts are needed to identify key elements of success within the highest-performing units and then to develop a replicable model to inform scale-up. For instance, DFAT should build on recent assessments (for example, UNDP 2013) to better understand the implementation process and support mechanisms underlying the FSVUs that are in line with global standards (for example, those equipped with separate entrances, private waiting rooms and interview areas, and staff with a strong orientation towards gender equality and human rights).

**DFAT has an opportunity to support the continued scale-up of FSVUs across PNG. DFAT should therefore invest in formative research focused on the highest-performing FSVUs (such as the one in Goroka), and use the findings to inform the strategic expansion of the initiative.**

## **2. Expanding Family and Sexual Offences Unit of the OPP to other provinces**

The FASO Unit of the OPP emerged as another promising intervention that addresses barriers in the area of enforcement. Ingredients for success included: collaborative leadership from the Government of PNG, PALJP and SGP technical advisory support, staff training and mentoring, VLO input and a robust case management system. Along with continued support for expanding the FASO Unit in the National Capital District, the review team recommends that DFAT invest in replicating the unit in other provinces. The review team further recommends that priority for scaling be given to Goroka, where communication, cooperation and coordination among law and justice agencies show promising developments.

## **3. Sustained investment in village courts**

DFAT support to village courts in PNG holds a position of strategic significance in Melanesia, because the system is recognised for its potential to be replicated within the region's hybrid system of courts (Justice and Development Working Paper Series 2011). The review team identified two main recommendations for DFAT's continued support of village courts and other community justice mechanisms.

**DFAT should support the VCLMS in developing a systematic, long-term training and capacity building strategy for village courts, with emphasis on refresher sessions.**

It is critical that the training curriculum be couched in a human rights perspective and provide opportunities for critical reflection on the harmful customs and norms underlying violence against women. The strategy should identify expected and measurable outcomes, set targets for frequency and coverage of training (including refresher sessions) and include plans for supervising and mentoring of village court officials. While the VCLMS has already developed strong training modules on relevant topics, to date implementation has not been comprehensive and only a small proportion of village court magistrates receive refresher courses.

**Through PALJP and VCLMS, DFAT should explore the feasibility of training village court magistrates in a secondary role aimed at violence prevention through community education and awareness-raising.**

Strengthening legal awareness extends knowledge of rights, provides an important foundation for the community to demand the protection of those rights, and offers remedies where those rights have been violated (UNDP et al. 2012). In addition, as community leaders, village court officials are in a strong position to challenge harmful norms and customs.

## New opportunities for investment

### 1. Exploring *kastom* court and mediation sessions that better protect women's rights

As discussed earlier in this report, certain Vanuatu Male Advocates have attempted to collaborate with the CAVAWs to hold *kastom* courts that better uphold women's rights safeguards. Results have been mixed. The FWCC and VWC are wise to advise their trainees against using these *kastom* courts, which have historically silenced women. However, the combination of the CAVAW principled leadership, Male Advocates' accountability to the women's movement, and the ubiquity of *kastom* court processes may be a strategic opportunity for DFAT and its partners to explore.

**DFAT should consider providing funding to devise and pilot a methodology for transforming *kastom* court mediations in cases of violence to protect and promote women's rights, if the implementing partners (FWCC and VWC) support and steer the idea.**

Similar efforts at devising such transformed 'accountability meetings' or 'responsibility meetings' are underway around the world and represent a nascent but promising area of research and practice in community-led responses to violence (Domestic Violence and Incest Resource Centre 2008; Garrity 1998; Australian National University 2009). These efforts could lead to practical guidance and mentoring on this rights-based approach to mediation for PNG's village courts, or perhaps happen simultaneously with similar exploration and pilot-testing in PNG.

## 5.4 Strategy 4: Strengthening the enabling environment

### 5.4.1 Overview of the strategy

Critical to the three major strategies for EAW is strengthening the enabling environment in which prevention, support services and justice seeking take place. This involves building political will and legal and government capacity to prevent and respond to violence against women, as well as addressing some of the persistent gendered inequalities that keep women under-represented and unheard in political and economic policies. Central to the strengthening of the enabling environment are initiatives to enhance: women's leadership and political participation; women's economic empowerment; multi-sectoral coordination; and M&E of ongoing programming (Ellsberg et al. 2011).

### 5.4.2 Review context and the enabling environment

Around the globe, gendered norms and persistent inequalities condone violence and make it a reality for millions of women every year. In the review countries, as in many other countries, women face layers of sociocultural and structural barriers that prevent them from accessing support services and justice when they experience violence. Data from this review and from a large body of other research shows that it is uncommon for survivors to report violence to local leaders, to health or social service providers, and even less common for survivors to seek help from the police or judicial system (McCleary-Sills et al. 2013). The inability to seek care and justice results in an enormous number of needs remaining unmet, such as for immediate medical attention, psychological support, legal or housing assistance, and sources of income (PRB 2010).

A great many of these barriers, unmet needs and contextual factors lie outside the control of DFAT's aid program or any initiative covered by this review. The 2006 coup and subsequent abrogation of the

constitution in Fiji, for example, have created significant challenges for effective multi-sectoral coordination among service providers. This political instability continues to hinder efforts to address violence against women in many ways, but it is not possible for the stakeholders of this review to address this type of instability.

A challenge of a different nature emerged in review findings from Vanuatu, where the recently passed Family Protection Act (2008) has reached a major implementation impasse. While the act was a watershed for the feminist movement in Vanuatu, its centrepiece—protection orders—are still extremely hard to acquire for most survivors of violence. The extremes of Vanuatu's island geography and its limited, expensive transportation infrastructure make it hard for many women to travel to a police station to acquire such an order. The Act accounts for this challenge by establishing the role of 'authorised persons' from outside the ranks of police, who can serve temporary protection orders. However, the process of identifying who these authorised persons should be, and how they shall be identified and trained, remains stalled even four years after the Act's passing. The VWC's CAVAW members, Male Advocates and staff in remote locations would be ideal candidates to play the role of rural authorised persons, but it is beyond the ability of the Australian aid program or the VWC to single-handedly bring this opportunity to reality.

The opportunities and recommendations outlined below draw on the review initiatives and other current Australian aid policy initiatives in supporting a positive enabling environment for efforts to address violence.

#### 5.4.3 Strategic opportunities and recommendations

### Current achievements for scale or strengthening

#### 1. Continuing to support cross-sectoral service provision and response models

Beyond the core of implementing partners who participated in this review, other important key stakeholders are engaged in efforts to end violence against women in the Pacific region. These stakeholders are from the Pacific Islands Forum Secretariat, UN Women, and the newly revived Inter-Agency Taskforce on Elimination of Violence against Women and Children in Fiji. Collaborating in these bodies allows DFAT and its partners to explore options for greater institutionalisation of support services into government structures and/or a wider range of community and national-level providers. Closer coordination with these bodies can enhance the quality of services provided and offer greater opportunities for cross-fertilisation of lessons learned and promising practices.

For example, DFAT's support to the law and justice sector through PALJP and SGP represents a novel investment by a single donor in a sector-wide approach that encompasses all agencies in the sector except for the correctional services. Based on achievements recorded in the area of communication, cooperation, and coordination, Goroka represents an excellent opportunity for deepening the experience of a sector-wide response to FSV by ensuring that all reform interventions are represented in a single locality where performance can be tracked. Core elements could include reinforcing health and support services (shelters, legal aid), and community legal awareness with FSVUs, FASO, VLO, IPOs and village courts. Support interventions would be mainly implemented by non-state actors.

**Based on the intervention in Goroka, for example, PALJP should expand and promote sector-wide responses to violence within the Eastern Highlands and in other provinces.**

Interventions to address FSV within low-middle income settings have mostly addressed single elements within the justice pathway. Lessons learned from this model could be more readily applied by other States if a greater degree of coordination across sectors and across the region were promoted.

## 2. Rolling out the new M&E framework for EAW programming

**DFAT can contribute significantly to building the evidence on what is working to effectively prevent and respond to violence against women by introducing the newly developed M&E framework to select pilot countries where it supports EAW programming.**

This framework, developed by the ICRW (2013), marked a significant investment toward strengthening the program theory and M&E capacity for EAW. Application of the framework will allow for consistent tracking of comparative analysis of intended results at multiple levels (that is, process, intermediate and long-term outcomes as well as result and impact indicators). The introduction of this framework also requires an investment in building the capacity of implementing partners to conduct effective M&E to document program progress toward violence prevention objectives. This will provide the data needed to document, for example, not only how many people have been trained by various initiatives, but what the broader effect of their training has been in terms of change at community and institutional levels. These elements are critical to enhancing program design, generating evidence and fostering learning among and between implementing partners.

## New opportunities for investment

### 1. Investing in initiatives to promote women's leadership and political participation

There is growing consensus in the international community that to achieve progress towards development goals efficiently and effectively, investments must be made in gender equality and women's empowerment. Investing in women's advancement yields social and economic benefits, including: decreased violence and increased social stability; economic growth; more inclusive, accountable and transparent governance; and increased equality, dignity and rights (Markham 2012).

**DFAT should work across the gender equality pillars of its thematic strategy to identify, develop and test initiatives to promote women's leadership and political participation.**

Numerous policy and program interventions have been developed to mitigate the barriers women face in exercising voice and leadership, and to create opportunities. One such example is quotas for women's leadership in government and corporate boards, which aim to ensure women's voices are present in strategic planning and decision-making processes (Wollack 2010).

The global community also offers models of interventions designed with the primary purpose of promoting the empowerment of women and girls in other sectors, but with the secondary effect of enabling women and girls to develop their voice and agency and pursue leadership opportunities.

Among some of the promising models are:

- incentive programs for girls' education
- training, mentoring and networking platforms to promote girls' and women's leadership and decision-making skills
- community engagement and movement-building efforts to challenge gender based violence and discrimination and to promote empowerment for women and girls

- media representation of women
- ensuring women's inclusion in all stages of the electoral process, as candidates, campaign managers, poll watchers and voters

Once women assume leadership roles, they need training and support to lead effectively and navigate the processes and protocols of leadership.

2. **Investing in initiatives that provide a link between efforts to end violence against women and promotion of women's economic empowerment**

Acting on this recommendation will require DFAT to convene discussion across its gender equality work.

**DFAT should work with program designers and implementers to conduct and evaluate programs that aim to reduce women's economic dependence and income inequality**

This will mean investing in models for promoting financial independence, such as income-generating activities, vocational training, financial management and asset development training (ICRW 2013b). These explicit commitments to the economic empowerment of survivors should be reflected in the design of support services for them, tailored to each context. The process of testing and documenting initiatives will contribute to DFAT's ability to provide clear guidance on how to program to reduce experiences of violence.

## 6 Conclusion

This review provided an opportunity to document the elements underlying the success of some of the most promising EAW initiatives DFAT supports in the Pacific region. In addition to illuminating these achievements, the review team presented strategic opportunities for leveraging and building on the Australian aid program's significant investments in the region to further its contributions toward EAW.

The findings and recommendations of this review are intended to guide the next phase of DFAT's investments in the region and in EAW programming on a global level. Some recommendations focus on further investing in current achievements and others identify new opportunities for investment.

To build on *current* successes, the ICRW encourages DFAT to:

- **Invest in more longitudinal, rigorous evaluations of initiatives such as the Male Advocacy Program and the RTP.** Doing so will capture lessons learned, document progress, and inform continued strengthening and replication of programming.
- **Continue to provide long-term investment in integrated models of service provision.** The FWCC and VWC approach their work as an integrated whole, which has contributed to their success. Funding to PALJP should expand and promote a sector-wide response to violence. DFAT may consider providing FSCs with direct support as a way to establish additional centres, standardise training for healthcare providers and institute consistent treatment protocols. At community level broadening support to community based services and referral networks will facilitate access to the support and care needed by women survivors of violence.
- **Investigate scaling up successful initiatives such as the CAVAs, RTP and FSVUs,** which all demonstrate promising results. Efforts to scale-up should be preceded by formative research and rigorous evaluations, designed to identify the key components of the initiatives that contribute to their success.
- Invest in systematic and tailored training for specific community groups such as male youth, police, village courts and healthcare providers. Capacity building efforts should raise awareness of human rights and gender equality while teaching hard skills (as appropriate for participants). The Male Advocacy Program should be supported with funding for targeted curriculum development and engagement with male *youth*.

To explore *new* investments, the review team encourages DFAT to:

- **Adapt and test intervention models to increase community mobilisation, be inclusive of specific groups of vulnerable women, and reduce alcohol abuse.** Successful models from other regions can be used as a basis for the design of new initiatives tailored to the Pacific region. By addressing prevalent community attitudes, giving voice to vulnerable women (including those with disability and those who identify as part of the LGBTI population) and reducing alcohol consumption, these new models will eliminate some important risks.
- **Explore new models for mediation to better protect women's rights.** While significant concerns remain about existing *kastom* court processes and their ability to respond appropriately to survivors of violence, this mechanism is often the only one available to women in rural areas. As such, the ICRW recommends that a new, blended model be developed to build on the strengths of the initiatives covered in this review. The model should be developed by explicitly applying women's rights and gender equality principles.
- **Work across sectors and strategic pillars to promote gender equality.** The elimination of gender inequality is a precondition for sustainable development and is linked to the elimination of violence. As such, the review team recommends that DFAT investments to end violence against

women seek out synergies with other sectors to meet multiple development goals simultaneously. This includes promoting women's leadership and political participation, and women's economic empowerment.

- **Apply a stringent M&E framework to all DFAT - efforts to end violence.** This includes large-scale efforts like introducing the new M&E framework the ICRW developed for the Australian aid program, as well as smaller, more targeted efforts. One effort would be to define the indicators of success for the post-training period in the months and years after participants graduate. This standardised documentation is critical to enhancing program design, generating evidence of effectiveness and fostering learning among and between implementing partners.

These recommendations are intended to improve DFAT's ability to make strategic investments in efforts to prevent and respond to violence against women in the Pacific region.

DFAT's continued and targeted support will be instrumental in shaping and strengthening initiatives to end violence against women, and will contribute significantly to Australia's commitment to promoting gender equality in the Pacific region and across the globe.

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## Annex A: Terms of Reference

Presented below are the terms of reference established by AusAID for an independent review of their Pacific violence against women initiatives and completion of this report.

### 1. Introduction

These Terms of Reference (TORs) are for an independent review of Australian Aid program-funded activities in the Pacific that represent different approaches to addressing violence against women. These are:

- The male advocacy programs (located in PNG, Vanuatu and Fiji);
- Regional training program – Fiji Women’s Crisis Centre (FWCC);
- The Committees against Violence against Women (CAVAWS) championed by the Vanuatu Women’s Centre (VWC);
- Family Support Centres PNG (with a focus on mapping out the services they are providing)
- activities within the PNG- Australia Law and Justice Partnership (PALJP) and other support to the law and justice sector including the;
  - *Strongim Gavman* Program;
  - Interim Protection Orders (IPOs)
  - Family and Sexual Violence Units (FSVUs) located in PNG Police Stations
  - Family and Sexual Offences Units (Office of the Public Prosecutor)
  - Court user forums
  - Media for Development Program

These programs represent different modes and approaches to eliminating violence against women. They have been selected as innovative programs which are of great interest and relevance not only to other countries in the region, but also on a global level.

International research shows that to reduce violence against women, efforts need to be long term and the focus needs to be on ensuring women can obtain access to justice, access to support services and that these occur in tandem with prevention strategies. The first three initiatives focusing on service provision and prevention work will be considered together. The activities supported by Australia in PNG’s Law and Justice sector and the *Strongim Gavman* Program (SGP) will be considered together as they are within a broader law and justice program, and focus primarily on women’s access to justice.

The purpose of the review is to assess the relevance and effectiveness of these approaches to end violence against women and to identify interventions that could be replicated in other countries or contexts. The review will also provide a gap analysis on where further support to end violence against women should be provided. The review will contribute to the Office of Development Effectiveness (ODE) rolling program of gender thematic evaluations that will take place over the next three years (2012–2014).

The review should generate lessons on how survivors of violence access to justice can be improved, how to improve access and quality of support for survivors and how to promote violence prevention.

It should make recommendations on scaling up and replicating programs in other countries, including the role of relevant development partners and identify the areas where further support is required.

This review should be targeted to inform senior management decision-making for Australia's Pacific and PNG aid programs, (both at Post and in Canberra) on future programming decisions for initiatives related to ending violence against women (program designs, strategies etc). The review may also be of use to civil society organisations and other development partners working on violence against women in the Pacific. The final review will be published and made available on the AusAID website. The final document should be no longer than 50 pages plus annexes.

## 2. Background

The Australia Aid program provides assistance to end violence against women in the Pacific. This work has been informed by a series of reports carried out in the last five years and the *Pacific Women's Empowerment Policy Dialogue – Stopping Violence against Women* (November 2011).

The first report was published in 2008 by the AusAID's Office of Development Effectiveness (ODE), titled *Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches*. The following year the Australian Government released the publication *Stop Violence: Responding to Violence against Women in Melanesia and Timor – Australia's Response to the ODE report*.

In 2011, AusAID commissioned the International Centre for Research on Women (ICRW) to undertake a follow-up study to take stock of what has happened with regard to the three key strategies for advancing the violence against women agenda put forward by the ODE report: 1) increasing access to justice for survivors of violence; 2) improving access and quality of support services for survivors; and 3) promoting violence prevention. The study also investigated a fourth strategy: strengthening the enabling environment for ending violence against women.

Australia's aid policy, *An Effective Aid Program for Australia: Making a Real Difference* (Effective Aid) notes that serious gender disparities remain in many of Australia's partner countries, and that Pacific Island countries have some of the highest rates of violence against women in the world. Effective Aid states that: 'Promoting gender equality and empowering women will continue to be an overarching goal of Australia's aid programs.'

### AusAID Gender Thematic Strategy

The AusAID Gender Thematic Strategy was released in November 2011. Australia makes significant investments and provides support across the region to end violence against women. The AusAID Gender Thematic Strategy<sup>23</sup> informs Australia's program decisions across all sectors. Gender equality and ending violence against women is central to economic and human development and to supporting women's human rights.

Australia's work on gender equality and women's empowerment is based around four pillars:

4. Advancing equal access to gender-responsive health and education services
5. Increasing women's voice in decision-making, leadership, and peace-building
6. Empowering women economically and improving their livelihood security
7. Ending violence against women and girls at home, in their communities, and in disaster and conflict situations.

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<sup>23</sup> [http://www.ausaid.gov.au/Publications/Pages/7174\\_3886\\_222\\_8237\\_2915.aspx](http://www.ausaid.gov.au/Publications/Pages/7174_3886_222_8237_2915.aspx)

Australia will continue to invest strongly in improving gender equality across the aid program with a focus on what works, is effective aid and achieves results. This will include a more strategic and targeted focus in the areas where progress has been slow: women's economic empowerment, women's leadership, and ending violence against women. This review will provide AusAID and its partners with evidence to support and inform programming decisions.

### **Pacific Gender Initiative – PWSPD**

The Pacific Division, AusAID will increase its support to improve the opportunities for the political, economic and social advancement of Pacific women. The initiative PWSPD will be an investment of approximately \$320 million over ten years (2013- 2023), delivered through a range of partnerships with Pacific governments, civil society, private sector, multilateral, regional and UN organisations.

The program will focus on three targeted areas:

- Increased representation of women in leadership and decision making fora at the national and local levels;
- Increased economic opportunities for women through improved access to financial services and produce markets; and
- Improved safety for women through improved services, violence prevention and access to justice.

There is a need to undertake significant and detailed evaluations and research to guide the development of activities as the Gender Initiative is implemented. Equally important is sharing findings across the Pacific and beyond, and learning from international experiences in ending violence against women. It is expected this review will inform programming and policy decisions for this initiative, in particular, Key Result area 1 *Enhanced knowledge and evidence base to inform policy and practice* and Key Result area 6 *Reduced violence against women and expanded support services*.

### **Budget measure – additional funding for ending violence against women**

Through the 2011 Federal Budget, \$25 million over 4 years from mid-2011 – 2012, was announced to end violence against women across the Pacific, this support will;

- Expand and improve the quality of services to women who have been subjected to violence, including counselling, crisis accommodation and legal support;
- Strengthen country health systems so they can identify cases of violence and provide an appropriate response, including referral to other services;
- Help change community attitudes to violence, including through work in the education sector; and
- Expand support to Non-Government Organisations working to end violence against women

The review will provide evidence that will help improve the programming of these budget measure funds to end violence against women.

### **Australia's support to PNG's Law and Justice Sector**

Australia has been providing support to PNG's Law and Justice sector for over a decade. Currently support is provided through AusAID's PNG- Australia Law and Justice Partnership (PALJP) along with advisory support provided by the Australian Attorney-General's Department and the Australian Federal Police.

PALJP is a key component of the PNG-Australia Partnership for Development (Law and Justice Schedule – endorsed in 2011). This Partnership targets priority initiatives under the Law and Justice

Sector Strategic Framework (SSF) relating to improved policing, increased access to justice, improved reconciliation and deterrence, improved accountability, and improved ability to deliver law and justice services.

A mid-term review of the PALJP program (March 2012) found that “The advancement of women’s rights is among PALJP’s most impressive achievements, including support for the introduction of Interim Protection Orders (IPO); support towards the establishment of five Family Sexual Violence Units (FSVUs) in police stations, the expansion of the Village Court system and the instalment of up to 700 women as magistrates and 500 court clerks and court peace officers”. The review of PALJP recommends that concentrating on gender equality and violence against women, would deepen these gains and promote a more just safe and secure society for all. In addition to this work, AGD’s support to the Office of Public Prosecutor included technical advice to establish the Family and Sexual Offences Unit.

This review will assist with informing the next phase of Australian Government Support to PNG in the law and justice sector, including through AusAID, the Australian Federal Police and the Australian Attorney-General’s Department. As Australia’s program increases its focus on providing tangible improvement and better coordination in the delivery of law and justice services to the people of PNG, it will likely include an increased focus on ending family and sexual violence.

### *3. Key Issues*

- AusAID’s support for ending violence against women is a relatively new investment area, but one that is projected to grow substantially over the next decade. Hence it is timely now to conduct a review of our early investments to inform future investments.
- The programs AusAID supports in this area are innovative and characterised by a high degree of inter-sectoral linkages between health, education and justice. It is important that AusAID understand if, and how, this inter-sector approach is working, and if there are actions needed to strengthen these linkages.
- Investments to date in this area have largely been through non-government organisations. However it is likely this is meeting only a fraction of demand, and there is a question of what role Pacific Governments are, and should be playing in this area. The review should investigate this issue, along with the broader sustainability of the investments.
- Investments in ending violence against women should meet both a practical and strategic need for women in the Pacific. The practical needs relates to the immediate need for services and safety. The strategic need is assumed to be the contribution increased safety can make to the broader empowerment and improved status of women. The review should test the degree to which both level of needs are being met through our support.
- Finally, there is a practical programming issue for the review as both the Vanuatu Women’s centre and the PALJP program are moving into their next phase of funding.

#### 4. Scope of the Review

The proposed questions for this review are below, these have been developed in consultation with a range of AusAID stakeholders and are to be further refined and discussed by the reference group for the evaluation and the research organisation engaged to undertake the review:

##### Key Strategies to Address Violence against Women

	Support Services for Survivors	Violence Prevention	Access to Justice
<b>Relevance</b>	<p>To what extent are Australia's Aid programs meeting the needs posed in addressing each key strategy?</p> <ul style="list-style-type: none"> <li>▪ Are the activities addressing the biggest needs? Where are the gaps</li> <li>▪ What other prevention needs exist – other than working solely with men and boys (i.e. alcohol, substance abuse programs, legal and human rights literacy training, working with the Churches)</li> <li>▪ Are there needs that are not being addressed (either by these activities or at all)? If so, what are they, what are the barriers to addressing them and how could they be overcome/addressed?</li> <li>▪ What other gender related programs could be supported to enhance women's safety (i.e. microfinance mobile banking, improved telecommunications and infrastructure)</li> <li>▪ What lessons can be learned globally</li> </ul>		
	<ul style="list-style-type: none"> <li>▪ Who benefits from support training? e.g. community leaders, health and education workers</li> <li>▪ How is feedback being incorporated back into training?</li> </ul>		<p>What are the key barriers to women accessing justice? (i.e. legislation, lack of sitting courts, backlogs, costs, stigma, lack of confidence in the justice system)</p>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>▪ How has violence against women changed? <ul style="list-style-type: none"> <li>○ What are the factors that have contributed to any changes? Are the components working well together? Are there any global lessons to be learnt?</li> <li>○ What are the activities' weaknesses and constraints? How are they being addressed?</li> </ul> </li> </ul>		
	<ul style="list-style-type: none"> <li>▪ How effective have Australia's Aid programs been in providing support services for survivors?</li> <li>▪ What are the factors that have contributed to the strengths of these programs?</li> </ul>	<ul style="list-style-type: none"> <li>▪ How effectively, through the health and education sectors, has an awareness of violence against women been integrated?</li> <li>▪ How are men and boys engaged in the change process to end violence against women?</li> <li>▪ Is the male advocacy program reaching the best possible audience (i.e. being delivered in Police Training Colleges etc.?)</li> <li>▪ Which, if any, programs have been integrated with the health system? How was this done? How did it work? How could this be improved? (FSCs)</li> </ul>	<ul style="list-style-type: none"> <li>▪ What are the strengths and weaknesses of the law and justice program in PNG, considering both the individual components and the whole program?</li> <li>▪ What isn't working within the law and justice sector and what are the opportunities for change?</li> <li>▪ How has the Justice sector's (including Police, judiciary and forensic doctors) response to victims of sexual violence changed?</li> <li>▪ How do courts work with the health sector, particularly the medical forensic responses?</li> <li>▪ Are there lessons from the pilot FSVU program in</li> </ul>

	Support Services for Survivors	Violence Prevention	Access to Justice
			<p>Port Moresby and roll out in selected provinces? Is the model relevant to other locations across the Pacific?</p> <ul style="list-style-type: none"> <li>Are women's rights being upheld in both formal and traditional steams of justice?</li> </ul>
<b>Other</b>	<ul style="list-style-type: none"> <li>How and where could these activities / approaches be replicated? Or scaled up? Or complemented through other synergistic programming?</li> <li>What more could be achieved with enhanced support?</li> </ul>		
	<ul style="list-style-type: none"> <li>Does the regional training program do evaluations? <ul style="list-style-type: none"> <li>How could the counselling skills of participants be improved</li> <li>Are international lessons learned incorporated?</li> </ul> </li> </ul>		
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>How could the benefits of programs continue if donor funding is reduced or ceased?</li> <li>What are the areas of these programs that are not sustainable?</li> </ul>		

## *5. Review Method*

The aim of this review is to generate learning and analysis for AusAID, the relevant Partner governments and development partners. While the review will be led by an independent team leader, there will be opportunity for partners, AusAID and other stakeholders to participate in the review.

The team leader will draft a review plan at least three weeks prior to the in-country mission. This plan will seek approval by AusAID, following consideration by a Reference Group. The plan will expand on the review questions, describe the methodologies to be used and provide an indicative report structure. The review will be undertaken according to the approved plan.

The review should include a document review, including international literature and lessons learned from contexts outside the Pacific, field visits and stakeholder consultations at a minimum. Stakeholders and government partners will be engaged in a participatory process of considering the review findings and the transfer of lessons learned from other contexts. A non-exhaustive list of reference documents is provided in Annex A.

## *6. Reference Group*

The Reference Group will provide high-level strategic guidance to the review process. Specifically, the group will review and provide feedback / comments at key points in the exercise: these TORs, the draft review plan and the draft report (including participation at the peer review). The Reference Group will be chaired by the Pacific Division.

The Reference Group may be made up representatives from

- AusAID Gender section/EVAW adviser
- Office of Development Effectiveness
- PNG, Government Programs, Law and Justice
- Law and Justice Policy, AusAID
- Gender focal points from Port Moresby, Suva and Port Vila posts
- Relevant program managers (PALJP, FWCC, VWC)
- Program Enabling Unit, Pacific Division
- Australian Federal Police
- Australian Attorney-General's Department

## *7. Dissemination / Communication Plan*

The communication strategy is to be developed in consultation with the reference group, with an understanding that the review will be widely disseminated and of interest to many stakeholders.

## 8. *Composition of the Independent Review Team*

The review team will consist of:

- Independent Team Leader (responsible for finalising the written reports) with strong expertise in gender monitoring and evaluation, extensive experience in the Pacific and a thorough understanding of Australia's aid program.
- Gender / violence against women specialist (skills should complement the team leader's skills).
- Pacific-based consultant (with expertise complementing that of the Team Leader)
- DFAT Canberra representative / EAW adviser.
- Law and justice sector counterpart (to maintain ownership of future programming).

Skill sets required by the team:

- Strong background and experience in evaluation methods and processes, including participatory evaluation, previous proven skills and experience in conducting review and performance evaluation, and demonstrated ability to draw on international best practice to inform the mission.
- Demonstrated analytical skills, an ability to gather and interpret data and information and write constructive, informative and timely reports.
- Sound knowledge and experience of gender issues and in particular violence against women issues.
- Pragmatic and forward-looking perspective in terms of looking for lessons and implications to inform future policy and programming.
- Experience working in PNG and the Pacific and extensive knowledge of Pacific Island social and political context.
- Sound knowledge of AusAID policies and processes.
- Excellent interpersonal and communication skills, including a proven ability to liaise and communicate effectively with communities from diverse backgrounds.

The team should adhere to research standards for conducting research with survivors of violence. These are based on best practice methodology by the World Health Organisation (WHO) – *Putting women first: Ethical and safety recommendations for research on domestic violence against women.*<sup>24</sup>

## 9. *Reporting Roles and Responsibilities of the Team*

The team leader will:

- plan, guide and develop the overall approach and methodology for the review, in consultation with AusAID;
- be responsible for managing and directing the review's activities, representing the review team and leading consultations with government officials and other donor agencies;

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<sup>24</sup> [http://www.who.int/gender/documents/violence/who\\_fch\\_qwh\\_01.1/en/index.html](http://www.who.int/gender/documents/violence/who_fch_qwh_01.1/en/index.html)

- be responsible for managing, compiling and editing inputs from other team members to ensure the quality of reporting outputs;
- be responsible for producing an aide memoire, synthesising review material into a clear draft review report and a final review report; and
- represent the team in peer reviews, if required.

Team members will:

- work under the overall direction of the Team Leader;
- provide advice, relevant documentation from the development partners and AusAID, and an understanding of development partners and AusAID processes; and
- contribute to the required dialogue, analysis and writing of the report, as directed by the team leader.

## 10. Key Outputs / Milestones

The team leader shall provide the following reports:

- **Review Plan / Draft Methodology:** for agreement with AusAID, submitted at least three weeks prior to the in-country mission. This plan will outline the scope and methodology of the review.
- **Review Mission Aide Memoire:** to be presented to AusAID Post, development partners and other stakeholders at the completion of the/each in-country mission. The format for the Aide Memoire will follow AusAID's template (to be provided) and will be no more than 3 pages. Feedback on the aide memoire will inform the draft report.
- **Draft Report:** to be provided to the review manager, AusAID Canberra, within 10 working days of completion of the field study to PNG/Pacific. The report may include separate case studies for each initiative in the Annexes. Feedback from AusAID and other stakeholders will be provided and a peer review conducted within 4 weeks of receiving the draft report.
- **Final Report:** final document within 10 working days of the peer review. The report will be no more than 20 pages (plus annexes and a stand-alone executive summary). A clear analysis of the initiative's progress, key lessons and recommendations should be clearly documented in the report. This report will be published on the AusAID website.

## 11. Timing and Duration

The independent review will commence no later than xx Month 2012 and be completed by xx Month 2013. The timing and duration for the scope of services is up to xx input days (per consultant) as per the table below. Final dates will be negotiated and stated in contracts.

TASK / OUTPUT	DESCRIPTION	MAX. INPUT DAYS	INDICATIVE TIMING (2012 – 2013)
Document review	Establish understanding of programs and identify information gaps which need to be collected during the field mission. Key documents will be provided by AusAID.		Nov-Jan

TASK / OUTPUT	DESCRIPTION	MAX. INPUT DAYS	INDICATIVE TIMING (2012 – 2013)
Review Plan	The team leader shall develop a review methodology at least three weeks prior to the in-country mission, for approval by AusAID.		Dec
Preliminary briefing	The team leader may be required to attend a briefing (via teleconference) with AusAID to discuss the objective, plans and expectations.		Jan
Review mission #1 and #2	Consultations in PNG – key stakeholder meetings. Consultations in Fiji and Vanuatu – key stakeholder meetings.		Feb-Apr
Aide Memoire	An aide memoire shall be presented to AusAID and development partners on the last day of the/each in-country mission.		Apr
Draft Report	The team shall prepare and submit a draft independent review report in electronic format within two weeks of the aide memoire.		Apr-May
Peer Review	AusAID will have 4 weeks to consolidate comments on the report and conduct a peer review. The team leader will be available for peer review discussions via teleconference.		June 2013
Final Report	A revised final review report shall be submitted within 10 working days of receiving comments and peer review feedback on the draft report.		June 2013
Travel days	Return international travel from home base to PNG.		
<b>TOTAL</b>			

## Key Documents

The list of documents to be reviewed includes (but is not confined to):

### 8. GoA and GoPN, GoV, GoF Documents:

- Policy documents
  - PNG – National Policy for Women and Gender Equality 2011–2015 (Department for Community Development)
  - PNG Country Gender Assessment November 2012
  - Fiji – Women’s Plan of Action 2010–2019 Situation Analysis Report, June 2009 (Ministry for Social Welfare, Women and Poverty Alleviation)
  - Vanuatu – National Plan of Action for Women 2007–2012 (New policy to be release in Oct 2012)
  - Australia – National Plan to reduce violence against women and their children 2011 (Council of Australian Governments)
  - Partnership for Development Documents for PNG, Fiji and Vanuatu
- Reviews
  - Vanuatu – Review of the Vanuatu Women Crisis Centre
  - PNG – Ending Family and Sexual Violence in PNG: A Review of the National Strategy and Recommendations 2009
  - AusAID Gender Equality Annual Thematic Performance Report, 2006-07 AusAID (2010)
  - Annual thematic performance report 2009; Gender Equality
  - Mid-term review of PNG-Australia Law and Justice Partnership (PALJP)

9. Program documentation:

- Design
  - PDD
  - Contracting
- Implementation / monitoring reports
  - Reports from MC

10. AusAID documents:

- Guidelines and templates
  - Guideline: Manage the Independent Evaluation of an Aid Activity
  - Template: Aide Memoire
  - Template: ICR
  - AusAID Gender Thematic Strategy 2012
- Annual Program Performance Reports (2008–2010)
- QAIs
- Other reviews
  - Aid Effectiveness Review and Government's response <[http://www.ausaid.gov.au/publications/publication.cfm?ID=2432\\_8807\\_8929\\_8192\\_1072&Type=>](http://www.ausaid.gov.au/publications/publication.cfm?ID=2432_8807_8929_8192_1072&Type=>)
- Other documents
  - Millennium Development Goals <<http://www.un.org/millenniumgoals/>>
  - Paris Declaration and Accra Agenda for Action <[http://www.oecd.org/document/18/0,3746,en\\_2649\\_3236398\\_35401554\\_1\\_1\\_1\\_1,00&&en-USS\\_01DBC.html](http://www.oecd.org/document/18/0,3746,en_2649_3236398_35401554_1_1_1_1,00&&en-USS_01DBC.html)>

## Annex B: Data Collection Tools

### Survey for Male Advocates

The International Center for Research on Women (ICRW) is a non-governmental organization based in the United States. We are carrying out a review of initiatives that AusAID funds in the Pacific Region to **End Violence Against Women**. One of the promising strategies selected for this review is the Male Advocate program implemented by the Fiji Women's Crisis Centre. We would like to hear about your experience with this training and as a Male Advocate.

This information will be used in a report to AusAID and may be made available to the public, but your name will not be linked to any of the answers you provide. If you choose to share your contact information, we will use this only to follow up with any additional questions we may have for you. Your contact details will not be shared with any other party and your name will not be linked to your response in the report.

If you are willing to provide some information, please answer the brief set of questions below.

11. When did you participate in the Male Advocate training program?
12. How did you first learn about the Male Advocate training?
13. Which session(s) of the training did you find most informative and useful? Why?
14. What skills did you gain from participating in the training?
15. Can you give two specific examples of how you have utilised these skills since you returned home after the training?
16. Can you provide examples of how your work since the training has brought about changes in your community or your work place?
17. Is there any content or session that you would like to see added to the training?
18. Are there any other comments you would like to share?
19. Are you willing to be contacted by ICRW to discuss your experience with the Male Advocate training?
20. If so, please provide your name and email address:

### Survey for Regional Training Program (RTP) Graduates

The International Center for Research on Women (ICRW) is a non-governmental organization based in the United States. We are carrying out a review of initiatives that AusAID funds in the Pacific Region to **End Violence Against Women**. One of the promising strategies selected for this review is the Regional Training Program (RTP) implemented by the Fiji Women's Crisis Centre. We would like to hear about your experience with this training and as a graduate of the RTP.

This information will be used in a report to AusAID and may be made available to the public, but your name will not be linked to any of the answers you provide. If you choose to share your contact information, we will use this only to follow up with any additional questions we may have for you. Your contact details will not be shared with any other party and your name will not be linked to your response in the report.

If you are willing to provide some information, please answer the brief set of questions below.

21. When did you participate in the Regional Training Program (RTP)?

22. How did you first learn about the RTP?
23. Which session(s) of the RTP did you find most informative and useful? Why?
24. What skills did you gain from participating in the RTP?
25. Can you give two specific examples of how you have utilised these skills since you returned home after the RTP?
26. Can you provide examples of how your work since the RTP has brought about changes in your community or your work place?
27. Is there any content or session that you would like to see added to the RTP?
28. Are there any other comments you would like to share?
29. Are you willing to be contacted by ICRW to discuss your experience with the RTP?
30. If so, please provide your name and e-mail address:

## Focus Group Guide (Papua New Guinea): PLAN FOR 1.5 HOURS

### Introduction (10 minutes)

31. Informed consent
32. Introduce community members
33. Explain why we are here
34. Explain ground rules: All information shared during the discussion should be treated confidentially; only one person should speak at a time; respect opinions that differ from your own; etc. Ask participants to suggest other ground rules that will help them feel comfortable sharing their ideas during the group discussion.

### Activity Guide

#### 3. Community definitions of sexual and gender-based violence (20 minutes)

##### Activity: Free listing, ranking, and discussion

“We know that women experience many types of violence at home and in the community. Let’s start by talking about the fact that every married or dating couple will have disagreements from time to time. We are curious to discuss what kinds of actions might happen in these situations and how you feel about them. Let us build a list of all the kinds of actions that can happen in these situations.”

##### Steps:

- Free listing: Facilitator seeks a list of types of violence from group members and compiles in a location visible to all
- Discussion/Ranking: Which actions does the community consider *normal* in relationships? Which go “too far”?
- Discussion/Ranking: For which actions on this list would a survivor likely seek help afterward? Would a survivor seek help from family members? From professionals? From someone else?

#### 4. Help-seeking options and behaviours (30 minutes)

##### Activity: story & mapping

“Thank you very much for all the information you’ve already shared with us. Your input is already very helpful. You have said that after experiencing certain actions, a survivor would be likely to seek help. We’re now going to discuss how the survivor seeks help and where she can go in your community.”

##### Steps:

- Let’s talk about a women named “Martha.” Martha is married, and she’s 35 years old. She has 2 children. Martha is also a survivor of wife-bashing. She has been beaten by her husband for many years. Now one day Martha decides she wants to get help – she wants help for her physical wounds, and she also wants help for her emotional wounds. Most of all, Martha wants her husband to be held accountable for what he how he has hurt her all these years.
- Now we’d like for you to draw a map that shows how and where Martha will seek help. In your map, please show the places where Martha might go for help, and the steps she needs to take to get there. Prompts include:
  - Where does Martha go first to ask for help? What do they say to her? What will she decide to do next? (repeat through whole path)
  - If Martha feels very scared for her physical safety, for example if she worries her husband may hurt her again, how can she protect herself [*probe if not mentioned: have you heard about interim protection orders? Could Martha get one? What about a safe house or a shelter – is there somewhere she could go?*]
  - If Martha fears that she has serious health consequences, what will she do? Where can she go for help? [*probe if not mentioned: what about a family support centre?*]
  - Where would Martha need to go to start a case against her husband?

#### 5. Perceived barriers to accessing services (20 minutes)

##### Activity: Discussion

“In the stories of Martha, you discussed various sources of support, information, and health care that Martha could seek in the case of having this experience. Let’s talk some more about these services.”

##### Discussion questions:

- How common is it in this community that a person like Martha would actually start a case against her husband? What are the barriers that may stop her along the way? [*look back at the map and ask about specific barriers along each step of the pathway, for example:*]
  - How easy or difficult is it for a person like Martha to receive legal aid? What are the barriers?
  - How easy or difficult is it for a person like Martha to get interim protection orders? What are the barriers?
  - What about accessing a family support centre—is this common for someone like Martha?

- Are there women that are able to overcome these barriers? IF YES: What makes these women successful?
- Now let's pretend that Martha does go to start a case against her husband – how likely is it that he will be brought to justice? (*probe to find out why/why not*)

## 6. How to improve access to justice (10 minutes)

### Activity: Discussion/ranking

“You’ve just told us all about some problems that exist in your community and also how people can receive support if they experience these problems. Now let’s close our conversation by thinking of how this situation could be improved.”

### Steps:

- Tell us now, what could be done to help survivors access justice? (*probe until you’ve creating a list with multiple recommendations*)

## Key Informant Interview Guide (Papua New Guinea) – Service Providers

### 7. Services offered at this site:

- What services do you provide for women who have experienced violence?
  - What is the typical client profile for these services?
  - Who are most of the clients you see? (*Probe: for social demographics, e.g., women, married, over age of 25, etc.*)
  - What about women with disability/HIV+/sexual minorities – are there any provisions for disadvantaged women?
  - About how many clients does this site see in a day? A week? A month?
- What can you tell me about the protocols and policies that exist at this site for providing services to women who have experienced physical and sexual violence? (*Probe for institutional policies and knowledge of national policies.*)
- What sort of training have you or other staff members received to provide services to women who have experienced physical and sexual violence?
- What kind of documentation do you use to monitor the clients who use this facility?
- What do you think are the strongest components of your program for helping survivors of FSV?
- What has contributed to these strengths?
- Are there other services you would like to be able to provide but are not able to? Which?
  - Why would you like to provide these services?
  - Why does this site not provide these services now?
- How do you recommend strengthening these services?
- Is there an existing model here in PNG that you would consider a “best practice” in service delivery?

**8. Referrals:**

- Does your site provide referrals to other sources of support?
  - Referrals to justice sector (police, court, legal aid?)
  - Referrals to any other?

**9. Inter-sectoral coordination:**

- What mechanisms are in place to facilitate intersectoral collaboration?
- In your opinion, how are these efforts going? How could they be strengthened?
- What about partnerships with the private sector?

**10. Barriers to help-seeking:**

- In your opinion, what percentage of women who experience physical and sexual violence seek help?
- What are the main reasons that more people don't seek help?
- What factors affect women's use of services? E.g., make them more/less likely to seek help?
- Is there anything being done by your organization – or anyone else—to address these barriers? Why/why not?

**11. Trends:**

- How have support services changed in the past 10 years (probe: quality/accessibility/stigma)? What about the past 5 years?
- What factors have prompted these changes?

## Key Informant Interview Guide (Papua New Guinea) – Duty Bearers

**12. Role and responsibilities:**

- Would you please describe your current role/responsibilities?
- How is your work related to GBV service provision and programming?
- Have you –or others in your department – received specialised training?

**13. FSV-related needs**

- In your opinion, what percentage of people who experience gender-based violence seek help?
- What are the barriers that prevent more women from seeking help? What are the priority needs of survivors in terms of access to justice?
- How are these needs being addressed? By which agencies?
- Are there any priority needs that are not being addressed? What are they?
- What about women with disabilities/other minorities. Do they have special needs with regards to accessing justice? IF YES: are these needs being addressed? By which agencies?

#### 14. Agency performance

- What are the goals of your agency with regards to FSV/gender equality?
- Do these goals link to other policies? What are they?
- In what areas is your agency performing well? What factors contribute to these successes? (probe: internal & external)
- What areas are most challenging? Why?
- What kind of records or documentation are kept regarding FSV cases?

#### 15. Coordination

- To what extent does your agency collaborate with other L&J sector institutions? (*probe for details – what does this collaboration look like in practice?*)
- How would you rate this “sector wide” approach? What is working well? What are the lingering challenges? What has been the biggest shift since the start of sector-wide reform?
- What about linkages between L&J and other sectors? Are there areas of collaboration? IF YES: what are they? What are the outcomes of this collaboration?

#### 16. Outcomes

- Do you think access to justice for survivors has improved in recent years? (*Probe: in what ways? What is the evidence?*)
- What do you think are the biggest gaps that remain?
- What about women with special needs –e.g., sexual minorities or women w/ disabilities – how are their needs being addressed?

#### 17. Trends

- How would you describe recent trends in:
  - Use of rights based approach across sector
  - Issuance of IPOs
  - Staff attitudes towards FSV
  - Case backlog/duration of services
  - Among survivors: Access to legal services? Reporting cases of FSV to the police?
  - Among community: Awareness of women’s rights? Awareness of women’s right to live free of violence? Support for survivors’ help seeking?
  - Usage of village courts (e.g., women bringing complaints)

## Annex C: Review Plan

The following Review Plan was submitted to AusAID on March 15, 2013.

### 1. Summary

The International Center for Research on Women has an agreement with AusAID to conduct a review of Pacific Ending Violence Against Women (EVAW) Initiatives. This review builds upon findings from the several recent AusAID and ICRW products, including the 2008 ODE Report, “Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches,” AusAID’s 2009 “Stop Violence: Responding to Violence Against Women in Melanesia and East Timor”, and ICRW’s 2011 “Violence Against Women in Melanesia and Timor-Leste: Progress Made since the 2008 ODE Report.”

In accordance with AusAID’s Monitoring and Evaluation Standards, the review team has undertaken a series of collaboration activities to inform this review plan, including phone conversations with representatives of the Pacific and Gender units of AusAID Canberra as well as country posts in Fiji, Papua New Guinea, and Vanuatu. Collaborative planning conversations will take place as necessary until all key stakeholders have agreed upon the details of the review plan and fieldwork commences.

The purpose of the review is to improve AusAID’s ability to make strategic investments in efforts to prevent and respond to violence against women in the Pacific region by assessing the relevance and effectiveness of six initiatives in Fiji, Papua New Guinea, and Vanuatu.<sup>25</sup> This review is not tantamount to an *evaluation* of the initiatives involved, but rather is intended as a descriptive investigation into questions of importance to AusAID programming and priority setting for key AusAID stakeholders. The initiatives were selected for inclusion in this review following their identification as innovative programs in the 2008 Office of Development Effectiveness (ODE) report and the subsequent 2011 study on progress made since the 2008 ODE report. AusAID program managers also identified these initiatives as promising programs that warrant further analysis of their successes and how AusAID can build on these.

This qualitative review methodology includes a variety of methods. The team will answer its key questions and sub-questions by: (1) reviewing relevant literature, especially national studies on the prevalence and nature of violence against women in these locations; (2) reviewing program-specific documents, including program design documents, progress reports and any previously-conducted evaluation reports; (3) conducting key informant interviews with program staff and local experts in the topic of violence against women; and (4) conducting focus group discussions with participants of the selected initiatives in all review locations. The timeline and agreed-upon terms of reference do not allow for the collection of primary quantitative data to demonstrate program effects. However, to the extent that quantitative data are available and already analysed, we may cite these alongside the results of our data collection, to give more texture to our findings. We will not be carrying out any additional analyses on these data.

This Review Plan provides detail on the review’s purpose and objectives; intended users/uses; methodology; limitations; ethical considerations; and timeline.

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<sup>25</sup> The six identified initiatives, as listed under item 3.1 in the Scope of Services, contract 65549, are: (1) the male advocacy programs; (2) FWCC’s regional training program; (3) Vanuatu Women’s Centre Committees Against Violence Against Women; (4) FWCC’s Elimination of Violence Against Women and Girls and Interagency Committees; (5) Family Support Centres PNG; and (6) Activities within the Australia Law and Justice Partnership.

## 2. Purpose and Objectives

The purpose of this review is to improve AusAID’s ability to make strategic investments in efforts to prevent and respond to violence against women in the Pacific region by assessing the relevance and effectiveness of current such initiatives in Fiji, Papua New Guinea, and Vanuatu.

This purpose includes two primary objectives, both of which are designed to generate actionable lessons for AusAID stakeholders to improve and expand their efforts to end violence against women in coming years. The objectives are as follows:

35. To assess the **relevance**<sup>26</sup> of the six identified initiatives, with reference to the prevalence and nature of violence against women in their respective locations.
36. To assess the **effectiveness**<sup>27</sup> of the six identified initiatives, subject to methodological limitations.

## 3. Key Review Questions

Each of the two review objectives will be achieved by answering three key questions. Several subquestions will serve to illuminate these key questions. The table below presents the key questions and subquestions that support each objective. For the purposes of this document and the review, the term “participant” refers to those who will take part in the ICRW review activities, and the term “target group” refers to the intended beneficiary population of any given initiative.

### Objective 1: To assess the relevance of the six selected initiatives

<b>Key Question 1.1</b>	<b>To what extent are the initiatives addressing the needs of the target groups?</b>	
Subquestions:	1.1.1	What are the priority needs of the target groups of each initiative?
	1.1.2	Are the activities and objectives of the initiatives still valid, or have the target groups’ needs changed?
<b>Key Question 1.2</b>	<b>Are the activities and outputs of the initiatives consistent with their own objectives and with AusAID’s agenda to end violence against women?</b>	
Subquestions:	1.2.1	How are the selected initiatives informed by or linked to broader national/international priorities and strategies, including programming, interventions, laws, policies, and conventions?
	1.2.2	Within each initiative, which activities and outputs are most clearly linked to AusAID’s country-specific and regional goals and priorities?
<b>Key Question 1.3</b>	<b>What gaps in program relevance exist and how can AusAID most strategically fill them?</b>	
Subquestions:	1.3.1	What gaps exist, if any, between the target groups’ priority needs and the activities/objectives of the currently supported initiatives (see 1.1)? How can AusAID act to fill these gaps?
	1.3.2	What gaps exist, if any, between the needs identified (see 1.1) and AusAID’s regional strategy and priorities? (see 1.2)? How can AusAID act to fill these gaps?

<sup>26</sup> The review team is applying the definitions of “relevance” and “effectiveness” as established in the OECD Development Assistance Committee evaluation criteria. Relevance is defined as “the extent to which the aid activity is suited to the priorities and policies of the target group, recipient, and donor.” Effectiveness is defined as “a measure of the extent to which an aid activity achieves its objectives.” More information can be found at: <http://www.oecd.org/development/evaluation/dcdndep/41612905.pdf>

<sup>27</sup> See footnote 1.

**Objective 2: To assess the effectiveness of the six selected initiatives**

<b>Key Question 2.1</b>	<b>To what extent are there indications that the initiatives have achieved or will achieve their objectives?</b>	
Subquestions:	2.1.1	Which objectives have the strongest/weakest indications of effectiveness?
	2.1.2	Have there been unintended positive or negative outcomes of the initiatives?
<b>Key Question 2.2</b>	<b>What were the major factors influencing the achievement or non-achievement of the initiatives' objectives?</b>	
Subquestions:	2.2.1	What learning has emerged in the course of implementing the initiatives?
	2.2.2	What are the weaknesses or drawbacks in current initiative components and how can these be strengthened to improve achievement of key objectives?
<b>Key Question 2.3</b>	<b>What gaps in program effectiveness exist and how can AusAID most strategically fill them?</b>	
Subquestions:	2.3.1	What gaps exist, if any, between the initiatives' intended outcomes and the actual indications of their achievement of these (see 2.1)? How can AusAID act to fill these gaps?
	2.3.2	What gaps exist, if any, between lessons initiatives have generated in prior years of implementation, and plans for the future (see 2.2)? How can AusAID act to fill these gaps?

In line with the purpose of this review, each objective includes one key question that explicitly seeks to identify programmatic gaps and the most promising steps AusAID could take to fill these gaps.

The framework above is sufficiently broad to apply to all six initiatives under review. The review team will, of course, adjust their specific investigation based on the realities of the initiative under review, and the answers to these questions will be presented *both* as they relate to the individual initiatives and as they relate to the overall picture of the relevance and effectiveness of current strategies supported by AusAID to end violence in the region.

In **Attachment A**, please find an expanded version of the table above with the more detailed review questions we will explore as they pertain to the three categories of initiatives; as well as the data collection methods and sources we will use to answer them. The questions which will be the basis for developing the data collection tools are more illustrative rather than exhaustive and will be directed to the relevant participants as the teams deem relevant.

#### 4. *Intended Users and Uses*

The primary intended users of this review include senior management of AusAID's Pacific and Gender programs. The review will specifically inform programming and policy decisions related to AusAID's many EVAW initiatives around the globe, including but not limited to:

- Pacific Gender Initiative – Pacific Women Shaping Pacific Development;
- Budget measure – additional funding for ending violence against women; and
- Australia's support to PNG's Law and Justice sector.

The review will provide actionable lessons and recommendations on how senior management should allocate resources and which programmes should be supported/ scaled up in order to:

- Fill gaps in programmatic relevance and effectiveness both with existing and new partner initiatives;
- Strengthen the design and implementation strategies of ongoing initiatives; and

- Replicate and expand the reach of the most proven and promising strategies for ending violence against women.

Secondary intended users of this review include the implementers of the initiatives themselves (who will be able to adjust and strengthen their programming based on its guidance), staff members of AusAID posts (for whom the review will help guide local implementation of broader AusAID policies), and the broader community of professionals working to prevent and respond to violence against women around the world (who are always seeking actionable lessons on various relevant, effective, and replicable initiatives in pursuit of our shared goal). A particularly important cohort of secondary users include the governments of these three and other Pacific countries, who could apply the review's lessons toward future policy decisions.

## 5. *Data Collection and Analysis*

Broadly, the review will collect data in four primary ways:

37. **Reviewing relevant research literature** from around the world on efforts and good practices to prevent and respond to violence against women, as well as national studies on the prevalence and nature of violence against women in the three review countries, and other literature the team deems relevant.
38. **Reviewing program-specific documents**, including program design documents, progress reports and any previously-conducted evaluations;
39. **Conducting key informant interviews** with both program staff as well as local experts in the topic of violence against women (these may be structured as roundtable discussions, group meetings, or one-on-one interviews as scheduled by AusAID Posts); and
40. **Conducting focus group discussions** with program staff and participants in all review locations.<sup>28</sup>

These methods are exclusively descriptive and qualitative due to the short timeframe of the review and the retrospective nature of our assessment of program effectiveness. The review team will spend a total of five days each in Fiji and Vanuatu and ten days in Papua New Guinea. Within this time frame, we have sought to arrange for a sample of interviewees and focus group discussion participants to maximize the geographical range of information gathered.

The identification and recruitment of participants has been guided by AusAID staff at each Post. Participants have been selected based on the following considerations: the need to represent a diversity of perspectives in the data collection; the need to allow for triangulation of data for each program, the time constraints for the in-country reviews, and local travel logistics. Within these constraints, the AusAID staff at each Post have assembled representative categories of informants in each country that will enable the ICRW team to answer the key review questions. The envisaged categories of participants based on the pre-travel itineraries, is as follows:

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<sup>28</sup> Each of the teams will prepare data collection tools including interview guides, focus group discussion guides and discussion points for use during the field work.

### Categories of participants

	Fiji	Vanuatu	PNG
1	FWCC Staff	VWCC Staff	Law and Justice sector agencies
2	Fiji Women's Rights Movement	Mobile Counsellors	Village courts
3	Pacific Community Regional Rights Resources Team	Committees Against Violence Against Women	Family and Sexual violence Action Committees
4	Persons with Disability	Government agencies (Health, Women Affairs)	Gender Advisors working on FSV in their programmes
5	UN agencies	Police Academy	UN and other multilateral agencies
6	Special Reference Group on SGBV of the Pacific Islands Forum	Counseling Centres	Women and men in communities
7	Male Advocates	Male advocates	Male advocates
8	Trainees from the Regional Training Programme.		Shelters for survivors of VAW
9	Other Women's Crisis Centres		International and local civil society organizations
10	VAW Interagency Committees		Private sector

For each location the ICRW review teams will be comprised of 2 ICRW staff and one local consultant. Both of the Pacific-based consultants selected are experienced in research on gender-based violence and related gender issues. In PNG the team will conduct approximately 15 KIIs and four focus group discussions (one each for men and women in Port Moresby and Goroka. In Vanuatu the team will conduct approximately ten key informant interviews (KIIs), plus two FGDs with Male Advocates and two with CAVAWS. In Fiji, we will conduct a similar number of KIIs or small group discussions, plus six FGDs with Male Advocate or RTP trainees. At the request of AusAID Post staff, ICRW will also adapt the key questions used in the field work into a brief open-ended survey that will be administered electronically to participants of the regional training program (male advocates) who are not located in the three countries where the review will be conducted. This will provide an opportunity to gather additional input from those participants with whom we will not be able to speak in person in a targeted and concise way that will allow for an additional degree of triangulation of our findings.

Information and insights gathered from literature and document review will be leveraged to inform data collection tools prior to fieldwork and will also inform analysis related to all key questions. For instance, the review will help assess whether the logic model for these interventions is plausible based on evidence about similar models' effectiveness in other contexts. Qualitative data emerging from interviews and focus groups will be captured through selective transcription of quotes and field notes from observation of the program sites. These will also be organised in a matrix centred on the six key review questions. During the fieldwork, each review team will work collectively to synthesise findings in the standardised matrix, to identify any gaps in responses. Where such gaps are identified, this line of questioning will be prioritised for the remaining sessions at that site. When the team agrees that saturation has been reached on a given question, this line of inquiry will be de-prioritised in subsequent interviews and groups. These findings will be presented in the aide memoire that will be presented at the conclusion of each of the field visits.

At the close of the field work, the matrices will be shared across the full review team to allow for cross-program and cross-country analyses to identify common themes, promising practices, gaps, and recommendations. This comparison of program and country-specific matrices will allow the team to

assess the extent to which key questions were answered, and the degree of agreement within and across participant groups. This process will allow for iterative validation of data within and across discussions as well as program site.

A complete draft of the review report will be submitted to AusAID on 24<sup>th</sup> May, allowing six weeks for participatory review by the relevant posts and partners in Fiji, PNG, and Vanuatu, as well as the reference group and other AusAID stakeholders.<sup>29</sup>

The final review will incorporate, where feasible, feedback from all of these stakeholders, and will specify as clearly as possible the data sources for its findings, conclusions, and recommendations, and make clear which findings have been triangulated or supported by multiple forms of data.

## 6. *Limitations*

The relatively short, intense timeline of this review will produce actionable lessons in a timely manner for AusAID leadership, but it also presents some notable limitations. These limitations include:

- Given that this study is a review of programmes rather than an evaluation, the assessment of effectiveness will not be able to rely on the types of quantitative data analysis (pre-post surveys, for instance, ideally with a control or comparison group) that would most reliably demonstrate that any observed outcomes are attributable to the project itself. As such the review will assess *indications of* effectiveness that are observable within the materials and data collections that comprise its methodology.
- Similarly, in the event that the review does uncover indications of program effectiveness, it will be difficult to demonstrate that these outcomes are solely or mainly the result of the initiatives under review. Within the time and resources available for the review there will not be an opportunity to eliminate other possible explanations for some observed changes.
- In light of the short time frame for the fieldwork for this review, the geographic scope of the data collection is also rather limited, which reduces the extent to which a full spectrum of community perspectives can be represented by the findings.

## 7. *Ethical Considerations*

Throughout the review process, ICRW will strictly adhere to the *WHO Safety and Ethical Guidelines for Researching Violence Against Women*. While the review plan and tools will not intentionally elicit information about participants' experiences of violence and no personal identifiers will be collected from participants, we still maintain the commitment to safeguarding participants' confidentiality and anonymity, and avoiding any possible re-traumatisation related to experiences of violence. Verbal informed consent will be obtained from all participants before each KII or FGD, using the participant's preferred language. This process will emphasize the voluntary nature of participation and will highlight how the information gathered will be used. The same consent process will also be administered prior to taking photos of any research and project participants.

Although survivors of violence are not explicitly being sampled, we do expect that some of the individuals interviewed in KIIs and/or FGDs will have experienced violence. We take seriously the risks of engaging

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<sup>29</sup> The ICRW team expects that AusAID staff will coordinate this participatory review process.

survivors on violence-related research, such as psychological trauma and revictimization. The informed consent process includes an explanation of the purpose of the research, topics to be discussed, the duration of the discussion, rights to withdraw or refuse to respond, and the measures in place to ensure the confidentiality of information provided. In addition, we will only conduct FGDs after having ensured that contact information of at least one counselling service is readily available so that study participants can be referred to a provider if necessary.

**Risk and Safeguards**

Type of risk	Safeguards and protections to minimize the risk
Participants may feel uncomfortable answering certain questions. For example, during the FGDs, members will be talking about sensitive issues like different forms of violence, stigma, patterns of help seeking, and unaddressed needs.	We will use lines of questioning that ensure the discussions are in “third person” rather than “first person”. This method will help to allay some of the anxiety of focusing on personal experiences and we will allow us to keep the focus on general trends and practices that take place in the community. Should a participant become visibly upset during the interview or discussion, the facilitator will be able to refer the individual to a counselling service. In the informed consent statement, the respondents are made aware that they are able to end the interview at any time or to refuse to respond to any individual question. In addition, during the FGDs the facilitator will not force any individual participant to speak.
Information disclosed during group discussions could be revealed outside the group.	We will develop “ground rules” at the start of each FGD, emphasizing confidentiality and respect for personal information and perspectives disclosed during the discussion. These rules will be constantly reinforced during the discussions.
Someone may overhear or eavesdrop while the informant talks with the interviewer or during the FGDs.	FGDs will be conducted in a designated space (for example, a room in a meeting hall or an open space outdoors) that allows for monitoring of who else may overhear the discussion. KIIs will be conducted either in the interviewee’s office or an open space. The interviewer may pause the discussion if someone comes near and resume only once privacy can be assured.

With few exceptions, our informants and focus group discussion participants in this study will be speaking with us in their professional capacity or as para-professional trainees, which significantly eases the level of risk of undertaking this research. Furthermore, each participant will be above the age of 18, allowing them to grant informed consent to participate.

Before beginning the FGDs and KIIs, the facilitator will read an informed consent statement to participants and ask for verbal consent. If consent is given, the facilitator will sign the consent form (see Attachment B). The informed consent statements introduce the field team and explains the purpose of the study, topics to be discussed, the duration of the discussion, ground rules for speaking and interacting during the discussion (FGD only), and rights to withdraw or refuse to respond. The statement also, for the FGDs, emphasizes the importance of respecting the privacy and perspectives of other participants both during and after the discussion. The facilitator will explain the need for taking notes and will re-emphasize that participants’ anonymity will be maintained in the notes. After reading the statement, the facilitator will invite the FGD participants to ask any questions. If the participants consent, the facilitator will sign the informed consent document stating that s/he has read the statement to the participants and the participants have consented. In the case of the KIIs, a demonstrated lack of willingness to answer questions will be taken as a refusal to participate in the study, and no further interaction will occur with that interviewee.

For the KIIs, the informed consent process will be administered in a private location. For the FGDs the informed consent statement will be read to the group, however each participant will be asked individually to provide his/her consent. Additionally, in the event that the review teams wish to take photographs of participants, we will also seek their consent to do so in advance.

In Attachment B, please find a sample of the text that will guide the informed consent process for participation and for photography/videography.

## 8. Team Members and Roles

Overall Team Leader and Leader of Team 1 (focusing on PNG) is **Stella Mukasa, Director of Gender Violence and Rights**. The Overall Team Leader role includes the responsibilities specified for this role in the Terms of Reference for this review (item 9, page 10). As Leader of Team 1, Ms. Mukasa is also responsible for managing and directing the review’s activities in Papua New Guinea.

Leader of Team 2 (focusing on Fiji and Vanuatu) is **Jennifer McCleary-Sills, Senior Social and Behavioural Scientist**. Leader of Team 2 is responsible for managing and directing the review’s activities in Fiji and Vanuatu.

Gender Specialist for Team 1 is **Sophie Namy, Gender and Development Specialist**, and Gender Specialist for Team 2 is **Brian Heilman, Gender and Evaluation Specialist**. The Gender Specialists support their respective team leaders as well as the overall review team in all technical tasks.

The Pacific-based consultant for Team 1 is **Beatrice Tabeu**. The Pacific-based consultant for Team 2 is **Ana Laqeretabua**. The Pacific-based consultants are responsible for technical assistance to the review teams in their respective locations, assistance in data collection/transcription/translation, as well as limited input toward data analysis and reporting. These highly-qualified consultants bring a valuable Pacific perspective to the review teams. Where necessary, translators other than the consultants will be engaged to support the team.

In Fiji the team will travel with Nilesh Goundar from post, while in PNG the team will be with Stephen Gari (independent consultant employed by AusAID) and Freddy Hombuhanje (AusAID staff) in Goroka. Representatives from Vanuatu Women’s Centre, Fiji Women’s Crisis Centre and Government of PNG may also join the team during the field visits.<sup>30</sup>

The Review Support Team based in Washington DC includes **Laura Brady, Programme Associate** (Team 1) and **Shawna Stich, Programme Associate** (Team 2). Additional review support will be provided by **Jennifer Abrahamson, Director of Strategic Communications**, and **Ellen Weiss, Senior Technical Writer/Editor**, as specified in Schedule 1, item 5.4 of Contract 65549.

## 9. Timeline

The table below presents the current dates and deadlines for the review’s primary activities and deliverables.

### Activity / Deliverable / Deadlines

Activity/Deliverable	Date/Deadline
Review Plan/Draft Methodology submitted	February 25th
Identify respondents within the programs	March 1st

<sup>30</sup> ICRW will ask the representatives to leave the interviews or group sessions, if appropriate, to avoid any influence their presence may have on interviewees.

In-country mission – PNG	March 15th – 29th
In-country mission – Fiji and Vanuatu	March 15th –29th
Aide memoires after each in country mission – Vanuatu Fiji and PNG	March 18th March 28 th
Draft independent review report submitted	May 24th
Partners in Fiji, PNG, and Vanuatu review draft and submit questions/comments	May 24th – June 28th
Peer review teleconference with AusAID, including posts to discuss draft report	June 28th
Final independent review report	July 26th
Final financial acquittal	August 26th

## *10. Attachments*

***See below***

## Attachment 1: Key Questions, Methods, and Data Sources

For the purposes of this report and the review, the term “participant” refers to those who took part in the ICRW review activities, and the term “target group” refers to the intended beneficiary population of any given initiative.

### 1. Support Services

	Overarching Questions	Specific Questions	Data Collection Method and sources	
OBJ 1: RELEVANCE	Q 1.1 To what extent are the initiatives addressing the needs of target groups?	What factors affect women’s use of services? In what ways are the interventions specifically addressing these issues?	<ul style="list-style-type: none"> <li>-Lit Review: studies on prevalence and nature of violence; program documents; ODE reports &amp; external evaluations</li> <li>-KIs with service providers; CSO representatives; government officials (e.g., ministry of health)</li> <li>-FGDs: community women and men</li> </ul>	
		To what extent are the needs of women experiencing other forms of disadvantage/disabilities being addressed?		
		Who specifically is benefiting from the services? Are any groups (e.g., age, marital status, sex, education, disability status, etc.) excluded?		
	Q 1.2 Are the activities & outputs consistent with stated objectives and AusAID’s agenda to end violence against women?	To which international targets, conventions, national laws and/or policies are the programmes aligned?		<ul style="list-style-type: none"> <li>Lit Review: Programme design documents and performance monitoring frameworks; AusAID policy framework and M&amp;E framework, prior reviews of service delivery</li> <li>KIs with service providers and government officials (e.g., ministry of health), AusAID reference group members</li> </ul>
		Are programme activities and outputs consistent with the overall programme goal?		
		Whether/how has a multi-sectoral approach/coordination been incorporated into the overall strategy?		
Q 1.3 What <b>gaps</b> in program relevance exist?	Are there needs that are not being addressed? If so, what are they?	<ul style="list-style-type: none"> <li>Lit Review: program documents; ODE reports; external evaluations; lit on global best practices in service delivery</li> <li>KIs with service providers, CSO representatives, and government officials (e.g. ministry of health)</li> <li>FGDs: community women and men</li> </ul>		
	To what extent are the interventions aligned with global good practices for provision of support services to survivors?			
OBJ 2: EFFECTIVENESS	Q 2.1 To what extent are there indications that the initiatives have achieved/will achieve their objectives?	What has been women’s experience with health care services (before and after AusAID’s support).	<ul style="list-style-type: none"> <li>Lit Review: program documents; program performance reports; implementation data where available (e.g., approximate caseload); external evaluations</li> <li>KIs with service providers; CSO representatives; government officials (e.g., ministry of health)</li> <li>FGDs: community women and men</li> </ul>	
		To what extent have expected outcomes in service delivery been realised? What is the evidence?		
		Have there been any unexpected outcomes? If so, what are they?		
		To what degree are healthcare services demonstrating appropriateness/readiness to deliver quality support services for survivors?		

	Overarching Questions	Specific Questions	Data Collection Method and sources
	Q 2.2 What were the major factors influencing the achievement/non-achievement?	Which outcomes show the strongest performance in terms of increasing access to quality services among survivors? What key factors (e.g., internal and external) have contributed to program strengths?	
	Q.2.3 What gaps in program effectiveness exist?	What are the weaknesses/drawbacks in the programmes? How are these being addressed?	

## 2. Prevention

	Overarching Questions	Specific Questions	Data Collection Method & sources
OBJ. 1: RELEVANCE	Q 1.1 To what extent are the initiatives addressing the needs of target groups?	What are the major underlying causes of violence against women and girls in your community?	<ul style="list-style-type: none"> <li>▪ Lit Review: studies on prevalence and nature of violence; program documents; ODE reports; external evaluations</li> <li>▪ KIIs with program implementers; CSO representatives; government officials; male advocates</li> <li>▪ FGDs: community women and men and male advocates</li> </ul>
		What interventions work to prevent and eliminate VAW and/or promote gender equality in your community?	
		Are the interventions addressing the priority areas for prevention of violence against women?	
		To what extent have programmes addressed prevention of VAW with other forms of disadvantage?	
	Q 1.2 Are the activities & outputs consistent with stated objectives and AusAID's agenda to end violence against women?	Are the activities and outputs of the programme consistent with the overall programme goal and objectives?	<ul style="list-style-type: none"> <li>▪ Lit Review: Programme design documents and performance monitoring frameworks; AusAID policy framework and M&amp;E framework, prior reviews of prevention efforts</li> <li>▪ KIIs with program implementers and government officials, AusAID reference group members</li> </ul>
		Whether/how has a multi-sectoral approach/coordination been incorporated into the overall strategy?	
	Q 1.3 What <b>gaps</b> in program relevance exist?	Are there other areas that are not being addressed by these interventions or at all? What are they?	<ul style="list-style-type: none"> <li>▪ -Lit Review: program documents; ODE reports; external evaluations; lit on global best practices in prevention</li> <li>▪ -KIIs with program implementers, CSO representatives, and government officials</li> <li>▪ -FGDs: community women and men</li> </ul>
		To what extent do prevention strategies align with global good practices?	

	Overarching Questions	Specific Questions	Data Collection Method & sources
OBJ 2: EFFECTIVENESS	Q 2.1 To what extent are there indications that the initiatives have achieved/will achieve their objectives?	To what extent have expected outcomes of prevention programs been realised? What is the evidence?	<ul style="list-style-type: none"> <li>▪ Lit Review: program documents; program performance reports; program implementation data where available (e.g., number of male advocates trained, number of trainings held, etc.); external evaluations</li> <li>▪ KIIs with program implementers; CSO representatives; government officials; male advocates</li> <li>▪ FGDs: community women and men; male advocates</li> </ul>
		Were there any unexpected outcomes?	
		Whether/how have activities conducted by male advocates affected a change in awareness and responses to violence against women in the targeted communities	
	Q 2.2 What were the major factors influencing the achievement/non-achievement?	Which outcomes show the strongest performance in preventing violence?	
		What key factors (e.g., internal and external) have contributed to program strengths?	
	Q.2.3 What <b>gaps</b> in program effectiveness exist?	What are the weaknesses/drawbacks in the programmes and how are they being addressed?	
		How could interventions for prevention of violence against women be strengthened?	

## Access to Justice

	Overarching Questions	Specific Questions	Data Collection Method & Sources	
OBJ 1: RELEVANCE	Q 1.1 To what extent are the initiatives addressing the needs of target groups?	What are the priority needs of survivors in terms of access to justice? How are these being addressed within PALJP?	<ul style="list-style-type: none"> <li>▪ Lit Review: studies on prevalence and nature of violence; program documents; ODE reports &amp; external evaluations; general background documents on justice sector</li> <li>▪ -KIIs with L&amp;J sector agency staff (including VC representatives and police); CSO representatives; government officials (e.g., ministry of justice)</li> <li>▪ FGDs: community women and men</li> </ul>	
		What outcomes have been registered (in terms of enhancing access to justice) and are these relevant to people's needs (women, men, girls and boys)? In what ways?		
		To what extent are the needs of women experiencing other forms of disadvantage being addressed?		
	Q 1.2 Are the activities & outputs consistent with stated objectives and AusAID's agenda to end violence against women?	Are program activities & outputs consistent with the overall goal?		<ul style="list-style-type: none"> <li>▪ Lit Review: Programme design documents and performance monitoring frameworks; AusAID policy framework and M&amp;E framework, prior reviews of L&amp;J sector</li> <li>▪ KIIs with L&amp;J sector agency staff (including VC representatives and police); government officials; AusAID reference group members</li> </ul>
		Whether/how has a multi-sectoral approach/coordination been incorporated into the overall strategy?		
		To what degree has the gender and VAW been integrated into the L&J sector? Whether/how has this changed agency operations?		
Q 1.3 What <b>gaps</b> in program relevance exist?	To which international targets, conventions, national laws and/or policies etc. are the programmes aligned?	<ul style="list-style-type: none"> <li>▪ -Lit Review: program documents; ODE reports; external evaluations; lit on global best practices in access to justice</li> <li>▪ KIIs with L&amp;J sector agency staff, CSO representatives, and government officials</li> <li>▪ FGDs: community women and men</li> </ul>		
	Are any needs not being addressed? If so, what are they?			
OBJ 2: EFFECTIVENESS	Q 2.1 To what extent are there indications that the initiatives have achieved/will achieve their objectives?	To what extent have outcomes enhanced access to justice for survivors and community knowledge of gender issues? What is the evidence?	<ul style="list-style-type: none"> <li>▪ Lit Review: program documents; program performance reports; program implementation data where available (e.g. number of female magistrates, number of trainings held, caseload in village courts; etc.); external evaluations</li> <li>▪ KIIs with L&amp;J sector agency staff (including VC representatives and police); CSO representatives; government officials (e.g., Ministry of Justice); other stakeholders (e.g., private sector stakeholders such as Digicel)</li> </ul>	
		Were there any unexpected outcomes?		
		What are the women's perceptions of justice sector agencies (before and after intervention)?		
		What are the trends in reporting cases of FSV, including: issuance of IPOs, duration of service delivery, staff attitudes, case backlog, use of VCs, conviction rate, gender responsiveness in formal and community courts?		
		How is coordination/communication/cooperation occurring between the L&J agencies? How about coordination with other sectors, especially health & collection of forensic evidence?		

	Overarching Questions	Specific Questions	Data Collection Method & Sources
	Q 2.2 What were the major factors influencing the achievement/non-achievement?	Which components show the strongest performance for enhancing access to justice? What key factors (e.g., internal and external) have contributed to program strengths?	<ul style="list-style-type: none"> <li>-FGDs: community women and men</li> </ul>
	Q.2.3 What gaps in program effectiveness exist?	What are the weaknesses/drawbacks of the programs? How are they being addressed?	

## Attachment 2: Example Informed Consent Process/Forms

### Purpose

"Hello. My name is \_\_\_\_\_. I am from the International Center for Research on Women, and we would like to understand some of your attitudes, knowledge, and experiences regarding a program in your community. Your answers will be very important to help create programmes that promote the health and wellbeing of your communities. There are no right or wrong answers, we are simply trying to understand your views. We are being contracted by AusAID to undertake this study, and the information we collect will be made available in a report.

### Procedures

If you want to take part in the study, I will ask the group a series of questions about a program in your community. The discussion will take place in this private space and should take no longer than one hour. Someone will also be taking notes on what you say, but what your name will not be linked to anything you say. The information collected will be made available in a published report.

### Voluntary participation

It is completely voluntary to participate in the study and nothing will happen if you choose not to participate. If you do not want to answer a question, you can choose not to provide an answer or can end the discussion at any time.

### Confidentiality

Your answers will be confidential, which means that your name will not be linked to any of your answers and will not appear on any report. Your answers will not be shared with any other members of the community. Your name will not be recorded with the notes from the conversation. Confidentiality also depends on you not sharing any information shared by other participants today with anyone else outside of this group.

### Risks and Benefits

You do not have to answer any questions you do not want to. If you have any questions or concerns regarding any of the questions I ask, please share them with me. The answers that you and others provide to these questions will help local organisations who are trying to address violence in your area. Organisations are creating programmes to end violence and your information will help them understand some of the problems in this community and what might help prevent these problems.

### Right to Refuse or Withdraw

You can choose whether or not you want to be a part of this study. There is no penalty if you decide that you do not want to participate. And again, if you participate, you can decide not to answer certain questions or even decide to stop at any time.

You can feel free to ask questions at any time. If you have any questions about this study after we leave, you can contact [relevant person at AusAID Post?] \_\_\_\_\_, at (XXX) XXX-XXXX.

### Agreement to Participate

If you agree to participate, we will begin to ask you some questions now.

I agree to participate in the research YES \_\_\_\_\_ NO \_\_\_\_\_

### Attachment 3: Photography and Videography Consent Form

I hereby grant full permission to the International Center for Research on Women in Washington, D.C. to use photographs of me, video of me, audio of my voice, and/or my name (if necessary) in any publication or advertising materials (printed or electronic). This consent also serves to waive all rights of privacy or compensation which I may have in connection with the use of my photograph and/or video of me and/or audio of my voice, and/or my name.

Name

Address

District

Province

Country

Signature

## Annex D: Family Support Centre Overview

The PNG National Health Strategy (2011–2020) establishes specialised care for survivors of family and sexual violence through **Family Support Centres (FSCs)**. The first FSC was opened in Port Moresby as a “one-stop” to provide medical, psycho-social and legal services for survivors of violence. Currently there are 13 functional centres—several that operate with NGO support. The majority of these are located in government hospitals, and funding is shared between international donors and the GoPNG (through the Department of Health). GoPNG’s investment in specialised services for survivors of violence is consistent with global good practice (Ellsberg et al. 2008) and highly relevant to the needs of survivors (UNDP 2013).

The review team identified two models for the provision of care through FSCs. In one model, the FSCs function within government hospitals. The centre in Port Moresby follows this model, and is attached to a hospital. The Centre is run by social workers who have varying degrees of training in trauma counselling and violence-related care. Incoming patients are subsequently referred to various hospital departments for medical treatment. In addition, several FSCs include a small space for temporary, emergency shelter. This model is relatively cost effective and scalable to hospitals across the country. In addition, avoiding a clearly marked, stand-alone centre (easily recognisable in the community) may help to protect women against potential stigma as a violence survivor.

In the second model, utilised by Médecins Sans Frontières (MSF), the FSC functions as a stand-alone centre providing comprehensive services. The MSF supported FSCs are globally recognised as centres of excellence for high-quality violence-related medical and psychosocial care, and include specialised services not available in most government hospitals, and legal advice as part of their treatment protocol. The model requires intensive resources however, and it is unlikely that PNG’s Department of Health could make a similar investment without donor support.