

MID TERM REVIEW OF THE VANUATU WOMEN'S CENTRE PHASE 5 July 2007-June 2012

Review Period : July 2007-June 2009
AusAid Agreement No 52822
January-April 2010.

\$ NZAID SCC 3 years NZ \$332,536 to 06/2010 \$ AusAID National - 5 years A\$3,762,908 to 06/2012
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Final Report
30 April 2010

"The Morning Star is Just Breaking"
(Chief, Tanna, commenting on changing attitudes towards violence against women and children)

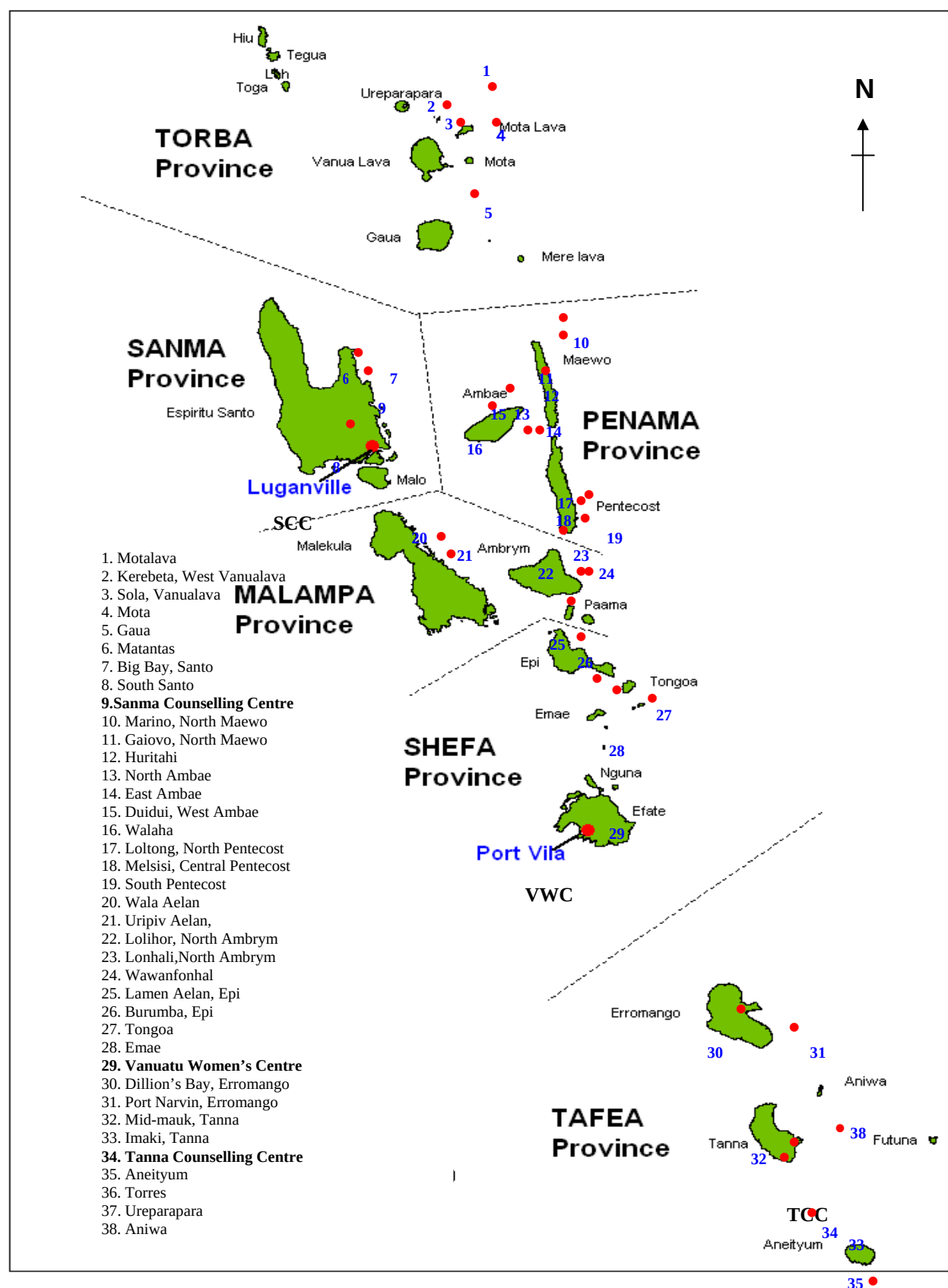
Review Team: Sue Finucane, Independent Consultant, Australia and Roselyn Tor, Independent Consultant, Vanuatu

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Glossary & Abbreviations

AusAID	Australian Agency for International Development
ACR	Activity Completion Report
AP	Annual Plan
<i>Bislama</i>	One of three national languages of Vanuatu
CAVAWs	Committees Against Violence Against Women, based in island communities in Vanuatu
CE	Community educator of VWC
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CRP	Comprehensive Reform Program of the Vanuatu Government
DOWA	Department of Women's Affairs
DV, DVO	Domestic Violence, Domestic Violence (Protection) Order
FPA	Family Protection Act 2009
FP, FPO	Family Protection, Family Protection Order
FPU	Family Protection Unit of the Vanuatu Police Force, in Vila
FWCC	Fiji Women's Crisis Centre, Managing Agent for VWC's program
<i>Kastom / Custom</i>	Custom, or the traditional knowledge, beliefs, technologies, organizational and family systems that guide daily behaviour, key life ceremonies and conflict resolution practices
ICR	Independent Completion Report for the program
<i>Kastom Court/ Custom Court</i>	A custom meeting chaired by the chiefs to resolve disputes within the community
<i>Malvatumauri</i>	National Council of Chiefs
M&E	Monitoring and evaluation
MDGs	Millennium Development Goals
Ni-Vanuatu	A national of Vanuatu
NSO	National Statistics Office
NZAID	New Zealand Agency for International Development
PAA	Priorities and Action Agenda for Vanuatu 2006-2015
PDD	Program Design Document
PM	Program Manager of FWCC
PO	Project Officer of VWC Branch
PR	Progress Report
PWNAVAW	Pacific Women's Network Against Violence Against Women (hosted by FWCC)
RTP	Regional Training Program of FWCC held annually in Suva
SCC	Sanma Counselling Centre, a Branch of VWC on Santo island
TCC	Tafea Counselling Centre, a Branch of VWC on Tanna island
Vatu, Vt	Unit of currency in Vanuatu
VAW	Violence against women
VAWC	Violence against women and children
VMF	Vanuatu Mobile Force
VPF	Vanuatu Police Force
VWC	Vanuatu Women's Centre
WHO	World Health Organisation

Executive Summary

The Vanuatu Women's Centre (VWC) is an independent non-government organization (NGO) based in Port Vila, with branches in Luganville and Tanna, which operates a comprehensive integrated national program working to eliminate violence against women and children. The Centre commenced operation in 1992 and has received funding from AusAID since 1994, and from NZAID over five phases. The managing agent for the VWC donor funded program is the Fiji Women's Crisis Centre (FWCC), the secretariat for the Pacific Women's Network Against Violence Against Women.

As this national program nears the end of the 3rd Year (2009-2010) of the current 5 year harmonised funding phase, AusAID and NZAID have funded a Mid Term Review with the objectives to:

- assess activity achievements and progress across the five program component areas, utilizing the existing performance monitoring and review information and additional evidence available during the review process.
- make a recommendation based on the performance assessment as to whether or not NZAID should fund an additional 2 years of the VWC Program.

In summary, the review team found that the program implemented by the Vanuatu Women's Centre combines the essential evidence-based components required to work towards achieving their key expected outcome regarding an *increased community acceptance that violence against women and children is a violation of human rights*.¹

The program is well managed and monitoring and support for the national program is comprehensive. The Centre has achieved an enormous amount both over the review period (2007-2009) and cumulatively since its commencement in 1992. The Centre is reaching out to the needs of both urban and village based women, men and children and combining this with world best practice regarding integrated, rights based approaches to reducing gender based violence.² The combined elements of improving women and children's access to justice, increasing women and children's access to support services and awareness and education to prevent violence are all key elements adopted by and underpinning the work of the Vanuatu Women's Centre and national network.³

It should be noted that strengthening the justice sector, both police and courts is critical to the reduction of violence against women through holding perpetrators accountable. Adequate resourcing of the Police and Courts to implement their legislative obligations to

address both sexual assault and family violence will be crucial to improve women and children's safety.⁴

The review team found widespread support for the program and an appreciation of their work with those consulted. Further, there are examples where the work of the VWC Program has resulted in emergent gender equality and transformed gender relations in some areas of the program.

The review team found that the objectives and program components are all still relevant and required to achieve an overall program impact. There are however a range of organisational and contextual challenges which the VWC National Network will need to address immediately and in the coming years to ensure continued organisational strengthening and sustainability into the future. This includes:

- continue to strengthen the program support to rural areas;
- continue to strengthen leadership and management capacity of all staff and in particular senior staff to lead the agency into the future;
- strong, accountable organisational operations and governance;
- continued strengthening of the counseling component;
- ongoing support for and expansion of the CAVAWS;
- review of the community education and awareness component;
- further scoping and development of the male advocacy program; and
- securing and building a permanent purpose built home for VWC in Pt Vila and if possible at the branches.

Reducing the prevalence and incidence of violence against women and children also requires a concerted integrated effort across government and non government sectors and the review team noted that it will be important for Government and donors to work together to have a strengthened justice, health and education sector that can address gender based violence to support the efforts of the Vanuatu Women's Centre in the coming years.⁵

The recommendations are outlined below. Most of the recommendations were drafted and presented in the *Aide Memoire* and have been discussed at length with both VWC and their Managing Agent, FWCC and presented to the Review Steering Committee. Although numerous, most of them highlight the importance of continuing to strengthen and consolidate the existing program and focus on quality improvements to the existing

components. The review team was of the opinion it was important to provide enough level of detail in the recommendations to provide clarity, whilst not being overly prescriptive.

Recommendations

Component 1: VWC Counselling, Legal Assistance and Support Services:

Recommendation 1:

Continue to strengthen counselling and support services through regular documented, competency based assessment, training, supervision, performance review and possible staffing restructure. This should include:

- 1.1 Continue comprehensive annual core crisis counselling training program with FWCC and other appropriate providers to increase core counselling competencies.
- 1.2 Strengthen the counselling competency assessment as part of training and performance review processes to inform training plans, supervision plans, feedback and performance planning.
- 1.3 Utilise these assessments to scope and inform a possible staffing restructure of the counsellors at VWC, SCC and TCC to maximise opportunities for sustainability and progression for senior and more competent counsellors. This includes addressing any identified performance issues, and to redefine roles for staff more suited to leadership and supervision roles and those better suited to a welfare and support work role.
- 1.4 Continue to enhance skills base of counselling team, through linkages to FWCC and the RTP program, for example professional and peer supervision, case management and case review and specific subject areas as identified and appropriate (i.e. working with children, suicide and legal issues).
- 1.5 Continue to formalise collaborative work with police/courts including referral protocols.

Component 2: Branches and CAVAWs

Recommendation 2: Continue support for SCC, and continue to strengthen support to branches and CAVAWs.

Sanma Counselling Centre (SCC):

- 2.1 **NZAID** to provide a further 2 years funding for SCC and then ongoing to the next phase.
- 2.2 **Vanuatu Government** to consider development of a purpose built office on Provincial or Municipal government land.

Recommendations for Tafea Counselling Centre

2.3 VWC to secure current office and plan for more appropriate accommodation.

2.4 VWC continue program planning, monitoring and reporting training for Project Officer.

Recommendation regarding proposed 3rd Branch

2.5 VWC to develop a detailed plan and budget in Year 4, contingent upon assessment of adequate capacity, for establishment of a 3rd Branch in Torba Province in Year 4 or 5.

Recommendations for CAVAWS

2.6 VWC to continue to expand CAVAW program gradually and ensure initial and follow-up comprehensive training and continued VWC and branch support for CAVAWS.

2.7 VWC to continue to undertake an annual review of CAVAW honorariums and budget for education events and travel based on capacity and outputs.⁶

Component 3: Community Awareness and Education Program

Recommendation 3:

3.1 **VWC** to facilitate and participate in a review of the Community Awareness and Education Program and IEC Materials, by a VAWC Awareness and Education specialist, to enhance impact of program and materials to cater for specific audiences including men, women, boys, girls, youth, church leaders, community leaders and non-literate audiences.

Data Collection and Research Activities

3.2 **AusAID and NZAID** consider that it is a requirement of all funded projects/institutions to collect data in a standard, reliable, comparable and sex disaggregated form, in a coordinated fashion in line with GoV gender equality commitments so that data can be compared/collated/contrasted across the different agencies that deal with cases of violence against women and children. Annual data sets produced by AusAID and NZAID funded projects could then assist the VWC program and national understanding of this issue by considering the sharing of relevant data with VWC. .

Component 4: Legal Advocacy, Lobbying, Human Rights Training

Recommendation 4:

4.1 **Government of Vanuatu** – Ensure victims of family violence have access to justice and safety through consulting on and resourcing the implementation of the *Family Protection Act* 2008 (FPA) and involve the VWC national network.

4.2 **VWC** – In collaboration with key stakeholders such as Police and Courts continue to monitor impact of the FPA on VWC clients.

4.3 **VWC** - Continue to consolidate and strengthen Male Advocacy by:

- Identifying men who are community leaders (i.e. church and youth leaders, chiefs and police) to be trained as Male Advocates;
- Ensure continued follow-up training and planning, support and monitoring of Male Advocates at provincial level.

Component 5: Management and Institutional Strengthening

Recommendation 5:

Continue sustainability and succession planning to ensure effective organisational and program management and governance. Ensure processes, plan and tasks are in place to achieve this including:

5.1 **VWC and FWCC** - Continue to ensure new Deputy Coordinator is mentored by VWC and FWCC, has clearly defined and documented roles, responsibilities and delegations; has a training plan incorporating management, gender violence, budgeting and other relevant areas.

5.2 **FWCC and VWC** continue to provide advice and mentoring to support Coordinator to continue to strengthen organisational management and staff leadership, succession planning and delegations.

5.3 **VWC and FWCC** - In collaboration with Trustees review, clarify and document role of trustees and management committee.

5.4 **AusAID/NZAID** to provide guidance on requirement for contents of Progress Report and Annual Plans with a view to reducing VWC workload. AusAID to consider option of six monthly financial acquittals.⁷

Output 5.3 VWC Building Recommendations

5.5 **AusAID** to consider funding Option a – Build on government land in Pt Vila.

5.6 Consider National, Provincial and Municipal government commitment of land for TCC and SCC and scope feasibility of building offices for each branch to be funded by AusAID and NZAID

1. Background

1.1 Introduction

The Vanuatu Women's Centre (VWC) is an independent Civil Society Organisation (CSO) based in Port Vila and established in 1992. VWC's *Program Against Violence Against Women* has a staff of 23 (VWC 12, SCC 6, TCC 5) that provide counselling and support services, community awareness, legal and male advocacy and research activities throughout Vanuatu. VWC manages two branches – the Sanma Counselling Centre (SCC) on Santo funded by NZAID and the Tafea Counselling Centre (TCC) on Tanna which was established in 2004 and is funded by AusAID as part of VWC's core funding. VWC has a network of 35 (approximately 200 volunteers) island-based Committees Against Violence Against Women (CAVAWs) which undertake local community awareness activities and assist women and children living with violence in remote communities.

The Centre has received funding from AusAID since 1994, over five phases. The current phase runs from July 2007 to June 2012. The review has focused on activities implemented over the past two years (2007-2009), but necessarily focused on achievements and trends since establishment, as international research shows that efforts and impact to reduce violence must be long term and inter-generational.

Both the NZ and Australian development assistance programs in Vanuatu are guided by relevant donor and Vanuatu government policies and strategies.⁸ In particular they are both guided by Gender Policy⁹ and Country Strategies.¹⁰

Purpose and objectives of the Mid Term Review

As the VWC Project nears the end of Year 3 of its current funding phase, AusAID and NZAID have funded a mid-term review the work of the 5 year program.

The overall objectives of the review were to:

- assess activity achievements and progress across the five program component areas, utilising the existing performance monitoring and review information and any additional evidence available during the review process.
- make a recommendation based on the performance assessment as to whether or not NZAID should fund an additional 2 years of the VWC Program.

The overall scope of services for the review team included producing:

- an Independent Evaluation Report,
- a Quality at Implementation Report in the required AusAID format.

The review has covered the past two years, although as noted in the methodology has necessarily looked back over the past ten years to ascertain trends in program deliverables. The Review Team (Sue Finucane and Roselyn Tor) were contracted to provide the following services:

- a) *Produce a Review Report* evaluating the joint AusAID/NZAID assistance for the Vanuatu Women's Centre Program Phase 5 and Sanma Counselling Centre, based on the following criteria for evaluating development assistance:
 1. Relevance
 2. Effectiveness
 3. Efficiency
 4. Impact (where feasible)
 5. Sustainability
 6. Monitoring & Evaluation
 7. Gender Equality
 8. Analysis and Learning
 9. Risk Management
 10. Lessons
- b) *Produce a Quality at Implementation Report* and scores for AusAID
- c) *Assess the proposed extension of NZAID-funded activities* for a further two years, if the review warrants.

The full terms of reference for the Review and the Review Schedule can be found at Appendix 1 & 2. This report provides details about the review including the methodology, key findings and discussions of the findings. It concludes with recommendations for further consideration by the VWC, its managing agency FWCC and the Review Steering Committee. The team was accompanied for some of the review by representatives of VWC, AusAID and Department of Women's Affairs. (noted on the review schedule).

Program Description

The program goal is to *eliminate violence against women and children throughout Vanuatu*. The expected outcome is *increased community acceptance that violence against women and children is a violation of human rights*. This program is working towards achievements

through outputs and activities in 5 components. The current program encompasses all areas of VWC's work including those funded by NZAID.

This national program reaches out to all provinces through both activities supported by the VWC national network through 2 branches, 35 CAVAWs and headquarters in Port Vila. The Vanuatu Women's Centre is managed under a collective arrangement with Centre staff and four trustees responsible for the governance of the Centre.

The components and outputs that have been funded in this phase include:

Component 1: Counselling, Legal Assistance and Support Services

Outputs needed to provide effective and confidential counselling and a range of support services include:

1. Counselling and support from VWC counsellors
2. Legal assistance
3. Counsellor training

Component 2: Branches and CAVAWs

This component provides effective counselling and community awareness services on violence against women and children throughout Vanuatu. Outputs include:

1. Branch activities (TCC funded by AusAID and SCC funded by NZAID)
2. VWC support to Branches
3. CAVAW activities
4. VWC support to CAVAWs

Component 3: Community Education and Awareness

This component extends community awareness on gender-based violence to new places throughout Vanuatu and deepens awareness in areas where VWC has already been working for some time. Outputs include:

1. Community awareness (Program and IEC Materials)
2. Data collection and research (including National Baseline Study and Client Satisfaction Surveys)

Component 4: Legal Advocacy, Lobbying and Human Rights Training

This component will increase awareness on legal and human rights. Outputs include:

1. Legal and human rights advocacy
2. Male advocacy on women's rights

Component 5: Management and Institutional Strengthening

This component will strengthen the management and coordination of all VWC services and organisational, financial and program management. Outputs include:

1. Organisational management
2. Program management
3. VWC building (no budget is included in the PDD for this output)

1.2 Resources and Costs

The total cost of the AusAID-funded activities for VWC and TCC is outlined below (as outlined in the PDD)¹¹

	Year 1 2007/2008	Year 2 2008/2009	Year 3 2009/2010	Year 4 2010/2011	Year 5 2011/2012	Total
Vatu	58,493,259	54,570,980	53,667,664	52,758,344	57,542,413	277,032,660
A\$ 80:1		\$682,137 (additional \$285, 194 for research)				\$3,462,908
	\$731,166		\$670,846	\$659,479	\$719, 280	

The total cost of NZAID-funded activities for SCC for 3 years is as follows.

	Year 1 2007/2008	Year 2 2008/2009	Year 3 2009/2010	Total
Vatu	10,167,777	9,777,476	9,906,010	29,851,263
NZ\$ 72.143:1	\$140,939	\$135,529	\$137,311	\$413,779

The total request to NZAID for **Years 4 and 5** remains unchanged, except for the possible addition of another counselling position. This will be confirmed in the Year 4 Annual Plan discussion due to take place in April 2010. Please see **Appendix 13** with the budget estimate.

	Year 4 2010/2011	Year 5 2011/2012	Total
Vatu	10,824,338	11,084,552	21,908,890
NZ\$ 68.13:1	\$ 158,877.70	\$162,697.08	\$321,574.78

1.3 Performance Monitoring and Evaluation

The Monitoring and Evaluation (M & E) matrix developed for the PDD, and data analysis is updated in each Annual Plan, and utilized in reporting and planning (Appendix 3) links the goals with key indicators and outcomes.¹² The Performance M & E framework has maintained its relevance and currency as the program has been implemented over the past three years. As noted in the PDD, “demonstrating changes in attitudes and behaviour on gender-based violence requires a longer-term perspective than a 5-year program”.

The M & E framework although ambitious, has illustrated the challenging and complex understanding required when developing approaches to M & E of programs designed to intervene in and reduce VAWC.¹³

Performance Monitoring and Evaluation Framework				
GOAL : To eliminate violence against women and children throughout Vanuatu				
Indicators				
1	2	3		
Women increasingly empowered to assert their rights	Legislation on VAWC passed and implemented	Prevalence of violence against women and children		
Sub-Indicators				
a. Number of new clients reporting violence				
b. Number of DV and FPA court orders registered				
c. Number of cases of VAWC reported to police and health facilities				
d. % of new clients who report to the Police (DV & SA only)				
OUTCOME : Increased community acceptance that VAWC is a violation of human rights				
Indicators				
1	2	3		
Total number and % of requests for information by women and men from VWC, Branches and CAVAWs	% of request for information to VWC from male and female community leaders, church leaders and chiefs	Positive statements and policies on VAWC from government and community leaders		
COMPONENTS				
1	2	3	4	5
Counselling, Legal Assistance and	Branches and CAVAWs	Community Education and	Legal Advocacy, Lobbying and	Management and Institutional

Support Services		Awareness	Human Rights Training	Strengthening
Outputs				
1.1 Effective and confidential counseling and support services provided to women and children	2.1 Increased awareness of VAWC and strengthened counseling and community awareness services in Tafea and Sanma Provinces.	3.1 Provision of information and awareness on violence against women and children, human rights and VWCs work.	4.1 Lobbying and Advocacy for gender equality and human rights to be reflected in laws, policies and procedures	5.1 Effective organizational and personnel management and capacity building
1.2 Legal Information, assistance and representation provided to VWC, Branch & CAVAW clients	2.2 Increased capacity of Branches to deliver effective services	3.2 Information and analysis on the situation of VAWC in Vanuatu	4.2 Increased participation and support of men in efforts to eliminate violence against women and children	5.2 Effective project management, implementation, monitoring and risk management
1.3 Demonstrated improvement in core crisis counselling competencies over Year 1 to 5	2.3 Increased awareness of violence against women and children in remote communities			5.3 Sustainable services for women and children escaping violence.
	2.4 Strengthened capacity of CAVAWs to undertake community awareness, counseling services and local networking.			

The Program Design Document 2007 (PDD) incorporated a number of recommendations from the previous review (Kelly: 2006)¹⁴ and suggestions from an AusAID peer review of the draft PDD in 2007. Key issues identified then have been progressively addressed over the past three years.¹⁵

These include:

- appointment of a Deputy Coordinator as a high priority.¹⁶
- striking a balance between research activities and VWC core work of service delivery;
- demonstrating tangible capacity building results that will enable VWC to independently manage its own funding in the future.

1.4 Review Methodology

The review has combined a desk study of all program documentation, workshops and interviews with internal stakeholders such as VWC staff, CAVAWS, and Males Advocates and the Trustees as well as workshops (x11) and focus groups (x6) with external stakeholders such as police, national and provincial government, church groups and CSO's. (see Appendix 4) Additionally a staff (n =18) and stakeholder (n = 5) questionnaire was developed, distributed and analysed. (Appendix 5 and 6)

Consultation workshops and meetings were conducted in Pt Vila (x3), Luganville (x 2), Matantas (x1) , Tanna (x2), and Sola (x3) to ensure that the review gained a comprehensive view of the extent of the VWC Program, and the environment within which the VWC national network implements its program to reduce violence against women and children in Vanuatu. The review focused on identifying key program outcomes and challenges, the current environmental context for working against VAWC and organisational capacity into the future.

VWC and FWCC were consulted on the key recommendations during the drafting of both the *Aide Memoire* and the draft report; to test findings and viability of recommendations additionally a presentation was made to all VWC staff in Pt Vila regarding key findings and recommendations. A presentation of the key findings was made to the Review Steering Committee along with the *Aide Memoire* (Appendix 7).

Due to issues of confidentiality, ethics, safety and risk issues for clients, the review did not undertake to interview current or past Centre clients. Given also that the Centre had undertaken a *Client Satisfaction Survey* in Year 1, the Review team was of the opinion that this data may provide sufficient information regarding client feedback on

counselling/support services received. Discussion took place regarding the next client feedback survey which has commenced (February 2010) and how client feedback from VWC and branches will be incorporated into Centre planning over the coming months.¹⁷

In terms of identifying the prevalence, severity and type of intimate partner violence perpetrated against women and their children, this should be available later this year in the *Survey on Women's Lives and Family Relationships*, implemented by VWC in partnership with Vanuatu National Statistics Office (NSO). The survey, the first of its kind in Vanuatu, will also provide extensive information and data on *help seeking and coping strategies* from women, including who they disclose to and from whom, if at all, they seek help.¹⁸ These findings will provide critical information and data to the VWC and government in order to improve services and programs targeted at women and children vulnerable to and experiencing intimate partner violence and child abuse.

Whilst the review undertook extensive consultations with internal and external stakeholders, due to time limitations and focus, it did not carry out any interviews or surveys with community members who had (and had not) been exposed to VWC community awareness programs. If the recommendation regarding reviewing this component is accepted, then this might take place as part of this.

2. Review Findings

The review findings have been compiled under each of the 8 sub-headings as preferred by AusAID and NZAID; that is; *Relevance, Effectiveness, Efficiency, Impact, Sustainability, Gender Equality, Monitoring and Evaluation and Analysis and Learning.*

The overall findings from this review are that the VWC Program has achieved significant outcomes and has firmly placed the issue of violence against women and children on both the government and non government agenda. There is evidence to suggest that the VWC Program has had an impact on many communities to achieve women and children's empowerment, increase women and children's access to services and justice and to mobilize large numbers of community members to rally against gender based violence through community based efforts linked to CAVAWs and the VWC Program more broadly. The passion and drive of the VWC Coordinator, staff, consultants, volunteers and FWCC and the wider PWNAVAW network is inspiring, and the review team heard quotes more than once which indicates *"You need to have a heart for this work"*.

The reviewers found that the VWC Program is at a critical point in its 18 year history, where there is a need to continue to build on the successes to date and continued work to ensure that organisational management is secure, sustainable and embedded and delegated to senior staff to assist with future succession planning and sustainability. There is considerable risk to the program long term if these factors/issues are not adequately addressed. The reviewers found that the program needs to continue further strengthening its components and in particular to consolidate and analyze the learning's from the *Community Education and Awareness* program and the *Counselling and Support* program.

2.1 Relevance of the VWC Program

Do the objectives remain relevant to the GOV, donors and beneficiaries?

Relevance to the intended beneficiaries – Women, men, boys and girls in Vanuatu.

It is the view of the reviewers, based on data from the VWC PDD, Annual Plan and Progress reports, national and international literature on VAWC, and anecdotal feedback from workshops and interviews, that the stated goals and objectives and component related outputs remain highly relevant to the program.

The component based outputs and indicators may need some amendment over time as the organisation and reliable data sources evolve. Specifically outputs which reference children and young people's needs in both access to counseling and community awareness might be areas that can be increasingly measured over time.

Monitoring and evaluation of related initiatives by Government and donors, such as the implementation of the *Family Protection Act* 2008, in planning their performance measures should liaise closely with VWC to ensure their monitoring indicators and "data capture" are viable and tell the story they are hoping to tell through the selected data sets. Data disaggregation by a range of factors including gender, age and relationship between victim and offenders will be important to assist in the measurement of both the VWC Program and related justice, health and education initiatives designed to increase gender equality and reduce gender based violence.

Indicators that utilize data based on victim reporting to police and courts will be attributable in part and an indicator of the quality of these services, and how they treat victims, as well as about women's (and in the future children) being "increasingly empowered to assert their rights". Data from a range of jurisdictions indicates that reporting to police is often very low, compared to prevalence and only increases if police performance improves, and treatment of victims through both police and courts occurs with dignity and respect along with the perception of fair and just outcomes.¹⁹

VWC have established thorough data collection systems, and have been able to track referrals to both police and courts, which is then able to illustrate the impact of their services in supporting women to access police and court services.

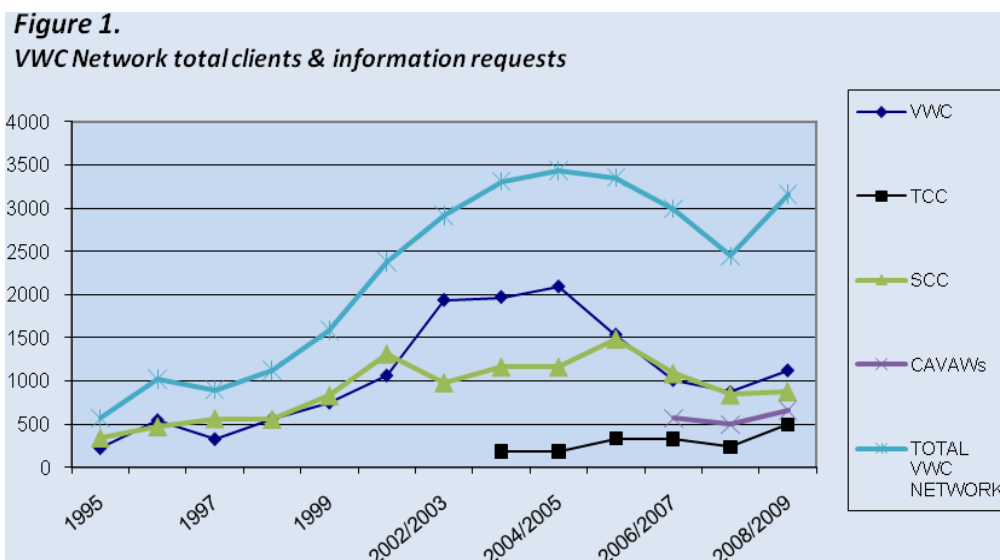
As a population baseline will be established regarding the prevalence and incidence (*Survey on Women's Lives and Family Relationships*) of violence against women and girls in Vanuatu, this provides a unique opportunity to benchmark this and provide future monitoring on the impact of programs such as the VWC.²⁰

Despite the fact these results are not yet available, the reviewers found some documented²¹ and anecdotal evidence that violence against women and children²² is prevalent, serious and preventable, and that the program goal and objectives will retain their relevance for some time to come. This often silent, and prevalent human rights violation, continues to severely limit women and children's participation in all aspects of public and private life including education, income generation, community life, civic and political participation and decision making.

The objective relating to men also remains relevant and critical to achieving the overall goal of eliminating violence against women and children. The output "4.2 increased participation and support of men in efforts to eliminate violence against women and children" is very important, and the reviewers found numerous examples where this objective is being achieved and is enhancing the safety of women and children.²³

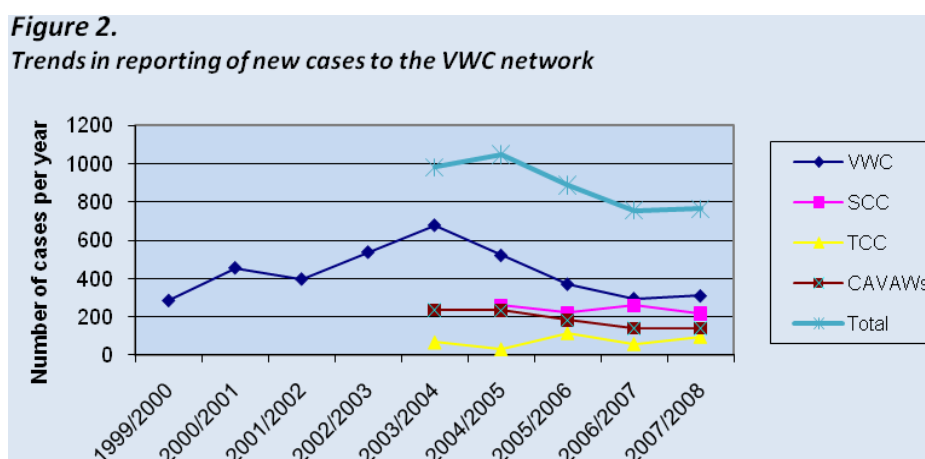
The most reliable and consistent statistics about violence against women and children come from the VWC. The data found in VWC Plans and Reports is detailed, and the Centre are to be commended on their efforts to improve data collection and training on data collection, to ensure that there is data collected over time.

The trends in client numbers and people accessing information from the Centre are outlined below in Figure 1. The decline in client numbers from 2005/2006 through to 2007/2008 seems to have improved, with an increase in 2008/2009 at both VWC and the branches. This may have been due to better recording of data as much as actual numbers of people presenting for assistance.²⁴



Sources: VWC Final Activity Completion Report (July 2007); VWC Annual Plan for Year 3; and data from VWC Progress Report 5.²⁵

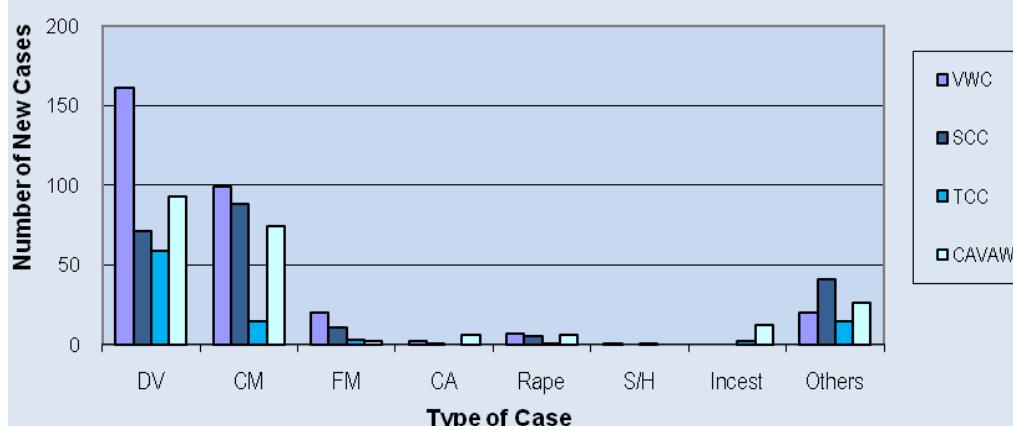
Figure 2 illustrates a similar trend for new clients. The trend for branches and CAVAWs has been steady. Whilst VWC experienced a drop in new clients from 2004/2005, this has been stabilised over the past 3 years. Reasons for this are not clear but could be attributable to an improvement in recording.



Sources: VWC Final Activity Completion Report (July 2007); VWC Annual Plan for Year 3; and data from VWC Progress Report 5.²⁶

The trend in clients' main presenting issue continues to be domestic violence and assistance with accessing child maintenance remain the most common requests for assistance in all three locations. It is interesting to note that the highest reports of incest (12 in 2007/2008) have been recorded by CAVAWs. The stories presented to the review team also highlighted the crucial links that CAVAWs have to be community members. The girls and young women who have been sexually assaulted have placed enough trust in the CAVAWs to come forward and seek assistance.

Figure 3.
Breakdown of All New Clients Seen by VWC, Branches & CAVAWs, 2007/2008



Source : Vanuatu Women's Centre Annual Plan and Progress Report Data Years 2 & 3

The inter-linked indicators used to assess progress towards the goal remain relevant and inter-linked to the program and the broader community.

To eliminate violence against women and children throughout Vanuatu

Indicators and sub-indicators:

- (i) **Women increasingly empowered to assert their rights**
- (ii) **Legislation on VAWC passed and implemented**
- (iii) **Prevalence of violence against women and children**

All of the workshops raised these issues as both key achievements and challenges for their work at a community level and at a national level. For example, the passage of the *Family*

Protection Act in 2008 was seen as both a major achievement, but a major challenge in ensuring it is implemented in the spirit in which it was intended. Feedback from workshops conducted indicated that community members and VWC staff alike want victims to have access to *Family Protection Orders* through the Courts and "Authorised persons" as a matter of urgency. It will also be important to ensure perpetrators are held accountable, and that options such as mediation do not equate to excusing the violence, leaving victims unprotected.²⁷ Vanuatu could learn much from other jurisdictions who have implemented domestic violence legislation, especially regarding the unintended consequences of revictimising women and children if the law is applied by people who do not understand gender based violence and do not have specialist advocates presenting their case and supporting them through the judicial process.²⁸

Relevance to AusAID and NZAID Donor Policy and Strategy

The VWC Program is highly relevant to both Australia and New Zealand's strategic directions for their overseas aid programs. This program is assisting with poverty reduction and the promotion of sustainable development. The overarching aim of promoting gender equality through the elimination of gender based violence enhances women and children's participation in decision making, enhances human rights and address discrimination against women and children.

The multi-faceted nature of this program that spans from national level human rights programs right into village level is a leader in the Pacific. The reviewers were impressed by the high level lobbying and advocacy efforts concerning CEDAW, Human Rights, legislative reform and systems accountability, through to empowerment of women, men and children at village level to take action and speak out against the violation of women and children's human rights.

National VAWC achievements by the Government of Vanuatu are attributable in part due to extensive lobbying and education from the VWC Program. This includes the gazetting of the *Family Protection Act* 2009, extending the definition of rape so that rape in marriage is not precluded, and the recent establishment of the FPA Taskforce and Law Reform Commission.²⁹

Gains made relating to VAWC at a practical and policy level for women and children in Vanuatu are often linked to VWC Program initiatives and lobbying and remain an important contributor to the realization of gender equality goals in both National policy and donor policy.

It should be noted that the AusAID Country Strategy for Vanuatu that expires this year lacks a gendered approach, and it is important that a revised strategy looks to opportunities to address gender and gender violence issues in a range of programs to address the systemic discrimination against women and children. All programs that work in the health, education and justice sector have an ongoing opportunity to enhance gender equality and strengthen human rights and poverty outcomes for women and children in Vanuatu.

It is heartening to see that donor policy regarding aid, gender and gender based violence is starting to be more comprehensively documented and embedded in policy. It is clear that VAWC Program approaches that have been supported for some time by donors and VAWC work that has been in place for the past 25 years have had a positive impact on donor policy.

2.1 Effectiveness

To what extent are program outcomes and objectives on track to being achieved?

As indicated in findings regarding relevance, it would appear based on data sourced from both the review and VWC documentation, that the expected outcome of *increased community acceptance that violence against women and children is a violation of human rights* is on track as a result of the visionary, ambitious and multi-faceted national program.

This is being progressively worked towards through the implementation of 5 inter-linked components. The harmonized program includes NZAID funding for SCC. There are many advantages to a harmonised program, including ongoing support and capacity building from VWC, and training programs for staff, CAVAWs and Male Advocates, as well as national efficiencies gained from the Community Education materials that are produced on a national basis and distributed across the country through the CAVAW network.

Effectiveness findings for each component are outlined below:

Component 1

Counselling, Legal Assistance and Support Services

Output:

- 1.1 Effective and confidential counseling and support services provided to women.
- 1.2 Legal information, assistance and representation provided to VWC, Branch & CAVAW clients
- 1.3 Improved counseling and training skills

The VWC National networks provides counseling through VWC, SCC, TCC and CAVAWs. The program employs a total of 8 full time counseling staff, 4 in Pt Vila and 2 each in SCC and TCC. Both the Coordinator in Pt Vila and the Project Officers in Luganville and Santo can provide backup counseling and supervision as required.

The CAVAWs receive basic training in counseling and refer complex and more serious cases to branches and VWC. The links between CAVAWs, branches and VWC is crucial to providing a local contact so that victims can make an initial approach to a trusted community member. The reviewers heard many stories regarding referrals by CAVAWs to Branches and VWC, especially cases involving sexual and serious physical assault.

The review found that this critical component requires some quality improvements in the quality of counseling and support to ensure that reasonable standards are met. There has been significant investment in training both in country and through the FWCC over many years.

The challenges of identifying, recruiting and retaining staff that have the aptitudes and potential to gain from this training are significant. Women's access to formal education, especially secondary and tertiary education and a relatively small skilled female workforce means that the VWC trains most staff up from the foundations of working in counseling and support. Staff are also subject to all of the constraints of working in a societal context where discrimination against women and girls is rife and myths still exist regarding the aims and objectives of VWC.

"Before my families felt that VWC breaks families, but now they understand (after I have done a lot of awareness with them). Now some of them want to be a part of it".

"Husband is supportive but the relatives are hostile (Because she is not behaving like a good wife role)".³⁰

The review team found through staff interviews, workshops and questionnaires that staff highly value the training they receive, but feel the need for more refresher training and where appropriate issues may require specific training, increased team supervision, and performance review and management.

Staff also commented on both the achievements and challenges in working with police and courts in advocating for clients. The staff have all been trained in the FPA and had some anecdotal evidence to suggest they had secured orders under this Act. However comments

regarding lack of timely access to police, especially in remote areas, lack of magistrates, and transport constraints, provide challenges for the counsellors in their work.

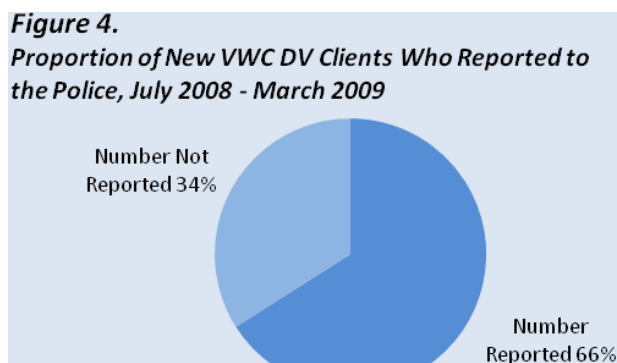
VWC Annual Reports 2 & 3 indicates the comprehensive work undertaken to build capacity of staff in counselling in VWC and Branches. This includes data collection improvements, ethics of counseling, court and police advocacy and applications for DV orders (now FPA orders), and negotiating with chiefs.

The indicators for the quality of VWC, Branch and CAVAW counseling and support services selected by VWC in the M & E Framework include:

- i. the number of repeat clients using VWC, Branch and CAVAW services each year;
- ii. the number of women and children from the islands assisted by the Client Support Fund per year
- iii. the percentage of new and repeat clients who receive domestic violence or family protection orders per year
- iv. the number of clients using the Safe House per year
- v. the percentage of new clients satisfied with VWC's counselling service.

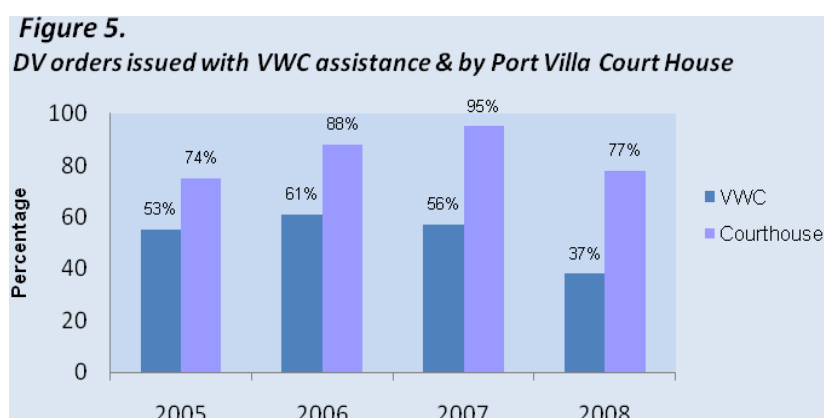
As indicated in Figure 1, although recorded client numbers had experienced a decrease, this has stabilized with an increase in the past year. As outlined in the Annual Plan for Year 3, the indicators above (and those outlined for Indicators (i)) appears to be on track. For example data collected shows that 30% of new clients coming to VWC for domestic violence problems reported to Police in 2007/2008 and 66% from July 2008 to March 2009, (see Figure 4 below).³¹

Reporting by Branch clients to the Police is much lower, with 14% of SCC and 12% of TCC domestic violence clients reporting in 2007/2008; and 33% and 24% respectively reporting from July 2008 to March 2009.³²



Source: Vanuatu Women's Centre, Program Against Violence Against Women, Annual Plan, Year 3 July 2009-June 2010, page 15.

"From January 2005 to December 2008, 334 DV orders were issued by the Port Vila Magistrates Court, and 62% of these were facilitated by VWC. These figures provide further evidence that women are claiming their rights by using the legal system to try and prevent or stop the violence, and that VWC has played a key role in this process (see Figure 5 below)." ³³



Source: Vanuatu Women's Centre, Program Against Violence Against Women, Annual Plan, Year 3 July 2009-June 2010, page 15.

The Family Protection Unit keeps sexual assault data and Annual Report 3, provide an excellent analysis of this data, highlighting both the problems with national crime recording and the concerning number of child sexual assaults.³⁴

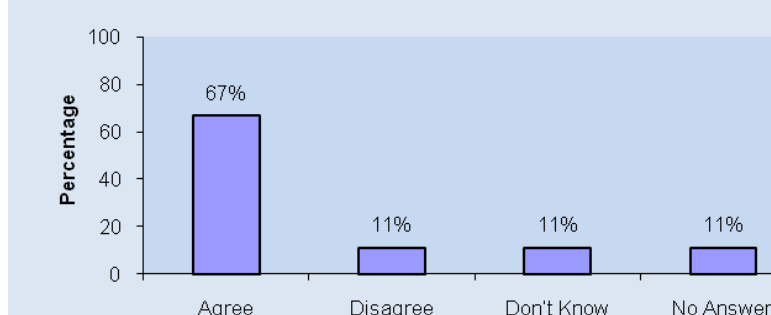
The recent addition of a new lawyer (January 2010) to the staff, after a long recruitment drive, should provide renewed support for both the VWC National network and clients. The lawyer is probationary, and will require two years supervision before she is able to represent clients at court. Despite this ongoing issue the Program places great value on specialist in-house access to legal advice, support and training to VWC, Branches and CAVAWs. In terms of legal representation at Court, it is not clear how this is resourced for Centre clients. It may be prudent to continue to explore a range of options for enhancing in-house legal capacity and external supports available through the Community Legal Service and Public Solicitors Offices.

In terms of the indicator for ***Output 1.3 demonstrated improvement in core crisis counselling competencies over years 1 to 5***, the review team found variable and limited evidence that this had been achieved within counselling staff, and the review team formed a view that there could be greater emphasis on performance assessment and performance management of counsellors to an expected standard. Although VWC have intensified their core counselling training and refresher training provided by FWCC to try and improve the base level counselling skill with all counselling staff, this remains an area of risk. The review team identified staff with the potential to provide leadership, supervision and peer review if provided with further mentoring, training and an opportunity to play this role across the national network.

The feedback in the staff survey³⁵ indicated a level of commitment in helping women and children, a sense of achievement as an organisation, and a need for greater emphasis on training.

Figure 6. VWC Staff Survey

(Q16) VWC provide adequate training to staff and volunteers



n = 18 – Full survey results available in Appendices

Component 2:

Branches and CAVAWs

VWC currently support two branches, SCC and TCC and are planning to work towards a 3rd in Sola, Torba Province in Year 4. There are currently 35 functioning CAVAWs with 2 new CAVAWs and 2 CAVAWs closing. The reviewers formed the view that both the branches and CAVAWs are providing a crucial service to victims of VAWC and extending awareness raising activities into many communities that have had no previous access to information. This includes provision of information and awareness regarding human rights and VAWC, women and children's legal rights, and interventions to provide safety through active police referrals, providing consultation and advice to custom courts, referrals and advocacy to island and magistrates' courts and assisted with police intervention and remands in serious cases.

Matantas CAVAW, Santo

After attending training of the Male Advocates one of the CAVAW members assisted a young woman who had been sexually assaulted by her father. He arranged safe accommodation within the village, contacted VWC who in turn lobbied and supported the police to attend and worked with female CAVAW members to support the young woman and ensure she was safe until the Police arrived, which took some days. The offender has now been placed in custody.

The linkages and synergies between the male advocates and CAVAWs was also highlighted in feedback from workshops as was the value of linkages with village chiefs, both as male advocates, CAVAWs members and supporters.

The review team held workshops with CAVAW members in Pt Vila, Luganville, Matantas, Tanna and Sola. The record keeping regarding CAVAW counseling, training, awareness raising and events is improving, especially given most CAVAW members are based in small rural communities and villages and may not have received much formal education. The obvious commitment and passion from this extensive network is testament to the vision and commitment of the VWC staff in providing ongoing support, training and linkages to CAVAW members, in particular the VWC Coordinator who provides oversight of this component and resources the annual CAVAW training and meeting held for two weeks every March.

*"Police trust the CAVAWs and refer some cases to them"*³⁶

*"Because one chief is a CAVAW member, every morning on the day allocated for chief's work in the village, the chief talks about the work of the CAVAWs."*³⁷

The review team held workshops with both SCC and TCC staff and conducted individual interviews with selected staff. All branch staff completed the questionnaire provided.

The SCC Branch

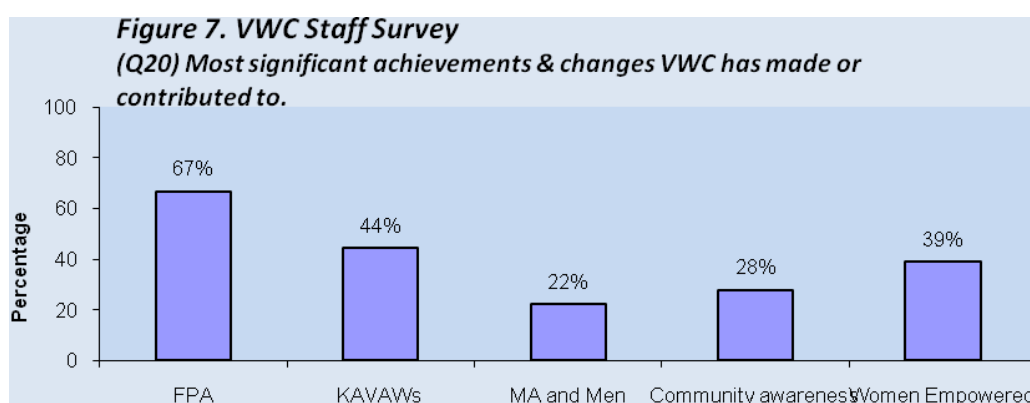
SCC was established in 1995, and has some long serving staff members. Feedback from SCC staff included achievements in taking client cases to Court for both civil and criminal matters, a close working relationship with police and the Court through links with men who have been trained as male advocates, and appreciation for training, particularly the FWCC Regional Training Program.

Challenges raised by staff included the need for more counseling supervision and mentoring, review of staffing policy, and strengthening staff capacity overall. Additionally discriminatory cultural and religious attitudes towards women and girls that still support VAWC were noted by SCC and all stakeholders as a key challenge to their work.³⁸

Staff also indicated that they considered the work of the CAVAWs one of the most significant achievements.

The TCC Branch

The TCC Branch was opened in 2003, and has made significant inroads to working in a very challenging environment. Workshops held with staff, CAVAWS, chiefs, provincial government and other stakeholders indicated a high degree of support for their work in a challenging and changing environment. Feedbacks on challenges regarding custom and church barriers to working against VAWC were highlighted, along with the significant achievement in garnering support from Chiefs. A highlight of the Tanna visit was a meeting with Chiefs in the Nakamal, where they indicated their support for the work of the TCC and linked CAVAWs.



Establishment of a 3rd Branch in Sola, Torba Province

The review conducted consultations in Sola, Torba Province running workshops with CAVAW and community and government representatives.³⁹ It was evident from the prioritized workshop feedback that there is a high level of commitment and enthusiasm for the establishment of a branch. The VWC intend to scope and plan for a 3rd Branch in Year 4 as foreshadowed in the PDD and previous progress reports. The review found that there is a need for a Branch to be established in Sola, and that detailed planning addressing VWC capacity to support a 3rd branch, staffing, training and establishment will need to take place in the Year 4 with possible establishment in Year 4 or 5. Some analysis and documentation of the involvement of the Sola and broader Torba community in VWC has been well documented, and community and key leaders are supportive of the establishment of a Branch in Sola. It is not clear to what extent formal undertakings have been made by Provincial government, although informal indications are very supportive.⁴⁰

The **risk** with opening another branch is ensuring that intensive support can be provided to this new branch, whilst maintaining support and networking with the other two branches,

and not being spread too thin. Enhancing the operational and management capacity of VWC to oversee its national program will continue to be a critical factor and the role of the mentoring and delegation over time to the Deputy Coordinator to support this is very important.

Component 3: VWC Community Education and Awareness

Outputs:

(3.1) Community awareness undertaken by VWC; and

(3.2) Data collection and research

(3.1) Community awareness undertaken by VWC;

VWC and the branches have for some time conducted a national community education and awareness program, supported by a wide range of range of materials, printed⁴¹ and radio to support the program. The awareness program is far reaching and thousands of men, women and children have attended workshops over the past few years.

This component is very well supported by external and internal stakeholders alike, and the materials are highly valued by recipients such as CAVAWs who use them in their work. However, this program has an opportunity to review both the content of awareness workshops presented and materials to ensure they can have the maximum impact and are appropriate for the intended audiences.

The issues of pre-testing materials and strategies was raised in the 2006 review, and the 2010 review team were of the view that this highly valued component should pre-test materials as part of a review of this component to assess whether materials need to be changed to suit different audiences.⁴²

Areas that could be examined include; information for children and young people that is both age and gender appropriate, materials for use by male advocates that target young and older men, materials that target non-literate female audiences and families and materials that target community leaders in particular chiefs and church leaders for example.

The review team found that although the wide array of materials are highly valued, there needs to be greater capacity built within the organization to take over the responsibility for planning and production of these materials by community education staff and other staff, in consultation with external expertise, and/or a communications sub-committee that can

assist with strategies, content and targeting. It is noted that this is planned as part of staff capacity improvements in Year 2 and noted in Annual Plan Year 3.⁴³

The radio programs appear highly valued, although there was little evidence the content had been reviewed, or strategies put in place to maximise efficiency. However, information from *Annual Plan 3* indicates a marked difference in attitudes of callers to talk back radio programs run by VWC over the past 5 years including an increase in callers arguing that “violence against women and children is not part of custom, that beating women should stop, and expressing support for the work of VWC and its network”.⁴⁴ The local Tanna FM radio station is not operating in Tanna, so the only option for TCC to broadcast a program is via the national shortwave service.⁴⁵

Given the reach and impact of the VWC Awareness component, it is timely to review this component, as the opportunities are enormous and careful planning and targeting will maximize effort and time availability of staff.

Workshops, consultation and reports highlight a large number of requests from community and government for awareness programs, and opportunities to work in new areas including teachers and schools, sporting clubs and federations.

External communications to promote the services provided by VWC and Branches might also be considered such as some attention given to promotion of the service, whether a web site is warranted, radio ads that specifically promote the counseling and support services for example.

It is also timely to maximise the impact of information that might be given to clients, compared to information that is used for awareness. Again there is an opportunity to pre-test this information and to target it to the intended audience appropriately.

The work by branches and CAVAWs in community awareness comes under Component 2; however they are supplied with materials from this component, as all materials are produced centrally by VWC.

The reviewers found that the VWC have already produced materials regarding the FPA including information brochures and posters, and that based on feedback this has already had an impact in terms of awareness and information.

(3.2) Data collection and research

The indicator for this output is that 2 research projects would be undertaken over the 5 year program. The first research project is nearing completion, and although unavoidably delayed, this is a very significant achievement for both VWC and NSO.

It is an excellent investment to create a reliable baseline measure for the prevalence and incidence of violence against women and girls in Vanuatu. The extensive preparation, planning and training that has been invested in the research has had a range of flow on effects in terms of skilling up a team of researchers, many of whom are CAVAW and VWC staff members, extending their reach into communities and increasing the researchers understanding of the prevalence and nature of violence against women and children in Vanuatu. The partnership with the NSO has worked well and it has been a learning experience for all parties involved. The project is now at a critical stage of final data analysis and compilation. A report and communications strategy will be compiled in the coming months for a launch towards later this year.

The review team found a number of staff and CAVAWs commented on the experience of being involved in the research, and it certainly increased the knowledge of those involved and heightened their awareness of the challenges that women and children face as victims of violence in many remote communities without access to support services or information.

The research methodology is based on world best practice and has been comprehensive and well planned. The Australian consultant who led the planning and implementation of this research, and the then Research Officer assisted with ensuring a quality approach, so that the results are valid and comprehensive.

The final sample was 3,750 households, conducted by 65 researchers.⁴⁶ The survey approach was to select a representative sample of women aged between 15 and 49. Estimates of the expected number of women in this age group were undertaken for each province. For this survey, eight target areas were identified as sub-populations for which estimates would be desirable.⁴⁷ These eight areas were: Port Vila, Luganville, Rest of Shefa, Rest of Sanma, Penama, Malampa, Tafea and Torba.

A second smaller research project was planned originally for Year 3 & 4. It was intended to be a qualitative study on custom, violence against women and community understanding of human rights.⁴⁸ Given the extensive nature of "Women's Lives" research, and the large number of activities the VWC National Network will be undertaking over the next 2 years, it may be prudent to revisit this, as other components may take priority. The Centre has

already flagged this may be deferred, and that any future research design will be influenced by the findings of the "Women's Lives" findings.

Component 4: Legal Advocacy, Lobbying and Human Rights Training Outputs

4.1 Lobbying and Advocacy for gender equality and human rights to be reflected in laws, policies and procedures

The past two years have seen the culmination of many years lobbying, education and awareness raising across the country and regionally to ensure that women and children's legal and human rights are enshrined in law. The culminated achievements, in which VWC have played a critical role include:

- Gazetting of the Family Protection Act in March 2009⁴⁹
- Establishment of the Family Protection Task Force⁵⁰
- Draft FPA Implementation Plan 2010-2011 -DOWA
- The establishment of a Law Reform Commission in Vanuatu⁵¹
- Continued lobbying for a Human Rights Commission and comprehensive Family Law Act
- Development of a CEDAW compliance booklet with DOWA
- Sexual Assault response and referral protocol – Department of Health, Police and VWC
- Highlighting and acting on the amended definition which includes rape within marriage.
- Launching of a new Pt Vila based Police Domestic Violence Unit

There is no doubt that the enactment of the FPA is a historic moment for Vanuatu, and the culmination of courageous lobbying against substantial opposition over the past ten years. The implementation of the FPA is the responsibility of the Government of Vanuatu, and it will be important that this legislation be appropriately resourced so that justice and law enforcement agencies that implement the FPA have an adequate understanding of the nature and dynamics of family violence ensuring victims are properly supported through the justice system and perpetrators are held accountable. It is important for VWC that its capacity is not over-extended in an effort to support the planning for an implementation of the Act.

The tireless efforts and vision of the VWC Coordinator have in no small part contributed to VWC efforts to have women and children's human rights embedded in law and regulations.

4.2 Increased participation and support of men in efforts to eliminate violence against women and children

The Male Advocates for Women's Human Rights Program has trained approximately 400 men over the past 6 years. In 2009, 17 new male leaders joined on Ambae, and another 13 in Santo. Follow up on the male advocate's takes place through both VWC and the branches. However, there is a need for more follow up, so that the male advocates can remain involved. The strategy of targeting male advocates to be selected onto CAVAWs is widely supported and this was a feature of feedback from CAVAWs who appreciate the support and assistance provided by male CAVAW members. Many times the reviewers were told that this is not just an issue for women, but an issue which everyone must address.

Information and awareness workshops for male community leaders have also been delivered following general community awareness and this strategy seems to be assisting with garnering support from Chiefs, Police, Provincial government and Church leaders. There are many examples cited in reports and through the workshops to illustrate increasing support from men.

The risk to this component is that if there is insufficient follow up and linking into ongoing initiatives and events, the effects of this training may dissipate over time. It may be prudent to assess staff responsibility for oversight of this program component into the future.

The Centre has recently participated in the testing of a Male Advocacy Training Manual being developed by FWCC and the most outstanding VWC Male Advocates were recently selected to participate in this process.

The review team met with a number of Male Advocates and was impressed by their knowledge, commitment and willingness to work with women to intervene and refer cases to police as they arise.

Case Study - Male Advocate (Chief) Arranged Marriages

A village chief was making an arranged marriage with a couple for their daughter to marry a man from another island who was a driver for one of the bulldozers. The girl and her father were not happy about the arrangement but couldn't do much because it came from

the high chief. The case was reported to the Male Advocate (MA) and he challenged the chief concerned on the issue, quoting the Human Rights of people to make choices. After a lot of talks and letters to and fro, the MA won the case for the girl. This is a rare case where a third party – a chief – steps in and challenges the traditional way making a girl and her parents disobey the order of a chief.

There has been no study carried out on the effectiveness of this component, however anecdotal evidence suggests that it is highly valued and the men who have received the male advocates training have changed their attitudes through their continued exposure to training and the work of both VWC and FWCC.

Component 5: Management and Institutional Strengthening Outputs

This component aims to strengthen the management and coordination of a; VWC services, including personnel, organizational, financial and program management.

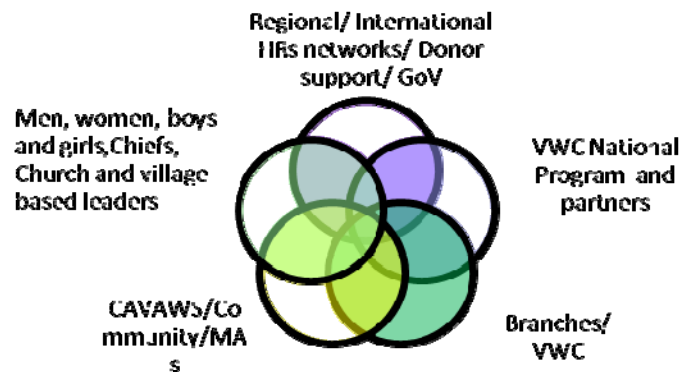
5.1 Effective organizational and personnel management and capacity building

The review team undertook the following information gathering relating to this component:

- Staff workshops, Pt Vila, Luganville and Tanna
- Staff Interviews – selected staff
- Interviews with key internal (Trustees, FWCC, Consultants) and external stakeholders
- Staff and Stakeholder questionnaire and analysis
- Review of the VWC Reports, Plans and PDD.

The VWC has grown steadily as an independent CSO. The organization runs a sophisticated and complex program, requiring increasing levels of skills in both program implementation and management. Whilst the staffing and management structure has served the organization well for the past 18 years, some attention needs to be given to organizational planning and management to ensure it has a sound base for the future.

Figure 8: VWC National Network and linkages

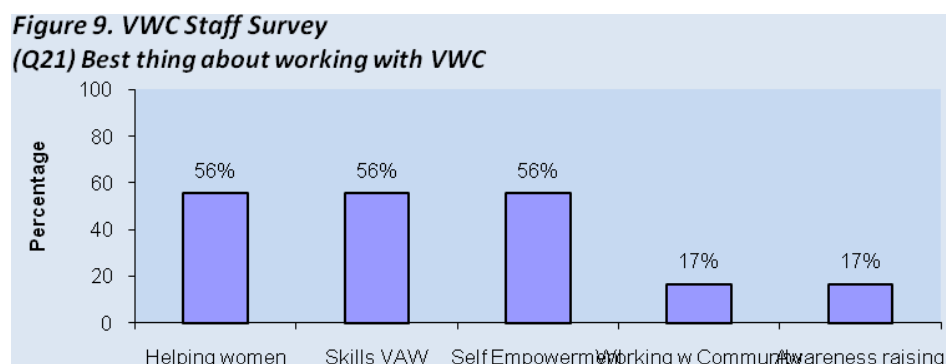


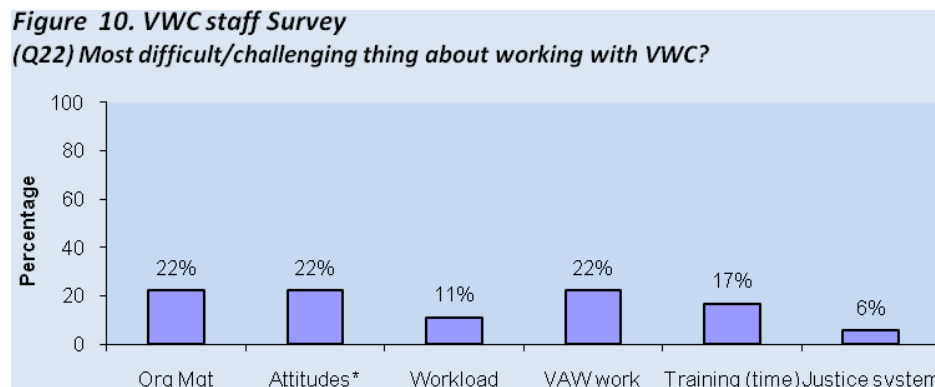
The review team made the following observations and findings:

- The trustees are committed to the principles and vision of the organisation and indicated they would like to be more involved in the governance of the organisation, and articulated a desire to review and clarify their roles for the future of the organisation. They were interested in the distinction between management and governance, and long term succession planning for organisational management.
- The personnel management of the organisation is at the early stage of implementing a reviewed performance management system, and might benefit from some practical assistance in this area, both in terms of appraisal, completion and performance managements skills for senior staff.
- The VWC identified the Research Officer as being suitable to be appointed into the position of Deputy Coordinator. It is not clear however whether documentation has been formalised regarding; final terms of her appointment, roles and responsibilities, mentoring, training, delegations, and the transition and balancing of the role of DC and research coordinator. The review team is of the view that this is critical in the coming months, to ensure this position is well supported and receives the mentoring required to transition into this role.
- The financial management of the organization has been thorough, with an experienced financial manager, regular audits and careful oversight by the Coordinator. The branch staff has continued to receive training in financial management, and it was observed that SCC have improved their capacity in this area and TCC are still in the formative stages of financial management. The position of financial manager/administration is vacant from April 2010.
- VWC is taking increasing responsibility for preparation and writing of the progress reports, facilitated by a long term consultant.

- Succession planning was raised by internal and external stakeholders.
- Organizational transparency could be enhanced by ensuring annual or bi-annual public meetings are held, and consider providing as way of a handout a very brief annual report. The 2010 public meeting could be linked to the launch of the study "Women's Lives."
- Reporting and Plans are comprehensive. Reports could provide additional case studies. Quarterly financial reporting appears onerous.

The review team was not able to assess whether there has been a demonstrated improvement in staff capacities over the 2 year review period. The ongoing challenge for the VWC Program, as with many CSOs, is staff recruitment, up skilling and retention. The analysis of staff performance reports and an overall scale for staff at VWC, TCC and SCC for Year 4 reporting might provide further information regarding this indicator.





* Attitudes = negative attitudes towards women, violence supportive attitudes

5.2 Effective project management, implementation, monitoring and risk management

The review team found that the program management and implementation are tracking well. In terms of risk management some management and organizational risks regarding management capacity and succession planning could be reviewed as part of the assessment of the Risk Management Matrix.⁵²

The support from both the Australian consultant and FWCC continue to be highly valued. The relationship with FWCC is collegiate, and VWC has gained much in terms of program planning, content and strategy. VWC also plays an important role as part of the regional network. The Australian consultant continues to provide important guidance to program planning and monitoring, although staff are increasingly taking responsibility for reporting, data gathering and analysis.⁵³

5.3 Sustainable services for women and children escaping violence.

The indicator for this output is the establishment of a VWC Building approved and occupied. A feasibility study sponsored by AusAID and completed by the Kramer Group (January 2010), outlines and costs 3 options. The recommended *Option 1*, is to build on land negotiated through government.⁵⁴

The review team observed that this current accommodation is substandard, and it would contribute greatly to staff moral, client morale, and long term organizational viability if a purpose office was built for VWC.

2.2 Efficiency How efficiently has this Project been managed?

The review team found that overall the program has been very efficiently managed. Provision of report and annual plans has been timely, thorough and well documented. The monitoring and evaluation matrix has been carefully thought through and documented and reflects the comprehensive nature of this national program.

There may however be some gains to be made in future program planning regarding the following:

- Greater clarity regarding the content required in annual plans and progress reports
- Efficiencies gained through less onerous financial reporting whilst maintaining accountability.
- **A contribution of support from the Government of Vanuatu towards land for the Centre** would greatly increase their efficiency in terms of stability of location for the future
- A formal commitment from Provincial and Municipal government to assist the work of VWC and the branches would assist with future accommodation and collaboration at a Provincial and Municipal level.

2.3 Impact

How has the VWC Program impacted on community members, victims, perpetrators and government?

The VWC Program has had a significant impact across the country in a range of lasting ways. Although there has not been a formal impact study there are numerous anecdotal examples.

Most of them have already been mentioned.

They include:

- Lasting law reform and changes in legal processes
- Increasing women and children's access to justice
- Improving the working relationships and integrated approaches to reducing VAWC through greater collaboration with health, education and the justice sector.
- Evidence of emerging community acceptance that some forms of violence against women and children are a violation of human rights
- Increasing acceptance that the VWC national network has an important role to play and that that community groups, chiefs, police and other community leaders are

- requesting more information sessions and opportunities to link into the work of the VWC Program
- Increased recognition that CAVAWS have a legitimate role in reducing VAWC in their communities, and despite many challenges are increasingly accepted in their community.
 - That men can and are changing their attitudes towards VAWC, including example where there are claims of behavior change by men.
 - Increasing women's access to leadership, decision making and education through the development of the VWC National network.

The impact of the CAVAWS is unique contribution to building civil society. There was much positive feedback regarding the empowering role of CAVAW membership for women in particular. Many women who spoke at the workshops reflected that they had not had a public speaking role prior to their involvement in CAVAWs and as a result this has changed their standing in the community, and the standing of VWC. There a number of case studies shared about the work the CAVAWs are undertaking and the cases they are intervening in, in many cases at personal risk to their own safety and well being.

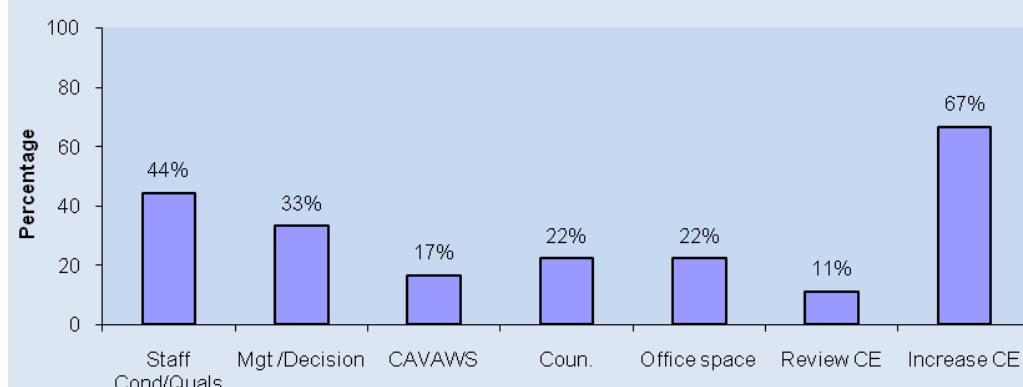
Case Study - CAVAW on – Sexual Assault/ Attempted Incest (Nov. 2009)

After one of the awareness talks, a man and his daughter went to a CAVAW and reported a case regarding a man and a young girl of thirteen years. On a Sunday, the girl went off to swim in the sea. The man went and grabbed her and started fondling her breasts, touched her private parts, and trying to get her down on the grass. She called and shouted and someone shouted back and came to her rescue. The man ran away but the girl reported him to the CAVAW. Unfortunately, he's a chief.

Staff were asked how the VWC could improve its work. See Figure 11 below. Responses include an increased focus on community education and awareness to try and meet demand, followed by improved staff capacity through training and improved skills and qualifications along with an improvement in organizational management and shared decision making.

Figure 11. VWC staff Survey

(Q24) Suggestions about how VWC can improve its work in the future



Some of the feedback from workshops on key challenges to address in the future includes:

- Strengthened staff training and supervision
- Improve VWC management capacity
- Strengthen CAVAW capacity
- Increased awareness and education to a wide range of community groups and sectors (including legal education)
- Need to improve justice capacity and response
- Government assistance and funding
- Need to increase knowledge and skills on VAWC amongst police, courts, and public.
- Cultural, religious, attitudes and practices that create barriers to reducing VAWC.
- Publicity and promotion of VWC services.⁵⁵

2.4 Sustainability

How sustainable are the Project outcomes?

The sustainability of the VWC National program has been considered from several perspectives. These include:

- Programmatic and impact sustainability
- Organisational sustainability

The sustainability of the program and the resultant impacts from the program have gathered a critical mass since the inception of the organisation. This has resulted in some sustainable outcomes for Government and all citizens of Vanuatu.

These include but are not limited to:

- Enduring human rights through the ratification of CEDAW
- Enduring legal rights through the Penal code (and amendments) and the Family Protection Act
- Emergent changing attitudes regarding violence against women
- Thousands of women, men and children who have been exposed to information and awareness regarding their rights to live free from violence. There is some evidence to suggest that violence against women and children is not as acceptable and unquestioned as it once was.
- Increasing numbers of request for information, and awareness from both male and female community leaders and organisations

With any program of this nature it relies on long term commitment, investment and change. As institutions embed a rights based culture including the right to live free from gender based violence, the chance of sustainable change is increasingly embedded.

The VWC's approach which is multi-faceted and rights based, has all the rights ingredients for success, and has slowly garnered increasing support from key stakeholders such as Government, Chiefs and Church leaders, so that their work can receive the structural and Political support it needs to make an enduring impact.

The incredible network of CAVAWs, Male Advocates, Branches and VWC has increased the opportunity for VWC to make changes in attitudes that are lasting.

For the women and children who have been assisted directly by the VWC, there is some anecdotal evidence that changes to their lives have been positive and lasting. Indeed it was interesting to note from the staff survey that self-empowerment was one of the key positives for working in this area despite the challenges.⁵⁶

The barriers and risk to the achievement and sustainability of the program stem from very significant social, cultural, and economic discrimination against women and children, which sanctions violence against women and children, as an inevitable part of daily life, where women and children expect to be physically disciplined and are unaware of their basic human rights to live free from violence. Sustainable change in reducing and addressing violence against women and children is the work of a generation or more, and needs continued investment to continue the momentum. Any program such as this which is aiming to change fundamental attitudes and practices requires constant reinforcement from every sector of society.

Many of the staff and volunteers in the VWC program have themselves faced some degree of personal and professional difficulty in their work, and staff have reflected that this remains a challenging area to work in.

From a CAVAW – Torba – February 2010

A man kept on beating his wife until one day she heard a talk by one of the CAVAWs in the village. When the husband hit her again, she ran to one of the members of the CAVAWs who then put her in another house for safety. The husband went searching when she wasn't at home. He asked the lady who hid his wife but she said the wife was not in her home. Some other guy told the husband the wife was with the CAVAW and he returned, walked straight to the CAVAW and slapped her so hard that she fell to the ground. A fight broke out but the CAVAW got up again and calmed the group. The case was reported and a protection order was taken against the man but the CAVAW did not press charges against him for slapping her.

The strategies to increase the sustainability of outcomes as identified in the 2007 PDD have largely been implemented and proven to be successful. They include: ⁵⁷

- Using a variety of activities to create and promote awareness of women's and children's rights and causes and consequences of gender-based violence, including working with grass-roots women and men, Chiefs and other male and female community leaders.
- Training male advocates who can build a bridge with Chiefs and other male leaders, by facilitating spaces and openings for VWC to undertake a dialogue with community leaders on the impact of gender-based violence, on human rights, and on how human rights and gender equality is reflected in Vanuatu's laws, Constitution and elements of *kastom*.
- Using male advocates as role models in VWC's community awareness activities and in advocacy for legal and human rights.
- Ongoing networking and awareness-raising with women's groups, other community groups and agencies.
- Ongoing lobbying and advocacy for legislative change and for adequate responses by the law and justice sector to violence.
- The provision of information on VWC and its services to confront myths about VWC, and its approach.
- The involvement of up to one local male community leader in each CAVAW.
- Targeting key agencies and institutions for training on gender equality, violence against women and human rights.
- Lobbying of government agencies and leaders to adhere to and implement existing laws, human rights standards and policies.

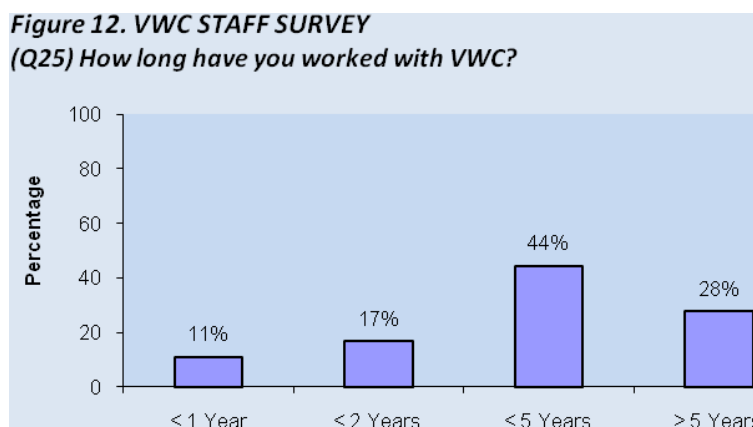
These strategies were also complemented by similar mirror factors in the program design, so that sustainable results could be maximised. ⁵⁸

- *Organisational sustainability*

As flagged in previous sections, the VWC Program has achieved an enormous amount and made a significant and lasting contribution to elevating the status of women and children in Vanuatu. The significant multi-year support from AusAID and NZAID (funding for SCC Branch) has enabled the VWC Program to flourish across the country. The vision and partnership between VWC and the Managing Agent FWCC along with targeted assistance from the Australian consultant have equipped the Centre well.

Having said that however there remain institutional weaknesses and vulnerabilities which need strengthening to secure sustainable management benefits and succession planning for the organisation.

The challenge for the Centre is to build up a core of senior staff that can assist with sustainable management across program, finance and personnel, so that the management of the organisation is a shared responsibility thus assisting sustainability and mitigating risks. In the past year, the identification of a Deputy Coordinator has gone some way to addressing this. Figure 12 below illustrates that staff at VWC tend to be longer serving, with 72% of staff having worked for more than two years, and 28% having worked more than 5 years.



The long term organisational management and governance of the VWC Program needs further thought and planning regarding arrangements beyond Phase 5. No doubt the collegiate relationship with FWCC will remain a critical partnership regarding training, joint strategising and program development. The question regarding their role as Managing Agent might be addressed towards the end of the Phase, when VWC Management capacity and indicators will be culminating over the Phase 5 period.

The organisation may require further development of its governance structures in the long term to meet expectations regarding stakeholder engagement, and local level contributions to organisational transparency and "constituent" accountability.

Government of Vanuatu support

The Government of Vanuatu has strong links with the VWC through various representative committees, especially through the Department of Women's Affairs, which sits in the Justice Ministry. Likewise the branches are increasing their links with Provincial and Municipal Government.

At this stage no funding has been provided by Government to the VWC Program. A significant contribution to organisational sustainability would be access to Government land on which to build a permanent home for the Centre. The feasibility study funded by AusAID indicates that Option 1, building on government land would be the preferred option for the Centre.

2.5 Monitoring and Evaluation

Does the M & E Framework enable progress to be effectively measured?

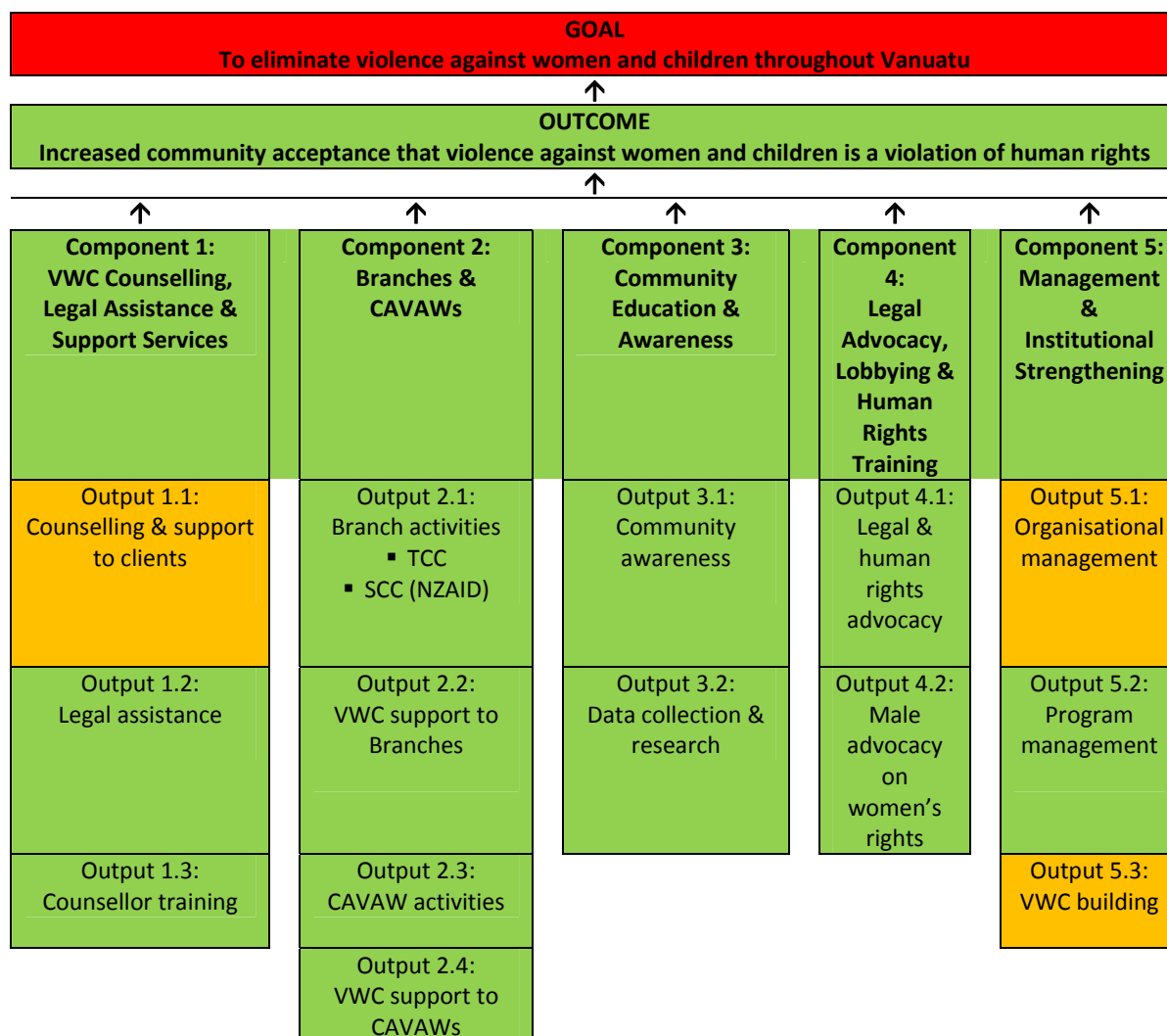
As previously discussed, in Section 2.1, the Monitoring and Evaluation has been carefully thought through and consulted on, to draw together a range of data and indicators to culminate in program outcomes.

The national incidence and prevalence study, "Women's Lives" will be a significant contribution to learning and understanding of the extent of violence against women in Vanuatu and some of the protective and help seeking factors. The findings from this study may influence future M & E frameworks.

The data collected by VWC is comprehensive and as illustrated in reports and annual plans, VWC is able to track some of the impact of its activities on outcomes for women through the police and at court.

The careful tracking of data has also guided capacity building activities and tasks reviewed in each Annual Plan and progress report, and this provides a useful measure and monitoring tool for the Program.

FIGURE 12 DIAGRAM OF VWC PROGRAM DESIGN⁵⁹



2.6 Gender Equality

Does the project Promote gender equality? (including children)

The VWC Program is underpinned by an understanding that VAWC is a form of gender based discrimination and one of the causes and contributors to GBV. The program has at its core empowerment of women and children, and working to redress gender inequality.

The VWC program also recognises that changing gender based inequality and gender based violence requires strategies that engage men who do not use violence as models to influence and gain support from men in the community.⁶⁰

Future opportunities exist in all parts of the VWC program to increasingly address gender equality for children, especially girls. This includes their community education program in schools, working with girls and young women as leaders, and targeting education messages through radio, workshops and printed materials to girls and young women.

2.7 Lessons Learned

How has the design incorporated previous lessons learnt and what are the lessons learned in this stage of Phase 5?

The current design has incorporated a range of lessons learned from the previous phases and from regional and international experience and lessons learned regarding effective strategies for addressing the problem of violence against women and children. It also reflects lessons learned during this Phase. Each time a Progress Report or Annual Plan is undertaken, there is reflection on any lessons learned and changes that might need to be made to enhance the program implementation and effectiveness.

Lessons identified in the previous reviews have also been considered and many of these recommendations taken on board and implemented.

2.8 Risk Management

Does the program have strategies in place to adequately manage risk?

The VWC as part of the current PDD has undertaken extensive risk analysis and management. This is reviewed on a regular basis, including formal annual reviews in participatory workshops with key VWC staff. The risks that have been highlighted in this review relate to operational and management issues, a need to review the community awareness and education component and the need for continued strengthening of the counselling program.

3. Conclusion

The conclusion from this review is that the VWC Program has achieved significant outcomes and has firmly placed the issue of violence against women and children on both the

government and non government agenda. The program design is sound and being implemented and monitored in accordance with the design.

There is evidence to suggest that the VWC Program has had an impact on many communities to achieve women and children's empowerment, increase women and children's access to services and justice and to mobilize large numbers of community members to rally against gender based violence through community based efforts linked to CAVAWs and the VWC Program more broadly.

The reviewers concluded that the VWC need to address 3 key areas to strengthen the program and mitigate risks. These are the basis of the recommendations and include:

- organisational management needs to be strengthened to ensure it is secure, sustainable and embedded and delegated to senior staff to assist with future succession planning and sustainability.
- Review and strengthen the *Community Education and Awareness* component
- Through performance assessment and management strengthen the Counselling and Support component.

4. Recommendations

The recommendations are outlined below by Component. It is proposed that Recommendation **2.1** is progressed as soon as possible and that Recommendations **1 and 5** are prioritised in the next 6- 12 months.

Most of these recommendations were flagged in the *Aide Memoire* presented to the MTR Steering Committee in February 2010. However Recommendations 1 and 5 have been strengthened based on further interviews and analysis subsequent to the in country mission in February 2010.

Component 1: VWC Counselling, Legal Assistance and Support Services:

Recommendation 1:

Continue to strengthen counselling and support services through regular documented, competency based assessment, training, supervision, performance review and possible staffing restructure. This should include:

- 1.1 Continue comprehensive annual core crisis counselling training program with FWCC and other appropriate providers to increase core counselling competencies.
- 1.2 Strengthen the counselling competency assessment as part of training and performance review processes to inform training plans, supervision plans, feedback and performance planning.
- 2.3 Utilise these assessments to scope and inform a possible staffing restructure of the counsellors at VWC, SCC and TCC to maximise opportunities for sustainability and progression for senior and more competent counsellors. This includes addressing any identified performance issues, and to redefine roles for staff more suited to leadership and supervision roles and those better suited to a welfare and support work role.
- 2.4 Continue to enhance skills base of counselling team, through linkages to FWCC and the RTP program, for example professional and peer supervision, case management and case review and specific subject areas as identified and appropriate (i.e. working with children, suicide and legal issues).
- 2.5 Continue to formalise collaborative work with police/courts including referral protocols.

Component 2: Branches and CAVAWs

Recommendation 2: Continue support for SCC, and continue to strengthen support to branches and CAVAWs.

Sanma Counselling Centre (SCC):

2.1 NZAID to provide a further 2 years funding for SCC and then ongoing to the next phase.

2.2 Vanuatu Government to consider development of a purpose built office on Provincial or Municipal government land.

Recommendations for Tafea Counselling Centre

2.3 VWC to secure current office and plan for more appropriate accommodation.

2.4 VWC continue program planning, monitoring and reporting training for Project Officer.

Recommendation regarding proposed 3rd Branch

2.5 VWC to develop a detailed plan and budget in Year 4, contingent upon assessment of adequate capacity, for establishment of a 3rd Branch in Torba Province in the Year 4 or 5.

Recommendations for CAVAWs

2.8 VWC to continue to expand CAVAW program gradually and ensure initial and follow-up comprehensive training and continued VWC and branch support for CAVAWs.

2.9 VWC to continue to undertake an annual review of CAVAW honorariums and budget for education events and travel based on capacity and outputs.

Component 3: Community Awareness and Education Program

Recommendation 3:

- 3.1 VWC** to facilitate and participate in a review of the Community Awareness and Education Program and IEC Materials, by a VAWC Awareness and Education specialist, to enhance impact of program and materials to cater for specific audiences including men, women, boys, girls, youth, church leaders, community leaders and non-literate audiences.

Data Collection and Research Activities

- 3.2 AusAID and NZAID** consider that it is a requirement of all funded projects/institutions to collect data in a standard, reliable, comparable and sex disaggregated form, in a coordinated fashion in line with GoV gender equality commitments so that data can be compared/collated/contrasted across the different agencies that deal with cases of violence against women and children. Annual data should be made available by key government agencies to stakeholders like VWC.

Component 4: Legal Advocacy, Lobbying, Human Rights Training

Recommendation 4:

- 4.1 Government of Vanuatu** – Ensure victims of family violence have access to justice and safety through consulting on and resourcing of the implementation of the *Family Protection Act* 2008 (FPA) and involve the VWC national network.
- 4.2 VWC** – In collaboration with key stakeholders such as Police and Courts continue to monitor impact of the FPA on VWC clients.
- 4.3 VWC** - Continue to consolidate and strengthen Male Advocacy by:
- Identifying men who are community leaders (i.e. church and youth leaders, chiefs and police) to be trained as Male Advocates;
 - Ensure continued follow-up training and planning, support and monitoring of Male Advocates at provincial level.

Component 5: Management and Institutional Strengthening

Recommendation 5:

Continue sustainability and succession planning to ensure effective organisational and program management and governance. Ensure processes, plan and tasks are in place to achieve this including:

5.1 VWC and FWCC - Continue to ensure new Deputy Coordinator is mentored by VWC and FWCC, has clearly defined and documented roles, responsibilities and delegations; has a training plan incorporating management, gender violence, budgeting and other relevant areas.

5.2 FWCC and VWC continue to provide advice and mentoring to support Coordinator to continue to strengthen organisational management and staff leadership, succession planning and delegations.

5.3 VWC and FWCC - In collaboration with Trustees review, clarify and document role of trustees and management committee.

5.4 AusAID/NZAID to provide guidance on requirement for contents of Progress Report and Annual Plans with a view to reducing VWC workload. AusAID to consider option of six monthly financial acquittals.

Output 5.3 VWC Building Recommendations

5.5 AusAID to consider funding Option a – Build on government land in Pt Vila.

5.6 Consider National, Provincial and Municipal government commitment of land for TCC and SCC and scope feasibility of building offices for each branch to be funded by AusAID and NZAID

Endnotes

¹ VWC Program Against Violence Against Women: Final Program Design Document, June 2007

² See literature which reviews best practice such as National Community Attitudes towards Violence against Women Survey 2009, www.fahcsia.gov.au, National Councils Time for Action reports on reducing violence against women and children, www.fahcsia, Vic Health (2007) Preventing Violence Before It Occurs: A Framework and Background Paper to Guide the Primary Prevention of Violence Against Women in Victoria, Vic health, Melbourne, A Right to Respect, Victoria Plan to prevent Violence Against Women 2010-2020, Office of Women's Affairs, November, 2009, www.women.vic.gov.au, Violence against Women in Melanesia and East Timor, Building on global and regional approaches, www.ode.aisaid.gov.au

³ The framework for action to address violence against women that has been developed in the recent ODE report, Violence Against Women and Melanesia and East Timor highlights key strategies to reducing violence against women. These are all adopted by the Vanuatu Women's Centre. See Violence against Women in Melanesia and East Timor, Building on global and regional approaches, www.ode.aisaid.gov.au.

⁴ See Vanuatu Country Report, Responding to violence against women in Melanesia and East Timor, Office for Development Effectiveness, AusAID refer also to international and national legal and policy obligations and commitments made to implement *Family Protection Act* 2008 and *Penal Code* to protect women and children.

⁵ The Vanuatu Country report of the Stop Violence: Responding to Violence Against Women in Melanesia and East Timor report notes that improvements in the health, legal and education sectors capacity to respond to violence against women will be important to achieve the goals on increase women's access to support services, justice and to prevent violence against women. AusAID www.ode.aisaid.gov.au, 2009.

⁶ As part of the annual planning process, it is understood that the budget for each year is reviewed in detail to ensure that each line item is sufficient for the intended purpose and incorporates relevant budgetary influences such as increases in fuel costs and other travel related costs and so on.

⁷ The reviewers are of the understanding that although technically, these are currently 6-monthly acquittals, there are additional 1/4ly tranches which are used to trigger tranche payments. As part of this recommendation, some thought should be given to streamlining this so that the streamlining can reduce the burden placed on VWC through overly detailed and frequent financial reporting.

⁸ Priorities and Action Agenda 2006-2015 Government of Vanuatu, AUSTRALIA-VANUATU JOINT DEVELOPMENT COOPERATION STRATEGY 2005-2010.

⁹ Empowering Women Reduces Poverty, NZAID, Gender Policy, www.nzaid.govt.nz, Gender Equality Policy, AusAID, 2007.

¹⁰ Australian Government (2005), "Australia Vanuatu Joint Development Cooperation Strategy, 2005-2010", AusAID, March.

¹¹ Note that this amount has increased due to an increase in the estimated cost of the Baseline study on Women's Lives and Relationships.

¹² The rationale of the recommendation relating to streamlining reporting was to try and reduce the overall workload this places on the Centre, whilst maintaining accountability. Options to explore could include consideration of the following: Reduce the financial acquittals from 1/4ly to 6 monthly. (even though there are only two acquittals per year – there are additional ¼ ly trigger acquittals, which places an additional reporting burden); Produce an Annual Plan in April each year; Produce an Annual Report in October each year.

¹³ <http://www.ncjrs.gov/pdffiles1/nij/grants/201407.pdf>

¹⁴ Specific recommendations from the review included the following:

1. It is recommended that a plan for institutional sustainability be developed for the VWC, giving consideration to opportunities for broadening the support base for the organisation as well as identifying the areas of sustainable outcomes from the Activity.
2. It is recommended that AusAID utilise the new Government of Vanuatu policy for women in order to clarify its support for the VWC and other programs directed toward women.
3. The capacity building and training being offered by the VWC should continue but it is recommended that some monitoring of the quality and outcomes of these processes be developed in order to assess overall effectiveness.
4. It is recommended that the training being offered to CAVAW members be further developed to assist them in meeting the emerging and more complex needs for women and children in the rural areas.
5. It is recommended that the current management arrangement between FWCC and VWC continue for the next phase of the Activity, based upon a plan that will identify the process of skills and capacity transfer being undertaken between the two centres and the time at which the VWC will graduate from this management relationship.
6. It is recommended that the VWC be required to develop an organisational strategy for its development which addresses issues of governance, management and development of reporting and other systems for the future of the organization.

7. It is recommended that the PCC be expanded to include the other key women's groups in Vanuatu in order to increase accountability and communication with these groups.

8. Given the support provided by the Government of New Zealand for the VWC, it is recommended that NZAid be invited to become members of the PCC.

9. It is recommended that future phases of this Activity explore the opportunities to expand the VWC Program to address other issues of human rights for women in Vanuatu, such as poverty, education, health and representation.

10. It is recommended that the concept paper for the next phase of the VWC project be redrafted as a design document with consideration to design structure, feasibility, analysis of women's issues and overall management. In particular the new design should address the need for performance monitoring, and long term sustainability of the VWC service. The design should identify how cooperation and collaboration between the VWC and other services for women and children in Vanuatu will be enhanced.

¹⁵ VWC Program Against Violence Against Women: Final Program Design Document, June 2007, page 12.

¹⁶ The Research Coordinator, Ms Sonia Wasi was identified as competent with management capabilities and has been selected as the Deputy Coordinator. She will maintain her research responsibilities whilst gradual taking on more Coordination functions as workload and mentoring permits. The Deputy Coordinators tenure was confirmed after a probationary period ended in early 2010.

¹⁷ The Client Satisfaction Survey (see Appendix 15) that was carried out in Year 1 was a new client sample. Consideration might be given to expanding this sample and how views of clients can be ethically ascertained from branches, as the survey does not currently extend to the Branches, due to the need to have an independent and skilled person complete the survey with the client, and one that has not had nor is likely to have a counselling relationship with a past of current client. In Pt Vila the lawyer or the researcher has been able to fulfill this role. Clients have been given the choice of filling out the client feedback questionnaire themselves, or having an independent VWC staff member ask them the survey questions. VWC Annual Plan Year 2, (Table 4.7 in Annex 7), page 19, " shows that 39 new VWC clients have done the client satisfaction survey – this is a sample of 23% of all new clients for the 9 months during which the survey was administered.¹⁷ All of the clients surveyed indicated that they were satisfied with the counselling they received; 92% indicated that they got what they came for; and 8% (3 clients) said that there was something that they didn't like about the counselling (see Table 4.6). These findings show that there is a high level of satisfaction with the counselling provided by VWC. The 3 clients who said that there was something they didn't like about the counselling were the same 3 who said they didn't get what they came for. The clients' responses to the open-ended questions provide some insight into why they felt this way – in each case, this was because the Counsellor had referred the client to the Lawyer for further follow-up action and in one case the client needed further documentation to pursue her case. Despite not getting what they came for, these 3 clients nevertheless indicated that they were happy with the counselling service provided. The final question in the client satisfaction survey asks if there is anything else that the client wants to say. One client said that a male advocate had referred her to VWC, two said that the Police had referred them, one had found out about the centre from a friend and one from a relative. Four clients (10%) said that they found it hard to find the office. VWC is responding to this by negotiating with *Sistas TokTok* (a weekly page dedicated to women in the *Daily Post*) to run an ongoing advertisement about the centre, its location and its new extended opening hours; and by ordering a new signboard. Most clients responded to this final question by expressing their appreciation for VWC's service. For example:

Examples of comments from clients in VWC's client satisfaction survey

- "I want women to know that we have an office, where one has right to speak and there are people to listen."
- "Only this place assists the mothers. No other place to go to find solution to my problem."
- "VWC is a place that men are ignoring, but it is playing a big role."
- "Counselling made me understand some of the things I did not know before. What I learnt from the Counsellor will help me."
- "VWC needs to do more awareness because I did not know about VWC."
- "Staff are kind, no strong words."
- "Your work is good, you are providing a lot of assistance. You are also doing police work."
- "I want to thank the counsellor for the information she gave me, that will help me go through my problem."
-

¹⁸For example questions contained in the survey such as "Did you ever go to any of the following for help? Were you satisfied with the help given?"

¹⁹ PPDVP report - The Vanuatu Police Community Perception Study 2008 (Pacific Regional Policing Initiative) found Domestic Violence was ranked as number three common offence by both male and female, after stealing and drunkenness and, has replaced fighting which had been number 3 in the 2006 survey (Table 14), See also Living Free From Violence –Upholding the Right, Victoria Police Strategy to Reduce Violence Against Women and Children 2009-2014, www.police.vic.gov.au, November 2009. This report details the low number of victims reporting to police, and indicates performance measures relating to increasing reports to police of both family violence and sexual assault, as measures of increased confidence in policing responses.

²⁰ There is an opportunity to repeat this study after some time, say 10 years, to compare changes to the data benchmark set from the 2009 data gathered for this study. Comparative studies need to use these same tools, and use caution when changing or amending the methodology or tool in any way, as this can jeopardize comparability of the surveys. See in Australia discussion on the comparing

between the Women's Safety Survey 1995 and the Personal Safety Survey in 2005.

<http://www.xyonline.net/sites/default/files/FloodViolencePSS.pdf>.

²¹ See for example literature cited in the PDD, the PPDVP study, studies such as WHO 2005, Summary report: WHO Multi-country study on Women's Health and Domestic Violence Against Women. Data from Samoa and PNG show that 46% and 67% of women respectively experienced physical or sexual violence.

²² As quoted in the PPDVP report: The Vanuatu Child Protection Baseline Research (2008) findings were: 78% of adults surveyed (512 households) said that they hit, smack children, pinch children or pull or twist their ear. Further, it was common to use an implement such as a stick, coconut broom, or belt.

²³ See for example stories collected from Matantas and Sola along with examples cited in reports such as the PPDVP and the VWC Annual and Progress Reports, where Male Advocates who have key roles in community as police and chiefs are helping intervene in sexual assault and domestic violence incidents and ensuring the safety of the victims and the accountability of the perpetrator involved. Several of these interventions have resulted in outcomes sat court including remand.

²⁴ Note comments in Annual Plan Year 2 (page 18) which indicated that "it appears that the number of repeat clients seeking assistance from VWC has dropped significantly (Table 2.1). However a review of data collection and retrieval processes undertaken in April/May 2008 suggests that the some VWC Counselors have been consistently under reporting the number of contacts they have with clients, particularly those that occur over the phone, or approaches to Counsellors and Coordinator at the market place or during visits to their homes after hours. The recording of client data by Counsellors will be closely monitored by the new Research Officer over the coming months and a 2nd Review will be done in November 2008 to assist with interpreting this downward trend.

²⁵ Noting that all of the data tables have been sourced from VWC PDD, Annual and Progress reports with the exception of the staff and stakeholders surveys.

²⁶ Noting that all of the data tables have been sourced from VWC PDD, Annual and Progress reports with the exception of the staff and stakeholders surveys.

²⁷ Vanuatu could learn much from other jurisdiction who have implemented domestic violence legislation, especially regarding the unintended consequences of revictimising women and children if the law is applied by people who do not understand gender based violence and do not have specialist advocates presenting their case and supporting them through the judicial process. See articles on dual arrest and intimate partner violence - http://www.kathymccloskey.net/images/IPV_Dual_Arrest.pdf; Margaret E. Martin¹ Double Your Trouble: Dual Arrest in Family Violence,

Abstract When arrest is mandated for domestic violence crimes the arrest of two individuals, or dual arrest, often occurs. This study examines the characteristics of the crime and the people caught in dual arrests, with a special emphasis on the women arrested. The data were drawn from a population of 4138 disposed family violence cases in the criminal court, 448 of their arrest records, and 90 prosecutor files. Thirty three percent of the 448 cases disposed were dual arrests. Persons subject to dual arrest were primarily white, young, nonurban, unmarried employed persons. The incident was likely to involve alcohol or drug use and physical beating with hands or fists. Forty percent of the women arrested were previously victimized in a domestic violence incident. Findings suggest that dual arrests may reflect both the differential use of violence in domestic relations and the over enforcement of policy by some police departments.

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²⁹ Consultation with VWC March 2010. Note that law applies regardless of relationship between victim and offender including husband and wife. Penal Code Section 90. Rape defined
Any person who has sexual intercourse with another person –

(a) without that person's consent; or (b) with that person's consent if the consent is obtained – (i) by force; or (ii) by means of threats of intimidation of any kind; or (iii) by fear of bodily harm; or (iv) by means of false representation as to the nature of the act; or (v) in the case of a married person, by impersonating that person's husband or wife; commits the offence of rape. The offence is complete upon penetration.

³⁰ Quotes from VWC staff about their work at VWC.

³¹ It should also be noted that Annual Plan 3 indicates that "The VWC figures for 2007/2008 under-estimated the total numbers of women experiencing domestic violence who reported to the Police, since many women now report to Police before they come to VWC for assistance. From July 2008, the figures above count women who report to the Police before and after coming to VWC.

³² Text and data extracted from Vanuatu Women's Centre, Annual Plan, Year 3, June 2009-June 2010, pages 14-16.

³³ These are excerpts from VWC Annual Plan Year 3 July 2009-June 2010. This plan includes a range of comparative data including VWC, Police, and Courts, and explains in detail the shortcomings in Government Data collection relating to VAWC.

³⁴ Data from the Family Protection Unit (FPU) is available for reported cases of sexual offences from 2002 to 2008 – this data shows that 103 cases were reported in 2007, and 83 in 2008 (Chart 6). Seventy-two percent of these 83 cases were detected with suspects identified, but only 14% proceeded to a conviction and one was reported to be solved by a Chief. Of these 83 cases, 34% were rapes, and 10% were either incest or "sexual intercourse with a girl under care and protection". Data for the age of the victims was incomplete. Of the 50 cases where the age of the victim was reported, 21 (25% of all cases) were aged between 10 and 17 years, 3 were under 9 years, and a further 3 were aged between 18 and 20 years.³⁴ The vast majority of the cases reported to the FPU are from Port Vila. Data from the Tanna police post showed that there were 3 cases of incest reported in 2008, one case of rape and 2 of unlawful sexual intercourse.³⁴

³⁵ See Appendix x for more information.

³⁶ CAVAW Workshop- Matantas, February 18th 2010

³⁷ Sola, Torba Province, Workshop with CAVAWs and Community Members, February 22nd 2010

³⁸ **Most Significant Achievements** **Most Significant Challenges**

Success of cases to Court: CM, FM, DVO, FPA, Civil claim, defense claim	Great need of lawyer at SCC
Staff training on counseling - RTP	Lack of supervision from supervisors, Lack of mentoring
Close working relationship and support with police and court	Not all police officers attend Gender Training and Human Rights, lack of transport, delays in warrants
	Lack of enforcement of the laws
	Follow up training with staff on couple counseling, children's counselling
	Delay of funding from NZAID
	Strengthening Capacity for each staff, Review staff policy
CAVAWs	
Community Leaders (chief, pastor, women's leaders) acceptance of violence against women as a human rights issue	Some CAVAWs don't have access to court
Provide more community awareness Counseling & Seek information ☺ Assist chief in decision making ☺ Request for community awareness Cavaw members attend RTP training	No proper storage/meeting space
	☺ Insufficient knowledge and understanding on cases (laws, process) and issues
Lobbying, Human Rights, Training Legal Advocacy	
Family Protection Act and Family Protection Unit in Vila	☺ Court to comply with FPA (procedures) Common understanding of FPA between VWC, Courts and Police
Acceptance of VWC in institutions, groups and offices	☺ Religious and kastom values and beliefs, Human rights, understanding legal background

³⁹ It should be noted that the review team leader was unwell and unable to travel to Sola, however the other team member, Roselyn Tor travelled to Sola accompanied by Ms Marilyn Tahi and Ms Doresday Kenneth, DOWC SG for 3 days.

⁴⁰ For example, during the research in TORBA the team was told of 4 recent cases of pack rape on Gaua island. Although the chief (a male advocate) is keen for the cases to be pursued, the police have been very slow to follow up on the cases, saying that they do not have funds for an airfare to the island.

There are now 5 trained male advocates in the Malvatumauri, mostly from TORBA province.

New Branch in TORBA province in year 4

VWC commenced its assessment of needs and feasibility for a new Branch during year 2. A number of CAVAWs have requested that a new Branch be set up in their province (including TORBA and MALAMPA), but VWC's assessment is that TORBA has the greatest need. TORBA is isolated from the other provinces and through discussions with the CAVAWs as well as the visits to the CAVAWs in TORBA, the need for a branch in this area is more apparent. There have been ongoing discussions with the TORBA provincial government (including the Provincial Secretary), CAVAWs, local Chiefs, and the Police whenever the opportunity arises to assess the support for and commitment to establishing a new Branch. Support from the provincial authorities is essential for the establishment of a new centre, and they are keen for it to go ahead as soon as possible.

VWC was first requested for a Branch in TORBA at a workshop organised for the TORBA Provincial Council of Chiefs in 2007. This first request was repeated in the male advocacy training held in Santo in February 2008. VWC has selected police and provincial government staff to participate in the RTP in Suva as a follow-up to this request, to prepare the ground for the new Branch and invest in its future effectiveness. During year 3, VWC will continue discussions with the provincial authorities to jointly identify suitable premises in Sola. VWC will also be writing to the Provincial Government of TORBA to request formal endorsement, including having the establishment of the Branch discussed and passed by the Provincial Government Council.

VWC's preferred strategy for funding the new Branch would be to include a request for additional funds for year 4 and 5 for the TORBA Branch in the Annual Plan for year 4, which will be prepared in April 2010. This is the same strategy that was used for TCC, since VWC has learned that new Branches require considerable and intensive support in all areas including with financial management. It is not known at this stage precisely what funding would be needed for a new Branch, but it is likely to be significantly less than that current allocation for TCC annually (Vt 4 million approximately).

⁴¹ Printed materials include booklets titled "seksual harasmen, wanem ya seksual harasmen?" *Seksula abius long ol pikinini wanmen ya seksuel abius long ol pikinini* "Wanem ya Rep", posters and brochures about the FPA, stickers, brochures on custody, marriage, divorce, property and maintenance, human rights, police complaints, domestic violence, VWC service brochure, VWC Newsletters, various posters and booklets.

⁴² "Excerpt from 2006 Review of VWC by Dr Linda Kelly, Page 23, there has been no testing of the awareness raising materials or strategies to assess their effectiveness. The materials have not been pre tested. The radio program is known but its impact has not been explored in any way. Mention in the print media is tracked but there is no comparison with other services to provide a gauge of the significance of this exposure. These simply measures could be considered in any future phases of the activity as a way to assess the process of awareness raising and streamline the approach.

⁴³ AP 2 Capacity Building Objectives – Progress Towards CB at June 2009

(k) Community Educator effectively undertaking CAVAW training, and producing drafts of VWC newsletters.	Not achieved because a new Community Educator was appointed and participated in the research.
(l) Community Educator demonstrates progress towards organising, planning and conducting community awareness workshops	- Partly achieved because Community Educator a new Community Educator was appointed. - Good progress made with giving public talks during mobile counselling.
(m) Research Officer, Community Educator and Lawyer regularly script and do VWC radio programs.	- Not achieved for Research Officer due to time constraints. - Lawyer emigrated. - One radio program produced by the Community Educator in conjunction with the Coordinator.
(n) Improved Excel skills of the Research Officer.	Achieved.

⁴⁴ Annual Plan 3, VWC, July 2009-June 2010, page 19.

⁴⁵ The reviewers are unclear how many people have ready access to the national short wave service. IF the local FM station is likely to be out of service for some time it maybe be prudent for TCC to investigate alternative broadcasting options through the national short wave service.

⁴⁶ Pers Comm Dr Juliet Hunt. The sample of 3,750 included a 25% over-sample, which is the standard approach to try to get a 3,000 sample of households, in line with WHO approaches.

⁴⁷ Survey Design Proposal, 2008, Republic of Vanuatu, Survey on Women's Lives and Family Relationships

⁴⁸ See VWC Program Against Violence Against Women: Final Program Design Document, June 2007, page 41.

⁴⁹ http://www.paclii.org/vu/legis/num_act/fpa2008206/

The TOR outline there will be monthly meetings, overseen by the DOWA. The membership of this committee includes; Ministry of Justice and Community Services, Department of Women's Affairs, Vanuatu Police Force/ Family Protection Unit, Courts, Vila Central Hospital, State Law Office, Vanuatu Women's Centre, Ministry of Health, Malvatumauri National Council of Chiefs, Vanuatu Christian Council, UNIFEM, Department of Correctional Services, Ministry of Education, Vanuatu Parliament, Office of the Public Prosecutor, USP Community Legal Centre, Wan Smol Bag, Department of Internal Affairs.

⁵¹ [http://www.paclii.org/other/conferences/2008/ALRAC/Papers/Session%202/Session%202%20\(Kalsakau\).pdf](http://www.paclii.org/other/conferences/2008/ALRAC/Papers/Session%202/Session%202%20(Kalsakau).pdf)

⁵² Annex 5: PDD Risk Management Matrix for VWC Program July 2007-June 2012.

⁵³ See page 24, Annual Plan Year 3, noting that the Research Officer, now the Deputy Coordinator has drafted narrative sections and schedules for the progress reports.

⁵⁴ VWC Building Feasibility Study, Kramer Group, sponsored by AusAID, January 2010.

⁵⁵ For a summary of prioritized workshop feedback see Appendix X. Notes from each workshop have been compiled and are available on request.

⁵⁶ See Appendix x, Staff Survey Results VWC MTR February 2010

⁵⁷

⁵⁸ VWC Program Against Violence From the PDD, Page 74 Strengthening island-based CAVAWs to provide counselling, community education, and legal advocacy services throughout Vanuatu.

Utilising existing networks and agencies with an active presence in the islands and provincial government bodies to gain support to sustain the work of CAVAWs.

Aiming for consolidation and capacity building of CAVAWs, in addition to the planned 20% increase in the number of CAVAWs.

Consolidating the capacity of the 2 current branches before considering the establishment of a new Branch, taking into account the AusAID review recommendations regarding broadening the support base for the program.

Equipping all staff and CAVAWs with skills to enable them to undertake as much of the preparation of legal documentation as possible, and providing back-stopping support for this with VWC's lawyer.

Lobbying for the Family Protection Order Bill to be legislated, which will provide a structure for the protection of women and children from violence in the islands.

Training VWC staff in a range of areas to strengthen their capacity in defined areas of need and to provide a back-stopping function for management.

Utilising the skills and experience of FWCC in the role of Managing Agent to strengthen the capacity of VWC to be accountable for all aspects of program management and implementation.

Keeping all costs to a minimum.

⁵⁹ PDD, Annex 11

⁶⁰ (who don't use violence and to encourage behaviour change and attitude change in men who do use violence or have violence supportive attitudes, placing them at risk of using violence or excusing others from using violence towards family members).