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ENDING VIOLENCE AGAINST WOMEN AND GIRLS:

Evaluating a decade of Australia's development assistance

October 2019

OFFICE OF DEVELOPMENT EFFECTIVENESS

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Cover photo: The Siara Women's Group and Women Human Rights Defenders perform a traditional sing-sing during the opening ceremony of the Bougainville Women's Human Rights Defenders Forum held in Siara Village, Central Province, Bougainville, PNG, on 15 October 2018. The women used song to deliver their message of bringing peace to homes by ending violence against women. The forum brought women together to strengthen their efforts to change harmful practices and beliefs to make communities safer for women and girls. It was organised by the Nazareth Centre for Rehabilitation and the Women Human Rights Defenders with support from the International Women's Development Agency funded by Australia through Pacific Women Shaping Pacific Development. Photo credit: Catherine Fokes, International Women's Development Agency.

The Office of Development Effectiveness (ODE)

ODE is a unit within DFAT that monitors the quality and assesses the impact of the Australian aid program. ODE conducts independent evaluations of Australian aid and quality assures DFAT's aid monitoring and performance systems and data. ODE also supports DFAT program areas to conduct evaluations. The Independent Evaluation Committee (IEC) oversees ODE's work, providing independent expert advice on DFAT's Aid Evaluation Policy, the annual Aid Evaluation Plan, ODE's strategic evaluations, and ODE's annual work plan and activities.

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Foreword

Violence against women and girls violates human rights, endangers lives and restricts women and girls from participating in economic and social life. It is a problem in developed and developing countries, costing the world billions of dollars per year in premature mortality, lost productivity, and health, social and legal costs. It is shocking that more than one-third of women and girls everywhere have experienced some form of violence at some time in their lives.

In 2008, the Office of Development Effectiveness (ODE) published *Violence Against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches*. It was ODE's first major strategic evaluation. While it found good progress had been made, the report identified a major gap between public commitments to end violence and the daily experience of many women and girls.

In this evaluation, ODE has found much that Australia and its partners can be proud of. There has been a significant increase in funding and support for a diverse range of programs to support women's access to justice, services and—perhaps most importantly—to prevent violence from occurring in the first place.

But this evaluation report also identifies weaknesses. The quality of monitoring, evaluation and research has not kept pace with improved international standards and best practice. This is something that must be addressed if the credibility of Australia's next 10 years of investment is to be maintained.

It is fitting that this 10-year follow-up to ODE's first major strategic evaluation was my last as Chair of the Independent Evaluation Committee. I recommend that ODE does more of this work to assess the long-term impacts of Australian aid.

I commend this report to the Australian Government to help drive future investments over the next 10 years to end violence against women and girls.



Jim Adams

Chair, Independent Evaluation Committee

Acknowledgements

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Evaluation team leaders were Mary Ellsberg, Director of GWI, and Emma Fulu, Director of EQI. Team members were Xian Warner (Equality Institute), Alina Potts (GWI), Deviyani Dixit (GWI), and Chelsea Ullman (GWI). Jennifer Noble and Caitlin Dixon, both from ODE, managed and participated in the evaluation, with assistance from Jacinta Overs and Karen Ovington, also from ODE. Unless referenced otherwise, infographics were developed by Scarlett Thorby-Lister. Additional assistance was provided by Skylar Wynn and Kristin Pinto of GWI.

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Finally, the evaluation team is especially grateful to the many individuals and organisations who took the time to meet, provide information and share their perspectives on the work being done to end violence against women and girls with Australian support. The evaluation team hopes this report will make a useful contribution to future development assistance for ending violence against women and girls.

Acronyms and abbreviations

AFP	Australian Federal Police
AIDS	Acquired Immune Deficiency Syndrome
ASEAN	Association of Southeast Asian Nations
AUD	Australian dollar
CAVAW	Committee against Violence against Women
CSO	Civil society organisation
DFID	Department for International Development
DFAT	Department of Foreign Affairs and Trade
EVAWG	Ending violence against women and girls
FSC	Family Support Centre
FSVAC	Family and Sexual Violence Action Committee
FSVU	Family and Sexual Violence Unit
FWCC	Fiji Women's Crisis Centre
GBV	Gender-based Violence
GWI	Global Women's Institute
HIV	Human Immunodeficiency Virus
IPO	Interim protection order
IPV	Intimate partner violence
M&E	Monitoring and evaluation
MAMPU	Australia–Indonesia Partnership for Gender Equality and Women's Empowerment
NGO	Non-government organisation
ODE	Office of Development Effectiveness
Pacific Women	Pacific Women Shaping Pacific Development
PNG	Papua New Guinea
UN	United Nations
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
VAWG	Violence Against Women and Girls
VWC	Vanuatu Women's Centre
WHO	World Health Organization

Glossary

Case management: A collaborative, multidisciplinary process that assesses, plans, implements, coordinates, monitors and evaluates options and services to meet an individual's immediate needs (related to an incident of violence) through communication and available resources. Aims for quality, effective outcomes.¹

Domestic violence: Usually refers to acts of violence occurring between people who have, or have had, an intimate relationship, are in a family relationship or domestic setting. It takes many forms, including physical violence, sexual violence, emotional or psychological violence, economic violence, stalking, and controlling behaviour.²

Enabling environment: Surroundings and conditions necessary for ending violence against women and girls. Includes: government commitment and capacity; participation of women and girls in public life; strong civil society; widespread understanding of gender equality and human rights; commitment and coordination by international agencies and donors to support the efforts of national, governments and civil society organisations.³

Family violence: Occurs between family members, such as between siblings or across generations, and between partners. Recognises the extended family, kinship networks and community relationships in which the violence can occur, as well as the social and historical context of intergenerational issues.^{2,4}

Femicide: Generally understood to involve intentional murder of women because they are women. Broader definitions include killings of women or girls. Usually perpetrated by men, but female family members may be involved. Most cases are committed by partners or ex-partners, and involve ongoing abuse in the home, threats or intimidation, sexual violence or situations where women have less power or fewer resources than their partner.

Gender-based violence: Violence directed at a person because of their gender. Most victims are women and girls.⁵

Gender-transformative approach: Aims to reshape gender norms and create more gender-equitable relationships, by seeking to change the underlying conditions causing gender inequities. Are distinguished from gender-neutral interventions (which do *not* take gender into account) and gender-sensitive interventions (which *recognise* the different needs and constraints facing women and men, but do not aim to transform these power relations).⁶⁻⁸

Intersectionality: A framework for understanding the dynamics of how factors making up a person's identity interact and shape their experiences, recognising that inequalities never result from one distinct factor.^{9,10} Considers that while violence affects women and girls across the world, different layers of people's identities—such as their socio-economic status, indigeneity, ethnicity, ability, sexual orientation, gender identity, HIV status, minority status and age—impact the ways in which they are discriminated against and the types of violence perpetrated against them.

Intimate partner violence: One of the most common forms of violence against women. Includes physical, sexual and emotional abuse, and controlling behaviours by an intimate partner.¹¹

Protection order: Restraining order prohibiting a perpetrator from hitting or abusing their partner, drinking alcohol, approaching the partner's residence, or contacting the partner. Interim protection orders are issued when there is an immediate threat of harm and usually last for only a short time. Permanent protection orders come into effect after a full Court hearing, with the abuser present, when the Court determines an interim protection order should be extended.¹³

Referral pathway/network: Flexible mechanism safely linking survivors to supportive and competent services. May include health, psychosocial, legal, security, or economic reintegration services.¹⁴

Sexual violence: Happens where consent is not obtained or freely given for sexual activity. Can occur in intimate partner and family contexts, workplaces, schools, and many other circumstances. Can include sexual harassment, sexualised bullying, unwanted kissing and sexual touching, sexual pressure and coercion, trafficking for the purpose of sexual exploitation, forced marriage, and sexual assault, including rape.¹⁵

Socio-ecological framework: used for understanding drivers of violence across multiple levels, including an individual's own experiences and characteristics, the dynamics of their relationship, their community context and gender norms, and the laws, policies, and practices governing the society in which they live.¹⁶

Social norms: Collectively held belief about what others do (typical) and what is expected of what others do within the group (appropriate).⁷⁹ In terms of gender, social norms are essentially the behavioural expectations or rules pertaining to gender roles, identities and relations, which determine individual thoughts and actions.⁸⁰

Social norms change: Interventions, like community mobilisation programming, seeking to shift entrenched norms, attitudes and behaviours. Emerging evidence and insights from practitioners suggest that to shift harmful social norms, programs need to:

- » shift social expectations not just individual attitudes
- » publicise the change
- » catalyse and reinforce new norms and behaviours.¹⁷

Survivor-centred approach: A plan of action for survivors who seek help in the wake of violence. Driven by the survivor's preferences, as the survivor is most familiar with their circumstances and level of comfort with the available options, such as proceeding with prosecution.¹⁸

Violence against women and girls: Any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women and girls, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life (United Nations, 2013). Encompasses many forms of violence, including: by an intimate partner; rape; sexual assault and other forms perpetrated by someone other than a partner; child sexual abuse; forced prostitution; trafficking of women; harmful traditional practices, such as early forced marriage; female genital mutilation; honour killing.¹⁹

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Executive summary

Violence against women and girls (VAWG) is a fundamental violation of human rights and a global health problem with considerable social and economic cost to individuals, communities and countries. More than one-third of women and girls globally have experienced violence during their lives. This violence takes many forms. It includes violence in childhood and adolescence, sexual violence, sexual harassment, intimate partner violence (IPV), violence due to sexual orientation or gender identity, violence due to disability, sorcery-accusation related violence, and early and forced marriage. In many Pacific island countries and Timor-Leste, the prevalence of violence is more than twice the global average.

Australia's commitment to ending violence against women and girls

The Australian Government is committed to ending violence against women and girls (EVAWG), in Australia and overseas. Over the past decade, the Australian aid program's commitment to gender equality and EVAWG has strengthened.

In 2011, Australia appointed a global Ambassador for Women and Girls to advocate for gender equality—including ending violence—internationally. In 2014, the Australian Government's development policy established gender equality as one of six key investment priorities for Australia's aid program, with a commitment to invest in EVAWG. The performance framework for this policy set a target that 80 per cent of all Australia's aid, regardless of objectives, perform effectively in promoting gender equality.

In 2016, DFAT's *Gender Equality and Women's Empowerment Strategy* established EVAWG as one of three core priorities to guide work on gender equality across the Department of Foreign Affairs and Trade (DFAT). The 2017 *Foreign Policy White Paper* continues Australia's clear policy commitment to the empowerment of women and EVAWG. DFAT's Child Protection Policy and the recently launched Preventing Sexual Exploitation, Abuse and Harassment Policy further reflect this commitment and hold the department to account with a zero-tolerance approach.

This evaluation

The Office of Development Effectiveness (ODE) commissioned this strategic evaluation of Australian development assistance for EVAWG to look back over the 10 years since the 2008 ODE evaluation, *Violence Against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches*.² This current evaluation provides a critical lens for assessing the gains made since 2008 and makes recommendations to guide Australia's aid program and policy engagement on EVAWG for the next decade.

The evaluation also reviews the quality of leadership and policy dialogue, including government and civil society efforts and the extent to which Australia has fostered key enabling factors and learned to improve program effectiveness and outcomes. The effectiveness, relevance and reach of Australian development cooperation for EVAWG are assessed. Findings are reported for each of the three key areas of assistance for EVAWG—increasing access to justice, improving access to quality services, and preventing violence.

The evaluation focused on the five countries that were case studies for the 2008 report—Fiji, Papua New Guinea (PNG), Solomon Islands, Timor-Leste and Vanuatu. Two additional countries, Indonesia and Pakistan, where Australia has significant EVAWG programs, were also included. Investments in other countries were reviewed if they were substantial and/or informative.

Main findings

Financial commitments

Over the past decade, Australia has been a leading donor, investing more than \$300 million in EVAWG programs. According to the most recent data reported to the Organisation for Economic Co-operation and Development's Development Assistance Committee in 2017, Australia's disbursements for EVAWG were the second highest and made up 17 per cent of disbursements for donor countries. Australia's annual aid funding allocation for EVAWG activities increased more than 10-fold from 2007–08 to 2017–18. This increase largely stemmed from increased expenditure on EVAWG in Pacific island countries but also from a broader geographic coverage.

The Australian aid program now has a comprehensive approach to EAWG. Substantial aid investments focus on improving national policies and plans to address violence as a human rights and gender equality imperative, while improving quality of services, access to justice and prevention.

Australia's leadership

Australia has maintained or expanded its cooperation with key partners internationally, particularly in the Indo-Pacific. There has been strong and sustained policy leadership by Australia to end and prevent VAWG. Political commitment for EAWG has increased throughout the Indo-Pacific, with support from Australia.

Australian assistance, particularly through the \$320 million, 10-year investment Pacific Women Shaping Pacific Development (Pacific Women), has provided greatly increased resources for EAWG. Through Pacific Women and other programs, Australia has catalysed policy dialogue on the issue by embedding EAWG programming into broader initiatives to achieve gender equality focused on increasing women's political participation and economic empowerment. EAWG has also been prosecuted through health and education programs.

While Australia has had some success in promoting partner government commitment to addressing VAWG, strengthening partner government capacity to implement and fulfil their commitments remains challenging. Partner government resources and capacities do not yet match what is required for them to fully deliver their national EAWG commitments, and there remains heavy reliance on donor funding to deliver existing programs. There is scope for Australia to take a stronger global leadership role to promote greater investment in EAWG by other donors and to raise the profile of work in the Asia-Pacific region at global level.

Strategic approach

Australia is notably one of few donors taking a strategic and coherent approach to funding for EAWG that is aligned with best practice. Australia's multi-pronged approach to EAWG investment—providing technical and financial support to a wide variety of partners, including United Nations (UN) agencies, governments, and civil society organisations (CSOs) at national, regional and global levels—has contributed to increased coordination and shared learning. Australia has improved coordination and tracking of EAWG investments across all Official Development Assistance, thereby improving strategic coherence.

This evaluation found opportunity for Australia and implementing partners to plan and coordinate better, so all EAWG efforts—learning, prevention, justice and services—align with gender equality, human rights and the Sustainable Development Goals. Australia also has the opportunity to build violence-prevention strategies and gender-transformative approaches into other sectors, such as education and health, climate resilience and economic development.

Support for civil society

Australia has maintained and expanded long-term core funding to key CSOs. CSOs have been crucial in advancing understanding of women's and girls' rights, enabling their full participation in society, advocating strongly for an end to violence, and providing much-needed services. In Pacific island countries, women's organisations and women's rights movements have led the work on EAWG over the past 30 years. They have largely been responsible for getting the issue onto the public agenda. Australian support for CSOs needs to continue until they secure other funding sources or governments prioritise EAWG.

Service provision by the private sector

This evaluation found good examples of work by the private sector to provide services for survivors of VAWG. There is scope to expand on this promising work.

Violence against children

Australia is supporting promising work improving justice and quality of services for children who have experienced violence. This evaluation found Australia's support for violence against children programming could, however, take a more coordinated, evidence-based approach to identify areas of intersection with child protection at local, national and regional levels. This presents an opportunity for DFAT to use its resources and convening authority to identify more effective policy and programming responses.

Improving access to justice

Australian aid has contributed to EAWG legislative reforms in the last decade. These have significantly improved access to justice throughout the Asia-Pacific region, but implementation remains challenging. While public awareness of laws and rights has increased steadily over the last decade, continued efforts are needed to train justice operators at all levels (police, magistrates and prosecutors) to sensitively and appropriately apply the laws and to increase women's understanding of their legal rights and how to use the laws.

Strengthening services

The quality and number of comprehensive services for survivors of violence has improved since 2008 and there is evidence that more women and girls are accessing these services. Nonetheless, there are many gaps in coverage and continued Australian support is needed.

This evaluation found that Australia's long-term core support to current partners providing holistic care for VAWG—such as the Fiji Women's Crisis Centre (FWCC) and Vanuatu Women's Centre (VWC)—is a key strength and a model that could be replicated to expand long-term partnerships in countries and rural and remote areas where services are scarce. Tailored services are needed for adolescent and younger girls as well as marginalised women and girls, including those with disabilities.

Preventing violence

For long-term sustainable change, stopping violence before it starts through population-level change is required, because a criminal justice-based response alone cannot address a problem of this size and scope. Australia's significant investment in services and justice for survivors will not be effective in EAWG without a parallel investment in strong, quality prevention work.

The number of prevention programs has significantly increased since 2008, along with more widespread acceptance that VAWG is a problem that can be prevented. Examples of best practice are emerging, however prevention is still the least developed focus area. Australia has opportunities to lead on, and contribute to, the development of integrated approaches to VAWG prevention efforts that address root causes, based on best practice.

Many more diverse actors are involved in preventing VAWG in the region including as a result of significant investments in community-based approaches and work with faith-based organisations, men, and youth. To maximise the benefits of Australia's investment in prevention strategies, linkages should be made between prevention interventions and research undertaken to draw out common lessons to better inform the violence prevention field. Given the scale of VAWG, stopping violence before it starts, through effective prevention strategies, should be a priority for Australian aid investment.

Building an evidence base and supporting learning

Australia has made major investments in research and research capacity throughout the region, resulting in rigorously conducted and ethical research on VAWG. These research studies have contributed to global evidence on the prevalence, types and drivers of VAWG, as well as national and regional advocacy efforts. However, research needs to make better use of diverse quantitative and qualitative research methods—including practice-based and participatory learning, feminist and women-centred methods and analysis—to better inform new EAWG policies, strategies and programs.

Monitoring and evaluation (M&E) systems have improved, although this evaluation found the need to strengthen capacity of program partners in this area. Rigorous evaluations are also needed to assess impacts of programs that appear promising. The lack of data around prevention remains a big challenge.

Available evidence needs to be used better. This includes using administrative data for program planning in a way that does not jeopardise the privacy and confidentiality of survivors. There are also opportunities for coordinating data and sharing learning between countries and across Australian aid programs that directly or indirectly work towards addressing VAWG.

Emerging issues and new frontiers

Attention is increasing on the impact of globalisation on VAWG and recognition that the drivers of this violence do not stop at national borders.¹ Globalisation creates opportunities for promoting gender equality and women's empowerment, as well as addressing risks to women's rights and safety. These opportunities and risks have the potential to shift rates and patterns of VAWG by influencing the underlying drivers of violence related to gender inequality and gender norms. These issues need to be considered in future Australian EAWG programming.

The way forward: Recommendations

The gains made by the Australian aid program to EVAWG over the past 10 years are significant and should be celebrated. While the gains set the scene for a promising future, the progress achieved in the last decade is likely to be lost if the Australian Government, and partner governments, waver in their commitment to EVAWG. The effectiveness and sustainability of outcomes from future EVAWG work should be secured by grounding efforts within broader policies and programs of support for gender equality and women's empowerment.

The evaluation makes these recommendations:

Recommendation 1: Sustain and strengthen fragile gains by:

1. maintaining core funding where it exists, and expanding where it does not exist, to local women's organisations to strengthen their critical and catalytic work
2. continuing to invest in regional programs—such as Pacific Women, which can provide multi-year funding to more established programs—and ensuring that local organisations can access short-term, flexible funding through mechanisms such as the Fiji Women's Fund
3. intensifying high-level policy dialogue to encourage governments to incorporate comprehensive responses to violence against women and girls (VAWG) in national budgets
4. integrating ending violence against women and girls (EVAWG), and VAWG prevention, in all development cooperation, including sector-specific support to health, education, social protection and economic empowerment, and in non-traditional sectors such as infrastructure, transport and finance
5. playing a stronger global leadership role, by collaborating with other donors and key global partnerships—such as the United Kingdom's Department for International Development's What Works global program, the United Nations-led RESPECT framework, and the European Union-funded Spotlight Initiative—and increasing the visibility of Australia's EVAWG programming and partners at global conferences and events.

Recommendation 2: Focus on investments that support the development and implementation of EVAWG legislation with an emphasis on:

1. strengthening formal justice responses for marginalised women and girls, including women and girls with disabilities and those living in rural areas
2. supporting partner countries to address gaps in legislation, including sexual assault laws, divorce, and child welfare laws
3. continuing training and support for justice operators at national and local levels, including police, magistrates and prosecutors, to strengthen knowledge and capacity to implement the laws
4. supporting civil society organisations and national governments to promote public awareness on how to use the laws, and to monitor their implementation.

Recommendation 3: Continue support to partners delivering holistic care for survivors and improve the quality and accessibility of EVAWG services by:

1. training health and other service providers in the Essential Services Package for Women and Girls Subject to Violence and related World Health Organization clinical guidance for EVAWG
2. strengthening the quality of counselling services and case management through training and improved standards and oversight
3. evaluating and building on EVAWG service innovations with non-government organisations and the private sector to make EVAWG services more accessible for women and girls, including those who live in rural and remote locations, have disabilities, and/or are marginalised.

Recommendation 4: Expand work on prevention of VAWG by:

1. ensuring investment is long term, including to local women's organisations, and based on best practice, drawing upon and adapting the global RESPECT framework
2. investing in programs that coordinate with justice and services and move beyond awareness raising to addressing social norms
3. playing a more significant role at national and regional levels in bringing EVAWG and child protection actors to the table to identify more effective ways to address VAWG and child protection intersections through funding, partnerships, policies, programs and evaluations
4. strengthening prevention research capacity in the region and investing more in coordination between Australian-supported prevention interventions, to draw out common lessons and better inform the violence prevention field as a whole. Options could include:
 - a. establishing collaboration with the United Kingdom's Department for International Development (DFID)-funded What Works, which is developing similar capacity among countries that receive DFID support
 - b. establishing a Prevention Learning Hub to build capacity on prevention research in the region, share learnings and conduct meta-analyses across countries. If pursued, this would need to be:
 - i. led by local actors such as the Pacific Women's Network Against Violence Against Women (Pacific Women)
 - ii. developed in collaboration with other significant partners such as UN Women, Equality Institute, Prevention Collaborative, and Raising Voices
 - c. making linkages between Australian-funded SASA/ adaptations in countries in the Indo-Pacific and sharing lessons from their evaluations.

Recommendation 5: Continue to enhance evaluation and learning to improve EVAWG outcomes by:

1. enhancing shared learning to ensure investments contribute to regional and global knowledge, and model best practice
2. supporting better sharing of lessons between and within posts, and between Australian-funded partners
3. focusing on more coordinated and high-profile research to ensure that Australia is engaged in a global leadership role in EVAWG, which should include collaborating with local and international stakeholders, including research institutions, to improve, consolidate and share the EVAWG evidence base
4. increasing investment in rigorous but diverse quantitative and qualitative evaluation of prevention programs (including practice-based learning, feminist and women-centred methods, and analysis) to build the evidence of what works.

Management response

Overall response to the evaluation

The Department of Foreign Affairs and Trade (DFAT) welcomes the Office of Development Effectiveness (ODE) strategic evaluation of Australia's commitment to ending violence against women and girls (EVAWG). The evaluation, along with the accompanying literature review, is a valuable resource to guide Australia's future work in this important area.

ODE's 2008 *Violence Against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches* was a ground-breaking report for the Australian Government, laying the foundations for Australia to make substantial and long-term commitments to address the high prevalence of gender-based violence in the region. Since that report, Australia has positioned itself as a global leader in this critical and challenging area and DFAT is proud to have contributed to the considerable achievements recognised in this 2019 evaluation.

DFAT wishes to thank ODE and the evaluation team for bringing considerable experience and expertise to the evaluation.

DFAT also acknowledges the expertise and commitment of our development partners—especially women's organisations, governments and United Nations (UN) agencies across the region who operate in challenging contexts and with limited resources to advance the status of women and girls.

The breadth of Australia's global investments in EVAWG meant that this evaluation was unable to focus on all aspects of the department's engagement in this area. As such, specific contexts and areas of focus remain a priority for Australia, but these are not directly addressed in this evaluation.

DFAT accepts each recommendation of this strategic evaluation. We acknowledge the inter-connected nature of the recommendations and support the holistic approach that will result in a continuation of our focus on improving access to justice and support services while strengthening our work in violence prevention, monitoring, evaluation and learning.

To drive follow-up to the evaluation, DFAT will develop an EVAWG framework for action that will provide a 10-year roadmap for implementation of EVAWG policy and programming across the department. Informed by this evaluation's recommendations and prepared in consultation with key stakeholders from the region, the framework will set out strategic priorities for DFAT and provide practical guidance for staff on how to progress those priorities. The framework will guide improvements and strengthen approaches in existing focus areas, including response and access to justice and services. It will also provide direction for increasing focus on prevention and building the evidence base for prevention.

DFAT will continue its focus on the Indo-Pacific and increase attention to EVAWG in fragile, post-conflict and conflict-affected contexts and situations in which the political environment is unsupportive. In the countries where Australia operates, DFAT recognises that leaders from government, civil society and the private sector have expertise and experience from which we can learn. DFAT will draw on these leaders to help build the evidence base for Australia's work, and to inform the development of the framework.

In implementing the framework, DFAT's challenge will be to maximise impact while working within its existing resource envelope. The recalibration of focus recommended in this evaluation will require a transition period during which DFAT's current EVAWG strategies and investments will continue. As highlighted in this evaluation, many of Australia's investments already align with best practice and thus achieve results and retain relevance. As such, many existing EVAWG investments will continue in some form.

At the same time, DFAT recognises that the advances made in recent years in understanding what works to prevent violence provide new opportunities for investment and partnership. In addition, new strategies and platforms for evaluation and learning provide scope to strengthen the outcomes of DFAT's investments and policy dialogue. DFAT looks forward to continuing its strong collaboration with development partners to deliver evidence-based, transformational and ethical EVAWG policy and programming.

Responses to individual recommendations

Recommendation	Response
RECOMMENDATION 1 Sustain and strengthen fragile gains by:	
1. maintaining core funding where it exists, and expanding where it does not exist, to local women's organisations to strengthen their critical and catalytic work	<p>AGREE.</p> <p>DFAT recognises that the women's movement plays an important role in EVAWG. The commitment made in the 2016 <i>Gender Equality and Women's Empowerment Strategy</i> to support women's organisations will be reaffirmed in the EVAWG framework for action.</p> <p>DFAT will continue its support to women's organisations through UN Women and bilateral and regional funding, including through organisational strengthening.</p> <p>DFAT will proactively advocate for core funding to women's organisations through, for example, its engagement with UN Women. Heads of Posts will consider how they can support women's movements in the countries in which they operate, through funding, advocacy and other means.</p>
2. continuing to invest in regional funding programs, such as Pacific Women, which can provide multi-year funding to more established programs, and ensuring that local organisations are able to access short-term, flexible funding through mechanisms such as the Fiji Women's Fund	<p>AGREE.</p> <p>DFAT aims, at a minimum, to retain existing levels of funding to EVAWG over the next 10 years. This funding will be channelled through a variety of means: global programs such as those by UN Women; regional initiatives such as Pacific Women Shaping Pacific Development (Pacific Women); bilateral funding; and the Australian NGO Cooperation Program. The Fiji Women's Fund is expected to run until at least 2022.</p> <p>DFAT will look at options to scale up investments in EVAWG through the Gender Equality Fund over the next five years.</p>
3. intensifying high-level policy dialogue to encourage governments to incorporate comprehensive responses to VAWG in national budgets	<p>AGREE.</p> <p>DFAT's EVAWG framework for action will identify gender-responsive budgeting as an area of focus in high-level policy dialogue. This is especially relevant for the implementation of violence against women and girls (VAWG)-related justice, health and support services.</p>
4. integrating EVAWG, and VAWG prevention, in all development cooperation, including sector-specific support to health, education, social protection and economic empowerment, and in non-traditional sectors such as infrastructure, transport and finance	<p>AGREE.</p> <p>The EVAWG framework for action will provide practical guidance to support integration of EVAWG policy dialogue and programming across DFAT.</p> <p>The Gender Equality Branch will explore ways to provide additional support to DFAT staff and implementing partners to improve the design, monitoring and evaluation of EVAWG and other investments, including in crisis situations, fragile and conflict-affected states and in unsupportive political environments. This work will also focus on mainstreaming across other sectors and building on the commitment to prevent sexual exploitation, abuse and harassment that is given effect through DFAT's policy on this subject.</p>

Recommendation	Response
<p>5. playing a stronger global leadership role, by collaborating with other donors and key global partnerships—such as the United Kingdom’s Department of International Development’s (DFID) What Works global program, the United Nations (UN)-led RESPECT framework, and the European Union-funded Spotlight Initiative—and increasing the visibility of Australia’s EAWG programming and partners at global conferences and events.</p>	<p>AGREE.</p> <p>Over the last decade, Australia’s active political engagement at global, regional and local levels, supported by sizeable funding commitments, has demonstrated that Australia does and can continue to play a strong leadership role.</p> <p>DFAT will continue to engage and collaborate with other donors, particularly as new initiatives, such as the Spotlight Initiative, scale up in the region.</p> <p>DFAT will contribute to the Pacific Partnership to End Violence Against Women and Girls and other multi-donor EAWG initiatives such as those with UN Women.</p> <p>In 2019, DFAT joined other donors and multilateral organisations in endorsing the World Health Organization’s RESPECT framework for preventing violence against women. This framework will inform DFAT’s EAWG framework for action, in particular strategies for effective programming.</p> <p>DFAT aims to give voice to civil society, especially women, in Asia and the Pacific through advocacy and through support to participate in key global and regional fora. This will remain a priority.</p> <p>DFAT will develop tools to support Australia’s High Commissions and Embassies to model leadership in EAWG through their internal policies and operations as well as through policy dialogue, advocacy and investments.</p>
<p>RECOMMENDATION 2</p>	
<p>Focus on investments that support the development and implementation of EAWG legislation with an emphasis on:</p>	
<p>1. strengthening formal justice responses for marginalised women and girls, including women and girls with disabilities and those living in rural areas</p>	<p>AGREE.</p> <p>The EAWG framework for action will establish increased access to justice, including for the most marginalised women and girls, as an objective for EAWG investment and advocacy over the next 10 years.</p> <p>Other Australian government departments including the Australian Federal Police (AFP) and the Attorney General’s Department (AGD), will also provide law and justice support. The AFP, through their International Operations Gender Strategy, is improving the design, evaluation and learning of its EAWG initiatives and will continue to prioritise investments in strengthening police responses to VAWG, including in marginalised communities.</p>

Recommendation	Response
2. supporting partner countries to address gaps in legislation, including sexual assault laws, divorce, and child welfare laws	<p>AGREE.</p> <p>Justice sector engagement is a sensitive issue for both donor and recipient governments and Australia's support is determined case-by-case.</p> <p>In accordance with respective Aid Investment Plan commitments, DFAT will continue to work with Australian Government partner agencies to provide law and justice assistance, including through country programs in Indonesia, Papua New Guinea, Solomon Islands and Vanuatu, and through regional initiatives.</p> <p>Work in this area will be informed and strengthened by the VAWG data being generated with support from DFAT-funded data initiatives.</p>
3. continuing training and support for justice operators at national and local levels, including police, magistrates and prosecutors, to strengthen knowledge and capacity to implement the laws	<p>AGREE.</p> <p>DFAT, and other Australian Government departments including the AFP and Attorney General's Department, will continue to provide law and justice assistance through bilateral and regional investments in accordance with Aid Investment Plans and, in the Pacific, Aid Partnership Arrangements.</p>
4. supporting civil society organisations and national governments to promote public awareness on how to use the laws, and to monitor their implementation.	<p>AGREE.</p> <p>DFAT recognises that best practice requires a multi-layered approach, as demonstrated in its ongoing law and justice programs.</p> <p>DFAT will continue to adopt this approach in its programming and policies by supporting a range of partners working in law and justice, including civil society organisations and governments.</p>
<p>RECOMMENDATION 3</p> <p>Continue support to partners delivering holistic care for survivors and improve the quality and accessibility of EVAWG services by:</p>	
1. training health and other service providers in the Essential Services Package for Women and Girls Subject to Violence and related World Health Organization (WHO) clinical guidance for EVAWG	<p>AGREE</p> <p>The EVAWG framework for action will establish increased access to support services, including for the most marginalised women and girls, as a key objective for EVAWG investment and advocacy over the next 10 years.</p> <p>DFAT has been a strong supporter of the Essential Services Package since its inception and is pleased to see the contribution it is making in the region and globally. DFAT will continue to support the Essential Services Package and other VAWG-related health services in line with Aid Investment Plans and other considerations.</p> <p>Sustainability presents an ongoing challenge for donor contributions to health services and DFAT will continue to advocate with partner governments for gender-responsive budgeting.</p>

Recommendation	Response
<p>2. strengthening the quality of counselling services and case management through training and improved standards and oversight</p>	<p>AGREE.</p> <p>The introduction of VAWG legislation and subsequent review by Pacific Women of counselling services in the Pacific highlighted the dearth of qualified counsellors in the region. With support from DFAT, service providers are undertaking counselling training.</p> <p>DFAT will continue to invest in strengthening support services, including shelters, hotlines, counselling legal advice, health services and case management.</p> <p>DFAT, in line with the RESPECT framework, will emphasise the application of ethical standards, including putting the safety of women first and managing sensitive data.</p> <p>DFAT—in addition to investment and country-level reporting—will report on progress in this sector through the Aggregate Development Results: the number of women survivors of violence receiving services such as counselling.</p>
<p>3. evaluating and building on EVAWG service innovations with non-government organisations (NGOs) and the private sector to make EVAWG services more accessible for women and girls, including those who live in rural and remote locations, have disabilities, and/or are marginalised.</p>	<p>AGREE.</p> <p>DFAT recognises that best-practice approaches require engagement with a range of delivery partners. As noted in the evaluation, DFAT has achieved success through innovation with non-government organisations and the private sector. DFAT aims to build on these successes through evaluation and learning to scale up innovations.</p> <p>DFAT will strengthen EVAWG service accessibility in emergencies. This may include innovation and drawing on learnings from humanitarian action in the Pacific. It may also include improved and earlier identification of EVAWG needs, a stronger focus on prevention, and stronger efforts around women's voice and leadership.</p> <p>DFAT will take an <i>intersectional</i> approach to EVAWG policy and programming that recognises that women and girls can face multidimensional disadvantage, to ensure that support services are suitable for the diversity of women and girls. The EVAWG framework for action will assist country programs to increase their focus on intersectionality through investments, advocacy and policies.</p>

Recommendation	Response
RECOMMENDATION 4 Expand work on prevention of VAWG by:	
1. ensuring investment is long term, including to local women's organisations, and based on best practice, drawing upon and adapting the global RESPECT framework	<p>AGREE.</p> <p>DFAT will align its prevention work with the emerging evidence base of what works. In line with RESPECT's guiding principles, DFAT will emphasise the importance of investing in long-term programming and working with women's movements.</p> <p>DFAT, above all, will emphasise integrity and ethical practice in its prevention work.</p>
2. investing in programs that coordinate with justice and services and move beyond awareness raising to addressing social norms	<p>AGREE.</p> <p>In line with RESPECT's guiding principles, DFAT will take an integrated approach to access to justice, access to services and prevention of violence. In doing so, DFAT will emphasise the importance of transformative programming that seeks to address social norms that condone violence.</p>
3. playing a more significant role at national and regional levels in bringing EVAWG and child protection actors to the table to identify more effective ways to address VAWG and child protection intersections through funding, partnerships, policies, programs and evaluations	<p>AGREE.</p> <p>DFAT acknowledges that staff understanding of the intersection of violence against women and children is evolving. As the department's prevention programming deepens, DFAT is gaining a better understanding of the forms of violence against children and is doing more to challenge and change the social norms that contribute to such violence.</p> <p>DFAT will be guided by the RESPECT guiding principle of taking a life-course approach. This principle recognises the importance of early interventions, including with children and adolescents.</p> <p>DFAT's work with policy makers and others at national and regional levels to strengthen violence prevention programming and learning will include attention to child protection.</p>

Recommendation	Response
<p>4. strengthening prevention research capacity in the region and investing more in coordination between different Australian-supported prevention interventions, to draw out common lessons and better inform the violence prevention field as a whole. Options could include:</p> <ul style="list-style-type: none"> a. establishing collaboration with the DFID-funded What Works, which is developing similar capacity among countries that receive DFID support b. establishing a Prevention Learning Hub to build capacity on prevention research in the region, share learnings and conduct meta-analyses across countries. If pursued, this would need to be: <ul style="list-style-type: none"> i. led by local actors such as the Pacific Women’s Network Against Violence Against Women (Pacific Women) ii. developed in collaboration with other significant partners such as UN Women, Equality Institute, Prevention Collaborative, and Raising Voices c. making linkages between Australian-funded <i>SASA!</i> adaptations in countries in the Indo-Pacific and sharing lessons from their evaluations. 	<p>AGREE.</p> <p>DFAT, over the past decade, has witnessed a deepening in its understanding of what works to prevent VAWG. DFAT now knows that interventions can transform social norms and that violence is preventable. Over the next 10 years, DFAT will re-orient its EVAWG programming to strengthen the focus on violence prevention.</p> <p>DFAT will undertake a comprehensive consultation process to explore options for strengthening its prevention work, particularly with prevention learning. The intention of these consultations will be to secure input and support from key stakeholders across the region. This includes technical specialists, women’s organisations, multilateral organisations, partner governments, donors and others. These consultations will inform the development of DFAT’s EVAWG framework for action.</p>

Recommendation	Response
RECOMMENDATION 5 Continue to enhance evaluation and learning to improve EVAWG outcomes by:	
1. enhancing shared learning to ensure investments contribute to regional and global knowledge, and model good practice	AGREE. DFAT will build on the progress made over the last 10 years to improve its evaluation and learning of EVAWG. In particular, DFAT will focus on strengthening evaluation of and learning around prevention activities in the Indo-Pacific and in fragile, post-conflict and conflict-affected contexts. In doing so, DFAT will account for the important ethical considerations of working in this sensitive area, including by developing strategies to anticipate and address negative and unintended consequences.
2. supporting better sharing of lessons between and within posts, and between Australian-funded partners	AGREE. DFAT has well-established relationships with donors and key actors in the region. DFAT will work to ensure these relationships remain constructive and that effective communication channels facilitate policy coherence. DFAT will work to complement and leverage initiatives such as DFID's What Works to Prevent Violence and Spotlight in order to maximise impact. DFAT's Gender Equality Branch will facilitate learning across High Commissions and Embassies as part of its approach to strengthening monitoring, evaluating and learning.
3. focusing on more coordinated and high-profile research to ensure that Australia is engaged in a global leadership role in EVAWG, which should include collaborating with local and international stakeholders, including research institutions, to improve, consolidate and share the EVAWG evidence base	AGREE. DFAT will work to strengthen a shared understanding of what works to prevent violence, particularly in the Asia-Pacific region. DFAT envisages that this will be achieved, in part, through research. DFAT will maximise its position as a lead donor in EVAWG to share research and learnings through, for example, its global partnership with UN Women, regional initiatives such as Pacific Women Shaping Pacific Development and through increased focus on evaluation and learning.
4. increasing investment in rigorous but diverse quantitative and qualitative evaluation of prevention programs (including practice-based learning, feminist and women-centred methods, and analysis) to build the evidence of what works.	AGREE. DFAT recognises there is scope to strengthen evaluation of EVAWG investments, including through analysis of the benefits of different approaches in the settings in which it operates. DFAT will increase its focus on analysis and evidence building. DFAT's Gender Equality Branch will explore ways to provide additional support to DFAT staff and implementing partners to improve design, monitoring and evaluation of EVAWG investments.



More than one-third of women and girls globally have experienced violence during their lives. In many countries in the Pacific, the prevalence of violence is more than twice the global average.

Chapter 1: Introduction

This chapter describes the reasons for and approach to this evaluation. It reviews the prevalence, types of and consequences of violence against women and girls (VAWG). It identifies factors that drive and contribute to such violence.

1.1 About this evaluation

This strategic evaluation of Australian development assistance to EVAWG was commissioned by ODE as a 10-year follow up to ODE's 2008 strategic evaluation *Violence against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches*.² The 2008 report assessed promising practices to address VAWG in Fiji, PNG, Solomon Islands, Timor-Leste and Vanuatu.

The 2008 evaluation report found some progress and notable best practices in addressing VAWG throughout the region. It acknowledged the efforts of women's rights activists who have influenced governments to commit to ending such violence. However, the report indicated 'an enormous gap between public discourse and reality'. It found donor contributions had made some difference, but needed to be vastly increased, better coordinated and sustained over longer timeframes to maximise impact.²

The 2008 evaluation report recommended a framework for action with these four strategies for EVAWG:

1. **Creating an enabling environment** through political commitment to gender equality and human rights, participation of women and girls in public life, and multi-sectoral coordination among international agencies, donors, governments and civil society.
2. **Increasing women's access to justice** through protective laws, policies, education and referral systems.
3. **Increasing women's access to support services**, including psychological, medical and legal support, safe havens, and strengthening organisations that provide these services.
4. **Preventing violence** through awareness raising, changing community attitudes and increasing women's status in society.

Key findings and recommendations from the 2008 evaluation report provide a baseline for the evaluative judgements in this evaluation.

In 2009, the Australian Government released *Stop Violence: Responding to Violence against Women in Melanesia and East Timor—Australia's Response to the ODE Report*. This publication outlined an ambitious set of commitments, using the framework for action presented in the 2008 evaluation report and reflecting the principles and priorities recommended in that report.

In 2012, Australia commissioned a new report to take stock of what changes had been made as a result of Australia's increased political and financial commitment to EVAWG.³ Annual funding for EVAWG in the region had already doubled, with plans for more ambitious investments in the pipeline. Considerable progress had been made in reforming policies and laws, but less had been accomplished in providing much-needed services for survivors of violence and in violence prevention.

1.2 Why this evaluation matters

More than one-third of women and girls globally have experienced violence during their lives. In many countries in the Pacific, the prevalence of violence is more than twice the global average. VAWG is widely recognised as a violation of human rights, a global health problem of epidemic proportions, and a problem with significant social and economic costs for individuals, communities and countries.

The Australian Government is strongly committed to promoting gender equality and empowering women and girls in the Indo-Pacific region, including ending violence. Australia's support and advocacy for gender equality and EVAWG has notably increased over the last decade with greater focus and shifting emphasis on EVAWG across the aid program.

The Australian Government's 2014 development policy established gender equality as one of six key investment priorities for the Australian aid program, with a commitment to invest in EAWG. The performance framework for this policy set a target that 80 per cent of all Australia's aid, regardless of objectives, perform effectively in promoting gender equality. In 2016, DFAT's *Gender Equality and Women's Empowerment Strategy* established EAWG as one of three core priorities.

Within this policy framework, the Australian aid program now has a comprehensive approach to addressing VAWG, focusing on improving quality of services and responses, as well as access to justice and prevention.

This evaluation is an opportunity to assess the gains made over the last decade from Australia's significant investment in EAWG through the aid program, building on the seminal 2008 ODE evaluation, *Violence Against Women in Melanesia and East Timor: Building on Global and Regional Promising Approaches*.

1.3 Purpose and objectives

The purpose of this evaluation is to provide evidence to improve DFAT's policy, strategy and aid investments intended to address VAWG. It has both accountability and learning dimensions, with learning of primary importance.

This evaluation assessed the quality of Australia's leadership and policy dialogue to end violence against women and girls, and the extent to which Australia has fostered learning to improve program effectiveness and outcomes. It assessed the effectiveness, relevance and reach of Australian support to EAWG in these four broad areas:

1. supporting an enabling environment for EAWG through national and regional policy commitments, multi-sectoral coordination and strengthening civil society
2. increasing women's access to justice—an effective justice system may include formal, customary and community-based systems, and should protect women against violence, act as a deterrent to possible offenders, and impose consequences on those who commit domestic violence and sexual assault

3. improving women's access to quality services—quality services should be safe and age-appropriate, support a survivor to identify, prioritise and meet their needs, and may address medical, psychosocial, legal and/or practical needs (such as temporary shelter or economic support)
4. preventing violence—effective prevention means addressing gender inequality at individual, family, community and societal levels and shifting individual and community attitudes that tolerate men's use of violence against women and girls.

1.4 Guiding themes and key questions

This evaluation considered these guiding themes and key questions which reflected the core concerns and interests of those implementing EAWG programming:

1. **Enabling environment:** To what extent have DFAT's investments and strategies contributed to creating an enabling environment for EAWG through political leadership and policy dialogue, including with government and civil society?
2. **Development effectiveness:** What has been the effectiveness, relevance and reach of Australian development cooperation to end violence against women and girls in prevention, access to justice and access to quality services?
 - a. **Effectiveness:** To what extent have DFAT's EAWG investments and strategies been effective at meeting their objectives over the last 10 years?
 - b. **Relevance:** How relevant are DFAT's investments and strategies to local, national and global EAWG needs?
 - c. **Reach:** To what extent have DFAT's investments and strategies extended the reach of services and programs to reach the most vulnerable and marginalised populations?
3. **Learning:** To what extent has DFAT fostered a learning environment in which measurement and monitoring are used to improve the effectiveness of EAWG programs?

1.5 Approach and methods

The evaluation drew on qualitative and quantitative research techniques, applied using a sequential multi-phase/mixed methods approach. A brief outline of methods for data collection and analysis is presented here. Annex 1 describes in detail the methodology, ethical considerations for and limitations of the evaluation.

Data collection and analysis

Systematic review and portfolio analysis: The evaluation team undertook a meta-evaluation of 400 documents and evaluations of EVAWG-related activities and programs funded by DFAT. This included an analysis of DFAT's EVAWG investments to identify those within scope of this evaluation. Altogether, the country-level and regional activities selected for review included approximately 200 programs and activities with a total value of about \$195 million. A description of the investments deemed to be in scope is in Annex 2.

Literature review: The evaluation team then undertook an extensive review of literature, current knowledge and best practices in EVAWG programming, with an emphasis on Asia and the Pacific. The resulting *Literature Review: Ending violence against women and girls* is published on the ODE website.

Field work: The evaluation team visited Fiji, Indonesia, PNG, Solomon Islands and Timor-Leste between May and August 2018. Telephone interviews were conducted with stakeholders in Pakistan and Vanuatu. During fieldwork, the evaluation team conducted 138 individual and group semi-structured interviews and 45 focus group discussions to explore stakeholder views in detail. Interviews were used to investigate aspects of DFAT policy, systems and practice. Interviewees included:

- » beneficiaries of EVAWG programs
- » civil society organisations (CSOs) and non-government organisations (NGOs) responsible for service delivery
- » women's rights activists
- » community leaders
- » representatives from local law enforcement and magistrates courts
- » managing contractors implementing investments
- » other donors
- » DFAT staff working on the case study investments or responsible for relevant policies on EVAWG.

Approximately 700 individuals were consulted during the fieldwork. Annex 3 provides a list of stakeholders and organisations consulted, by country.

Synthesis and analysis: Notes and recordings from interviews and focus group discussions were transcribed and analysed using the qualitative software Opencode. Key points from reports, program and evaluation documents were extracted into an Excel database. All documents and transcripts were categorised or coded against all relevant evaluation questions and themes. Analysis of coded material was then undertaken with the whole evaluation team to identify emerging trends or observations and to triangulate findings between multiple sources of evidence.

1.6 Violence against women and girls

VAWG is any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women and girls. It includes threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.⁷ This violence takes many forms, including:

- » violence by an intimate partner
- » rape
- » sexual assault
- » other forms of sexual violence perpetrated by someone other than a partner
- » child abuse
- » forced prostitution
- » trafficking of women
- » violence due to sexual orientation or gender identity
- » violence due to disability
- » sorcery-accusation related violence
- » harmful traditional practices such as early or forced marriage, female genital mutilation and honour killing.⁸

Intimate partner violence (IPV) and sexual violence are the most common forms of violence experienced by women and girls globally.⁹ Women and girls may also experience other types of violence throughout their lives (Figure 1).

Figure 1: Violence affects women and girls at every stage of life



Impacts

VAWG is now viewed as a global public health and clinical problem of epidemic proportions. For women and girls, being subjected to violence is associated with injury, disability, death, induced abortion, low birth weight and prematurity in women's babies, poor sexual health, suicide, depression, anxiety and harmful alcohol use. Physical, sexual and emotional IPV and non-partner sexual violence cause serious short and long-term physical, mental, sexual and reproductive health problems for women.

VAWG also has significant economic impacts in terms of lost productivity and direct health costs. According to a 2013 World Bank study of nine countries, the costs of IPV are substantial, ranging from one to two per cent of Gross Domestic Product, an amount almost equal to government spending on primary education.¹⁴² The estimates of the cost to individual countries found by other studies vary: US\$5.8 billion in 2003 in the United States;¹⁰ GBP22.9 billion in 2004 in England and Wales¹¹, and R28.4 billion in 2009 in South Africa.¹² In 2015 it was estimated that violence against women costs Australia \$21.7 billion per year:

- » \$3.4 billion to the economy
- » \$7.8 billion to the taxpayer
- » \$10.4 billion of pain, suffering and premature mortality.¹³

Prevalence of intimate partner violence

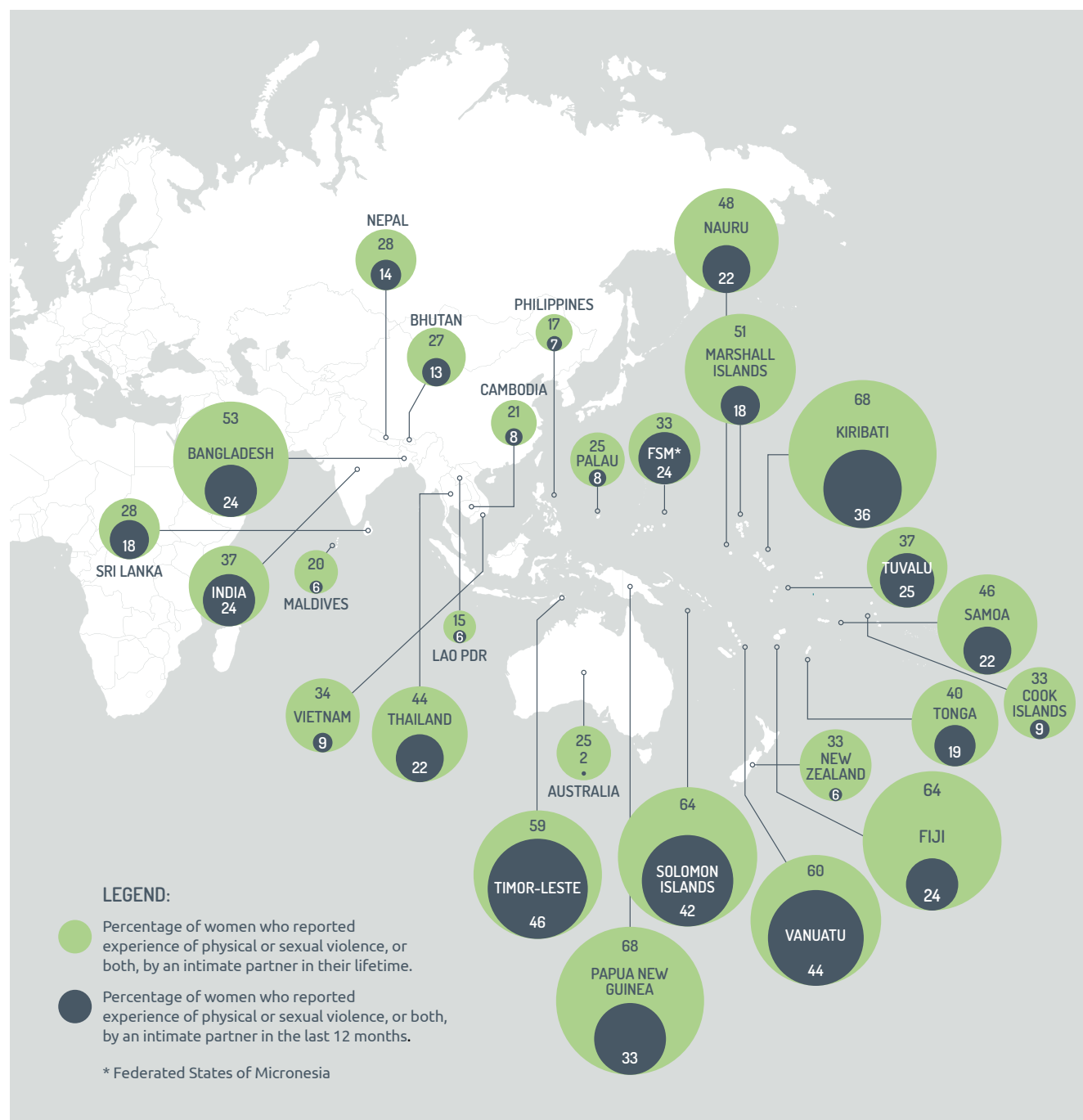
Kiribati, PNG, Solomon Islands, Timor-Leste and Vanuatu are among countries with the highest lifetime prevalence of IPV—nearly twice the global average of 35 per cent (Figure 2).⁹ Prevalence rates are not available for Indonesia and Pakistan. Although not directly comparable, in Indonesia, the National Statistics Agency, the Ministry of Women's Empowerment and Child Protection and the United Nations Population Fund (UNFPA) conducted a national violence against women survey published in 2017 which found 2 in 5 (more than 40 per cent) of women experienced one type of violence (including emotional, economic, physical and sexual) by an intimate partner in their lifetime.

It is not possible to determine if VAWG in Pacific island countries is increasing or decreasing, as prevalence studies using comparable methods have not been repeated over time. A few countries in Asia have conducted the domestic violence component of the demographic and health surveys across a number of years, allowing for some trend analysis. However, changes have been minimal and inconsistent.

In line with global patterns, younger women in the Asia-Pacific region are often at the highest risk of experiencing current IPV, particularly sexual violence, however in Afghanistan and Cambodia women in a slightly older age bracket were most at risk.^{14–16}

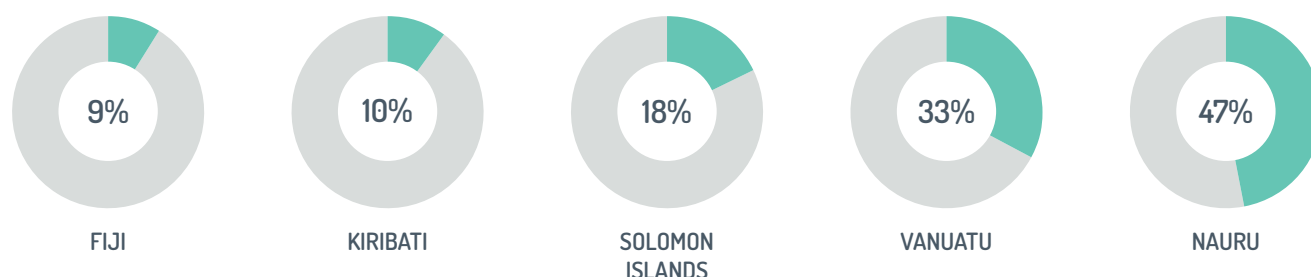
Of all types of IPV, marital rape appears to be the least likely to be reported, in large part because it is normalised and there is a marital expectation that a wife is obliged to have sex with her husband.

Figure 2: Lifetime and current prevalence of women's experiences of intimate partner violence in Asia and the Pacific



Data sources: Data for all countries other than Australia and New Zealand is from the WHO Multicountry Survey in which the age range of respondents was usually 15 to 49 years.⁸ Australian data is from the 2013 Personal Safety Survey^{139–140} which used a different methodology to the WHO Multicountry Survey and is therefore not directly comparable. New Zealand data is from a study which used the WHO Multicountry Survey methodology but was restricted to one location, Auckland and had an age range of 18 to 64 years.¹⁴¹ A similar study was conducted in Waikato, where lifetime prevalence of IPV was 39 per cent and 5 per cent in the last 12 months.

Figure 3: Prevalence of non-partner sexual violence in selected countries



Prevalence of non-partner sexual violence

Many women are subjected to sexual violence by men who are not their partners (Figure 3).

The *2013 UN Multi-Country Study on Men and Violence in Asia and the Pacific* documented the per cent of men who reported having raped a woman or girl who was not their partner.¹⁷ The study found that 4 per cent of men in Bangladesh, 6 per cent in Sri Lanka, and 8 per cent in each of Cambodia, China and urban Indonesia, said they had raped a non-partner woman or girl. Figures were higher in Timor-Leste (15 to 22 per cent) and Indonesia's West Papua Province (23 per cent).¹⁷ In Bougainville, PNG, the only Pacific site in the study, 41 per cent of men interviewed reported they had raped a woman or girl who was not their partner, and 14 per cent had perpetrated gang rape.¹⁷

The prevalence rates of non-partner sexual violence based on women's reports are much lower than those reported by men. For example, 0.5 per cent of women in rural Bangladesh reported sexual violence by a non-partner. In Timor-Leste 14 per cent of women reported non-partner rape.^{14,20}

Violence and disability

There is limited data on the percentage of women and girls with disabilities in the Indo-Pacific who have experienced violence. Data for some countries shows a significantly heightened risk of violence for women and girls with disabilities. The Australian-supported Triple Jeopardy study in Cambodia found that, compared to women without disabilities, women with disabilities were not only more likely to experience all forms of IPV and non-partner sexual violence, they also experienced high rates of emotional and physical violence, and controlling behaviour, from other (non-partner) family members.²⁸

Violence against women can result in disabilities. The Australian-funded *Nabilan* baseline study in Timor-Leste found that women who had experienced IPV were 2.5 times more likely to have reported having difficulty performing tasks, or being unable to do them at all, compared with women who had never experienced violence from an intimate partner.²⁰

Violence on the basis of sexual orientation and gender identity

Some evidence exists on violence against sexual and gender diverse populations in Asia. In many Asian countries, it is unclear if legislation offers protection in same-sex domestic violence cases. In Vietnam, transgender people disproportionately suffer from exploitation, sexual assault and other forms of violence. Transgender people and men who have sex with men also face particular challenges in accessing justice, as sexual violence in Vietnam is defined as involving sexual intercourse only between men and women.²⁹ Research in Japan, Malaysia, Pakistan, the Philippines and Sri Lanka found that lesbian and bisexual women, as well as transgender individuals, faced violence in every aspect of their lives.³⁰ The report states:

*This violence is fuelled by laws that criminalise same-sex relations and gender non-conformity, and encouraged by governments who tolerate, endorse, or directly sponsor the violent clamp-down on those who do not follow prevailing norms on sexual orientation, gender identity and gender expression.*³¹

A recent report from Timor-Leste found that lesbian and bisexual women and transgender men experienced severe physical and emotional violence.³⁴

Violence against children

Children are at risk of witnessing and experiencing violence—including physical violence, emotional abuse, neglect and sexual abuse—with far-reaching consequences to their safety, health and wellbeing.²²

Although child sexual abuse by family members was considered taboo, and community members generally were reluctant to discuss if it existed in their villages, service providers in all countries the evaluation team visited acknowledged it is a serious problem.

Grandfather molesting grandchildren, father molesting girls ... the abuse within the family has been there but it wasn't talked about much before ... but now they are being more open. – Representative from CSO, Fiji

I've dealt with many cases where the girl was raped by the father, by the grandfather ... These underage girls are molested by their stepfather, biological father, neighbours, older brother, etc. – Case manager, Indonesia

Women's experiences of childhood sexual abuse range significantly across the Pacific, from 2 per cent of women in Samoa to 37 per cent of women in Solomon Islands reporting they were sexually abused before the age of 15.^{23,24} In Timor-Leste, approximately three-quarters of women and men reported they had experienced some form of physical and/or sexual violence when they were children.²⁰

The literature review presents more data on violence against children in the region, and what is known about the intersections between violence against women and violence against children. The Australian-supported Family Health and Safety Study in Kiribati found associations of violence against mothers and their children. In comparison with women who had not experienced IPV, women who had were seven times more likely to report their partner had abused their children. The study also found intergenerational associations. Women who had experienced IPV were more likely to report that their partner had been abused in childhood and that their mother and/or their partner's mother had experienced IPV.

Research in high-income—and increasingly, low and middle-income—countries shows that children of families where IPV is perpetrated are more likely to experience abuse and neglect.²⁵ Patriarchal family structures that serve to normalise violence against women and children are an important driver of this 'co-occurrence'.²⁶ This illustrates how VAWG, and violence against children, stems from shared risk factors and can lead to common consequences and intergenerational effects. Such intersections are increasingly being mapped at national and regional levels, through targeted research

such as that undertaken by the United Nations Children's Fund (UNICEF) and UNFPA in the South Pacific²³, Eastern Europe and Central Asia²⁷, as well as in Latin America and the Caribbean (underway). This is building a shared understanding of the connections between VAWG and violence against children within specific contexts.

In the prevention sphere, keeping children safe from harm also underpins efforts to protect women and girls, in that:

... associations between childhood exposure to violence and perpetrating or experiencing violence later in life are so strong that they suggest that prevention of violence in childhood may be essential for long-term prevention of VAW.²⁵

Other forms of violence

Qualitative research from Asia illustrates that sex workers experience a wide range of violence from clients, police, managers, healthcare providers, their own intimate partners, and from others in the community.²¹ Studies exploring the complex and nuanced forms of violence against sex workers in the Indo-Pacific are exceedingly rare. As violence against sex workers is inextricably linked to harmful gender social norms, this area requires further research.

Sexual harassment in public spaces and in workplaces has received increasing attention in recent years. Several respondents in this evaluation also reported increasing concerns about sexual harassment and abuse in online spaces, as well as the negative impact pornography is having on VAWG, although there is little empirical data on this in the region.

Workplace harassment is very high, and there are many places where women feel insecure. When a girl is going to university, teachers are also harassing girls. 'If you have relations with me, I will let you pass or give you numbers. And if you are not doing this, I will fail you.' Blackmailing is there. – Representative of local NGO, Pakistan

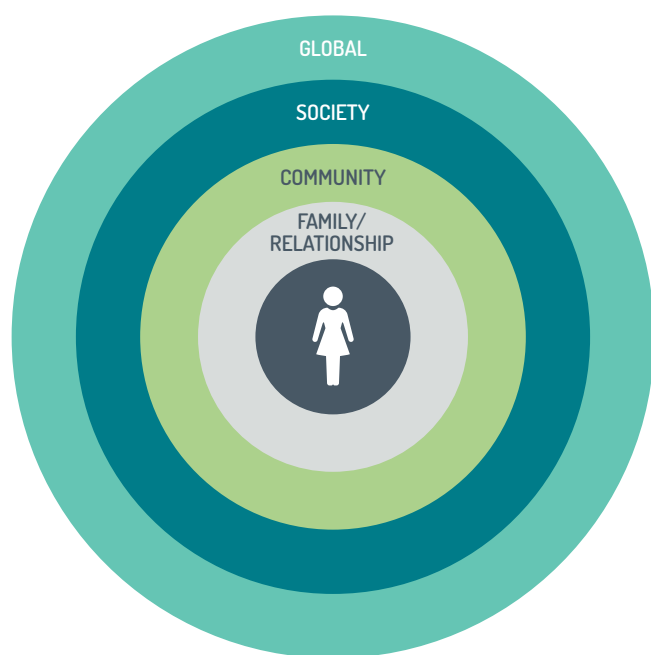
Violence related to accusations of practicing sorcery is found to be common in PNG, Solomon Islands and Vanuatu, although not all cases of sorcery accusations are related to VAWG. Individuals accused of sorcery or witchcraft are subject to interrogation, torture or murder in 'payback' for harm they are thought to have perpetrated. Triggers are often related to an unexplained illness, death or land grabbing. Violent methods can include beating, breaking bones, burning with hot metal, rape, hanging over fire, cutting body parts slowly, and amputation. If death does not result, the victim may be killed.^{35,36}

Sorcery accusation-related violence is most severe and frequent in PNG, although prevalence figures are scattered and largely based on administrative data. From 2000 to 2006, 75 cases of such violence were reported in local newspapers, involving 147 victims. These figures, however, likely under-represent the true number of cases because sorcery accusation-related violence is rarely reported to appropriate authorities or to the media.³⁷

Drivers of violence

While VAWG is fundamentally driven by gender inequality, various factors, at different times during a person's life, interact and contribute to violence occurring.^{38–41} For example, individual characteristics, such as alcohol abuse or mental illness, do not, on their own, cause men to be violent, but they interact with other factors to increase the likelihood of men using violence.⁴²

Figure 4: The Socio-ecological Framework



The Socio-ecological Framework³⁹ (Figure 4) is a useful tool for understanding the drivers of violence across multiple levels, including:

- » an individual's own experiences and characteristics
- » the dynamics of their relationships
- » their community context and gender norms
- » the laws, policies, and practices governing the society in which they live.

There is general consensus that unequal gender power relations and discrimination against women and girls are root causes of violence against women, however gender inequality does not look the same in every country and context.^{41,42}

In many countries, individual attitudes justify men's violence as a way for men to discipline women who do not adhere to gendered behavioural expectations.⁴² In many countries in Asia and the Pacific, physical violence is accepted as a form of discipline for women who do not fulfil their roles of being obedient, faithful, fertile, and perform household chores.^{42–46} Evidence suggests that women's and men's attitudes towards IPV function independently to shape a woman's risk of experiencing abuse or a man's likelihood of perpetrating violence. However, men's attitudes may be a stronger predictor of violence than women's attitudes.⁴⁰

Social norms

A social norm is a collectively held belief about what others do (what is typical) and what is expected of what others do within the group (what is appropriate).⁴⁷ While IPV may be considered typical or acceptable, it is unlikely that a man will be punished by another man in his community for refusing to hit his wife. However, in contexts with high rates of IPV against women, other social norms, for example around gender roles, power and the wider acceptability of violence, underpin this behaviour and contribute to shared expectations around a man's use of violence.^{47,48} For example, in many societies, violence is often, although not always, a component of dominant constructions of what it means to be a man.⁴⁹ Where it is socially expected that men control women, physical and sexual force may be seen as legitimate ways to exert this control. Social norms and structures related to gender inequality, including lack of economic rights and entitlements for women, also contribute to IPV.^{42,50,51} When men are accorded value, control and power over women across society, these social gender norms create an environment in which men are more likely to perpetrate violence against women.^{42,52,53}

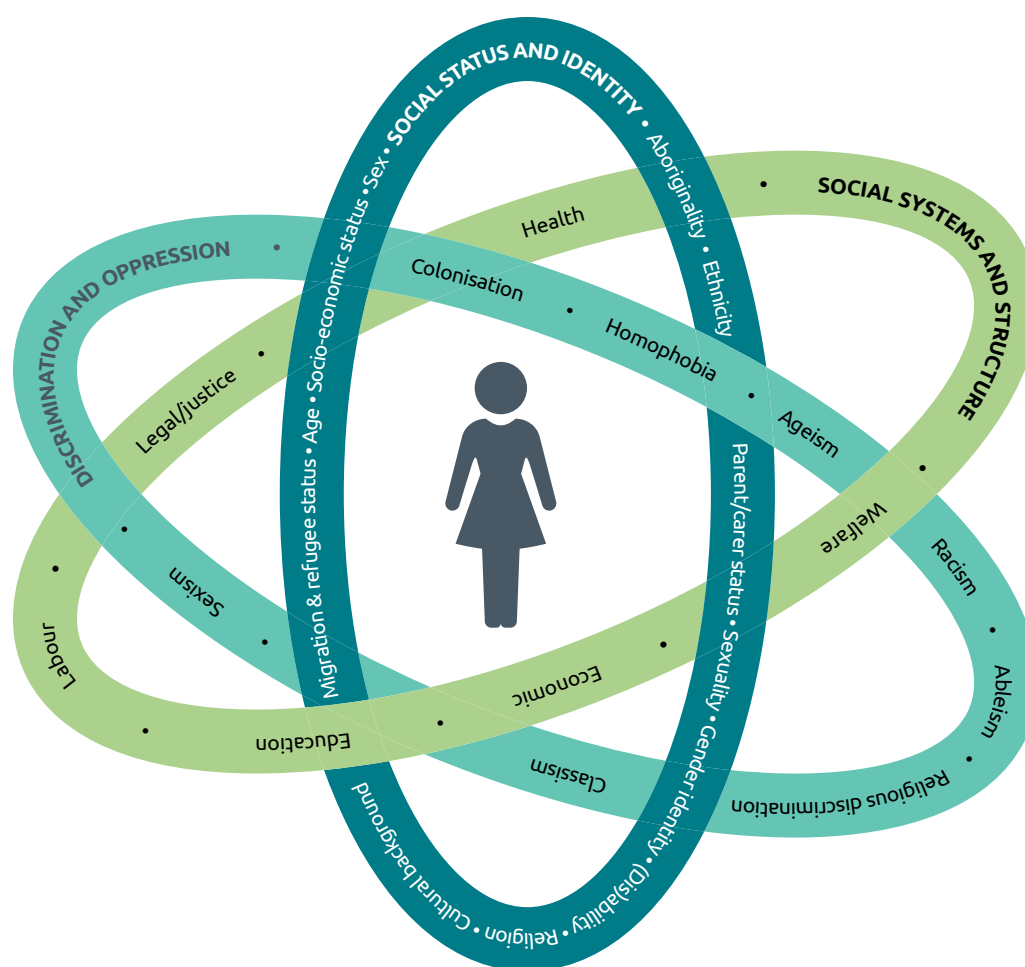
At institutional level, discriminatory laws and policies can exacerbate women's exposure to violence. While, as Annex 4 shows, most countries in the Indo-Pacific have laws against domestic violence, marital rape is not explicitly criminalised in 127 countries worldwide, reflecting a societal-level acceptance of violence against women in these countries.⁵⁴ In some countries in the Pacific, including PNG, although the law does not specifically criminalise marital rape, it does not have exclusionary provisions prohibiting or limiting a husband from being prosecuted for rape.

Furthermore, laws that restrict divorce, access to abortion or contraception, or that have a lower legal age of marriage for women than for men, provide the necessary conditions for abuse by reinforcing the subordinate status of women.⁵⁵ Structural inequalities, such as unequal access to property and land rights and inheritance, severely undermine the decision-making power of women in the family and impact their likelihood of experiencing violence.^{56,57}

Intersectionality: Understanding risk factors

Intersectionality (Figure 5) is a framework for understanding how factors that make up a person's identity interact and shape their experiences, recognising that inequalities never result from one factor.^{58,59} While violence affects women and girls across the world, different layers of people's identities—such as their socio-economic status, indigeneity, ethnicity, ability, sexual orientation, gender identity, HIV status, minority status, age—impact the ways in which they are discriminated against and the types of violence perpetrated against them. For example, VAWG can be exacerbated within certain settings, such as in rural, regional and remote communities, and where gender inequality intersects with other forms of disadvantage and discrimination. With some sub-populations, experiences of violence are often overlooked, such as sex workers and older people.

Figure 5: Intersectionality—how power, privilege, discrimination and oppression interact with EVAWG



Source: The Equality Institute, 2017a, adapted from. ⁴¹

Chapter 2: Australian leadership

This chapter assesses Australia's contributions—through leadership, financial support and policy dialogue—to strengthen the enabling environment to end violence against women and girls. There is evidence of strong Australian leadership on EVAWG, particularly in Pacific island countries and Timor-Leste, including a 10-fold increase in funding from 2007–08 to 2017–18, increased numbers and types of program interventions, and improved coordination with international and national partners. Global and local feminist movements and women's organisations have played a pivotal role in demanding action on EVAWG and CSOs and the private sector have been involved in innovative responses, supported by Australia.

2.1 The situation in 2008

Reducing VAWG requires simultaneous action at many levels by multiple actors. Government commitment and capacity, the participation of women in public life, a strong civil society and an understanding of gender and human rights issues are critical to creating an enabling environment for ending violence. Commitment and coordination by international agencies and donors to support the efforts of national governments and CSOs is also critical.

The 2008 ODE evaluation found some evidence of effective leadership by partner governments on EVAWG, but with much room to improve. Partner governments had committed publicly to EVAWG, due largely to the efforts of women's rights activists. However, a major gap existed between policy commitments and the reality of women's lives and experiences of violence.

The 2008 evaluation considered the contributions of international donors to be insufficient, poorly coordinated, and lacking clear strategy for supporting change. The evaluation also found low willingness and capacity on the part of donors and governments to discuss gender equality and violence against women in high-level development forums.

The most important challenge was that most of the countries (Fiji, PNG, Solomon Islands and, to some extent, Timor-Leste) had recently experienced, or were continuing to experience, conflict and/or political instability. This had a profound impact on the ability and political will of governments to address EVAWG in a sustainable way. Relations between civil society and governments had eroded in these countries, and concepts of gender and human rights were not routinely referenced in public policy or discourse.

The 2008 ODE evaluation noted that much of the success in EVAWG in Melanesia and Timor-Leste was due to Australia's long-term core support to several key CSOs engaged in the empowerment of women and provision of services to survivors of violence. It recommended that Australia continue this type of core support to key actors and consider expanding to new partners.

The 2008 ODE report made these recommendations to strengthen the enabling environment for EVAWG in Melanesia and Timor-Leste:

- » ensure all interventions are grounded in a human rights and gender-transformative approach
- » encourage coordination of aid among international donors to maximise impact
- » support multi-sector coordination, including between government and non-government actors at national and local levels
- » strengthen women's leadership and economic and political participation at all levels
- » build capacity in project management, communication and gender analysis.

2.2 Progress to date

This evaluation found evidence of significant progress since 2008 in all recommended areas. Australia's financial support, policy commitments and support for other leaders has helped create the right enabling environment for EVAWG.

Australian funding contributions

Over the decade from 2007–08 to 2017–18, Australia spent more than \$300 million on EAWG activities. Half of this was in Pacific island countries (Figure 6).

Australia's annual EAWG expenditure increased about 10-fold from 2007–08 to 2017–18 (Figure 7) due to greater expenditure across the Indo-Pacific. According to the most recent data reported to the Organisation for Economic Co-operation and Development's Development Assistance Committee (2017), Australia's disbursements for EAWG were the second highest and made up 17 per cent of disbursements for donor countries.

Additional funding for EAWG, estimated to be in excess of \$100 million, has been provided by Australia through:

- » humanitarian assistance
- » core funding to multilateral agencies
- » broader gender equality programs
- » programs in other sectors where EAWG was pursued alongside other objectives.

Figure 6: Regional breakdown of Australia's funding allocations for EAWG activities from 2007–08 to 2017–18

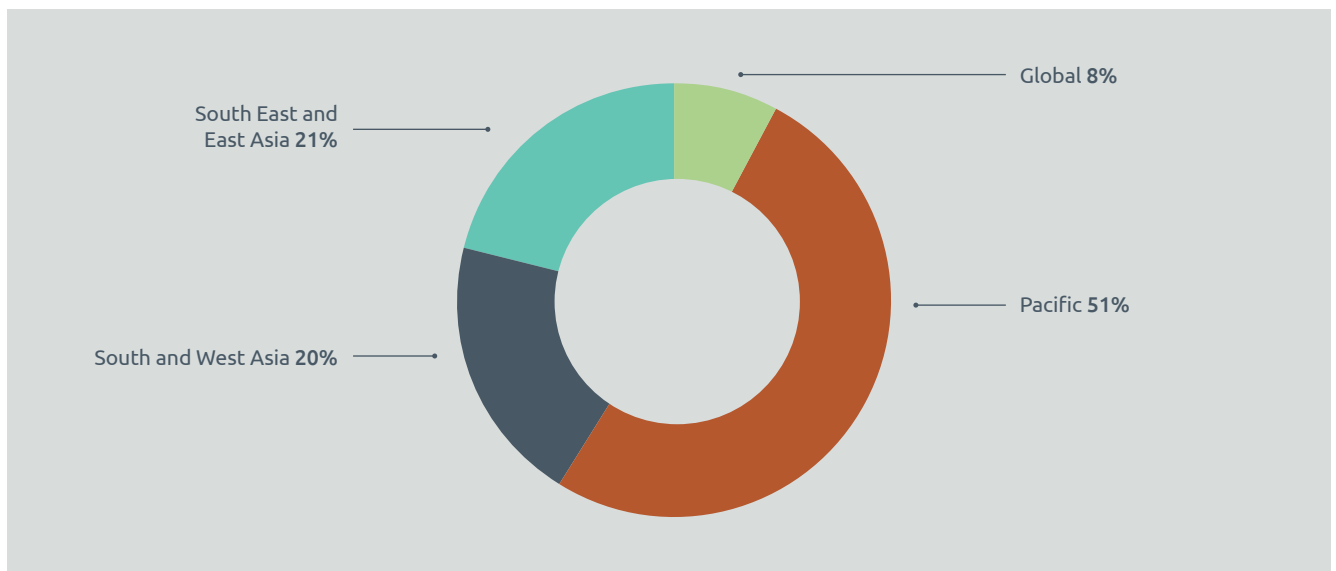


Figure 7: Australia's annual expenditure on EAWG activities from 2007–08 to 2017–18

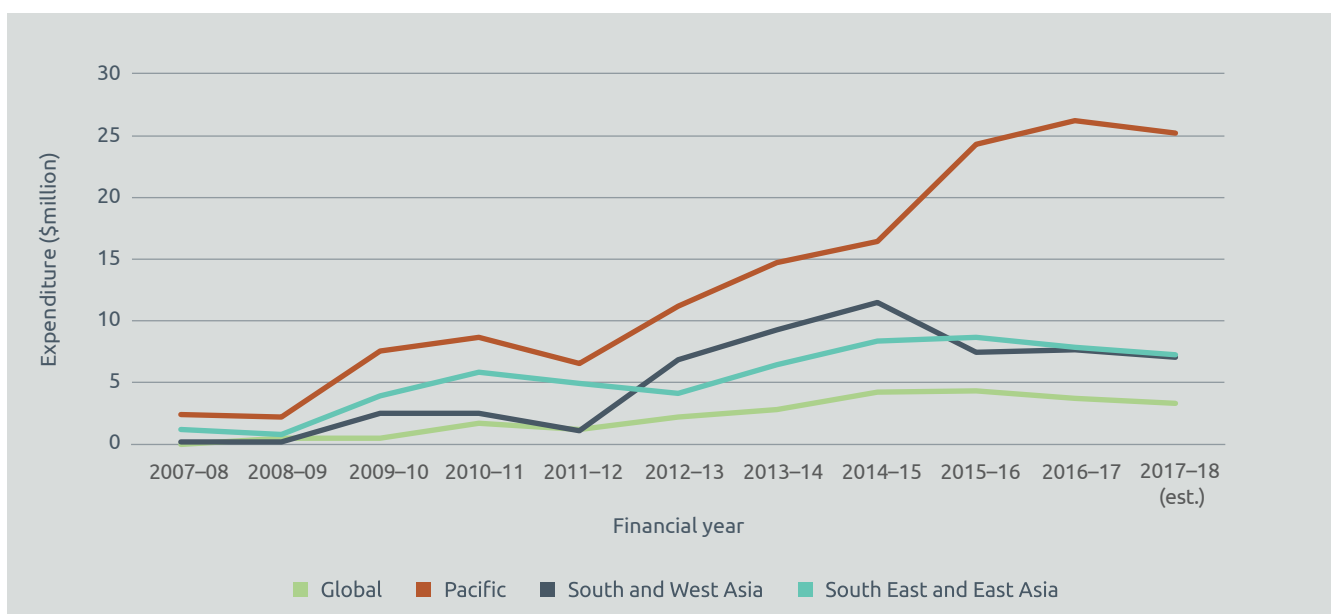
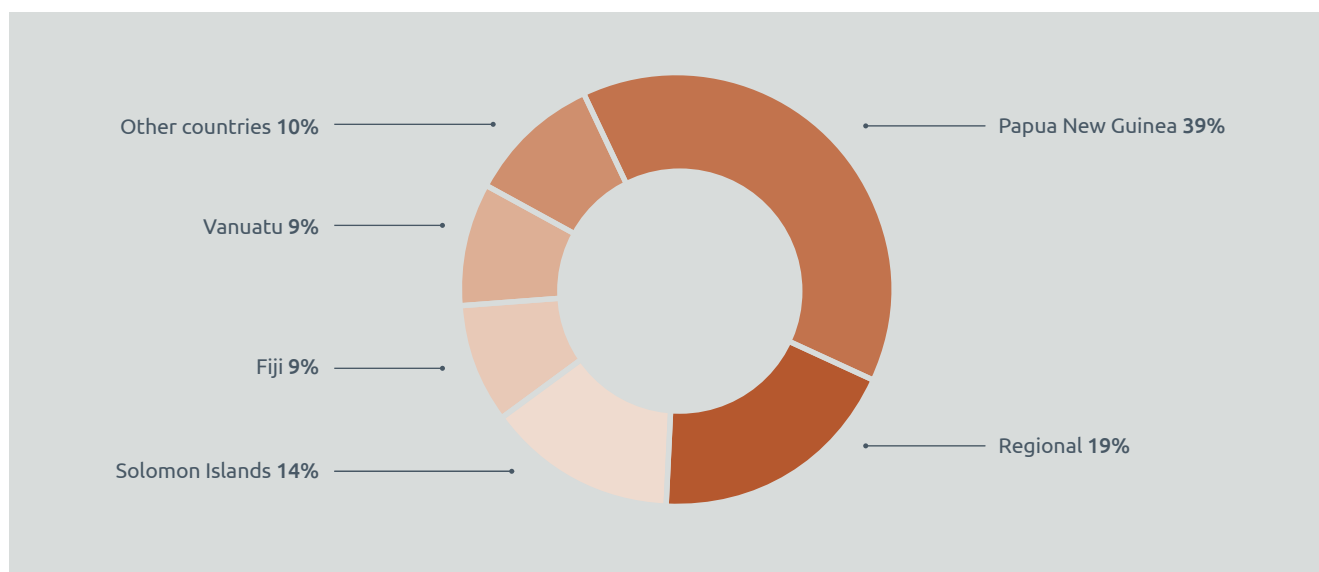


Figure 8: Pacific Women EAWG expenditure from 2011–12 to 2017–18 on countries and regional activities



Australia has provided funding through three types of programs:

Bilateral programs: Many of Australia’s bilateral development partnerships have large investments focused on EAWG. For example, about \$20 million has been allocated to Ending Violence Against Women in Timor-Leste and about \$33 million to the two phases of Afghanistan—Ending Violence Against Women. The seven focus countries for this evaluation all had at least one large investment focused on EAWG.

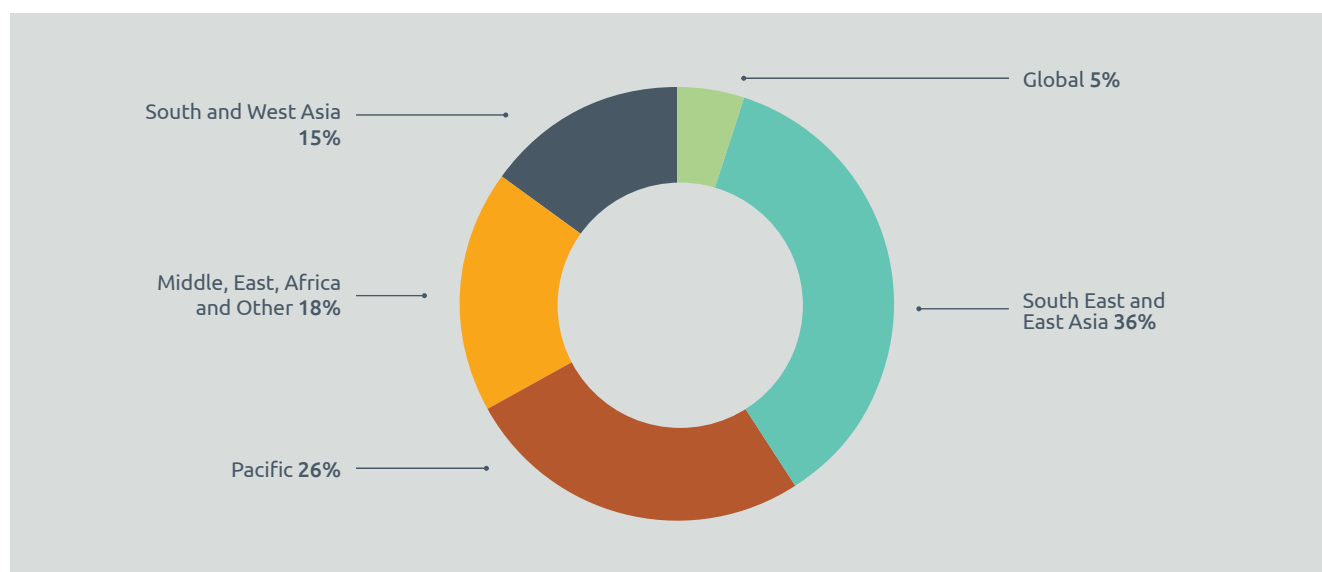
Regional programs: EAWG activities have been funded by major regional investments, particularly in the Pacific. The largest regional investment, Pacific Women, has allocated about 44 per cent of total funding to 55 EAWG activities. Pacific Women expenditure on EAWG activities to 2017–18 was \$66 million with an additional \$24 million to be spent by 2019–20. Four countries (Fiji, PNG, Solomon Islands and Vanuatu) receive about 70 per cent of their EAWG funds from Pacific Women (Figure 8). About 10 per cent of total EAWG funds from Pacific Women go to eight other Pacific island countries with the rest supporting regional activities benefiting 14 Pacific island countries.

Global programs: Australia supports EAWG activities through several global programs. This includes support for multilateral organisations such as UN agencies (in particular, UNFPA, UN Women, United Nations Development Programme, UNICEF, and WHO). Partnerships with multilateral agencies have focused on improving service standards, supporting innovations and research, and improving data and monitoring of EAWG in line with international best practice.

EAWG-focused activities have also been supported by more than \$40 million provided through the Australian NGO Cooperation Program. Through this program, Australian NGOs have worked with NGOs in partner countries around the world on 310 projects (2007–08 to 2017–18) which have provided diverse EAWG prevention, justice and service delivery activities.

Global programs extend the geographic reach of Australian support for EAWG beyond that achieved through bilateral and regional funding. For example, 18 per cent of the \$42 million EAWG expenditure of the Australian NGO Cooperation Program is outside the Pacific, South East and East Asia, and South and West Asia. (Figure 9).

Figure 9: Expenditure of the Australian NGO Cooperation Program by region from 2007–08 to 2017–18



Australian support for global and regional leadership and coordination

After decades of advocacy and programming by women's movements and feminist activists, international and regional organisations have more explicitly recognised VAWG as a fundamental violation of human rights, and a serious development and public health issue. In the last 10 years, this has resulted in:

- » increasing financial investments
- » establishing several international conventions, policies and frameworks to address VAWG, including through the Sustainable Development Goals. The goals provide a new global consensus for action through the stand-alone goal on gender equality, alongside clear targets to EVAWG (Box 1).

Box 1: Sustainable Development Goal targets for ending violence against women

Target 5.2 To eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.

Target 5.3 To eliminate all harmful practices, such as child early and forced marriage and female genital mutilation.

An increase in government commitment and capacity to address VAWG is evidenced by implementing the Sustainable Development Goals and signing other relevant international and regional conventions. Australia has supported these commitments, leading by example in ratifying conventions and providing direct technical support to national governments. Annex 4 shows the relevant international conventions that nations in Asia and the Pacific have signed or ratified.

In August 2012, the Pacific Islands Forum adopted the Pacific Leaders' Gender Equality Declaration.⁶⁰ This was the first statement by Heads of State from each of the 16 Pacific Island Forum member countries as a group to advance gender equality and it included commitments for countries towards EVAWG (Box 2). Australia's 10-year Pacific Women initiative supports countries to meet the commitments made in the Declaration.

Box 2: Commitments on ending violence against women in the Pacific Leaders' Gender Equality Declaration

Provide services: Implement progressively a package of essential services (protection, health, counselling, legal) for women and girls who are survivors of violence.

Implement legislation: Enact and implement legislation regarding sexual and gender-based violence to protect women from violence and impose appropriate penalties for perpetrators of violence.

In October 2013, the Association of Southeast Asian Nations (ASEAN) Leaders adopted the Declaration on the Elimination of Violence against Women and the Elimination of Violence against Children in ASEAN⁶¹, following an earlier declaration in 2004. The 2016 Regional Plan of Action on the Elimination of Violence against Women will ensure efforts are coordinated across ASEAN member countries.

Australian policy commitments on ending violence against women

Australia has supported explicit national policies to EVAWG in partner countries. As a primary donor in many of the focus countries reviewed in this evaluation, Australian support has made a major contribution to ensuring a commitment to EVAWG is featured within wider human rights, development and gender equality frameworks (Box 3).

The Australian Government's own development policies of the past decade have committed Australia to provide development assistance towards EVAWG:

- » *2006 White Paper on the Australian Government's Overseas Aid Program* positioned sexual and gender-based violence as both a health and gender equality concern and committed to increasing Australia's support for gender-based violence programming and integrating domestic violence considerations into existing HIV/AIDS strategies and interventions.
- » *Effective Aid*⁶³ continued to prioritise EVAWG and positioned it as a gender equality, safety and security issue. It focused on programming in services and justice.
- » *Australian Aid: promoting prosperity, reducing poverty, enhancing stability*⁶⁴ committed Australia to invest strongly in EVAWG, in particular through Pacific Women.
- » *2016 Gender Equality Strategy* outlined gender equality and women's empowerment as a priority across Australia's foreign policy, economic diplomacy and internal DFAT corporate policies, in addition to the aid program.

VAWG is recognised as a significant human rights violation that constrains development. It outlines the framework for action in response to EVAWG, based around improved quality services and responses, access to justice, and prevention. The policy also recognises the diverse forms of VAWG and marks out a role for informal structures and NGOs in responding. It notes that women and girls with disabilities are more likely to experience violence and face barriers when seeking support.

Box 3: Australia's Ambassador for Women and Girls promotes gender equality

The appointment of Australia's first Ambassador for Women and Girls in 2011 sent a strong message to the world that gender equality is at the heart of Australia's foreign policy and international development cooperation.

The Ambassador works to ensure that gender equality and empowering women and girls is a central focus of Australia's diplomatic, development and regional security efforts. She advocates at high levels to promote Australian Government policies and initiatives on economic empowerment, women's leadership and eliminating VAWG, consistent with the pillars of DFAT's *Gender Equality Strategy*. The Ambassador's geographic focus is the Indo-Pacific region, where Australia has the greatest capacity to influence change and where intervention is most urgently required.

The *2017 Foreign Policy White Paper* continues Australia's clear policy commitment to the empowerment of women and EVAWG. Related commitments are also in, but not limited to:

1. DFAT's *Humanitarian Strategy*
2. DFAT's strategy for disability-inclusive development, *Development for All*
3. Australia's child protection policies emphasising zero tolerance of child abuse in the aid program
4. Australia's 2016 *Strategy to Combat Human Trafficking and Slavery*
5. Australian Federal Police's (AFP) *Gender Strategy 2014–18*
6. DFAT's recently launched *Preventing Sexual Exploitation, Abuse and Harassment Policy* (published April 2019).

Technical and policy support to partner governments

In all focus countries for this evaluation, Australia has provided technical advisors to women's ministries and supported the development of EVAWG. Australia has also done so for the development of gender equality plans in many countries since 2008. The evaluation found evidence that partner countries valued Australia's technical support and that it had enabled governments to consider EVAWG in other sectors, such as justice, health and education. When coupled with high-level policy dialogue between Australia and partner governments, this has been particularly successful, as demonstrated in Solomon Islands (Box 4).

Box 4: Gender equality and ending violence against women and girls' policies in Solomon Islands

In 2016, Solomon Islands established four-year national policies on gender equality and EVAWG. This included the second *National Gender Equality and Women's Development Policy 2016–2020* and the *National Policy to Eliminate Violence Against Women and Girls 2016–2020*, a sub-set policy.

Both policies align closely with the goals of Solomon Islands' *National Development Strategy 2016–2035*, acknowledge entrenched gender inequality in Solomon Islands, and recognise the country's global human rights commitments to address this inequality.

With technical support from Australia, the Ministry of Women, Youth, Children, and Family Affairs developed and implements both policies. They are a significant achievement, involving extensive stakeholder consultation, global best-practice approaches, and a supportive institutional arrangement that measures discrete, achievable outcomes across policy areas.

This evaluation found that Australia's support has been sustained over a long time, including through Head of Mission communication with the Prime Minister of Solomon Islands and other ministers. Technical assistance (including an in-line adviser and mentor) has supported the first gender equality and women's development policy and EVAWG-related policies. Coupled with targeted, long-term Australian advocacy for dedicated resourcing, the gains are also sustainable, with an advisory role now funded by the Ministry of Women, Youth, Children and Family Affairs.

Australia has helped to strengthen national governments' capacity to address VAWG. In Indonesia, Australia has contributed long-term funding to Komnas Perempuan, the independent National Commission on Violence against Women, established by presidential decree in 1998. Australia's role as a primary donor, contributing around \$40 million since 2001, has shaped Komnas Perempuan's organisational and strategic approach and contributed to its influence in legal and policy reform on EVAWG in Indonesia.

In Afghanistan, since 2015, Australia has provided ongoing core funding of around \$4 million to the Afghanistan Independent Human Rights Commission, which is constitutionally mandated to protect human rights and be a strong advocate for EVAWG. Australian support to the Commission includes funding for a dedicated Commissioner for Women's Rights and a Women's Rights Unit to receive complaints and investigate violence against women cases.⁶⁵

However, while Australia has had some success in promoting government commitment for EVAWG, working with partner governments to strengthen capacity to implement and fulfil these commitments remains challenging. This evaluation found uneven political commitment within national governments, and ministries responsible for EVAWG (usually ministries of women) not always having the influence and resources needed to fully implement policy undertakings.

Support to women's rights organisations

Local and global feminist movements, have played a critical role in creating conditions for change.^{58,66} Empirical analysis of policy changes over time in 70 countries suggests that, of all factors, the presence of autonomous women's movements was the main driver of government action on violence against women.⁶⁷

In the Pacific, women's organisations, such as the Fiji Women's Crisis Centre (FWCC) and Vanuatu Women's Centre (VWC) have led EVAWG work over the past 30 years. They have largely been responsible for placing the issue onto the public agenda and playing a pivotal role in understanding local needs and advocating for and sustaining change.

Australia's long-term funding has enabled these organisations to be outstanding leaders at national and regional levels, for providing or influencing governments to:

- » provide, high-quality services to women and girls living with violence
- » raise awareness
- » organise community responses to VAWG
- » advocate for improved policies and laws addressing VAWG.

In many cases, providing core support to CSOs has enabled the implementation of global best-practice EVAWG programs, such as FWCC training of justice actors, providing related services, implementing male advocates programs and conducting prevalence studies (Box 5).

Box 5: Fiji Women's Crisis Centre—the catalytic impact of long-term investment

Australia has provided core funding to the FWCC for more than 20 years. This is an example of how long-term commitment can contribute to sustainable social change.

The FWCC aims to protect and promote the human rights of women and girls in the law and justice sector, and to reduce tolerance of violence against women. It does this through specialised training to: build support organisations' entry-level knowledge and skills; strengthen their practices and approaches, including in the justice sector; and equip advocates to train others in their countries or sectors (training of trainers).

In several external evaluations, the FWCC has been found to be very effective, especially its advocacy work. Evidence obtained during the fieldwork for this evaluation confirmed that FWCC's specialised training has built knowledge, networks and coalitions for advocacy among a broad range of stakeholders in Fiji. The FWCC's human rights-based approach aligns with best practice.

Australia's long-term investment in the FWCC has had far-reaching impacts beyond Fiji's borders. It has supported the establishment, operation and training of women's centres in other countries throughout the Pacific, including the Family Support Centre in Solomon Islands, Women and Children Crisis Centre in Tonga, and Women and Children Support Centre in Kiribati.

The AFP has carried out a multi-year Women's Executive Leadership Program for high-level female police officers in partnership with the FWCC and the Women and Children Crisis Centre in Tonga. AFP staff, trainers and program participants overwhelmingly concluded that the program increased the leadership skills of female police officers and created a valuable support network throughout the region.

One challenge identified in the 2008 ODE evaluation was that many small women's organisations in the region did not have the capacity to apply for funds through existing global funds, such as the UN Trust Fund to End Violence Against Women, which target larger organisations with larger-scale, multi-year funding. This evaluation found that Pacific Women has played a critical role in developing a diverse portfolio of activities based on careful assessment of needs in each country and at a regional level.^{68,69}

The Fiji Women's Fund is a Pacific Women initiative that has committed up to \$10.5 million over five years to support women's groups, networks and organisations in-country to expand and enhance their work on women's empowerment and gender equality. The fund recognises global evidence that supporting local women's groups and networks is one of the most effective ways to bring about gender equality. The evaluation found evidence of strong local support for the Fiji Women's Fund as a funding mechanism in-country, particularly for its:

- » engagement with local and global women's organisations
- » direct grant model
- » accessible application process (allowing submissions in local languages, and providing tailored support during proposal writing)
- » strong local ownership.

The fund reached women who have historically been marginalised, including women with disabilities and those facing discrimination based on their sexual orientation or gender identity. While in its infancy, the fund has the potential to bring grantees together to foster shared learning.

Engaging the private sector

Engaging in the workforce is one avenue for women to gain economic independence to help break the cycle of violence through employment.⁷⁶ Domestic and family violence and violence against women in the workplace can have an adverse impact on the private sector, including on productivity, absenteeism and employee turnover. It can also negatively affect an employer's reputation.

In Australia, for example, up to 70 per cent of women who have experienced violence are in the workforce. A study in 2002–03 estimated that domestic violence cost Australian workplaces \$484 million.⁷¹ A survey conducted in 2011 showed that nearly half of women who had experienced domestic violence reported that the violence affected their ability to get to work. Other impacts of violence on their work included 16 per cent reporting being distracted, tired or unwell, and 10 per cent needing to take time off. Almost half (45 per cent) reported discussing the violence with someone at work.⁷²

In the countries where Australia gives most of its aid, there is limited research and data on the impact of violence on women in the workforce.

In Vanuatu, 30 per cent of women who had experienced violence have had their work interrupted by violence, with the vast majority (94 per cent) having experienced that violence directly from their partner.

In Fiji, 50 per cent of women who had experienced violence had their work disrupted directly or indirectly by their partner. Women were also less likely to participate in meetings or organisations as a result of fear of further violence.⁷³

In PNG, female employees experienced 9.4 incidents of violence and lost 11 days of work per year. The cost to one business was estimated to be 9 per cent of the total salary bill.⁷⁴

In Cambodia, Australian-funded research found that one in three female garment factory workers had experienced sexual harassment in the workplace, and estimated the productivity cost of this to be more than \$125 million (US\$89 million) per year.⁷⁵

The private sector could therefore play a significant role in Australia's work to end violence against women. Work places need to be free of violence and also create opportunities to support women while working to prevent violence by challenging and changing social norms.⁷³

This evaluation found that many Australian EVAWG global, regional and country programs have innovative ways of engaging with the private sector. For example, with Australian support, CARE Australia is implementing an evidence-based program to address sexual harassment in garment factories in Cambodia, Laos, Myanmar and Vietnam.ⁱ In PNG, Australia is supporting a private sector partnership to provide support services to employees (Box 12) and in Solomon Islands, Australia supports the promising private sector partnership, *Waka Mere* Commitment to Action Project (Box 6).

Box 6: Promising private sector approaches: Solomon Islands *Waka Mere* initiative

Launched in July 2017, the two-year *Waka Mere* Commitment to Action is an adapted version of the global International Finance Corporation (IFC) She Works partnership, which focuses on promoting women in leadership, equal employment and respect in the workplace. The IFC and Solomon Islands Chamber of Commerce and Industry are delivering the program with funding contributions from Australia and New Zealand.

At the start of the program, two-thirds of companies had sexual harassment policies in place and one-third domestic violence policies. Three-quarters of all employees considered domestic violence was affecting the ability of some employees to come to or perform at work. One-third reported they did not feel comfortable or safe at work.

One year on, with assistance from IFC and the Solomon Islands Chamber of Commerce and Industry, 17 companies (with nearly 6,000 employees combined) had committed to actions, including some of Solomon Islands' largest employers such as SolTuna. Fifteen companies (90 per cent) were working to create respectful and supportive workplaces.

By September 2018, 11 companies had completed training and begun implementing policies and tailored support for female employees experiencing violence, including special leave, safety planning for the workplace, referral support, and mechanisms to manage employees who were known perpetrators.

i <https://www.care.org.au/stop-sexual-harassment-project/>, funded through multiple Australian sources included Australian NGO Cooperation Program and the Gender Action Platform.

Despite progress, internal monitoring by DFAT suggests that EVAWG investments have less engagement with the private sector than other investments.ⁱⁱ As some programs acknowledged in their own assessments, there is scope for Australia's EVAWG programs to more systematically consider private sector opportunities and learn from the experience and innovative work they are undertaking in this area.

Strengthening the monitoring and evaluation (M&E) of private sector approaches could also help demonstrate impact and encourage more private sector actors to engage in EVAWG initiatives.

Pacific Women has mapped private sector approaches in the Pacific and identified three common business responses:

- » develop internal policies and standards
- » community outreach and corporate social responsibility
- » advocacy.

Australia is well-regarded for its workplace responses to domestic and family violence (Annex 5) and should be positioned to share learning with its development partners and facilitate international private sector partnerships to support VAWG responses. There is a clear opportunity, and strategic imperative, for Australia's EVAWG programs to more effectively tell a compelling story about the human rights and economic impact of violence against women, to increasingly leverage private sector interest.

2.3 Findings and recommendation

Australia has provided strong and sustained leadership on EVAWG. Over the past decade Australia has had a strategic and coherent approach to its aid investments on EVAWG, aligned with best practice. There is scope for Australia to take a stronger global leadership role to promote greater investment in EVAWG by other donors and to raise the profile of work from the Indo-Pacific at the global level.

Australia has been a leading donor with annual funding allocations increasing tenfold funding between 2007–08 and 2017–18. Funding mechanisms, including Pacific Women, UN Women's Pacific Fund and the Fiji Women's Fund have played a critical role in Australia's leadership on EVAWG by developing a diverse portfolio of activities based on national and regional needs, supporting new and emerging issues, and supporting the needs of marginalised groups.

Political commitment for EVAWG has increased with support from Australia. Australian assistance, particularly through the \$320 million, 10-year investment Pacific Women, has provided greatly increased resources for EVAWG. This has included policy and technical assistance to develop new strategies and programs.

While the Australian Government has had some success in promoting partner government commitment to addressing VAWG, strengthening partner government capacity to implement and fulfil their commitments remains challenging. Partner government resources and capacities do not yet match what is required to deliver their national EVAWG commitments, and there is heavy reliance on donor funding to deliver existing programs.

This evaluation found opportunity for Australia and implementing partners to plan and coordinate better, so all EVAWG efforts align with gender equality, human rights and the Sustainable Development Goals. Australia also has opportunity to build violence prevention strategies and gender-transformative approaches into existing development platforms, including in education and health, climate resilience and economic development.

The evaluation team considered that Australian work to engage the private sector on EVAWG—through Pacific Women and the IFC—is promising and could be expanded.

The evaluation team noted the catalytic effect that long-term, core capacity funding to key CSOs supporting women's rights has had on EVAWG policy commitments and service delivery, with services aligning to best practice in EVAWG. In settings with rising conservatism, where space for civil society may be shrinking, Australia's support is likely to become increasingly relevant.

Despite the enormous progress achieved in the last decade, this evaluation noted the risk of losing the gains made if the Australian Government, and partner governments, do not continue to invest funding and provide leadership aimed at EVAWG. To be sustainable and effective, this leadership and resourcing must be grounded within broader policies and programs of support for gender equality and women's empowerment in Asia and the Pacific.

ii From 2016, DFAT's Aid Quality Checks contain questions on the extent to which investments explore 'innovative ways to promote private sector growth' or 'engaging the private sector in achieving development outcomes'. Analysis conducted as part of this evaluation shows that in 2017 Aid Quality Check reporting, 55 per cent of EVAWG investments (n=11) reported engagement with private sector actors, compared to 73 per cent of all investments (n=375). Investments are considered to have engaged with private sector actors where this criterion was rated as satisfactory or above.

Recommendation 1: Sustain and strengthen fragile gains by:

1. maintaining core funding where it exists, and expanding where it does not exist, to local women's organisations to strengthen their critical and catalytic work
2. continuing to invest in regional programs, such as Pacific Women, which can provide multi-year funding to more established programs, and ensuring that local organisations can access short-term, flexible funding through mechanisms such as the Fiji Women's Fund
3. intensifying high-level policy dialogue to encourage governments to incorporate comprehensive responses to VAWG in national budgets
4. integrating EVAWG, and VAWG prevention, in all development cooperation, including sector-specific support to health, education, social protection and economic empowerment, and in non-traditional sectors such as infrastructure, transport and finance
5. playing a stronger global leadership role, by collaborating with other donors and key global partnerships—such as the United Kingdom's Department for International Development's (DFID) What Works global program, the UN-led RESPECT framework, and the European Union-funded Spotlight Initiative—and increasing the visibility of Australia's EVAWG programming and partners at global conferences and events.

Chapter 3: Improving access to justice

This chapter assesses Australian development cooperation providing access to justice for women and girls who experience, or are threatened with, violence. There is evidence that Australia has made a significant contribution towards improved EVAWG laws, public awareness of the laws, and police responses in the focus countries in this evaluation. The chapter concludes that much work remains to be done, particularly in implementing the laws and improving service to survivors of violence through formal and informal justice systems, especially in rural and remote locations.

3.1 The situation in 2008

The 2008 ODE report found significant challenges in the justice systems throughout Timor-Leste and Melanesia (a sub region of Oceania, a region extending from the western side of the eastern Pacific to the Arafura Sea, north and northeast of Australia; includes Fiji, Nauru, PNG, Solomon Islands, Vanuatu and Indonesia's West Papua province). These challenges included outdated and discriminatory approaches to VAWG and lack of specific legislation criminalising domestic violence and sexual violence. Police were under-resourced and received limited training in EVAWG, there was a lack of clear protocols and accountability, and fundamental logistical difficulties in providing services to rural communities. Sexual offences units had been established in most countries, however they were under-resourced and located exclusively in major cities.

The 2008 evaluation noted that discriminatory attitudes and practices among police and magistrates were a major barrier for women's access to justice systems. Many rural women relied on informal or custom-based systems but felt these did not provide the protection they needed. Low rates of education and literacy, and language and mobility barriers, meant many women did not know about their rights or the laws intended for their protection.

Four recommendations were made to increase women's access to justice:

1. improve national legislation on violence against women
2. strengthen both formal and community-based justice systems

3. improve the police response to violence against women
4. increase support for NGOs offering women legal literacy and human rights training.

3.2 Progress to date

The evaluation team found enormous progress has been made with all four recommendations over the last 10 years, though access to justice remains challenging. The recommendations from the 2008 ODE report are still relevant, though progress over the last decade means there are new conditions under which women and girls are accessing justice.

New domestic violence legislation

Ten years ago, most countries in the Indo-Pacific lacked specific laws on VAWG. In 2018, out of 32 countries for which data was available in Asia and the Pacific, 29 had enacted laws criminalising domestic violence, mostly known as Family Protection Acts. These define domestic violence, making it a crime in its own right. Further, 23 countries have criminalised sexual harassment and 12 have explicitly recognised marital rape as a crime.^{54,57} In six of the seven focus countries in this evaluation (Indonesia being the exception, having introduced its Domestic Violence Law in 2004), domestic violence legislation was enacted after 2008. Annex 4 presents additional information on legislative reforms in the focus countries.

This evaluation found that in the last decade, Australia has supported the development and enforcement of EVAWG legislation in at least 11 countries in Asia and the Pacific, including all seven focus countries.

In PNG, Solomon Islands and Vanuatu, Australia has provided critical financial and technical support for drafting, advocating for and implementing the laws. In Pakistan, while specific federal legislation on domestic violence was passed in 2012, since decentralisation, civil society's focus has been primarily on provincial-level laws. To date, Baluchistan, Khyber Pakhtunkhwa, Punjab and Sindh provinces all have laws on domestic violence, with the law in Baluchistan passing in late 2018 during the completion of this evaluation. Australia has supported civil society advocacy in Pakistan to support passage of these laws.

Specific legislation on sexual offences has been passed in all focus countries except Indonesia, which has a draft Sexual Violence Bill before Parliament. Since the 2008 ODE evaluation, most countries have amended their laws or developed new laws. Several of these amendments criminalise marital rape and broaden the definition of rape from penile-vaginal penetration to include penetration of any orifice by a body part or object. The laws have in some cases also modified the evidentiary laws for sex crimes to make them easier to prosecute. As a result, victims no longer need additional supporting evidence, such as medical documentation or witnesses, to corroborate their testimony (in Solomon Islands this was called the ‘cautionary rule’, that is, a woman’s word must be treated with caution).⁷⁷

Legislation governing marriage and divorce are critical for women living with violence. To a large degree, they determine if women can obtain protection orders, divorce, maintain their rights to child custody and support, or divide property.

Fiji is currently the only focus country to allow no-fault divorce. Fiji’s 2003 reform, as well as recognition of de facto unions (giving women in common-law unions the same rights as married women) has provided the possibility for many women to escape violent relationships, obtain Domestic Violence Orders, or inherit property from a deceased spouse, among other benefits.

In Pakistan, the Hindu Marriage Act and Christian Marriage Act have been amended to give divorce rights and proper registration. In addition, the Prevention of Anti-Women Practices amendments to the Criminal Law in 2011 created offences for forced marriage of women and marriage of a woman to the Holy Quran and prohibited depriving women from inheriting property.

In PNG, legislative reforms have removed barriers for prosecuting sorcery accusation-related crimes (Box 7.)

Box 7: Responding to sorcery accusation-related violence in Papua New Guinea

International attention focused on accusations of the practice of sorcery in 2013, when a 20-year-old woman, Kepari Leniata, was publicly tortured and burned alive in Mt. Hagen in the PNG Highlands. This brutal murder galvanised public outrage.

A coalition of women’s groups, called Women Arise, held *Haus Krai* (House of Mourning) events which were replicated throughout PNG and in many other cities around the world. They also set up a Facebook campaign called ‘Remembering Kepari Leniata’, which garnered international support.⁷⁷

Three months later, the PNG Parliament repealed the Sorcery Act of 1971. A new provision was also made in The Criminal Code Act 1974, explicitly giving the death penalty for sorcery accusation-related murders. An official from the Department of Justice and Attorney General, explained how they have addressed the issue:

We are very mindful of the language we use—we don’t recognise sorcery—it’s the violence related to the accusations that we are talking about. If you use violence because you believe in that, it is wilful murder ...

In 2015, the PNG Government approved the *Sorcery Accusation-Related Violence National Action Plan*. Although the repeal of the Sorcery Act and the approval of the action plan are key steps to be able to prosecute violence associated with sorcery accusations, there is still some confusion over what the law means, and prosecution is minimal. Some recent high-profile cases have resulted in sentences of life imprisonment¹³⁸, but prosecution will continue to be difficult as accusers are often groups of people reluctant to report each other to police to identify offenders.

Survivors of sorcery accusation-related violence are often not able to return to their villages and they require extensive medical attention or lengthy legal proceedings before they can be relocated with their children to another village.

The *Meri Seif Haus* in the Eastern Highlands of PNG works with Oxfam and women’s human rights defenders, such as the Kafe Urban Settlers Women’s Association, to provide life-saving services for survivors of sorcery accusation-related violence, including shelter, medical and legal services, rehabilitation and relocation.

One survivor of this violence who spoke to the evaluation team fled to the *Meri Seif Haus* after her husband accused her of *sanguma* (sorcery):

My husband accused me of sanguma on Friday. I was afraid that I would just be sitting in my house, probably sleeping and they would just attack me and kill me at night. I cried all night and then fled on Saturday ... Now I feel safe and I am happy because they help me a lot ... I can talk about my problem. I forget that I have stressful issues and I feel better ... I want to stay here forever. I don’t cry, I don’t think so much ...

Child protection legislation

Few countries have specific legislation to adequately address commercial sexual exploitation of children, trafficking and abduction. The *Lukautim Pikinini* Act, or Child Welfare Act, in PNG was a notable exception. Originally passed in 2009 and revised in 2015, the Act grants children rights according to the Convention on the Rights of the Child and criminalises child abuse, including physical, sexual and emotional harm. Child Protection Officers enforce these rights, however, many stakeholders felt the Act is not being adequately implemented. The National Council for Children and Family Services was recently launched to strengthen implementation of the *Lukautim Pikinini* Act.

Indonesia has a very comprehensive Child Protection Law (2002) to 'guarantee and protect children to ensure their survival, growth and development'. A National Action Plan on Violence against Children 2016–2020 has been drafted but is yet to be adopted as binding policy. Since 2014, the Australian-supported *Peduli* Program, which aims to promote social inclusion, has worked closely with the Ministry for Women's Empowerment and Child Protection on child rights. Technical assistance has supported the development of Community Child Protection Guidelines for the Ministry and its programs. As children's rights have recently been brought to the fore in discussions on the proposed Sexual Violence Bill, this may be an opportune time for Australia to strengthen support for child protection in Indonesia.

While in some provinces of Pakistan, Australian-funded programs, with others, have successfully advocated for amendments to harmful legislation in the Child Marriage Bill, child protection is an area in which these programs would benefit from stronger high-level advocacy from Australia.

This evaluation found that VAWG providers and systems are supporting child cases of sexual abuse and other forms of violence against children in many Pacific island countries, including Kiribati, Tonga and Timor-Leste. There is a need to examine and strengthen the intersection between VAWG and child protection systems, while strengthening the child protection legislation and system overall.

Through the Pacific Multi-country Child Protection Program, Australia funded UNICEF from 2005 to 2018 to strengthen child protection systems and promote social behaviour change in 14 Pacific island countries, in the form of direct assistance to governments and NGOs. An independent review found that while the program made strong gains in strengthening national legal child protection frameworks, it had less success in building the systems and capacities needed for implementing the laws. The independent review also highlighted the need for future child protection policies and programs to be underpinned by better data on the intersections of violence against children and gender-based violence.⁸⁰

The formal justice system

Global experience has shown that changing laws is only the first, although important, step towards ensuring women's access to justice. Substantial investments are needed to improve the capacity of both the formal and traditional justice systems to enforce the laws, and to coordinate with service providers and community groups to ensure survivors are aware of the laws and how to use them. It is still too early to assess the effectiveness of the laws in reducing impunity and protecting women and girls. This is especially the case in some countries where the laws only recently entered into force, due to lengthy delays between the passage of them and regulations guiding their implementation. Even in these countries, however, this evaluation found a significant increase in VAWG reporting.

Legislative reform across the region has had a strong focus on making protection orders more accessible for women suffering domestic violence. This is based on research and advocacy from women's rights defenders stating, overwhelmingly, that what women want is to end the violence, not put their partners in jail. Protection orders (also known as 'restraining orders') are globally considered among the more effective and low-cost legal remedies available to prevent violence, particularly when there are clear consequences for abusers who violate the orders.⁵⁴

Interim Protection Orders (IPOs) are issued when there is immediate threat of harm and typically last for a short time (usually 30 days). Permanent Protection Orders come into effect after a full hearing, with the perpetrator present, when the Court determines whether to extend an IPO.

One goal of domestic violence legislation, particularly in Pacific island countries, has been to make IPOs available to women when they need them, without the need to appear before a magistrate. This is essential because magistrates may only visit remote areas a few times a year. IPOs can be issued by police, village court magistrates, and other authorised individuals. In addition to prohibiting the man from hitting or abusing his partner, IPOs can provide orders to stop him drinking, stay away from her residence, or avoid contact.

Australian law and justice programs, including the AFP, and the Regional Rights and Resources Team and the FWCC, have invested heavily in training law enforcement officials to use IPOs in the Pacific, but more work is needed for full implementation.

According to studies carried out in Fiji, PNG and Vanuatu, demand for IPOs has increased steadily over the years.^{81–83} According to a local judge in Fiji, the creation of the family courts greatly increased demand for them:

Since the DV [domestic violence] Act came into force, we've seen a huge increase in applications, and they are issued more easily. Before the Family Law Act and Domestic Violence Act women would have to go to civil court to get restraining orders, and this would cost money. In Family Court we don't charge costs. Now you can even call up (by phone) to get a restraining order—we send out the restraining order to them if they can't receive it by fax.

The designation of non-judicial personnel—called 'authorised justices' or 'authorised persons'—could potentially increase women's access to justice in rural areas but there is still confusion in many countries over how authorised personnel should be selected and trained. Moreover, the new laws were not included for the most part in national budgets, which has slowed implementation considerably.

In Solomon Islands, lay magistrates were designated several years ago to settle land disputes. In principle, they could be authorised to provide IPOs in domestic violence cases, however, this has not been viable. This evaluation found it difficult to locate these magistrates (many have died or relocated). The remaining magistrates have no experience or knowledge of family violence. In Solomon Islands and Vanuatu, the Family Protection Acts refer to 'registered counsellors' for supporting survivors of violence, although there is no system for training and registering lay counsellors.

The Vanuatu–Australia Policing and Justice Program is implementing a pilot project in two provinces to train community representatives to serve as authorised persons. Those authorised included male advocates and others from the VWC who had participated in the Committees against Violence against Women (CAVAW.) Although the pilot is small, and it is not clear how feasible it would be to scale to a national level, there are indications that, if properly trained, these authorised persons could play a positive role in responding to and preventing VAWG. An advisor to the program reported:

A woman was hit in the head with a stone and her head was cracked open—the authorised person took her to the health centre. He was a medical practitioner and assisted her to get to town. Because of our connections with the police he advocated and got a police response and the individual was sentenced in court ... It was quite a remarkable thing for people to see. That sent such a strong message: seeing a response that violence is not acceptable also has a deterrent effect.

Protection orders are an important tool for protecting women from domestic violence. This evaluation found instances where IPOs were issued without authorisation and were not compliant with legislative requirements. In PNG, for example, IPOs can be issued by a Village Court Magistrate or a Magistrate in the District Court (the District Court being part of the formal justice system, and magistrates being the judicial officers in that court).

This evaluation found that many police and village chiefs issued IPOs that included features not in line with the law. For example, several IPOs reviewed by the evaluation team prohibited the husband from drinking for two years, when according to the Family Protection Act, IPOs are valid only for 30 days (with the option to renew for another 30 days).

This evaluation also found conflicting views about the effectiveness of IPOs.

In Solomon Islands, responses from stakeholders were mixed over the effectiveness of IPOs and the shorter-term, 21-day, police safety notices:

The rates of PSNs [police safety notices] and IPOs are not consistent—very few of them actually make it to court ... We end up with a traditional justice approach taking over that 21-day period. – Male police officer, Solomon Islands

Femili PNG and the Australian National University (ANU) carried out a study on the effectiveness of IPOs among clients in Lae, PNG, between 2014 and 2018. Among the 412 clients who wanted an IPO, 389 lodged an application, 276 (67 per cent) received an IPO and 162 (39 per cent) went on to have the IPO converted into a Protection Order. The main reason for the attrition at each level was that clients did not return to pick up the applications or appear in court. Some women gave up or became tired of the process due to lengthy delays. Others cited changes in the husband's behaviour or attitudes, safety concerns, or the client returning to her home village.

The Femili PNG and ANU study found that the average length of time to receive an IPO was nearly 16 days, with some cases taking more than a month. To convert an IPO to a Protection Order took from 5 weeks to 7 months. Despite the high attrition, the study expressed cautious optimism in IPO effectiveness.⁸⁴

Supporting this conclusion, the evaluation team heard several accounts of how even the threat of an IPO could serve as a deterrent for violence:

The Police Safety Notice has some conditions that tells the husband not to do any illegal activity within the home. It doesn't kick him out of the home, he still lives in the home ... but it does help the person to think again. – Female police officer, Solomon Islands

I went in with some scepticism ... I've changed and think that sometimes it has quite amazing benefits for women ... Women feel they have a voice now that they didn't have before ... One man told me, 'My son used to hit his wife all the time. When "John" was appointed, I said I would help her go to "John" and get an IPO and he hasn't hit her again.' – Advisor, Vanuatu

Overall, consensus was that IPOs are potentially a useful instrument for reducing domestic violence and protecting women, but better monitoring of outcomes is needed to rigorously assess their effectiveness. Training and support for police, village court magistrates, and authorised justices is essential to ensure IPOs are used appropriately. Furthermore, perpetrators must be charged for breaching IPOs, so they are taken seriously.

Police response

Improving the police response to VAWG has been a key priority of Australia's support to law and justice sectors in partner countries. Recent evaluations of women's access to justice in Fiji and Vanuatu, supported by UN Women, indicate that, particularly in urban areas, more women are reporting violence and satisfaction with the care they receive. This is a great improvement from a decade ago.^{81,82} Local women's organisations, notably the FWCC and VWC, have played a key role in changing attitudes and behaviours.

A study on responses to family and sexual violence in Lae, PNG, conducted by the ANU and the University of PNG, with funding from Australia, found that police response to VAWG has improved in Lae in recent years, as a result of police leadership and increased awareness of the Family Protection Act. The study noted that police officers in Lae have become more respectful of women's decisions and priorities.⁶⁹ Improvements in police response were not observed in all countries, however, and the evaluation team also found many examples where police were criticised for mistreating women.

Most women do not go directly to police—they only go to police as a last resort and, once there, police ended up harassing women. Women felt more unsafe when they went to the police ... Police officers had no idea about any relevant legislation on protection of women and girls. – Representative of NGO respondent, Pakistan

Australia's bilateral aid programs, as well as regional programs funded through the Regional Rights and Resources Team, the FWCC and the AFP, have carried out training in all focus countries to improve the police response to VAWG. According to stakeholders interviewed, the best training programs encouraged participants to reflect on their own attitudes, in addition to improving knowledge and skills:

We recently had a program that focused a lot on self-reflection. A lot of the [police] supervisors came out disheartened by their own behaviour, but they were also willing to change ... Sister Lorraine [of Nazareth Centre for Rehabilitation] is good at holding the mirror up and getting people to reflect. It was a really good training. – Female police officer, PNG

The AFP has played a critical role in training and advising police across Pacific island countries and Asia, particularly in the focus countries of Fiji, PNG, Solomon Islands, Timor-Leste and Vanuatu. Similarly in Pakistan, Australia's High Commission works through the AFP and directly on supporting women police officers in the Pakistan Police. This includes advocacy for recruiting women to police forces with the National Police Bureau and adopting a Police Gender Policy on women police officers and police interaction with the community. The evaluation team was advised that this work has been quite significant and impactful.

In addition to its support for national police forces, in a stand-alone program, the AFP has carried out a multi-year Women's Executive Leadership Program for high-level female police officers in partnership with the FWCC and the Tonga Women's Centre. AFP staff, trainers and program participants overwhelmingly considered that the training program had increased the leadership skills of female police officers and created a valuable support network throughout the region.

I can't overstate how important [the leadership training] is—we understand each other ... A key to our success was working with a local women's organisation in training. There were lots of Family Protection Acts but no one knew how to implement them. We decided to bring them together to upskill, so they could learn from each other. – AFP Officer, Fiji

In terms of this forum, this group of amazing women ... it's an environment where you feel safe, that you can talk about things. It's a real comfort to come to forums like this and have people who get you and the challenges you face. I get ready to leave and feel, I can take on the rest of the world now. – Female police officer, participant in AFP Women's Executive Leadership Program

Australia has also supported the creation of specialised police services in many countries, including:

- » Family Protection Units in Vanuatu
- » Family Support Units in Solomon Islands
- » Sexual Offences Units in Fiji
- » Sexual Offence Squad and Family and Sexual Violence Units (FSVU) in PNG
- » Vulnerable Persons' Unit in Timor-Leste
- » specialised units in police stations for women and children in Indonesia called *Pelayanan Perempuan dan Anak*.

Among these countries, PNG has the most extensive network of specialised police units (Box 8). The FSVUs are also the only specialised police program that was evaluated for this report.

Box 8: Family and Sexual Violence Units in Papua New Guinea

The first FSVUs were established in 2008 by the Royal PNG Constabulary with Australian support. Since then, the number of FSVUs has gradually increased. They are mandated to prevent, protect and investigate VAWG offences. They are expected to respond to the specific needs of women and girls experiencing violence, and coordinate with other providers in the broader referral network.

Although the FSVUs have opened an important entry point for women seeking protection and justice for domestic violence, there are challenges. A 2015 evaluation found that few complaints brought to the FSVU were investigated, and even fewer prosecuted. This was because of: case overload and lack of resources; the tendency of complainants to withdraw and accept compensation in lieu of adjudication; and the disinterest of some police.⁸⁵ An additional problem cited by many stakeholders was that FSVUs did not form part of the official structure of the PNG police. According to a female police officer, this affects staff morale and retention: 'People don't want to work there because they can't get promoted.'

Australia's significant support for FSVUs through the Justice Services and Stability for Development Program has been integral to expanding and strengthening FSVUs. The program is also supporting continued evaluation and improvements in implementing FSVUs in PNG.

The location, or lack of appropriate infrastructure, in specialised police units can be a barrier for women to report violence. In Goroka, PNG, for example, the evaluation found that women had to wait outside the office, where anyone, including their husbands, could see them. According to the officer in charge of the FSVU, this often led to women being forced to leave before they could lodge a complaint:

There is no space inside our office, so women wait outside. Sometimes the husband comes and takes them away. If they scream, we help them. If they don't scream, we don't help them. Husbands threaten them silently to go outside the police compound.

In Pakistan, the issue of location was addressed by separating specialised units from regular police stations, and offering all VAWG services under one roof:

There is only one women's police station. Women thought it was a school because there is a childcare centre there. So, our intervention focussed on how we can build these centres in a way that women will not be scared, will be given good service. In our areas where we work, ratio of women accessing police services has increased. – NGO representative, Pakistan

Judicial response

In many countries and all focus countries in this evaluation, only a small fraction of VAWG cases reported to the police were successfully prosecuted. According to a study carried out in Vanuatu, only about 2 per cent of cases of family and sexual violence are addressed by the justice system.⁸² Using the 2009 Vanuatu National Survey on Women's Lives and Family Relationships, which found that 44 per cent of women experienced domestic violence in the year before the survey, the authors calculated this would be equivalent to about 23,000 women. In 2012–13, the police laid charges in only 380 cases of physical or sexual violence against a woman or girl. Because the Vanuatu court system does not disaggregate information by sex, it is not known how many of these cases the courts addressed.

A similar study carried out by the Fiji Women's Rights Movement, found somewhat better results. Among the women surveyed, 64 per cent went to other people or organisations to seek help before they went to the police or courts, yet only 6 per cent said this had fully resolved their issues. In contrast, for women whose cases had been finalised in the courts, nine out of 10 obtained the outcome they had sought. Rape cases heard in the High Court in 2016 resulted in a 90 per cent rate of conviction of the accused on a charge of rape and an average final sentence of 10 years and 10 months.

According to interviews with Australian law and justice programs, and AFP advisors in the Pacific island focus countries, improving the justice sector's capacity to investigate and prosecute sexual and family violence crimes is a critical step for improving survivors' access to justice. This is a priority for Australian support.

In Timor-Leste, some offences falling within the nature of 'domestic violence', and all crimes of rape and sexual abuse of minors, are defined as a 'public crime', which impose mandatory reporting obligations on the police and public servants. Once reported and registered, the case must be prosecuted and there is no option for the courts to mediate. Women and girls are entitled to independent legal representation from a public defender or private lawyer, however in many cases they are supported by a women and children's legal aid service which is funded by Australia. Defining VAWG as a public crime was intended to make police inaction a criminal offence itself, however this has never been applied and there is still widespread impunity for police inaction.

Across all countries in this evaluation, there was evidence that long delays in processing cases, with cited waiting times up to several years, were common and frequently resulted in cases failing to be prosecuted. Many women drop cases before they are finalised because of the high burden and cost of regularly travelling to and from court. The costs for a woman in Fiji to bring or respond to a family law matter in the Family Court has been estimated to be equal to the weekly income of a woman living on or around the Basic Needs Poverty Line.⁸¹

Legal process takes years, it is very tiring, and a woman may have to travel five hours to get to the court, only to hear that her case has been deferred to the next month, and the next, and the next. Justice doesn't work for women. – Representative of CSO, Pakistan

There is only one court house for cases and one day per week where all family matters are heard—actually half a day in the afternoon ... The cases are just perpetually adjourned ... There's only one legal officer, the Family Unit only has two lawyers. There needs to be capacity building in the legal profession. Sometimes it's a life or death matter. It's also very financially stressful, and psychologically. Some children were affected, they didn't go to school because of delays. This causes more problems. – Representative of service provider, Solomon Islands

A study by the International Centre for Advocates against Discrimination on Judicial Sentencing Practices to Sexual and Gender-based Violence in the Pacific Island Region, found that discriminatory attitudes and practices influenced judicial decisions throughout the region.⁸⁶ Judges were much more likely to reduce final sentences, or eliminate prison time altogether, when 'contentious issues' were mentioned (defined as gender stereotyping, rape myths or customary practices, such as forgiveness ceremonies) that unjustly privileged the interests of the perpetrator over the interests of the victim.

Traditional justice

IPOs and specialised police services have greatly increased access to justice in urban areas, but their reach does not extend to rural areas. In most countries, traditional forms of justice still prevail, which often do not favour women and girls who experience violence. In countries with dual justice systems (recognising both formal and customary laws), new VAWG legislation has clarified or revised the roles of each group. In PNG, for example, village court magistrates are authorised to provide IPOs to women experiencing domestic violence and to refer breaches to the District Court. Yet, most village court magistrates—who cover a significant proportion of cases—have not been trained to implement the laws.

The evaluation team spoke to a group of village court magistrates who learned about the new laws on the radio:

A lot of the new laws, I learnt from the radio, some of them are the sorcery act, family act, cyber law, polygamy law. I have not got direct training. – Village Court Magistrate, PNG

Although village court magistrates were aware of the protection order option, they still considered compensation the main method of resolving family violence complaints.

When I am the presiding magistrate, I ask Peter, why is he beating Leila? He says, 'She is not cooking for me.' I say, 'That is not a good reason.' I penalise him to compensate Leila. He pays a court fine of 100 Kina. He also has to pay her depending on the injury. If she has medical injuries, then I make him pay more (500 to 1000 Kina). I can also give a preventative order and say, 'Peter, as of today you cannot fight Leila.' – Village Court Magistrate, PNG

In Fiji, PNG, Solomon Islands and Timor-Leste, where dual justice systems are recognised, customary courts can be less focused on individual justice than restoring community harmony. This is reflected in Fiji's *Bulubulu* reconciliation practices, and Vanuatu's *kastom* courts. The same issues were found in sexual violence cases where customary courts may be required by law to refer these cases to higher courts, but they often just accept them and resolve them through compensation, or in some cases even by forcing the woman to marry the rapist.

In Indonesia, one barrier to passing the Sexual Violence Bill is that it conflicts with the marriage law:

The biggest challenge is that the Bill conflicts with the Marriage Law, where the minimum age is 16 years for girls and 19 years for boys. In the bill, sexual relationships with children under 18 years old is a crime. If that bill is passed and the law is enacted—do police proceed with cases of child marriage, like a girl who is 17 who marries an older boy? It is a crime in one law and not in another law. This needs to be reconciled before it can be passed. – Representative of CSO, Indonesia

In Afghanistan, anecdotal evidence suggests that Australia's support to the Asia Foundation's program on addressing EAW through Islamic perspectives, rather than starting from a rights-based approach, has made informal justice actors more supportive of women in violence against women cases. However, as most of these cases continue to be resolved through mediation, it remains to be seen if this will lead to better outcomes for survivors of violence.⁶⁵

Pacific 'no-drop' policy

Several countries in the Pacific have instituted a 'no-drop' policy, meaning that once a woman has filed a complaint, it cannot be withdrawn without magistrate approval. This is intended to protect women from pressure from husbands, families or others to withdraw the complaint.

The evaluation team heard evidence from some stakeholders that there may be other, unintended consequences. Some respondents noted that the police could use the policy to dissuade women from filing a complaint, warning her that it was irrevocable. The evaluation team also spoke to a woman in Fiji who was unhappy that she could not withdraw her complaint when her situation changed. In Fiji, where the policy originated, there were differing views of its effectiveness:

[The no-drop policy] is a good policy because in some cases when police officers are not implementing it, we call their boss and remind him that there is a no drop policy and their officers are not doing their job—it benefits the women. – Participant in focus group discussion, Fiji

The number of cases seeking applications for DVO [domestic violence order] has dropped. I can't say it's more than a suspicion but it's the police that must be driving people away, asking if you get this order who is going to look after you? – Family Court Justice representative, Fiji

The study on police responses to VAWG in Lae cautioned against the implementation of a no-drop policy in PNG, noting it could set back recent improvements in police respect for women's choices on whether to lodge a complaint.⁸⁷

Administrative and service-based data

Despite progress in the justice sectors, weaknesses and inconsistencies in the way administrative records are kept makes it difficult to assess if laws are being implemented effectively. In most focus countries it was difficult to evaluate quantitatively how successful new laws were, due to weaknesses and inconsistencies in national information systems.^{81–83} Police and court records are not computerised in most settings and data from rural areas is often missing. In Timor-Leste, the evaluation team heard evidence that court information gaps meant repeat offenders could not be systematically identified. Justice support NGOs reported they advised police on an ad hoc basis when they became aware of a person who was a repeat offender (such as when they were recognised from a previous case).

Australia has invested in some initiatives to improve case documentation, including the Justice Information Management System in Solomon Islands. This integrated case tracking and data management system operates across the justice sector to support case allocation, case management, and tracking cases through the justice sector. It can collect and disseminate data that assists in strategic planning and policy development. For example, data on police safety notices, protection orders and domestic violence convictions is sourced from the management system. While there were no independent evaluations, DFAT staff in Solomon Islands reported that the system has been effective.

Multi-sectoral coordination

The 2008 ODE evaluation noted very little coordination between the justice sector and other agencies that provided services for survivors, such as shelters, women's crisis centres, and social welfare officers. This evaluation found that improving multi-sectoral coordination and developing referral pathways or protocols to standardise how and when survivors are referred between agencies, has been a major focus of Australian law and justice support in many countries.

In PNG, the Justice Services and Stability for Development and the Family and Sexual Violence Action Committee (FSVAC) developed a user-friendly toolkit outlining the roles and responsibilities of all stakeholders in the referral network. Intensive training was carried out in Port Moresby and Lae, in coordination with Femili PNG and the Lae FSVAC. It will progressively roll out in more provinces. Similarly, in Timor-Leste, the *Nabilan* program (like the Justice Sector Support Facility before it) supports coordination between all members of the referral network and regularly distributes posters, booklets and, more recently, a mobile phone application, with up-to-date referral member phone numbers. It also explains the referral process to communities and conducts regular training for referral network organisations.

In Solomon Islands, a formal referral system called SAFENET was established which has greatly strengthened coordination among justice sector actors and other organisations. SAFENET is considered a promising practice for the Pacific region. It comprises government and NGOs:

- » Ministry of Women, Youth, Children and Family Affairs
- » Ministry of Health and Medical Services
- » Royal Solomon Islands Police Force
- » Public Solicitors Office
- » Family Support Center (FSC)
- » Christian Care Center
- » Solomon Islands Planned Parenthood Association
- » *Seif Ples*.

Similarly, in Indonesia, with support from the Australia–Indonesia Partnership for Gender Equality and Women’s Empowerment (MAMPU) program, the *Komnas Perempuan* and *Forum Penyedia Layanan* (Service Providers’ Forum) has worked closely together to support frontline (justice, health and shelter) service providers. Together with other partners, the forum has improved the functioning of the government’s Integrated Criminal Justice System for Handling Cases of Violence.

Public awareness of the laws

For laws to be successful, there needs to be public awareness of the laws and public knowledge on how to access legal mechanisms. The evaluation team spoke to many survivors who were unable to successfully prosecute their abusers because they did not understand how the laws worked.

I had just given birth to my baby one year earlier and then he started beating me. I ran away when he hit me, the kidney started bleeding ... I took him to the police station, but [his boss] bailed him out. I am not educated, I don't know what do—I don't know the process that even if you bail, you can still be charged—no one explains the charges.
– Survivor of violence, PNG

There are indications that public awareness of the laws and discussion of VAWG has greatly increased.

Before domestic violence was something private, out of the public sphere. People are more aware that women and children face the majority of the violence. Society's view has changed. – Registrar, Fiji

This evaluation found that many CSOs funded by Australia were using community outreach and communication programs to provide public education about the laws and how to use them. In Fiji, the FWCC and the Fiji Women’s Rights Movement have carried out information campaigns for years to encourage women to exercise their rights and seek services. In Solomon Islands, the Provincial Alliances set up by the Oxfam Safe Families Program in Temotu and Malaita have organised joint community visits for police, magistrates and other stakeholders to talk about the law.

The VWC has, through sustained efforts over many years across all provinces in Vanuatu, increased public awareness of VAWG and associated laws. Communities have been very receptive to visits from the VWC. According to one advisor, more than 1,000 people have turned up to hear officials talk about the Family Protection Act. The ni-Vanuatu communication for social change group, *Wan Smolbag*, has developed engaging videos and plays about the Family Protection Act and how women can access protection orders. This evaluation found some evidence that these efforts have influenced the behaviour of men. According to a women’s rights activist in Vanuatu:

Another thing I am seeing is that our people are beginning to be aware that there is a law in place that protects women and children and families ... it makes men more careful before they commit violence. I cannot say that there is less violence, but there is more awareness about it as a crime, that, 'Maybe I should be careful, or I could get a court order.'

It remains to be seen how this awareness will translate into widespread behavioural change. However, in countries where domestic violence laws have been in place for a longer time (such as Fiji, Indonesia and Pakistan), evidence was that if laws can be implemented consistently, women are more likely to report violence, and that communities are more supportive of survivors of violence.⁸⁸

The number of reports of VAW has increased—that is good. Now they know there is a law to back them up, and now they know where to go. Before domestic violence was a very taboo issue but now they know. People who used to keep silent, now they are changing ... – MAMPU program staff, Indonesia

3.3 Findings and recommendation

In the last decade, Australia has supported the development and enforcement of EVAWG legislation in at least 11 countries in Asia and the Pacific, including in all seven focus countries in this evaluation.

Australia has supported the creation of specialised police services in many countries. In PNG, Australia's significant support for FSVUs has been integral to their strengthening and expansion.

Public awareness of laws and rights has increased steadily over the last decade.

However, continued efforts are needed to train justice operators at all levels (police, magistrates and prosecutors) to sensitively and appropriately apply the laws, as well as to educate women regarding their rights and how to use the laws.

Recommendation 2: Focus on investments that support the development and implementation of EVAWG legislation with an emphasis on:

1. strengthening formal justice responses for marginalised women and girls, including women and girls with disabilities and those living in rural areas
2. supporting partner countries to address gaps in legislation, including sexual assault laws, divorce, and child welfare laws
3. continuing training and support for justice operators at national and local levels, including police, magistrates and prosecutors, to strengthen knowledge and capacity to implement the laws
4. supporting civil society organisations and national governments to promote public awareness on how to use the laws, and to monitor their implementation.

Chapter 4: Strengthening services

This chapter assesses the effectiveness of Australia's support for accessible, appropriate services for women and girls when they experience or are threatened with violence. It finds that Australia has contributed to greatly increased availability and uptake of EAWG services since 2008 and has improved the quality of services through selected programs and innovations.

4.1 The situation in 2008

Safe, age-appropriate services are essential to support survivors in identifying, prioritising and meeting their needs. The 2008 ODE report found survivors of violence had very limited access to appropriate services. Many countries had no safe havens or crisis services. Where services existed, they were almost exclusively in the capital or in urban areas, inaccessible to many women. Also, there was very little consistency in the approach used to support survivors of VAWG. In many places, staff had received little or no training. The 2008 report recommended:

1. prioritising long-term support to service providers
2. investing in capacity building and integrated service provision
3. extending access for rural women, including through informal community-based networks
4. strengthening government engagement in the health and education sectors.

4.2 Progress to date

Access to comprehensive services for survivors of violence has increased dramatically throughout the Indo-Pacific, largely as a result of Australia's increased commitment to fund services. Compared to 2008, the evaluation team found greater variety and a higher quality of services offered for women and girls in Asia and the Pacific. However, a significant gap remains between the scale of need and availability and accessibility of services, particularly in rural and remote locations, and for the most vulnerable women and girls.

There is now more global evidence about the most effective organisational models to deliver VAWG services. Successful models combine counselling services with community outreach, active case management and other integrated services, including economic empowerment, shelter and legal support.⁸⁹

Integrated services

The FWCC and VWC both continue to provide a model for holistic, survivor-centred care. Over the last decade, the number of centres in both countries has increased. The FWCC has branches in four provinces in Fiji and the VWC branches in all six provinces in Vanuatu.

Australia's long-term and core funding support has been catalytic in extending the reach of these services. In particular, Australia's long-term investment in the FWCC has had far-reaching impacts beyond Fiji's borders, as the FWCC has, in turn, supported the establishment, operations, and training of women's centres in other countries throughout the Pacific, including the:

- » Family Support Centre in Solomon Islands
- » Tonga Women and Children Crisis Centre
- » Kiribati Women and Children Support Centre.

In addition to advocacy, training and community mobilisation activities, these centres provide comprehensive survivor-centred care, including psychosocial counselling, legal support, and shelter in some cases.

In Timor-Leste, through the *Nabilan* program, Australia has invested in building a strong, functioning referral service, ensuring that, regardless of where survivors enter first, they will have access to all services required. Through funding from *Nabilan*, Psychosocial Recovery and Development in East Timor (PRADET) has established *Fatin Hakamteks* or 'quiet places' in five locations on hospital grounds. These provide counselling, medical forensic protocol examinations, emergency medical care and temporary safe accommodation. Australian-funded legal aid officers attend clients at the *Fatin Hakamteks*. In PNG, integrated services providers supported by Australia include Femili PNG and the FSVAC.

Health sector response

The 2008 ODE report noted that, compared to the justice sector, the health sector lagged in EVAWG responses, regionally and globally. The report recommended that Australia should work to strengthen health sector responses to survivors of VAWG by supporting:

- » the provision of stand-alone services
- » mainstreaming the identification of and response to EVAWG into primary care and emergency care.

This evaluation found that Australian efforts have contributed to considerable improvement in health sector response, and supported the development of global standards and protocols for improving the quality of VAWG services, including the:

- » Essential Services Package, developed through a joint UN Program with funding from Australia, which aims to bridge the gap between international commitments on ending and responding to VAWG and what is implemented at country level.
- » WHO's Clinical and Policy Guidelines for Responding to Intimate Partner Violence and Sexual Violence against Women, which forms the foundation for the services component of the Essential Services Package.

Both initiatives provide clear guidance for policy makers and program managers for providing quality VAWG services. Australian funding has enabled these guidelines to be adapted and adopted by several countries in the Indo-Pacific (Box 9).

Australia's promotion and use of global best practice approaches is likely to mark a significant improvement in the quality of services available to women and children experiencing violence, as compared to 10 years ago. However, given that Essential Services Package implementation is in its early stages, it has not yet been evaluated. As Australia is resourcing the training and roll-out of components of Essential Services Package components across several sites, Australian investment in evaluating the process and outcomes will be an important contribution to global evidence.

Box 9: Australian support for essential health services

With technical and financial support from Australia and UN Women, the Government of Fiji launched Fiji's Service Delivery Protocol in March 2018. It is designed for key agencies dealing directly with survivors of violence. The protocol details who is responsible, and for what, and when a case is reported. It is expected to improve collaboration, efficiency and effectiveness, as well as line ministries' awareness of their responsibilities.

In PNG, Australia supported the National Department of Health in drafting standard operating procedures to identify responsibilities, referral systems and standards of practice. The National Department of Health has worked with WHO to adapt the clinical guidelines, including the five essential services currently provided by the FSCs. Once rolled out, the guidelines have the potential to improve the FSC's coordination with hospitals.

In Solomon Islands, an Essential Services Package pilot country (together with Kiribati), Australia has supported UN Women, UNFPA and Solomon Islands Government to roll out the package of essential services. UNFPA and WHO also work with the Ministry of Health and Medical Services and policy makers to map services and address gaps in access.

In Timor-Leste, the Australian-funded *Nabilan* program implemented the WHO clinical guidelines through the training of Ministry of Health medical forensic examiners and PRADET safe house staff.

Nabilan's work with the Ministry of Social Solidarity and Inclusion on adapting, translating and disseminating Standard Operating Procedures on Case Management and Referral is an Essential Services Package implementation that will help improve the quality of service delivery by all referral network members and the Ministry.

The evaluation team also found evidence of promising examples of Australian investments in mainstreaming EVAWG in healthcare settings in several countries. In Timor-Leste, Health Alliance International recognised gender as a cross-cutting issue and integrated EVAWG into its ante and post-natal care. They expressed a desire to develop comprehensive learning labs for midwives on violence against women screening, and how to refer and counsel women. Similarly, in Fiji, Empower Pacific provides gender-based violence and HIV/STI counselling for women in antenatal clinics in all divisional hospitals as a part of a memorandum of understanding with the Ministry of Health and Medical Services Pacific.

The Tugurejo Regional Public Hospital in Indonesia provides a blueprint for survivor-centred healthcare and clinical services, a model that could be replicated more systematically throughout Indonesia and, if appropriate and feasible, in other countries. Legislation in 2009 increased funding to district-level services and intensified medical support for women and children. The evaluation team found the hospital infrastructure was appropriately and sensitively designed and that survivors could be referred from the police or referral networks. Hospital staff noted the depth of training and range of staff who were aware of signs of violence and prepared to respond accordingly:

In this hospital, all general practitioners in the emergency unit must be able to handle cases regarding violence against women or children ... When the cases come into the hospital, it's about the medical problem first. We handle that, then think about if the case goes to justice.

FSCs in PNG are another example of government-funded services based in public hospitals. The first FSC opened in Lae in 2003 and now there are 15 across PNG. These are integrated within the National Department of Health and the provincial health authorities. This evaluation found that while some FSC staff receive salaries from the Department of Health or through NGOs working directly with specific FSCs, volunteers were heavily relied on.⁹⁰ Although the FSCs were originally designed to be one-stop-shops, offering police, legal and counselling services to survivors of violence, in reality, most FSCs offer only medical and counselling services.

That said, compared to 10 years ago, the FSC at Port Moresby General Hospital has greatly expanded, providing specialised services for survivors of sexual assault and child sexual abuse, and separate counselling rooms for women and children. Both the Port Moresby and Lae FSCs are considered models for high quality, survivor-centred care. However, FSC services in smaller towns are much more modest.

A recent evaluation commissioned by UNICEF found that the quality of services among FSCs was uneven, and they appeared to be underused, even in urban areas.⁹⁰ Coordination with hospitals and primary prevention was inconsistent and most referrals came from the emergency department or outside the health system.

Australia has supported the FSCs primarily through their construction and improvements to infrastructure and through technical assistance provided by NGO partners. As a way to increase service awareness, the High Commission in Port Moresby and the Pacific Women Support Unit have made efforts to link FSCs with community-based violence prevention services. The Pacific Women-funded *Komuniti Lukautim Ol Meri* project, implemented by non-profit human development organisation FHI 360, used community mobilisation approaches to improve responses to VAWG by strengthening awareness and use of FSCs. Additionally, FHI 360 worked with the Department of Health to train new FSC staff in Arawa and Daru.⁹¹

Shelters

This evaluation found that the availability of shelters for women has increased throughout the region, including with support from Australia. With some key exceptions, such as the FWCC in Fiji, the great majority of refuges or safe houses for survivors of violence in the focus countries are managed by religious organisations. Many are based in capital cities or municipal urban areas. The exception is the Nazareth Centre, which operates several rural, small, community-based houses for short stays, in addition to its large refuge in Bougainville, PNG. Although the Christian Care Centre in Honiara receives survivors from all over Solomon Islands, the Malaita Provincial Council of Women has set up a small refuge for short-term stays, and another safe house is being built in Temotu.

Women are often referred to shelters by police or crisis centres, although some go on their own. In some cases, women enter through referral pathways, such as SAFENET in Solomon Islands. In Bougainville, PNG, the FSC refers to the Nazareth Centre. Likewise, the Kafe Urban Women's Settlers Association, supported by Oxfam, and the Human Rights Defenders in PNG refer to the *Meri Seif Haus* in Goroka.

Although most shelters are chronically under-resourced, they provide a short-term, and usually free, opportunity for women to escape dangerous situations, to access counselling, medical and legal services, and obtain protection orders. It was reported that most women facing domestic violence return to their homes within a few days or weeks. Some shelter counsellors participate in mediation between survivors and their families to allow survivors to return safely. In the case of sexually abused girls, shelters also offer a safe place to stay in the capital during criminal proceedings or when they cannot return to their villages because of stigma and family rejection. In some countries, such as Afghanistan, shelters are the only mechanism survivors of violence must address IPV, due to male guardianship models and lack of mobility.

While shelters have been a strong focus of Australian investment, and are important, they should not be the only solution. In many settings, shelters are not being used by survivors. Reasons include:

- » fear of losing custody of children after leaving the family house
- » fear of harm coming to the children who cannot leave the house
- » disruption to children's schooling and daily routines if they leave the house
- » loss of income if the shelter is far from the source of income-generation activities
- » shame of people learning the survivor has gone to a shelter
- » not being able to pay the fees a few shelters charge.

On the other hand, for some women and girls at high risk of extreme physical or sexual violence, or threats related to sorcery accusations, access to a shelter can be lifesaving.

The low usage of shelters by women around the world, combined with the cost of providing high-quality care, means Australia should assess—on a country-by-country case—whether to support:

- » such shelters on an ongoing basis, or
- » community-based, informal support mechanisms on a more sustainable basis.

Box 10 discusses some of the challenges that shelters face, through an example from Pakistan.

Box 10: Pakistan Women's Shelter

In Pakistan, the Australian-funded EVAW Program has supported local NGOs to run a temporary shelter where women can stay from 24 hours to three months. While there, they can access skills-building training (some set up small businesses when they leave), legal aid, and psychosocial and reintegration support.

The program has also worked with the Government of Pakistan to improve the quality of and access to government-run shelters, however these are only accessible with a court order, which presents a barrier for most survivors who generally do not report.

Those accessing shelters said the attitudes of shelter staff were challenging, as were the absence of ethical guidelines on running them. One key informant said they are 'more like a jail.'

To improve service quality in government-run shelters, local partners have worked with government staff and police to improve attitudes when working with survivors. Another program worked to build trust between the community and police. Many survivors have been in shelters for years, over-burdening the limited spaces available.

These realities are not unique to Pakistan. The same holds true of the causes cited for survivors needing access to shelters, including not being able to afford a lawyer, government-provided lawyers not taking their cases, and cases being delayed. Shelters can also carry heavy social stigma that presents challenges for reintegration. As one staff member said:

Women who have been there are not seen as good women ... a woman who has left the house has brought shame to her house and cannot go back home ... Some women didn't want to leave the shelter.

Hotlines

This evaluation found that EVAWG-related hotlines operate in all focus countries, taking advantage of widespread accessibility of mobile phones. These are primarily funded by Australian and New Zealand development assistance. In most cases, separate hotlines for domestic violence and child protection issues operate, although stakeholders note they could benefit from greater coordination.

In 2017, the Fijian Ministry of Women, Children and Poverty Alleviation launched the first national domestic violence helpline, administered by the FWCC with trained counsellors who could refer callers to service providers. A separate hotline for children is managed by Medical Services Pacific. In Pakistan, hotlines were established in response to crisis staff being overwhelmed by calls to their personal numbers.

Telephone hotlines can enable survivors of violence, or concerned friends and relatives, to receive immediate information and support, in most cases, at any time of day or night.⁵⁰ Agreements with telecommunications providers can offer hotline calls for free, increasing service accessibility to women and girls who may not be able to financially or safely make a billed call.

Hotlines are a useful part of an integrated approach, despite their limitations and risks. There may be no support for survivors to access the services to which they are referred and limited ability to follow up. One service provider also pointed out that 'receiving phone calls from strangers can often put survivors at considerable risk.'

Usually staffed by volunteers, hotlines can be low cost to run but challenging to provide quality of services. Turnover of hotline volunteers is often high, meaning that training must be delivered frequently. Further, all hotline providers the evaluation team interviewed reported receiving a large number of prank calls. In Solomon Islands, a Telekom-supported hotline explained that hotline staff need to be aware of their own safety, as they sometimes receive calls from stalkers and male perpetrators looking for their wives. Hotlines can also be used for unintended purposes. In Afghanistan, two-thirds of callers were men seeking support on personal matters.⁹²

Support for hotlines needs to be informed by an analysis of women's access and control of mobile technology. A 2013 survey of women's access to mobile technology found that about 48 per cent of Afghan women own a cell phone, and 32 per cent have access to a shared phone. Of the remaining 20 per cent, half reported they do not have a mobile phone because they do not have permission from their family.

Counselling services

One finding of the 2008 ODE report was the uneven quality of counselling services in different locations. In particular, the term 'counselling' was used widely by many providers, including police, magistrates, faith leaders, and community activists, who may not have had formal training or a mandate to provide such a service. In practice, this 'counselling' often reinforced prevailing patriarchal norms, such as advising women to be better wives, or avoiding sexual assault by dressing and behaving modestly in public.

A review of counselling services found that 10 of 14 Pacific island countries had legislation on family and/or sexual violence mandate counselling as a service. However, only 40 per cent of organisations had counsellors with a relevant diploma or degree.⁹³ In light of this, it is important for Australia to continue investing in quality regional training. The FWCC's training is based on decades of experience in providing survivor-centred, psychosocial counselling to survivors of violence and represents global best-practice approaches grounded in human rights and gender equity principles.

Empower Pacific provides counselling and training for VAWG services in several Pacific island countries. It is hospital-based, and most referrals come from doctors or nurses. The evaluation found that while most counsellors and social workers have Australian-accredited diplomas from the University of the South Pacific, the Empower Pacific training and counselling is not specific to VAWG and does not have an explicit gender focus. Some regional VAWG experts consider this a barrier to providing survivor-centred care. More follow-up is needed to assess the relative effectiveness of this approach for EVAWG.

The *Nabilan* program in Timor-Leste has developed a nationally accredited vocational program that qualifies participants with a Certificate III in Social Services. While the program includes modules specific to counselling, it also covers topics relevant to Timorese service providers, such as child protection, formal and informal justice approaches to VAWG cases, and the foundational concepts of gender, power and human rights. Participants reported that their practices improved throughout the program because of mentorship, M&E tools and high-quality technical assistance for case management. This evaluation found evidence that the Certificate III training was effective in improving client care skills, such as using open, non-judgmental communication and increasing outreach to survivors. It also broadened the perspective of those working across the range of needs and supports available. Participants emphasised the benefit of peer support and networking with other service providers.

Through the certificate, the social work course, we came to know each other. Sometimes we get a referral from [organisation name] ... and we can have a discussion about one case, we can come together about what we think about the case, how are we going to help this woman, or girl.

Organisations across all evaluation countries reported gaps in counselling services and skills, particularly in remote areas and outer islands. To cover these gaps, counselling service providers use phone and mobile counselling services or community based, first-responder initiatives. However, access to counselling is limited for:

- » women and girls with disabilities
- » women and girls with complex trauma or multiple disorders as a result of abuse
- » young girls and adolescents
- » women with different sexual orientation and life experiences
- » sex-worker communities.

While new VAWG legislation and the Essential Services Package have contributed to a push to formalise counselling in most countries, it is important that counselling training be context-specific and rooted in using a survivor-centred approach. Carefully selecting counsellors trained on the causes of VAWG and using a rights-based approach is best practice.

A cost comparison between training approaches has yet to be done. While initial financial savings made be made from replicating international models of formal counselling training across multiple countries, this often involves additional costs of fly-in, fly-out consultants. Given the diverse realities on the ground, the evaluation team suggests that locally adapted training curriculums and assessments, such as *Nabilan's* Certificate III in Social Services, may be more effective than one-size-fits-all, Australian-designed approaches.

Access to services for girls

In the areas of access to justice and services, collaboration between EAWG and child protection actors is critical, particularly in meeting the needs of adolescent girls (ages 10 to 19).⁹⁵ This may take the form of:

- » co-located services
- » joint training
- » establishing mechanisms for coordination and collaboration at service-provider level (case conferencing, shelter protocols, hotlines) and institutional level (between relevant ministries for policy and planning).

Australia has supported initiatives that improve girls' access to services. In Fiji, for example, counselling services are provided in schools through collaborative work between the Ministry of Women and Ministry of Education.⁶⁹ Core funding has helped the FWCC enable the Tonga Women and Children Crisis Centre and the Kiribati Women and Children Support Centre, to respond to the overlapping needs of women and children.

Services for girls and adolescents have been much improved over the last 10 years at the FSC in Port Moresby General Hospital, PNG. There are now specialised services for survivors of sexual assault and child sexual abuse, with separate counselling rooms available for women and children.

Guidelines for age-appropriate services and referrals can identify points of collaboration and work needed to ensure the safety of victims. Australian support to UN Women's Multi-Country Office underpinned its financial and technical resourcing of the Fiji National Service Delivery Protocol for Responding to Cases of Gender Based Violence (2017). This outlined the role of social welfare departments and child protection actors for EAWG, as well as how key actors like healthcare workers and the police should respond in cases involving children. The protocol draws together policies targeting women and those targeting children to summarise the legislative basis for shared responsibilities and offers best-practice examples that could be replicated in other contexts.

Case management

Across all focus countries, service providers acknowledged they had limited visibility of what happened to a woman once she leaves their services. Women typically are required to visit many sites while filing a complaint, including police stations, hospitals and counselling services. In the absence of case managers—someone who provides help in navigating this complex system, including accompanying victims on court dates and following up with them on case progress—many women get frustrated and give up (Box 11).

Women's crises centres with comprehensive services, such as the FWCC and VWC, provide case managers ('counsellor advocates') to accompany women throughout their process. This is much less common with government services, such as the FSCs in PNG, or specialised police units. In most cases, women may attend services, but unless they return, there is no effort to find out what happened to them:

[When girls report rape] some can get married afterwards, some may have problems. But we don't follow up with them. – FSVU police officer, PNG

In the absence of case management, the evaluation team identified other strategies being used by community groups. For example, advocates from the Kafe Urban Women's Settlers Association in Goroka (supported by Pacific Women and implemented by Oxfam) assisted survivors to navigate services. They also follow up on pending cases at the police station and courts. On the Association's role, a police officer commented:

She [the advocate] is always at the police station to see what is happening with the women.

In areas with limited capacity, grass-roots advocates such as the Human Rights Defenders in PNG and CAVAW members in Vanuatu, provide informal case management support.

Box 11: Improving case management— Femili Papua New Guinea

Femili PNG was created in 2013, with Australian support, as a local NGO dedicated to case management. It was established in Lae by former staff of the provincial FSC who recognised a need to strengthen coordination among existing services to improve outcomes for survivors.⁹⁶

As one staff member said:

When Femili PNG started it was hard to give services because survivors don't know where to go. We would give psychological and medical care but what about justice? People wouldn't know where to go after we would help. Femili PNG was created so that cases don't get lost in the process.

Femili PNG's innovative approach focuses on survivors rather than services. Its effectiveness is predicated on strong partnerships with existing services, additional resources and/or support provided as needed. This allows it to successfully take on high-risk cases that would normally fall through bureaucratic cracks. Femili PNG has been referred to as 'The glue between the police force, courts, health systems and women's shelters.'⁹⁶

Many stakeholders referred to Femili PNG as 'best practice' because it has developed protocols and strategies for improving coordination among services. Through Pacific Women and the Justice Services and Stability for Development program, Femili PNG has trained other organisations in case management.

In September 2018, Femili PNG opened a new case management centre in Port Moresby.

Expanding coverage of services to rural areas

Though there have been significant efforts to extend coverage of services since the 2008 evaluation, most services remain in urban areas. Reaching survivors in rural areas remains challenging across Asia and in Pacific island countries and requires creative approaches. With limited resources and social norms that limit women's mobility in some settings, this is not an easy problem to solve. A representative from an NGO in Pakistan shared that:

Many women don't know where to go or are more limited in where they can go, due to restrictions on mobility; making it more likely they will seek help from community elders or landlords.

This underscores the importance of connecting informal supports, such as trusted community members, with key messages and information. Australian aid should, therefore, continue to invest in formal support services while supporting innovative informal and community-based mechanisms.

Another approach to increasing reach and access of services has been to train community members in rural areas to provide basic support to survivors. Australia has supported this in several focus countries, with the most developed program in Vanuatu where the VWC has trained community members organised in Committees against Violence against Women (CAVAW). The CAVAW members facilitate referrals to formal services as needed, raise awareness on VAWG as a human rights issue, and advise local chiefs and survivors in cases of violence in the community.⁹⁷ Forty-one CAVAW operate across Vanuatu. Some CAVAW members have been recruited to serve as 'authorised persons' who can provide protection orders to survivors, with promising results.

In PNG, both OXFAM and the Nazareth Centre (through International Women's Development Agency) have received funding through Pacific Women to train and support more than 2,000 Women Human Rights Defenders, including community counsellors, in Bougainville and the Eastern Highlands. Both programs have a strong human rights focus, and training is provided on advocacy, communications skills and counselling.

The evaluation team also found evidence of community-based and faith-based programs that encourage their activists to counsel survivors and perpetrators of violence, without sufficient preparation or EVAWG training. A community counsellor in the Solomon Islands told the evaluation team:

When a woman in my community has been beaten by her husband, I visit her and give her advice to help prevent violence. I tell her, 'If he says "shut up" you shut up; if he wants food ready when he comes home from drinking, you should make him food. If he wants sex, give him sex.'

Valuing and supporting local expertise

Women's rights activists in different focus countries expressed frustration with an increasing influx of international organisations that initiate projects to prevent or respond to VAWG and do not include grassroots experts in design or implementation. One women's rights activist from a Pacific island country described her experience:

I would have loved to be in the design of the project. We were not included, but afterwards they asked us to come and do a one-hour talk—that is not enough ... People who were born to do this work have to be well trained, to understand human rights and gender equality, and in the communities, they should use these concepts ... Sometimes I think these projects are reinforcing women's submission and we are worried that they can do damage because we are not preaching the same message ... We say this from our heart, because we are very passionate about this work. I want to see the violence end!

As more funds continue to be invested, it will be increasingly critical to balance engaging new partners in EVAWG and learning from best practice. It will also be increasingly critical to ensure that the experience of local women's organisations and homegrown solutions are included in program design and implementation.

Currently, women's organisations, NGOs, and faith-based organisations are the backbone of EVAWG efforts in the Indo-Pacific, providing services to survivors, as well as coordinating and training actors from other sectors. Direct government support remains limited in the region, reflecting a wider global issue. However, without government support, EVAWG programs are vulnerable to external conditions (for example, fluctuations in development assistance, interest and priorities).

According to a study on access to justice in Vanuatu, women's access to police and response services is highly dependent on funding from the Australian Government. The study estimated that 100 per cent of the budget of the VWC and 36 per cent of the operational budget of the Vanuatu Police Force (including the Family Protection Unit) are supported by Australian aid.⁸² This raises significant concerns about sustainability of survivor services across countries in the Indo-Pacific.

In many sites visited, the evaluation found it was unrealistic to expect governments to provide effective services in the coming years. Australia's continued investment in core services, both through governments and NGOs where appropriate, is therefore vital. There are serious risks that major gains would be lost if Australia's support to services was scaled back. However, Australia also has an important role to play in strategic engagement with partner governments to encourage adequate funding of action plans and services.

Some innovative approaches to funding services are being tested, and their success should continue to be monitored for potential scale up. This includes the Bel isi PNG public-private partnership, which engages the private sector in providing comprehensive services for family and sexual violence as a way to reduce the cost of VAWG on businesses (Box 12).⁹¹

Box 12: Bel isi PNG— 'Improving services and inspiring leadership to address family and sexual violence in Port Moresby.'

This \$13-million initiative (jointly funded with \$4.5 million from Pacific Women and \$8.5 million from private sector subscriptions and in-kind contributions) complements new safe house facilities provided primarily by businesses. A case management centre in Port Moresby managed by Femili PNG supports improved coordination between existing service providers. Businesses subscribe for access to the services for their employees and the public may access the services as well on a referral or walk-in basis.

Priority is given to promoting business as leaders and advocates to shift norms and behaviours relating to the acceptance of family and sexual violence. The project aims to galvanise the private sector in partnership with government and civil society to play a transformational leadership role in changing attitudes towards family and sexual violence and improving services for survivors. The project is working closely with the National Capital District's FSVAC Secretariat, as well as several Business Coalition for Women members and the private sector including the Bank of South Pacific, Steamships and Oil Search Foundation.

Services for women and girls with disabilities

Since 2008, awareness of the importance of addressing the needs of people with disabilities has greatly increased. While this evaluation found several examples of Australian-funded service providers who had taken steps to make their centres more accessible, it was usually limited to physical infrastructure changes such as ramps. Increasing access for women and girls with disabilities not linked to physical mobility remains an issue for most providers. Notable exceptions are the FSC in Honiara, where staff are being trained on sign language, and *Nabilan* service partners, who have received training on providing appropriate support to survivors with disabilities.

This evaluation found access to services for women and girls with intellectual disabilities remains a gap across all countries. Australia has supported some recent efforts to address this, such as the first regional EAWG and disabilities meeting carried out in 2017 in Fiji through a partnership between the Pacific Disability Forum and UN Women. In addition, the Pacific Disability Forum and Fiji Disabled People's Federation, with technical and financial support from UN Women and the Australian Government, have developed the comprehensive Toolkit for Eliminating Violence against Women and Girls with Disabilities in Fiji. This toolkit provides EAWG service providers and community-based organisations with the knowledge and skills to understand and address the specific needs of women and girls with disabilities. It has already been adapted for Kiribati and Samoa and should continue to be adapted for other countries in the Pacific.⁹⁸

Services for marginalised women and girls

Discrimination based on sexual orientation and gender identity occurs in all corners of the world.⁹⁹ Over the last 10 years there has been increased awareness that the risk of physical and sexual violence can be heightened as a result of sexual orientation or gender identity.

While Australian investment has recognised the need to address such violence, the evaluation team found limited evidence that this has translated into appropriate counselling and other support services. Building on the experience of the *Nabilan* program, Australia could invest more in training for service providers on how to provide appropriate and non-judgemental care and support to sexually and gender-diverse survivors of violence.

4.3 Findings and recommendation

Australia's cooperation with women's organisations, NGOs and faith-based organisations has contributed to much greater awareness and uptake of EAWG services in countries in the Indo-Pacific compared to 2008.

Australia has contributed to improved quality of services, for example through support for referral and case-management approaches, and to strengthen workforce capacity. Complementary Australian support for informal and community-based supports has been relevant and appropriate, particularly in rural and remote areas.

Australian support to adapt the UN's Essential Services Package and the WHO Clinical and Policy Guidelines in Fiji, PNG, Solomon Islands and Timor-Leste is promising, and there are signs that this is improving the quality of services provided in these countries.

Australia has also supported some innovative approaches to extending reach to remote areas and outer islands, including through using hotlines and by training community members to provide basic support. However, the effectiveness of these programs has varied, and substantial gaps remain.

Despite these gains, more work is required so all women and girls who experience violence can access quality services according to need.

Recommendation 3: Continue support to partners delivering holistic care for survivors and improve the quality and accessibility of EAWG services by:

1. training health and other service providers in the Essential Services Package for Women and Girls Subject to Violence and related World Health Organization (WHO) clinical guidance for EAWG
2. strengthening the quality of counselling services and case management through training and improved standards and oversight
3. evaluating and building on EAWG service innovations with non-government organisations (NGOs) and the private sector to make EAWG services more accessible, for women and girls including those who live in rural and remote locations, have disabilities, and/or are marginalised.

Chapter 5: Preventing violence

This chapter assesses Australian development cooperation aimed at preventing VAWG. Australia has significantly increased investment in prevention programs that aim to shift social norms and gender inequality at community level, in line with global best practise. However, prevention is still the least-developed area of EVAWG work globally and in Australian development cooperation overall.

5.1 The situation in 2008

The 2008 ODE evaluation found that the greatest barrier to ending violence against women was the belief that it was justified. There was a view that violence was a woman's problem to resolve, and that it was a private matter in which outsiders should not intervene. Prevention programs were mostly in the early stages of development and selected examples of innovative violence prevention programs were breaking new ground.

The report recommended that Australia:

- » Prioritise support for initiatives with strong emphasis on identifying and transforming gender norms.
- » Strengthen partnerships with actors and sectors not traditionally involved in addressing violence against women, including faith-based organisations, men and youth.
- » Identify strategic opportunities to integrate violence against women into different programs and define links between such violence and related issues, including women's economic empowerment, disaster preparedness and health.

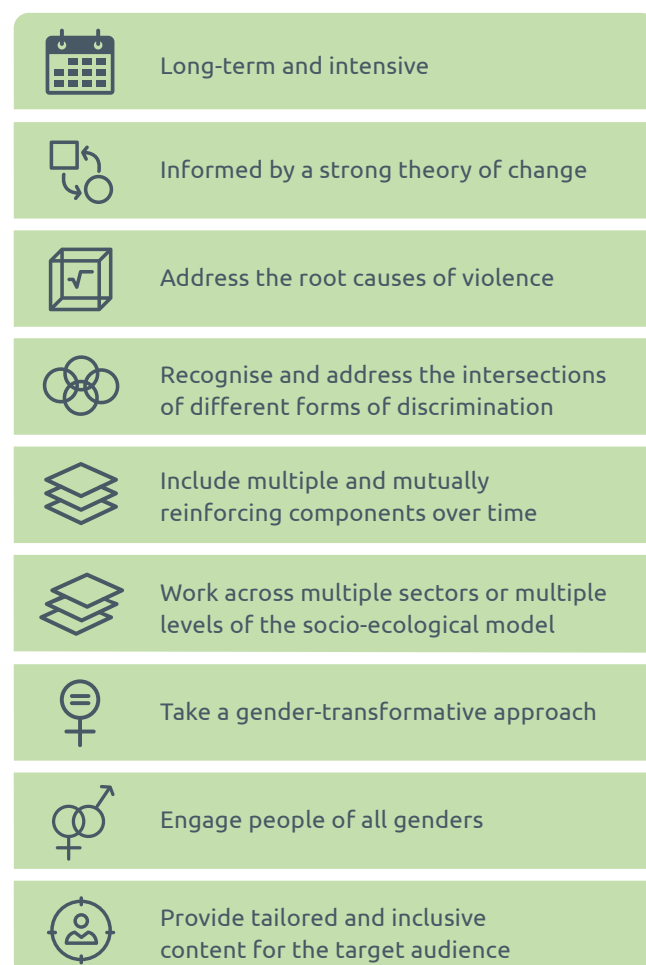
5.2 International best practice on prevention

While access to justice and quality support services are crucial to respond to the needs of women and girls experiencing violence, prevention efforts are essential to eliminate violence.^{100,101} For long-term, sustainable change, a focus on stopping violence before it starts through population-level change is required. A criminal justice-based response may be part of the solution but, on its own, cannot effectively address this pervasive and complex problem.

Evidence is increasing that rates of violence can be reduced within programmatic timeframes through appropriate prevention work.⁸⁸

For prevention to be effective, programs need to address the underlying causes and drivers of violence (Figure 10) as gender inequality does not look the same in every country and context.^{41,42} Various factors at different times during a person's life interact and contribute to violence occurring.³⁸⁻⁴¹ For example, individual characteristics, such as alcohol abuse or mental illness, do not, on their own, cause men to be violent, but they interact with other factors to increase the likelihood of men using violence.⁴²

Figure 10: Key elements of effective violence prevention programs



5.3 Progress to date

In the evaluation focus countries, there was evidence of much more work being done on prevention compared to 10 years ago. All countries had examples of at least some prevention programs being implemented by government, civil society or multilateral agencies, although their quality and quantity varied. Within Australian-funded programs, prevention work largely focused on awareness raising, counselling of perpetrators, women's empowerment, and engaging men and community or religious leaders in EVAWG.

This evaluation also found that prevention is still less developed than access to justice and access to services. As VAWG prevention is new globally, this is understandable. Investment to support the immediate needs of survivors—particularly core funding to frontline service providers—must continue. However, now that services and access to justice are more developed in most countries in the region, it is opportune for Australia to expand investments on prevention, taking a best-practice and integrated approach.

RESPECT—Preventing violence against women: A framework for policymakers is a concise, user-friendly document that supports countries to identify evidence-based interventions and possible entry points to implement and scale-up strategies for preventing violence against women strategies. Combining local expertise with this evidence-based framework could provide a useful structure to guide future Australian investment in prevention.

Quality of prevention designs

This evaluation found examples of promising prevention work in all settings; however, design quality varied. Most lacked best-practice design, as they did not encompass activities at multiple levels of the Socio-ecological Framework. Instead, designs only incorporated a few elements of effective violence prevention (Figure 10), such as being informed by a clear theory of change, committing resources over the long term and addressing root causes. In many locations, prevention programs focused largely on raising awareness, which is not enough to achieve behaviour change.

This evaluation found some best-practice, Australian-funded prevention programs that incorporated almost all best-practice elements in their design, including Pakistan's Challenging Gender-Based Violence Program, and Timor-Leste's *Nabilan* program (Box 13).

Box 13: *Nabilan* program in Timor-Leste

To address the causes and consequences of violence against women and children in Timor-Leste, Australia has partnered with The Asia Foundation, the Government of Timor-Leste and civil society to deliver *Nabilan* (\$3 million, 2014–22). *Nabilan* aims to reduce the levels of violence experienced by women and children, and improve their wellbeing, by strengthening Timor-Leste's overall system of prevention and response. It aligns with Timor-Leste's National Action Plan on Gender Based Violence and was designed with reference to the Socio-ecological Framework.

Nabilan is an example of a best-practice approach to prevention, as assessed internally by DFAT and verified in this evaluation. It was designed to address multiple causes of violence on different levels. It has the potential to develop a 'critical mass' of behaviour change, which could ultimately lead to fewer women and children experiencing violence in Timor-Leste. It will be possible to independently assess if expected change occurs, as a baseline survey was conducted early in 2015.

Nabilan's effectiveness is enabled, in part, by the relatively small country and institutional context and Australia's deep relationship with Timor-Leste. The approach could be harder to replicate but provides a model to consider in other countries where Australia is working with partners on EVAWG.

Australian funding for existing, high-quality organisations, such as the FWCC and VWC, was found to be another strategy for supporting global best-practice prevention approaches.

Intersectionality and prevention

Some Australian-funded prevention programs have consistently and systematically taken an intersectional approach. The *Peduli* Program in Indonesia and *Nabilan* in Timor-Leste have engaged meaningfully with organisations representing people with disabilities and other marginalised groups. Australia has demonstrated increased awareness of the need to address violence related to gender identity and orientation in its programs. These programs are relatively limited, and work continues to be challenging, particularly in highly conservative or religious contexts.

Community-based prevention programs

Community mobilisation programs aim to empower women, engage men and change gender norms at a community level. They have reduced rates of violence against women.^{50,52,88} The most effective include participatory workshops that explore gender and relationships, build skills and engage a wide range of stakeholders.⁵²

In our culture, men are on top. But after Community Conversations, we see some women (especially mothers), more empowered to have a voice, even in their family. Everyone, kids and people with disabilities, and everyone has right to speak out. Even young girls have more voice now. – Representative of community-based organisation, PNG

Compared to the 2008 ODE evaluation, this evaluation found an increase in Australian-funded, community-based prevention programs. These focused on social norm change and included substantial investments in Indonesia, Kiribati, Pakistan, PNG, Solomon Islands and Timor-Leste. Indeed, community-based prevention is now one of the most common types of Australian-supported prevention programs in the Pacific. Some programs extend to rural and remote areas.

This evaluation found that these programs are having some success, however, implementation quality varies across focus countries.

Volunteerism: Community-based programs often depend on volunteers to take messages to communities. This helps with sustainability, but it can be hard to motivate people to work for free, especially where employment rates are low. Australian-supported programs in Pakistan and Timor-Leste addressed this by trying to bring other benefits and opportunities to volunteers and their communities, such as study tours, computer classes, and travel for conferences and workshops. Australia could better support these approaches by ensuring budgets are available to support volunteer needs and by capitalising on synergies between economic empowerment programs and community-based prevention programs.

Staff training: There is global evidence that staff working on prevention programs need to self-reflect before they can effectively support others in the community to change attitudes and behaviours. This is especially relevant in contexts where staff have no prior background in human rights or gender equality. In the focus countries, program managers considered that support for initial staff development was insufficient—in funding and time—which led to problems with program effectiveness. Similar training is also important for prevention program managers in Australian Posts.

Clear messages: One of the strongest learnings from evaluation field visits was that without clear messages, it was difficult for program staff to effectively communicate key prevention ideas to volunteers, and for volunteers to communicate prevention ideas to community members. Clear prevention messages were those which made sense in the context and which staff and volunteers could easily understand and explain to others.

Scaling up based on evidence: This evaluation found examples of prevention programs being scaled up without robust evidence regarding their effects—including unintended effects. This risked expanding programs that could do harm or wasting resources on ineffective programs. Rural and remote locations, in particular, remain underserved by prevention and all EVAWG programming. They should be a priority for prevention and other EVAWG assistance, bearing in mind that such assistance needs to be informed by reliable, contextualised evidence to give it the best chance of success.

Triggers or root causes: Most Australian-funded community-based prevention programs took a best-practice approach by focusing on gender inequality as the root cause of EVAWG. However, some programs continued to focus on triggers of violence, such as alcohol consumption or economic status. Asking communities to identify triggers, rather than guiding them through a power-based understanding of the root causes of violence, may be counterproductive and reinforce harmful gender norms in the long term. Addressing triggers may temporarily stem some individual cases of violence, but it is also likely to detract resources away from longer-term, gender-transformative work. If prevention program staff understand the differences between root causes and triggers, they can respond more effectively.

The most effective community mobilisation approaches used by Australian-supported programs:

- » were long term
- » engaged a wide range of stakeholders
- » included components to build foundational skills
- » held participatory workshops exploring gender and relationships
- » incorporated change processes for staff and volunteers.

In some settings, Australia has led by example by investing in staff training, implementing internal domestic violence policies at Australian posts, and encouraging program partners to do the same. This has potential to influence positive social norm change in the workplace and to improve the effectiveness of Australian-funded violence prevention programs.

Australia has provided funding to adapt *SASA!* for VAWG-prevention in selected Asian and Pacific island countries (Box 14), with technical support from the Raising Voices NGO, which pioneered the approach in Uganda. *SASA!*—a Kiswahili word that means ‘now’—is an activist kit which aims to provoke critical analysis and discussion in communities on how to use power positively. It was shown to reduce women’s experiences of physical partner violence by 52 per cent in Uganda.^{88,105}

In keeping with good international practice, most *SASA!* adaptations include plans for rigorous evaluation. These efforts will produce important lessons on adapting *SASA!* to rural, remote and high-prevalence settings. Linkages are needed between different evaluations to draw out common lessons and inform all violence prevention assistance. Given the extent of Australian investment, there is significant scope for learning across Australian-funded *SASA!* programs.

While *SASA!* is a promising community-mobilisation model, best practice for prevention work requires effort across multiple sectors and through multiple strategies. There is also a need to balance evidence-based programs from overseas and home-grown solutions. Across focus countries, many local organisations indicated that home-grown solutions which understand the local context are most effective.

Box 14: *SASA!* adaptations in countries in the Indo-Pacific

In **Kiribati**, the Ministry of Women, Youth, Sport, and Social Affairs of the Government of Kiribati is implementing the Strengthening Peaceful Villages Program in South Tarawa, supported by UN Women. With joint funding from Australia and the European Union, the program is adapting elements of *SASA!* A rigorous impact evaluation of the five-year program is being conducted with results available in 2022.

In **Papua New Guinea**, Population Services International, PNG and partners are piloting an adaptation of *SASA!* in urban and rural sites. They have adapted the program by integrating bride-price, child marriage and polygamy aspects.

In **Timor-Leste**, The Asia Foundation and local partners are implementing a *SASA!* approach under the Australian-funded *Nabilan* program. Here, the adaptation was informed by learning from the *Nabilan* baseline survey, including specific risk factors that drive men to perpetrate violence.

In **Pakistan**, the EVAW Program is working through partner organisations and implementing a *SASA!* adaptation called ‘Challenging GBV’ in 45 communities covering two provinces. They have focused on communities where partners have already worked for a number of years.

In **Fiji**, the House of Sarah is implementing a prevention project Preventing Violence Against Women in Fiji’s Faith Settings to adapt the *SASA! Faith* community mobilisation approach. House of Sarah is working in partnership with UN Women, supported by the Pacific Partnership to End Violence Against Women and Girls.

Women's empowerment

Australia has invested significantly in women's leadership across the region. In some cases, this has the potential to impact upon EVAWG. In other cases, it is less directly aligned. The MAMPU Program in Indonesia addresses traditional gender norms, reaches out to men and youth, and places violence against women within a broader context of social change. As one of five pillars of the program, EVAW is addressed within MAMPU's implementation of grassroots women's empowerment more broadly, providing a voice for women to disrupt traditional gender roles and norms and contribute to broader social change.

Over its five years of operation, the program has demonstrated significant improvements in women's empowerment and position within society at local level. This, in turn, has translated into better, more responsive services for survivors of violence as well as a range of other changes, including broader gender and child-responsive policies and services. Working in more than 27 provinces, 145 districts and 936 villages, MAMPU has had a significant impact in Indonesia.

Women's economic empowerment is one of Australia's development priority areas and an outcome of Pacific Women. Evidence is mixed on the effectiveness of economic empowerment, microfinance programs and cash transfer programs to reduce violence against women. Systematic reviews of the evidence suggest that whether women's economic empowerment programs increase or reduce the risk of violence against women depends on context-specific factors, including the proportion of women in the workforce, and the male partner's comparative education and employment status.^{51,106,107}

As Australian-supported research demonstrates, women's economic programming must take a do-no-harm approach, and programs should be community based and gender transformative. They must also work with men.^{108–110}

Opportunities exist to integrate gender-transformative economic empowerment interventions into other larger-scale social support or poverty-reduction initiatives. Addressing women's economic empowerment and violence against women in isolation from each other potentially results in threads of women's rights programming working at cross purposes. Australia should consider VAWG risk mitigation as part of all planned women's economic empowerment interventions, and maximise the positive benefits of such interventions to potentially reduce VAWG and address harmful gender norms.

Engaging men and boys

Programs that primarily target men and boys can be effective in addressing VAWG if they take a gender-transformative approach, involve intense community mobilisation, and address men, women, boys and girls within the same program or in coordination with other organisations.⁴⁷ It is best practice that working with men and boys should be guided by and accountable to women's organisations.

This evaluation found some promising examples of Australian-supported programs that effectively engaged with men and boys to prevent violence and were well-regarded by stakeholders, including in Fiji (Box 15), PNG, Solomon Islands and Timor-Leste. While programs involving men and boys are likely to include perpetrators, even if unintentionally, the global evidence on the effectiveness of court-mandated programs with perpetrators is limited and inconclusive, and dropout rates for such programs are high.^{49,88} While there may be demand for such programs, Australia should continue to exercise caution in funding court-mandated perpetrator programs, because evidence suggests that these can cause more harm than good.⁸⁸

Programs including women and men should provide opportunities for same-sex conversations, particularly so women can discuss issues considered very sensitive or taboo. The evaluation team met with a group of women who had been participating in a community-based violence prevention program for over a year, in joint meetings with community men. It was not until the women met alone with the evaluation team that they talked about marital rape as a common problem. Until then, the women had not realised that other women were facing the same problem and had not wanted to discuss it in front of their husbands.

Box 15: Male advocacy program in Fiji

Australia supports the FWCC Male Advocacy for Women's Human Rights and Against Violence against Women program. This internationally recognised program is a joint initiative with the Fiji Government to train male advocates to promote EVAWG at community, national and regional levels. The program trains men in positions of authority, such as village chiefs, police officers and government officials, to influence their communities and peers, and be allies for women's rights and women's organisations. It has been replicated in PNG, Tonga, Solomon Islands and Vanuatu, mainly with support from Australia.

Fiji's male advocacy program involves several stages of awareness raising and training, working through layers of social norms that had previously justified violence against women.

FWCC experiences over the last decade have shown that these principles are important for guiding effective prevention work with men and boys:

1. Using a human rights framework to increase men's awareness of gender equality as a human right, which involves challenging traditional and cultural beliefs and practices on violence against women and gender relations.
2. Raising the importance of men addressing their own violence before they can be effective advocates or provide counselling to other men and providing training and support for this.
3. Raising the importance of accountability of men's groups to women's organisations and to the human rights of both women and men.

Faith-based prevention

Australia has recently begun investing in faith-based prevention work in many focus countries reviewed, including Afghanistan, Fiji, Indonesia, Pakistan, PNG and Solomon Islands. Faith-based engagement is promising and appropriate in countries where religious beliefs are integral to women's and men's values, identity and social norms. In these settings, it is important to work with faith leaders, as they are likely to be key influencers of people's behaviour.

Framing EVAWG messaging within faith may make language and messages more accessible, familiar, and likely to be understood. For example, Australian support to The Asia Foundation in Afghanistan has been able to promote progressive interpretations of women's rights in Islam.

Working with faith communities can also mitigate backlash against EVAWG programs being seen a 'foreign import' and strengthen justification for EVAWG. A respondent from an Australian-funded program in Pakistan reported:

There was no backlash because we engaged with the religious groups and that really helped make them more supportive.

However, some faith-based messaging on EVAWG can lack nuance or be problematic. In particular, it can be difficult to discuss certain topics related to VAWG, such as reproductive rights (Box 16), when working with faith leaders.

Box 16: Challenges working with faith communities in Timor-Leste

Timor-Leste is a young country and knowledge of human rights and sexual and reproductive health in the community is relatively low, especially among women. Australia supports work to expand sexual and reproductive health, including through Marie Stopes International Timor-Leste.

Through this assistance, there is evidence that attitudes about, and knowledge of, contraception are slowly changing. However, the reproductive health context is difficult. Some messaging only scratches the surface and conservative faith leaders can reinforce problematic gender stereotypes and messages about men's control over women.

In Timor-Leste, the Church is interested in reducing teenage pregnancy rates, but promotes abstinence-based programs rather than contraception or addressing gender inequality. The ABC (abstinence, be faithful, use condoms) approach of other Christian countries has been reworked with influence from Timor-Leste's Catholic Church so that the letter C stands for 'control yourself.'

Working successfully with faith-based communities is crucial for community mobilisation and it can help make space to discuss gender equality and VAWG more openly. Engaging with faith leaders and institutions should be based on local analysis in each setting to assess if religious structures have potential to influence the target audience. For example, a local community in Solomon Islands reported that very few men attend church, suggesting that faith-based violence prevention programs that conveyed messages through church sermons may not be reaching the entire community.

As working with faith-based communities to address VAWG is a new field globally, Australia, as a donor providing funding to many organisations engaging in faith-based programs, is well placed to bring together shared learning on faith-based approaches.

Addressing violence against children to prevent violence against women

A cycle of violence exists between violence against children and violence against women. Efforts to address violence against children can therefore help prevent violence against women.

Australia is supporting promising work on better integrating child protection justice, service responses and EVAWG work. This reflects best practice, as collaboration between EVAWG and child protection actors is critical, particularly in meeting the needs of adolescent girls (ages 10 to 19) who may fall through the cracks.⁹⁵ Regional funding through Pacific Women to establish a dedicated Pacific Girl program, focused on adolescent girls, is a positive development.

Across justice and service providers, guidelines for age-appropriate services and referrals can be developed in a way that identifies points of collaboration and offers specific guidance to implement them safely and age-appropriately. A positive example is Australia's support to UN Women's Multi-Country Office for financial and technical resourcing of the Fiji National Service Delivery Protocol for Responding to Cases of Gender Based Violence (2017). This protocol outlines the role of social welfare departments and child protection actors in relation to EVAWG, as well as how key actors like healthcare workers and the police should respond in cases involving children. It draws together policies targeting women and targeting children to summarise the legislative basis for shared responsibilities. Both the protocol and the analysis informing it offer good-practice examples that could be replicated with Australian support in other contexts.

Some examples are promising, but there is a need to underpin future child protection policies and programs with better data on the intersections of violence against children and VAWG.⁸⁰ Entry points include co-located services, joint training, and establishing mechanisms for coordination and collaboration at service provider level (that is, case conferencing, shelter protocols and hotlines) as well as at institutional level (that is, between relevant ministries for policy and planning purposes). Australia's investments in prevention could also be more effective by better addressing intersections.

Some stakeholders expressed that child protection was an area where stronger, high-level advocacy from Australia could have a positive impact on their work. It should be noted, however, that there are risks. EVAWG stakeholders noted that children's rights may be given precedence over women's rights (as happened in early HIV programming around mother-to-child transmission), and that women may be separated from their children. On the other hand, child protection actors consider that children's needs, particularly those of boys, may not be appropriately addressed in programs designed with adult women in mind.²⁵ Australia could contribute to mitigating these risks by encouraging open discussion with partners and addressing in programs on an ongoing basis.

Overall, Australia's support for programming addressing violence against children is promising even though it appears to take an ad hoc rather than a coordinated, evidence-based approach to identify areas of intersection with child protection at local, national and regional levels, and work across relevant divisions and funding mechanisms to resource them. This presents an opportunity for Australia to use its resources and convening authority to identify more effective policy and programming responses.

Schools

In the focus countries, no evidence exists of Australia supporting a whole-of-school approach, which is a key gap in Australia's support for preventing VAWG in the region. More investment in this area would strengthen Australian program engagement with girls and children. This evaluation found that Australia has supported some promising curriculum approaches, such as a respectful relationships curriculum in PNG (Box 17). Positive discipline and positive parenting programs are also expanding with Australian support.

Box 17: School-based advocacy program in PNG

The Australian-supported Nazareth Centre for Rehabilitation in Bougainville, PNG, introduced a school-based advocacy program where centre counsellors go to schools and teach modules on sexual and reproductive health. They also conduct social norm change activities with young boys and girls. They provide one-on-one counselling for children who remain traumatised by the 10-year armed civil war that ended in 1998.

The program is showing success in changing children's attitudes and behaviours and has succeeded in reducing anti-social behaviours among children, such as bullying and swearing. Nazareth Centre's counsellors, who work in the schools, also observe a reduction in children arming themselves at school, for example with bush knives.

Sports

Another way to strengthen school-based investments in violence prevention could be to combine them with sports-based initiatives. Sports can be a good way to involve youth and other target groups in violence prevention programs. They can provide non-threatening and engaging entry points on otherwise sensitive topics in some settings, such as gender inequality and violence. Sports can also have positive secondary outcomes for women and girls, including physical and mental wellbeing, empowerment, increased confidence and increased access to public spaces.

Australia has supported some promising approaches in PNG and Fiji (Box 18).

Box 18: Using sports for violence prevention in Fiji

With Australian support, the Fiji Volleyball Association has implemented community-based sports programs which are changing volleyball competitions and tournaments to be gender-inclusive, and to discuss and challenge harmful social norms. These activities look to be on track for positive impact on attitudes and social norms. In some cases, they have instigated and encouraged discussion of VAWG in settings where it was not previously discussed.

Gender quotas have been introduced to the Volleyball Association's Constitution to increase the number of female teams in formal competitions. As a result, the number of women's clubs has doubled. Efforts to change internal policies have sought to empower women and break down barriers around male dominance and aggression, such as by encouraging female referees to preside over high-level matches and training female coaches.

In community programs, the association drew on research to put in place risk mitigation strategies for backlash against women playing sport. For example, research in one site found that 1pm to 3pm was the best time for women to fit sport in-between their other responsibilities. It was also the least likely time to provoke backlash from men. The association used the FWCC to check that their messages about VAWG and harassment were evidence based and in line with best practice.

Sports for development is a growing area of interest for Australia, particularly through recently announced funding for sports in Pacific island countries. It is important to note, however, that while participating in sport may build women and girls' self-confidence and leadership skills, it will not necessarily, or automatically, prevent violence. Indeed, with certain sports seen as a male domain, participation of women and girls may initially be met with strong backlash. To shift social norms about VAWG, sports programs should focus on women and girls and must involve men and boys.

Media initiatives

Media and communications can provide a forum for engaging the community in conversations about social norms and gender norms, but ERAWG messages through mass media—such as television, radio, billboards, social media and other platforms—have not, on their own, worked to change behaviours. They can, however, play a role in public discussions and breaking the silence about violence, its causes and consequences.^{52,111}

Effective media and communication initiatives combine media communication with communication through other channels (for example, using multiple forms of media, and working with grassroots organisations to reinforce the messages). Messaging needs to be carefully planned and tested for each context. Well-meaning media and communications interventions can be ineffective or, at worst, do harm, if they replicate harmful social norms about women's and men's roles, or do not clearly condemn all forms of violence.

In the focus countries, this evaluation found limited evidence of multi-component, best-practice communication interventions. One exception was the Australian-funded *Nabilan* program in Timor-Leste. One component of its messages included trialling and adapting a viral British video on consent, and airing it in cinemas, on television, through social media, in service-provider waiting areas, and in gender sensitivity and violence prevention training. The following year, additional messages linked to the 16 Days of Activism were aired on television, online and radio to expand coverage.

Another example of a successful home-grown social communication initiative is *Wan Smolbag* in Vanuatu. Founded in 1989, *Wan Smolbag* creates popular theatre, television programs (like the popular Love Patrol), and films with a strong gender focus. Many programs address sensitive issues, such as domestic and sexual violence, in a way that encourages critical reflection on traditional social norms and practices. The film *Talemaot*, funded by Pacific Women, shows how community members blame women when they are raped. A female leader working with Pacific Women described the impact of the film:

Afterwards, the chief said, 'thank you for showing that,' because he realised that this was how he had behaved in the past, and that he should change.

Australia's media interventions could be more consistently multi-component. There are opportunities for Australia to fund more long-term, evidence-based, telenovela-type projects in Asia. In countries with high Internet usage, Australia could also support the strategic use of social media by partners.

5.4 Findings and recommendation

There are many more prevention programs than in 2008, along with more widespread acceptance that VAWG is a problem that can be prevented.

Australia has significantly increased investment in prevention programs that aim to shift social norms and gender inequality at community level.

Australian funding recognises global evidence that population-level change in attitudes and behaviours is required to end violence.

Australia has opportunities to lead on and contribute to developing integrated, best-practice approaches to prevent VAWG.

Given the scale of VAWG, Australian investments should increasingly prioritise prevention.

Recommendation 4: Expand work on prevention of VAWG by:

1. ensuring investment is long term, including to local women's organisations, and based on best practice, drawing upon and adapting the global RESPECT framework
2. investing in programs that coordinate with justice and services and move beyond awareness raising to addressing social norms
3. playing a more significant role at national and regional levels in bringing EVAWG and child protection actors to the table to identify more effective ways to address VAWG and child protection intersections through funding, partnerships, policies, programs and evaluations
4. strengthening prevention research capacity in the region and investing more in coordination between Australian-supported prevention interventions, to draw out common lessons and better inform the violence prevention field as a whole. Options could include:
5. establishing collaboration with the DFID-funded What Works, which is developing similar capacity among countries that receive DFID support
6. establishing a Prevention Learning Hub to build capacity on prevention research in the region, share learnings and conduct meta-analyses across countries. If pursued, this would need to be:
 - i. led by local actors such as the Pacific Women's Network Against Violence Against Women (Pacific Women)
 - ii. developed in collaboration with other significant partners such as UN Women, Equality Institute, Prevention Collaborative, and Raising Voices
7. making linkages between Australian-funded SASA! adaptations in countries in the Indo-Pacific and sharing lessons from their evaluations.

Chapter 6: Building an evidence base and shared learning

This chapter examines how Australia has contributed to strengthening the evidence base on the prevalence of EVAWG. It assesses the quality and effectiveness of Australian contributions to learning on EVAWG, including through research, program M&E, and sharing and using evidence to improve action. It finds selected good-quality evidence and research on EVAWG that aligns with international best practice. However, Australia has generally not kept pace with improvements on EVAWG evidence internationally.

6.1 The situation in 2008

In 2008, there were no population-based surveys on VAWG in the Pacific region and only a handful carried out in Asia. The 2008 ODE evaluation found little quantitative evidence on violence against women in Melanesia and Timor-Leste, with few published studies and a lack of quantitative research. Studies in Fiji, PNG and Timor-Leste used different methodologies and definitions, which made comparisons difficult. In 2008, there were also very few evaluations, or even documentation, on Australia's EVAWG assistance, as activities were included in regional or larger bilateral programs.

6.2 Progress to date

Prevalence studies

The global evidence base on the prevalence and patterns of VAWG has expanded significantly in the last decade. As of 2017, at least 30 countries in Asia and the Pacific had undertaken national or subnational prevalence studies on VAWG. Australia has supported 12 of these:

- » Timor-Leste
- » Cambodia
- » Solomon Islands
- » Vanuatu
- » Fiji
- » Kiribati
- » Tonga

- » Cook Islands
- » Federated States of Micronesia
- » Marshall Islands
- » Nauru
- » Palau.¹⁸

Several studies were carried out in partnership with UNFPA and the Secretariat of the Pacific Community (SPC). Others were undertaken directly by Australia's partners including the FWCC, *Nabilan* in Timor-Leste and the VWC.^{20,112,113} All Australian-supported studies used the methodology of WHO's multi-country study on women's health and domestic violence, which is considered best practice.¹¹⁴

There is considerable evidence that Australian-supported VAWG prevalence studies have had a significant and tangible impact in:

- » raising awareness about the scale of VAWG
- » increasing political leadership of and commitment to the issue
- » influencing domestic violence legislation and policy
- » increasing the provision of essential services and programs to EVAWG.

The impact was emphasised repeatedly in interviews with the evaluation team:

The FWCC study on prevalence rates around GBV [gender-based violence] has been a bedrock to offshoot and address other issues and to influence policies and laws. – Women's rights advocate, Fiji

Without that [Family Health and Safety Study] survey, I don't think we would be where we are today. That was a turning point, because it revealed a high prevalence rate in Solomon Islands. – Ministry of Health official, Solomon Islands

The [Family Health and Safety Study] has changed totally everything from 2008 to 2013. There was a huge burst in awareness about the issue. After that, there were more programs and organisations taking responsibility to make awareness. – Representative of service provider, Solomon Islands

Prevalence studies have also provided a strong evidence base to inform the best-practice design of EAWG programs. In Timor-Leste, the Australian-funded *Nabilan* program began with a rigorous national prevalence study using the methodologies of WHO's multi-country study on women's health and domestic violence and the United Nations Multi-Country Study on Men and Violence in Asia and the Pacific. Producing such high-quality research was a significant investment but it has paid dividends as an important policy dialogue tool that is highly valued across sectors and stakeholders in Timor-Leste. Evidence exists that this research is seen as catalytic. It provided a baseline to measure change against, and the data has directly informed the content of Timor-Leste's latest national action plan on EAWG, as well as the design of *Nabilan* (Box 13).

Australia also funded the UN Multi-Country Study, which collected data on men's perpetration of violence against women in six countries in the region (Bangladesh, Cambodia, China, Indonesia, Sri Lanka and PNG).¹⁷ The study found that nearly one-quarter of men interviewed reported having perpetrated rape against a woman or girl, ranging from 10 per cent to 62 per cent across countries. Most men who committed rape reported they had done so for the first time before the age of 20. The study has been influential in policy and program design over the past few years, highlighting the need to engage with men and boys and address harmful social norms around masculinity to prevent VAWG.

While prevalence studies have been important, there remains insufficient data to understand if violence is increasing, decreasing or staying the same. Data will likely be collected through other surveys. Australian investment in stand-alone prevalence studies is no longer a priority for investment for the region. That said, it is critical to ensure that new surveys, including domestic violence modules, follow best practice for safe and ethical data collection and adhere to the WHO Safety and Ethical Guidelines.

Data collection and research

Australia has made significant contributions to capacity building for national statistical offices and research organisations in the Indo-Pacific on how to conduct rigorous and ethical research on VAWG. Australia has also contributed to broader capacity for conducting prevalence studies through support for the kNowVAWdata initiative. Launched in 2016, kNowVAWdata is a partnership with UNFPA, the University of Melbourne and Australia's National Research Organisation for Women's Safety. It supports VAWG data collection and use in Asia and Pacific island countries, and aims to strengthen regional and national capacity to measure VAWG.¹⁸ This kind of support is vital to improve research on VAWG, including the ability of countries to report on Sustainable Development Goal indicators.

Addressing violence against women with disabilities has been a priority of Australian investment in recent years. Australian support to the Triple Jeopardy study in Cambodia²⁸, and to the *Nabilan* baseline study in Timor-Leste²⁰, has contributed to filling the gap in the evidence base on VAWG with disabilities in Asia.

Australia has also made important contributions to qualitative studies to understand VAWG, including on social norms, sorcery accusation-related violence (Annex 6), and do-no-harm approaches to VAWG.^{37,108–110} Many of these studies have made significant contributions to global and local evidence. For example, do-no-harm research conducted in PNG and Solomon Islands was the first of its kind in the Pacific. It found that participating in economic empowerment programs may lead to increased risk or experience of violence. The research provided advice on ensuring the effectiveness of programs and taking do-no-harm approaches to women's economic empowerment initiatives, directly informing Australian-supported EAWG programs (Box 19).^{108–110}

Australian research led by the ANU is specifically supporting the PNG Government to address the Special Rapporteur's reflection on the need for systematic information available on the numbers of persons accused, persecuted or killed as a result of sorcery accusations. More than 20 years of media records, court records and detailed recordings of 357 VAWG are being analysed. This will provide government agencies with:

- » numbers of persons accused
- » characteristics of the accused
- » how often (or not) accusations are leading to violence
- » how violence is being prevented and by whom.

Box 19: Lessons on ending violence against women and girls from Australian-funded do-no-harm research

With funding through Pacific Women, DFAT commissioned the State, Society and Governance in Melanesia Program (now called the Department of Political Affairs) at the ANU and the International Women's Development Agency to research links between violence against women and women's economic empowerment. Field research in PNG and Solomon Islands from 2014 to 2018 involved 485 interviews.

Female participants said they valued the opportunity to earn an income and were positive about the benefits. However, they also talked about the negative impacts of earning an income, including the burden of extra work, difficulties finding childcare, problems accessing markets, and increased demand from husbands and relatives for money.

The research also found that partners rarely agreed about household expenditure, domestic tasks and discretionary spending, and that women's income often contributed to marital conflict and violence. It highlights the importance of incorporating strategies into economic empowerment programming which challenge gender norms and practices between spouses to achieve real change for women.

Administrative data

Among the focus countries, the evaluation team found examples of Australian-supported programs not fully aligned with the important ethical aspects of working in the sensitive area of EAWG. One area of concern was safe and ethical sharing of sensitive data. Women and girls experiencing violence may be at further risk if confidentiality is not maintained, for example if a perpetrator finds out that they attended a police station or other service provider.

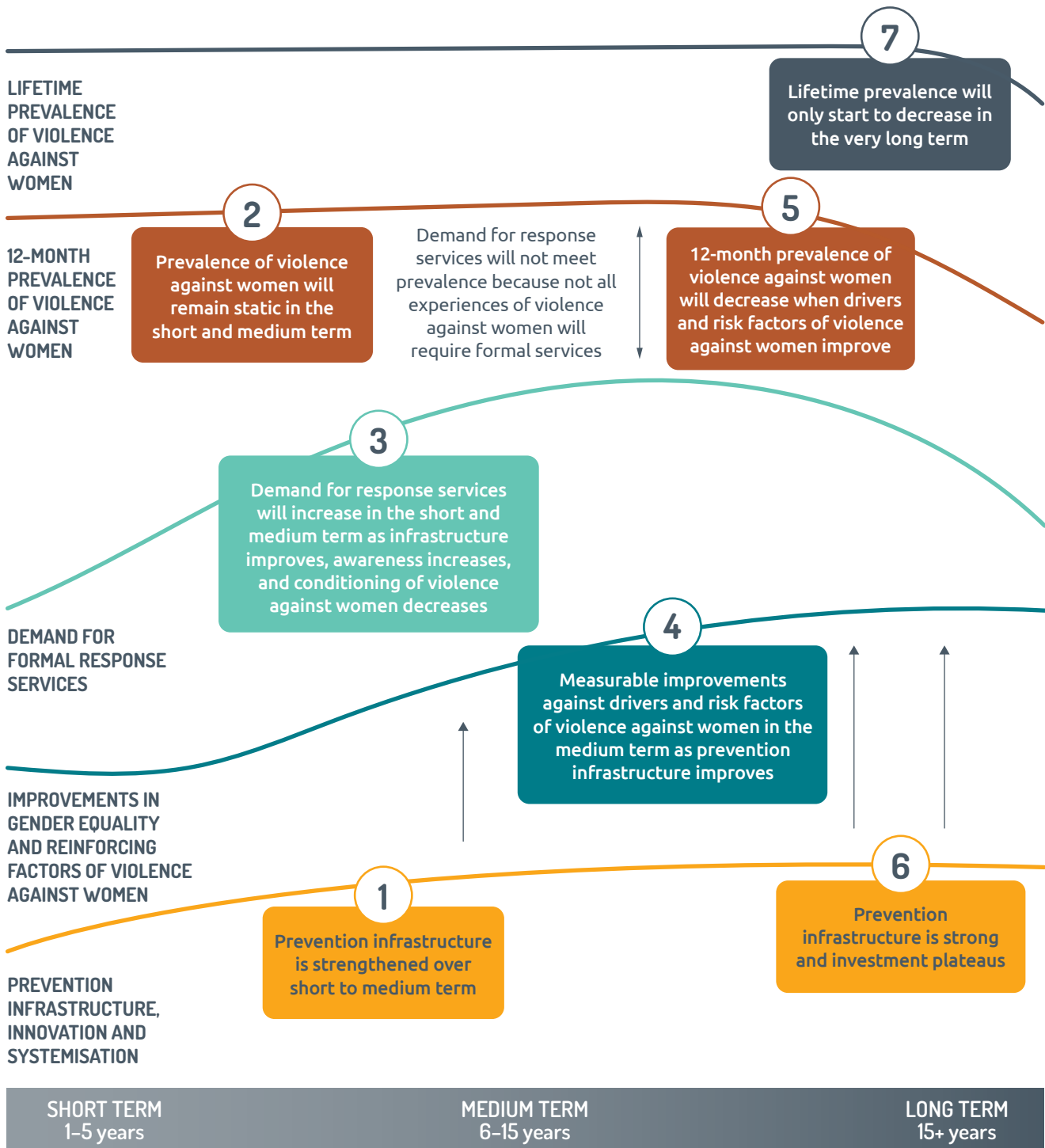
Safe and ethical sharing of sensitive data can be implemented through appropriate information-sharing protocols. Here the humanitarian community could provide an example of best practice with the inter-agency gender-based violence information management system and its information-sharing protocols template. Australia could consider engaging technical specialists to support partners to implement best practice EAWG data use and sharing.

Evaluations of Australian EAWG programs

At the time of the 2008 ODE report, very few evaluations had been conducted of Australia's EAWG programs, or even documented, as many activities were included in larger bilateral or regional programs. This evaluation assessed the quality of Australian EAWG program evaluations over the past decade (Annex 1—Evaluation methodology). Most Australian program evaluations were high quality in describing their objectives and context. They were also high quality in responding to evaluation questions and drawing on evidence and M&E data. However, most were less able to select an appropriate methodology and scope, and clearly describe limitations or ethical issues.

While considerable progress has been made since 2008 in producing relevant evidence for policy and programs, and monitoring and evaluating Australian EAWG programs, more work is needed to understand program effectiveness. To date, M&E efforts have focused on process and outputs. The evaluations reviewed focused largely on process indicators such as whether activities were carried out as planned, rather than whether expected impacts were achieved (outputs not outcomes). While process evaluations provided useful and relevant assessments of program advances, and recommendations for future directions, they did not address program effectiveness or impact. Within short to medium-term program timeframes, the impact may not be reduced prevalence of VAWG, but there are other globally recognised measures to indicate if programs are on the right track toward these long-term outcomes. This is illustrated in Figure 11, a diagram adapted from an Australian national guide to prevention monitoring.

Figure 11: The expected process of change: Progress in prevention of VAWG



Almost all evaluations reviewed used qualitative methods and were commissioned at the end of the program cycle, without baseline data against which to compare results. In most cases, it was not possible to infer actual changes resulting from program stated-outcome indicators, such as changes in attitudes or behaviours, or reductions in violence.

Better research and evaluation are needed to understand how innovative programs can be successfully adapted to different settings, and how smaller programs can be scaled up in cost-effective ways, without sacrificing quality. In some focus countries reviewed, evidence was that Australian-supported programs (prevention programs in particular) were sometimes being scaled up without evidence of positive outcomes or pilot studies to determine their impact. Piloting and scaling up based on evidence require a significant, long-term investment in intervention research. This will enable better understanding of which programs work and how they work, improving the chance that learning can be applied to other settings and contexts. *Nabilan* is a promising example of Australia funding pilot programs and associated measurement of outcomes (Box 13).

Australia's significant investment in EVAWG presents an opportunity to expand the evidence base on what works to prevent VAWG with lessons from Indo-Pacific countries, which have historically been under-represented in the global literature. This evidence of what works to prevent violence in low-resource, high-prevalence and remote settings will also have important applications in other parts of the world.

One strategy to expand the evidence is investing in rigorous impact evaluations. While Australia has been a leading partner contributing to prevalence studies in the region, it has been less influential in building evidence around what works to prevent VAWG through impact evaluations. This is changing, however, with Australia on the cusp of becoming a more significant player in this area, with a number of important evaluations of Australian-funded prevention programs underway or being planned, including an evaluation of the *SASA!* adaptation in Kiribati (Box 14).

Monitoring capability

Across all countries and programs reviewed, the quality of EVAWG project M&E systems and reports varied considerably (Annex 7 discusses in more detail the quality of evaluations undertaken for the Australian EVAWG investments reviewed). Some programs lacked a systematic M&E system and identified this as an area requiring improvement. In many cases, programs lacked a clear theory of change. As noted in the limitations described in Section 1.5, this limited the ability of this evaluation and other evaluations to accurately assess program effectiveness. M&E is therefore a priority area for more technical support.

Pacific Women, primarily through its support units, has endeavoured to strengthen M&E capacity and learning.^{115,116} The Pacific Women Monitoring, Evaluation and Learning Framework provides clear, practical guidance for understanding and building a theory of change and an M&E plan aligning with Pacific Women outcomes. The M&E toolkit provides basic information on qualitative and quantitative research and data collection methods. These planning and monitoring tools have helped improve the availability, quality and comparability of data for Australian EVAWG programs in the Pacific. However, program partners need ongoing, intensive training and mentoring to use the M&E tools.

This evaluation found that capacity among partners and program staff to implement M&E systems was a key barrier across all countries reviewed. The Pacific Fund, funded by Australia and managed by UN Women, has played an important role in strengthening M&E capacity. A potentially promising approach is M&E House in Timor-Leste, which offers an alternative approach to the fly-in, fly-out M&E consultant model seen in many focus countries.

Telling a more compelling story about prevention through research

Long-term investment in prevention programs can be hard to sell in political contexts that look for tangible outputs and quick wins. But the evidence for the value of such investment is emerging. Evaluations of prevention programs are beginning to demonstrate what works in the region, and there is positive change among those reached by prevention programs.

When it comes to M&E for prevention programs, the focus has often been on measuring prevalence change; that is, a decrease in VAWG. In reality, it may take many years of sustained prevention efforts to create quantifiable change in prevalence rates. This is acknowledged in the Australian national context, in the National Plan to Reduce

Violence against Women and their Children 2010–2022, being implemented through a series of four, three-year action plans, and the recently published guide to prevention monitoring.¹¹⁷

Across the focus countries in this evaluation there is an important story that could be told by Australian programs around what change looks like. By tracking short, medium and long-term progress towards prevention, programs could demonstrate that change is happening and outcomes moving in the right direction (Figure 11). For example, before prevalence changes, programs could expect shifts in community attitudes towards gender and violence, shifts towards more positive social norms, improvements in the capacity of program partners working on prevention, and/or increases in women and girls reporting to formal services.

Sharing learning within countries

At country level, Australian posts have played a useful role in building connections, providing spaces for discussion and sharing learning that improve the effectiveness of Australia's aid program and other programs, and fulfil important ethical obligations in EVAWG. Positive examples of Australian support for developing communities of practice emerged in many focus countries. In PNG, for example, Australia has helped facilitate discussion, link programs, engage with the private sector, and actively support sharing and coordinating platforms, such as 'lunch-and-learn' meetings and annual learning workshops.¹¹⁸ Most Pacific Women partners in PNG share training materials on the program's website as well as at PNG annual learning workshops and through other opportunities. In Timor-Leste, Australia has shared learning through the establishment of the Social Norms Change Ambassadors Network to bring together local staff across a range of sectors, and partners across all Australian funding mechanisms.

Some examples, however, suggested that Australia could play a stronger leadership role to encourage learning among partners. Some Pacific Women partners expressed a view that their program manuals and approaches were proprietary information. When asked if they had ever shared their training materials with other organisations working on EVAWG, a representative from one partner said:

We would only share our materials if we were paid to do a training. Our methodology belongs to us.

This is an issue worth clarifying, as the lack of coordination and collaboration among partners doing similar work has negative repercussions for communities and for implementing national plans.

There is a role for Australia to encourage and support women's organisations and women's movements across the region to be at the forefront of coordination efforts. This includes developing more links to women's organisations and movements worldwide. Australian support for local researchers is also incredibly powerful and stands to inform EVAWG work from the grassroots up.

Sharing learning within Australian programs

Perhaps one of the most significant opportunities in Australia's EVAWG work is sharing what has been learned between and within Australia's overseas posts. Some promising examples emerged in some focus countries reviewed. For example, the Australian Embassy in Dili used to good effect DFAT's Gender Action Plan, including by adding an accompanying disability inclusion matrix. Embassy staff used this matrix to collate the broad impact across programs, making it possible to demonstrate that investments in gender and inclusion improved the success of all other investments.

In all evaluation countries, Australian and local staff wanted more opportunities to share approaches across countries. For example, several faith-based organisations are doing prevention work in the Pacific, and some partners are implementing SASA! approaches. Encouraging active learning processes among partners could greatly enhance coordination and program adaptation. It could also contribute to global dialogues.

While the increase of M&E data since 2008 provides a rich base of information and analysis to aid future programs, across the focus countries reviewed, this appeared to also be generating a large amount of overlapping data. Many organisations and government agencies receive funding through several types of programs, which might require them to participate in numerous review and evaluation efforts. This can lead to evaluation fatigue.

In some countries reviewed, Australia's partners said they were being asked to meet with multiple evaluation teams, sometimes in quick succession, and there was a perception that results were not always fed back to improve programs or provide useful recommendations. This contributed to a sense that information was not being shared adequately among stakeholders within the Australian aid program. This highlights the importance of using all available M&E data without duplication or additional burden on partners.

Sharing learning regionally and globally

Internationally, there are a number of longer-term, inter-agency initiatives around EVAWG, such as DFID's What Works and the UN's kNowVAWdata. Australia supports many such initiatives and shares learning from local, national and regional contexts, including those covered by this evaluation. Australia should continue to support analytical work that synthesises the evidence from evaluations and identifies common lessons to inform the EVAWG field.

Australia could consider hosting a shared learning forum to bring together organisations conducting EVAWG work in the region, or around evaluations of a single aspect of EVAWG, such as prevention program impact. A more sustainable approach with greater impact could be to establish a learning hub to build ongoing capacity for research in the region. A learning hub could also support sharing learnings and conducting meta-analysis across countries. It could also focus on building evidence in prevention, which is the least developed area of Australian and global work. It would make sense for this type of hub to be developed in collaboration with other partners already playing a significant role in this space globally.

6.3 Findings and recommendation

Overall, while some good efforts and important partnerships have been made, the quality of Australian monitoring, evaluation and research on EVAWG has not kept pace with improved international standards, guidance and best practice.

Australia's main contribution on learning has been funding for prevalence studies which have been a highly valued and catalytic advocacy and policy dialogue tool. Overall, there is now a lot more evidence on prevalence than in 2008, which means inter-country comparisons are possible.

M&E systems have improved, although there is a need to strengthen DFAT and program partner capacity in M&E. This includes qualitative and quantitative methods for collecting and analysing data. In particular, M&E should not just focus on proving success but pivot to a genuine investment in learning that is fed back into programs to improve them, and to inform decisions about scale-up.

Recommendation 5: Continue to enhance evaluation and learning to improve EVAWG outcomes by:

1. enhancing shared learning to ensure investments contribute to regional and global knowledge, and model best practice
2. supporting better sharing of lessons between and within posts, and between Australian-funded partners
3. focusing on more coordinated and high-profile research to ensure that Australia is engaged in a global leadership role in EVAWG, which should include collaborating with local and international stakeholders, including research institutions, to improve, consolidate and share the EVAWG evidence base
4. increasing investment in rigorous but diverse quantitative and qualitative evaluation of prevention programs (including practice-based learning, feminist and women-centred methods, and analysis) to build the evidence of what works.

Chapter 7: Future directions

This chapter looks forward at issues that will increasingly impact on EVAWG, providing both opportunities and risks.

7.1 Emerging issues and new frontiers

Globalisation, and the advent of new technology, are significant external factors with growing potential to affect Australia's EVAWG work. While developments in these areas present opportunities for more effective and coordinated responses to VAWG, they also pose significant risks for the future safety and security of women and girls.

Globalisation

The body of global research into the impact of globalisation on VAWG is increasing.¹ This research has found that an increase in the movement of women within and across borders can make them vulnerable to physical and economic exploitation and that trafficking of women and girls is increasingly sustained by global mechanisms and international crime networks.^{119,120}

Globalisation offers opportunities to promote gender equality and women's empowerment. It also puts women's rights and safety at risk. Emerging global trends can trigger or shift rates and patterns of VAWG by influencing the drivers of violence related to gender inequality and gender norms.

Rapid economic development has shifted gender roles and gendered power dynamics. In some cases, this has increased women's risk of violence from men. In other cases, it has provided opportunities for women's economic empowerment.

The global spread of religious fundamentalisms of all types are curtailing women's rights. At the same time, models of masculinity predicated on violence and sexual dominance over women are being disseminated through films and television.¹

Looking forward, the Australian Government needs to assess the risks of global trends affecting potential EVAWG programs, and retain flexibility to develop the most effective approaches, solutions and protections in a rapidly changing world. Such solutions should be devised in close collaboration with those intended to benefit from them. They should also be consistent with international guidelines for inclusive and ethical research on VAWG. This is true of EVAWG programs, but equally of all Australian development cooperation which needs to be aware of changing global patterns that may impact on women and girls and their experience of violence in any sector. Do-no-harm approaches will be required to mitigate risks.

New technology

The expansion of mobile and digital technology offers new opportunities as well as increased risks for women and girls. Access to new information technologies and social media can have a huge impact on women's lives, introducing them to ideas and ways of thinking that can open possibilities.¹²¹

New technology has increased access to information and links to service providers. It has enabled accessible, detailed, real-time reporting of violence and connections to international movements such as #metoo. In Timor-Leste, for example, Australia has funded the development of a mobile phone application helping frontline service providers coordinate responses for women and girls experiencing violence and enabling people to seek help.

Online applications and tools are being used in many countries to report sexual harassment and create virtual safe spaces for women, girls, men and boys to take a stand against sexual harassment in public spaces. Mobile applications are being used to enhance research methodologies, such as geographic information systems to map and rate areas based on their safety for women and girls. These applications are also being used to ethically and safely collect data on VAWG. Australian-funded prevalence studies have also used handheld tablets to collect data.

However, new technology and enhanced connectivity can also in some settings increase exposure to violence and/or cause backlash. For example, links with international women's rights movements can push debate and increase awareness about women's rights at national level. In the Maldives, however, this led to more patriarchal and unequal gender dynamics caused by backlash against global discourse.¹

Digital technology is also linked to new and emerging forms of VAWG such as online sexual harassment, stalking and revenge porn. These and other emerging issues could be considered as potential focus issues for any future Australian Government work with partners to improve EVAWG monitoring, evaluation and learning (see also Chapter 6).

7.2 Future work

The gains made in EVAWG over the past 10 years are significant and should be celebrated. They set the stage for a promising future if investment is sustained, strengthened and expanded in certain areas. Based on the findings, this evaluation concludes that Australia needs to:

Sustain and strengthen fragile gains through continued funding and leadership, including through regional and flexible mechanisms.

Maintain core funding where it exists, and expand where it does not, to local women's organisations. This is based on the catalytic role and effectiveness of local women's organisations in advancing national progress on EVAWG.

Stay the course in investing in access to justice with a focus now on implementation of legislation and ensuring access for the most marginalised women and girls.

Maintain investment in support services, particularly the Essential Services Package, with a focus on addressing gaps in coverage.

Pivot investment to intensify high-level policy dialogue, align investment with global frameworks, and integrate an intersectional approach across programs.

Invest more in VAWG prevention, including building the evidence base and capacity for prevention in the region.

Build more shared learning opportunities and ensure investments in this area make a significant contribution to regional and global knowledge and model best practice.

Invest differently through collaborating with other donors and key global partnerships to play a stronger global leadership role in EVAWG.

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Annex 1: Evaluation methodology

1.1: Evaluation purpose and scope

The Office of Development Effectiveness (ODE) commissioned this strategic evaluation to assess the effectiveness, relevance and reach of Australian development cooperation to end violence against women and girls (EVAWG) since earlier studies in 2008 and 2012. The baseline for measuring progress was the 2008 ODE evaluation report, *Violence against women in Melanesia and Timor-Leste: Building on global and regional promising approaches* which assessed promising approaches to EVAWG in five countries: Fiji, Papua New Guinea (PNG), Solomon Islands, Timor-Leste and Vanuatu.

The key purpose of this evaluation was to update previous findings, provide practical lessons and make recommendations for Australia's future aid program and policy engagement on EVAWG.

The intended audience for this evaluation is leaders and managers in the Department of Foreign Affairs and Trade (DFAT) who already have a strong commitment to, and prior knowledge of, strategies and programs to end violence and empower women and girls.

This evaluation assessed the:

- » quality of Australia's political leadership and policy dialogue to strengthen the enabling environment to EVAWG
- » extent to which Australia fostered learning to improve program effectiveness and outcomes.
- » effectiveness, relevance and reach of Australian development cooperation to end VAWG in the same key areas considered in the 2008 evaluation.
 - increasing access to justice
 - improving access to quality services
 - preventing violence.

Table 1 lists the key questions and sub-questions that guided this evaluation in each of these areas.

Table 1: Evaluation questions

To align with the 2008 evaluation, this evaluation used a thematic approach when considering these key evaluation questions.

Key questions	Guiding sub-questions
1. Enabling environment: To what extent have DFAT investments and strategies contributed to creating an enabling environment for EVAWG through political leadership and policy dialogue?	<p>What have been the outcomes (intended or unintended) of Australia's engagement in EVAWG as a policy and programming priority?</p> <p>To what degree has EVAWG programming been mainstreamed into broader sector programs (health, education, governance and economic development)?</p> <p>How does Australia's investment support local leadership, networks, and coalitions for reform at country level?</p>
2. Effectiveness: To what extent have DFAT EVAWG investments and strategies been effective at meeting their objectives over the last 10 years?	<p>How responsive has Australian aid been to the 2008 and 2012 evaluations and to maintaining their 2009 commitments?</p> <p>What evidence exists that speaks to the effectiveness of DFAT-supported EVAWG programming?</p> <p>What lessons can be learned to improve the effectiveness of DFAT's future investments, and contribute to global knowledge?</p>
3. Relevance: How relevant are DFAT investments and strategies to local, national and global EVAWG needs?	<p>To what degree does DFAT-supported programming align with emerging evidence for best practices?</p> <p>How successful has DFAT been in developing contextualised programs and strategies that are appropriate to local needs?</p> <p>Are EVAWG efforts responding to violence against girls, and connecting with Australia's aid work on child protection?</p> <p>How has DFAT EVAWG programming addressed conflict and humanitarian issues?</p>
4. Reach: To what extent have DFAT investments and strategies extended the reach of services and programs to reach the most vulnerable and marginalised populations?	<p>Who is being reached? Who is being left out?</p> <p>What has been learned about barriers and enablers for accessing programs and services?</p> <p>Are there examples of programs that have been or could be scaled up?</p> <p>What are we learning about disability and social inclusion in EVAWG services and prevention?</p>
5. Learning: To what extent has DFAT fostered a learning environment in which measurement and monitoring are used to improve the effectiveness of EVAWG programs?	<p>Do the methods, indicators, and monitoring and evaluation (M&E) systems currently used align with best practices?</p> <p>How can these be improved (including attention to safety and ethical considerations)?</p> <p>What are we learning about the impact of social norms on access to justice and services and prevention of violence against women and girls (VAWG)?</p> <p>Is emerging evidence being used to inform ongoing learning, policymaking, and planning?</p>

1.2: Evaluation team

The evaluation team comprised seven professionals from the Global Women's Institute (GWI) at the George Washington University and the Equality Institute. It was led by Dr Mary Ellsberg, Executive Director of GWI, who also led ODE's 2008 evaluation. The evaluation team worked closely with ODE in all stages of planning, data collection and analysis.

1.3: Overview of approach and methodology

An overview of the methodology is shown in Figure 12. The evaluation team gathered evidence in three phases:

1. Systematic review of existing evaluations of activities and programs commissioned by DFAT. This included a quality assessment of evaluation documents according to DFAT standards.
2. Review of current knowledge and best practices in EVAWG programming, with an emphasis on Asia and the Pacific.
3. In-depth review of selected EVAWG investments in selected focus countries and regional programs through primary data collection and analysis.

Figure 12: Overview of methodology used in this evaluation



1.4: Systematic document review

The GWI conducted a systematic desk-based review of DFAT investment documents drawn from the last decade, to identify and synthesise preliminary lessons learned across available evaluations and to assess the:

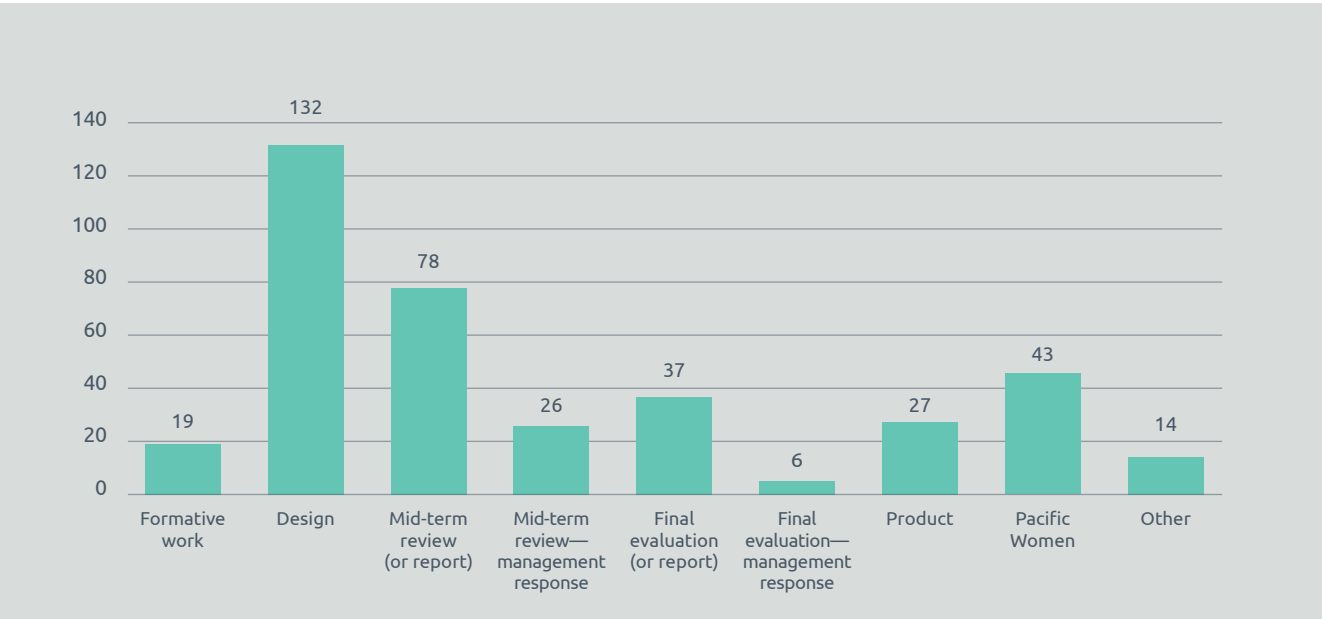
- » quality of evidence emerging from these investments, which were assessed using a quality assessment tool based on the DFAT Monitoring and Evaluation Standards (DFAT, 2017)
- » opportunities for improved monitoring, evaluation and learning
- » initial thematic findings in response to the key evaluation questions across the focus countries.

GWI reviewed 73 investments and 382 documents shared by ODE and sourced from DFAT’s AidWorks database (Figure 13). The review included DFAT program design and annual reports, mid-term reviews, evaluations and management responses. The evaluation team also reviewed other relevant publications, such as:

- » United Nations country gender assessments
- » National Convention on the Elimination of all Forms of Discrimination against Women and shadow reports
- » research reports
- » relevant country-level laws
- » policy documents.

The systematic review excluded Aid Quality Checksⁱⁱⁱ, which ODE determined were of limited use and validity for this evaluation because only a small number were relevant. This means the quantitative data in the Aid Quality Checks could not be used to draw generalisations, and that the general nature of their commentary was of limited relevance.

Figure 13: Type and number of investment documents reviewed



ⁱⁱⁱ Aid Quality Checks are an annual internal DFAT process for monitoring the performance of Australian aid. Under the Australian aid program’s performance framework, they are mandatory for all aid investments and agreements valued at \$3 million or more.

1.5: Data collection for in-depth review

Given this evaluation's ambitious aims and the broad geographical reach of Australian assistance, the evaluation team and ODE jointly decided to narrow evaluation scope. The evaluation focused on the five countries included in the 2008 report: Fiji; PNG; Solomon Islands; Timor-Leste; and Vanuatu. The existence of robust baseline data in these countries, as well as continuing evidence of strong investment and progress on the recommendations of the original evaluation, provided a unique opportunity to assess changes over a 10-year period

However, to review work underway in Asian countries, two new countries, Indonesia and Pakistan, were included. These countries both have major EAWG programs supported by Australia and posts were interested in, and able to support, the evaluation.

The systematic review of documents directly informed the selection of programs for in-depth review. Altogether, country-level and regional activities selected included approximately 200 programs and activities with a total investment of about \$195 million. The criteria used to select EAWG investments for in-depth review were:

- » relevance—selected investments with a targeted EAWG function
- » program focus area—mix of access to justice, service and prevention
- » size of investment—range of budget amounts, with multi-country or regional programming of \$10 million or more
- » implementing partner type chosen investments reflected different partner types (government, civil society organisation and multilateral organisation)
- » evaluation or independent review conducted—at least one mid-term and/or final evaluation.

Annex 2 lists the investments considered in-depth.

1.6: Assessment of the quality of existing evaluations

To assess the overall quality of external evaluations of recent EAWG programs, the evaluation team conducted an in-depth review of 59 program evaluations for the seven focus countries. The quality of evaluation documents was measured systematically using a quality assessment tool developed by the evaluation team based on the elements in Standard 6, Independent Evaluation Reports, DFAT Monitoring and Evaluation Standards (2017). Each criterion was assigned a point value of between 0.5 and 1, with a maximum total score of 9. The outcome of this assessment is in Annex 7, Assessment of external evaluations of Australian EAWG investments.

1.7: Humanitarian assistance

Due to the large amount of humanitarian assistance provided as core support and the difficulty of teasing out specific EAWG funding from these investments, the evaluation team, in consultation with ODE, decided only to address humanitarian-related EAWG programming in the seven focus countries. In addition to bilateral EAWG assistance in each country, this evaluation included five regional or global investments with significant humanitarian-related activities (primarily in the Pacific region).

By focusing on Australian EAWG programming in each country, regardless of funding mechanism or source, the evaluation team gained a better sense of each country's overall progress and challenges, as well as the level of coordination among DFAT programs. Annex 8 provides an overview of the evaluation team's preliminary findings on EAWG-related humanitarian assistance.

1.8: Field visits

Team members visited five countries—Fiji, Indonesia, PNG, Solomon Islands and Timor-Leste—between May and August 2018. They conducted telephone interviews with stakeholders for programs in Pakistan and Vanuatu. All team members participated in the first country visit (Fiji) to finalise the research plan and standardise the methodology. DFAT, ODE and the evaluation team jointly developed the program of site visits, focus groups and in-depth interviews for each country. Fieldwork in each country other than Fiji included the capital city and provincial locations.

The evaluation team collected data in each country using a mix of methods:

Document review: The team expanded and updated systematic document review findings as new information emerged from the field.

Focus group discussions: The team used participatory methods for 45 focus group discussions, including timelines, incomplete stories, Venn diagrams, free listings, and community and stakeholder mapping. This helped the team understand the perspectives of local community members, program beneficiaries and others on changes in social norms, behaviours and policies relating to EVAWG.^{iv} These discussions included community women and men, youth, village chiefs and magistrates, police, program implementers, service providers, activists, women and girls living with disabilities, and people across the spectrum of sexual orientations and gender identities.

Interviews: The team conducted 138 in-depth interviews with key stakeholders. This included service providers, justice system operators (magistrates, police and prosecutors), donors, national and local government authorities (including ministries of women, justice, education, finance and other relevant officials), members of national parliaments, DFAT officers at post and in Canberra, and country-level national government organisations, women’s organisations, and survivors of violence. Interviews were carried out using semi-structured interview guides tailored to the context and subject of each interview. Interviews with key stakeholders in Pakistan and Vanuatu were conducted by telephone.

At the end of each field visit, the evaluation team presented and discussed preliminary findings with the Australian post. In PNG and Solomon Islands, discussions also involved other key stakeholders from government and non-government organisations. On return from the field, the evaluation team refined and drafted the preliminary findings into aide-memoires for each country.

More than 750 individuals participated in the evaluation process. The number of interviews and focus group discussions by country is presented in Table 2. Annex 3 lists organisations consulted by country.

Table 2: Focus group discussions and interviews by country

Countries	Focus group discussions	Interviews	Total people
Fiji	6	25	120
Papua New Guinea	6	29	106
Solomon Islands	8	25	154
Vanuatu	0	10	13
Pakistan	0	5	8
Indonesia	15	12	175
Timor-Leste	10	22	128
Canberra	0	10	50
Total	45	138	754

^{iv} For more information on these methods and how they have been used in other EVAWG research, see Ellsberg & Heise, 2005. *Researching Violence against Women: A Practical Guide for Researchers and Activists*. World Health Organization, PATH. Washington, DC.

1.9: Analysis

Interviews were audio recorded with note takers working contemporaneously. Photographs were taken of participatory exercises and transcribed. Close to 100 individual data files with notes from meetings were entered into qualitative data analysis software OpenCode. Each interview was coded then analysed using several dozen pre-determined codes and additional codes developed during analysis. Additional codes were included as new themes arose.

Coded texts were used during a three-day analysis workshop to map findings to key questions. Common themes and differences in the data were compared across countries and in the four key areas of EVAWG assistance (justice, services, prevention and enabling environment). Findings were mapped against the key evaluation questions to ensure all questions were addressed. Direct quotes were selected to illustrate key findings.

Each question was answered using a triangulation of data sources, as the evaluation team asked similar questions of many actors during focus group discussions and interviews in seven countries. Answers passed through the individual and collective judgement of the evaluation team, their reading of additional documentary sources, and their knowledge of best practices on the subject.

Draft reports were reviewed for accuracy by staff from DFAT Canberra and posts, key stakeholders and experts from the region. Feedback was incorporated into the report. Feedback from key stakeholders on the first draft indicated that findings largely reflected their own lived experiences. The evaluation team made every effort to correct mistakes and omissions and to consider alternative views to their own.

1.10: Ethical considerations

The evaluation adhered to the ethical and safety guidelines developed by the Australasian Evaluation Society's guidelines and the World Health Organization's *Ethical and Safety Recommendations for Researching Violence against Women and Girls* (WHO, 2001.) These principles are summarised in a guidance paper drafted by the GWI and published on the ODE section of DFAT's website (DFAT, 2018).

The evaluation's guiding principle was to avoid actions that might place respondents or researchers at risk of physical, emotional or social harm. Informed consent was obtained for all interviews, audio recordings and photographs. All interviews were conducted in complete privacy to ensure confidentiality. No photographs of survivors of violence were used in the report and names and identifying characteristics of informants were modified to protect confidentiality, unless consent was explicitly given (in the case of public figures).

Focus group discussions addressed the opinions and knowledge of participants on EVAWG issues and participants were explicitly not encouraged to share personal experiences. All survivors were contacted through service providers and were already receiving support services when interviewed. Interviews with survivors always concluded with a message developed by the World Health Organization emphasising the strength and resilience of survivors and the unacceptability of violence in all cases.

The evaluation team assured all informants that neither their comments nor identifiable information would be shared with DFAT or anyone else. ODE and DFAT participants in the evaluation agreed to abide by these ethical guidelines.

1.11: Limitations

These factors limited the evaluations generalisability and validity:

1. Since the 2008 ODE report, Australian assistance to EVAWG has expanded enormously—in size and number of countries receiving support. Only seven countries were reviewed in this report. Although these countries and the programs included in the study represent a large proportion of Australian investments, it was not possible to review all EVAWG work supported by Australia.
2. Although an effort was made to achieve a balance between geographical regions, the Pacific region and Timor-Leste figure more prominently in the report, by virtue of the scale of investments and availability of evidence. As Australia is the main donor in most Pacific countries reviewed, it was possible to assess what has been achieved as a result of Australian support for EVAWG programs. It was more difficult to draw conclusions on Australia's contribution to change in Indonesia and Pakistan as they have a much broader donor base than Pacific island countries.
3. It was not possible to give equal weight to each key evaluation question in every country. Field visits were meant to provide useful feedback in real time to DFAT country programs. Therefore, the selection of interviews and visits reflected, to some extent, DFAT priorities of posts at the time of the visit rather than what was needed to make direct comparisons to the 2008 baseline.
4. The evaluation team spent a relatively brief amount of time in five of the countries, and two countries were evaluated remotely. The evaluation's purpose was to assess the overall effectiveness of Australian investments, not the effectiveness of specific programs. Although the team tried to interview a wide range of stakeholders and assess programs in each country, it is possible that some important perspectives were not included.
5. The evaluation team's ability to assess the program programming was constrained by the number and quality of existing evaluations. Although documentation of programs and activities funded by Australia was generally adequate, it was mainly descriptive and process oriented. Very few evaluations using rigorous methods—such as baseline and end-line comparisons, or comparisons between groups—had been conducted to measure intervention impact.
6. Many of the most innovative programs and activities (for example, Pacific Women) had only started within the last five years. It would not be reasonable to expect tangible outcomes in such a short time. In such cases, the evaluation team could only assess if a project was in keeping with best practice and on track for success.
7. Due to the study's broad scope and lack of reliable data sources, the review was limited in its ability to assess intersectional and life-course variations. This included potentially differential and uneven impacts and benefits based on socio-economic and cultural differences between women and girls based on poverty status, and then areas such as age, religion, class and HIV status.
8. At an early stage, the evaluation team assessed that humanitarian assistance could not be substantively considered within evaluation scope (time and resources). An overview of the humanitarian work considered is in Annex 8.

Annex 2: Investments reviewed in-depth

This Annex has tables listing Australian investments reviewed in depth in this evaluation.

Table 3: Bilateral, regional and global investments considered in-depth through primary data collection

Country or region	Investment name, timeframe, estimated value (AUD)	Description
Afghanistan	Afghan Independent Human Rights Commission 2015 to 2016 \$2 million	Funding was provided for a dedicated Commissioner for Women's Rights, and a Women's Rights Unit to receive complaints and investigate cases of violence against women.
Indonesia	Australia Indonesia Partnership for Justice 2009 to 2017 \$60 million	Improved access to better quality legal information and services, particularly for vulnerable and marginalised groups.
Indonesia	Australia Indonesia Partnership for Justice Phase II 2014 to 2022 \$40 million	Brings together two Australian aid investments to strengthen the rule of law and security environment in Indonesia. Focuses on leveraging Indonesia's resources to support court reform, prison reform and gender equality.
Indonesia	Australia–Indonesia Partnership for Gender Equality and Women's Empowerment 2012 to 2020 \$108 million	Engages government, civil society, and the private sector to drive policy and regulatory reforms to address poverty reduction, focusing on women. Improves women's access to government programs for social protection and strengthen women's leadership to address violence against women.
Indonesia	Support to Marginalised Groups (PEDULI Phase II) 2016 to 2019 \$18 million	Australia's flagship program to promote social inclusion. Focuses on vulnerable groups including children and adolescents, people with disabilities, male-to-female transgender and victims of human rights violations.
Indonesia	Support for Indonesia National Commission on Violence Against Women 2008 to 2013 \$2.1 million	Enables commission to develop knowledge and expertise in addressing violence against women, influence relevant policy debates affecting women's rights and strengthen its managerial capacity and institutional development.

Country or region	Investment name, timeframe, estimated value (AUD)	Description
Pakistan	Pakistan Ending Violence Against Women Program 2013 to 2020 \$13.6 million	Supports national and provincial efforts to end violence against women in-country by improving accessibility and quality of services for women affected by violence, implementation of legislative and policy frameworks, and women's rights.
Papua New Guinea	Gender Equality/Gender Based Violence 2008 to 2022 \$105 million	Supports key agencies of the Government of PNG to advance gender equality and eliminate gender-based violence. Civil society supported to develop networks and influence government policy.
Solomon Islands	Addressing Gender Equality in Solomon Islands 2012 to 2022 \$32 million	Works to reduce violence against women, improve access to the legal system and increase support services for survivors.
Solomon Islands	Solomon Islands Justice Program 2013 to 2017 \$42 million	Worked to strengthen the legal system and increase access to justice and to strengthen laws, expand services and focus on violence against women and gender equality in the workplace.
Timor-Leste	Ending Violence Against Women in Timor-Leste 2012 to 2022 \$33.6 million	Works with government and non-government organisation partners to reduce violence against women and children. Covers prevention, provision of services and access to justice.
Vanuatu	Vanuatu Australia Policing and Justice Program 2011 to 2017 \$20 million	Supported the Government of Vanuatu to streamline planning and implementation in the law and justice sector. This included inclusive community-based pilots, focusing on women and children who experienced violence, to develop evidence for policy and programming.
Global	Australian NGO Cooperation Program 2007 to 2018 \$6.4 million	This partnership between the Australian Government and accredited Australian non-government organisations has supported many community-based projects that have focused on EVAWG.
Global	Violence Against Women Initiative 2009 to 2020 \$30 million	Helps ensure women and girls can access a core set of services to meet their emergency and immediate needs. Services include emergency hotlines, safety and police protection, shelter and housing, crisis counselling and health care.

Country or region	Investment name, timeframe, estimated value (AUD)	Description
Pacific Regional	Fiji Women's Crisis Centre 2009 to 2017 \$7.3 million	The Fiji Women's Crisis Centre provides technical support and mentoring to organisations working in the Pacific region. It aims to reduce individual and institutional tolerance of violence against women, and increase availability of services including crisis counselling, legal advice, advocacy, multi-sectoral coordination, training, education and awareness.
Pacific Regional	Pacific Women Shaping Pacific Development (Pacific Women) 2012 to 2022 \$149 million	Supports women in 14 Pacific countries to meet the commitments made in the 2012 Pacific Island Forum Leaders' Gender Equality Declaration. Works to reduce violence against women and girls by focusing on support services and counselling, increasing access to justice and healthcare, and strengthening legal systems, prevention and advocacy.
Pacific Regional	Regional Rights and Resources Team 2006 to 2020 \$17.5 million	The team provides policy advice, technical support and training on human rights, governance, democracy and the rule of law.

Table 4: EVAWG projects funded through Pacific Women Shaping Pacific Development (2013–20) reviewed in detail in this evaluation

Country	Project	Sum of total funding commitments AUD
Fiji	Fiji Women's Crisis Centre programs to eliminate violence against women in Fiji and the Pacific (Fiji Women's Crisis Centre)	\$6.3 million
Fiji	Gender equality through ecumenical-based approaches (House of Sarah)	\$0.13 million
Fiji	Sexual reproductive health services for women and youth (Medical Services Pacific)	\$1.0 million
Fiji	Women's empowerment through holistic and sustainable service delivery (Empower Pacific)	\$0.27 million
Fiji	WEAVERS project (Pacific Conference of Churches)	\$0.08 million
Papua New Guinea	Building the capacity of PNG's Family and Sexual Violence Action Committee (Institute of National Affairs and consultant)	\$0.92 million
Papua New Guinea	Construction of the Koki market transit centre (Koki Market)	\$0.49 million
Papua New Guinea	Creating a movement to end violence against women in PNG—SASA! pilot and Family Support Centre assistance project (Population Services International Papua New Guinea)	\$3.5 million
Papua New Guinea	End Violence against Children Campaign (UNICEF)	\$2.0 million
Papua New Guinea	Establishment of Family Support Centres at Arawa Hospital, Bougainville and Daru Hospital, and in Western Province (Health and Education Procurement Facility and the Health and HIV Implementing Services Provider)	\$1.2 million

Country	Project	Sum of total funding commitments AUD
Papua New Guinea	Family and Sexual Violence Case Management Centre's 'Femili PNG' (Oxfam in PNG with Australian National University)	\$3.1 million
Papua New Guinea	Family and Sexual Violence Case Management: Building on Success for National Impact (Femili PNG)	\$2.7 million
Papua New Guinea	Family Support Centre at Eastern Highlands Hospital (Eastern Highlands Provincial Health Authority)	\$0.28 million
Papua New Guinea	'From Gender Based Violence to Gender Justice and Healing' (International Women's Development Agency and Nazareth Centre for Rehabilitation)	\$1.7 million
Papua New Guinea	Highlands Sexual, Reproductive and Maternal Health Project (CARE International in PNG)	\$1.0 million
Papua New Guinea	Increase in Family Support Centres (Port Moresby General Hospital)	\$0.19 million
Papua New Guinea	<i>Komuniti Lukautim Ol Meri</i> (FHI 360)	\$2.5 million
Papua New Guinea	Partnerships for Positive Parenting (UNICEF)	\$1.8 million
Papua New Guinea	Port Moresby: A Safe City for Women and Girls Program (UN Women)	\$4.2 million
Papua New Guinea	Refurbishment of Lifeline (Lifeline)	\$0.09 million
Papua New Guinea	Responding to Gender Based and Sorcery Related Violence in the Highlands initiative (Oxfam in PNG with Highlands Women's Human Rights Defenders' Network)	\$3.3 million
Papua New Guinea	Safe Public Transport for Women, Girls and Children (UN Women)	\$3.0 million
Papua New Guinea	Strengthening national coordination, implementation and monitoring mechanisms to prevent and respond to family and sexual violence (United Nations Development Programme)	\$3.5 million
Papua New Guinea	Family Support Centres and health clinics in Southern Highlands (International Committee of the Red Cross)	\$0.04 million
Regional	Pacific Fund to End Violence against Women (UN Women)	\$1.5 million
Regional	Partnering Women for Change (Uniting World)	\$0.37 million
Regional	Male advocacy (Fiji Women's Crisis Centre and Government of Palau)	\$10.02 million
Regional	Pacific Community Regional Rights Resource Team	\$5.8 million
Regional	UNICEF Pacific Child Protection Program (UNICEF)	\$7.0 million
Regional	Women's Crisis Centre Programs to Eliminate Violence against Women in Fiji and the Pacific (Fiji Women's Crisis Centre)	\$2.3 million
Solomon Islands	Channels of Hope for Gender (World Vision Solomon Islands)	\$2.4 million
Solomon Islands	Let's Make Our Families Safe (Solomon Islands National Council of Women, Vois Blong Mere Solomon, International Women's Development Agency, Pacific Leadership Program, Oxfam Australia and IOD PARC)	\$5.62 million
Solomon Islands	Red Cardim Vaelens (Live and Learn Solomon Islands)	\$0.56 million
Solomon Islands	Responding to violence against women and girls in Solomon Islands (International Women's Development Agency)	\$2.8 million

Country	Project	Sum of total funding commitments AUD
Solomon Islands	Youth alcohol and violence reduction against women and children (Save the Children)	\$0.8 million
Vanuatu	Filming on domestic violence (<i>Wan Smolbag</i> Theatre)	\$0.09 million
Vanuatu	Preventing violence against women (Vanuatu Women's Centre)	\$6.8 million
Vanuatu	Research on improved access to justice for women and children (Policing and Justice Support Program)	\$0.2 million
Vanuatu	Response to tropical cyclone Pam (Vanuatu Women's Centre)	\$0.5 million

Table 5: Australian NGO Cooperation Program investments selected for in-depth review in the field^v

Country	Selected projects	Partner	Sum of project funding (AUD) ^{vi}
Fiji	Generation Next—Strengthening women's weekend community radio broadcasts	International Women's Development Agency	\$42,017
Indonesia	Gender Justice Program	Oxfam Australia	\$341,756
Pacific Region	Pacific and Timor-Leste Reducing Gender-Based Violence Project	World Vision Australia	\$1,673,188
Pacific Region	Pacific and Timor-Leste Reducing Gender-Based Violence Project	World Vision Australia	\$904,509
Papua New Guinea	EVAW in PNG	Oxfam Australia	\$821,700
Papua New Guinea	Addressing Family and Sexual Violence Through Community Engagement—Goroka, Eastern Highlands Province	International Women's Development Agency	\$14,754
Papua New Guinea	EVAW in PNG	Oxfam Australia	\$778,761
Papua New Guinea	Freedom from Family and Sexual Violence	International Women's Development Agency	\$22,050
Papua New Guinea	Freedom from Family and Sexual Violence	International Women's Development Agency	\$16,979
Papua New Guinea	Oxfam PNG—Gender Justice Project	Oxfam Australia	\$808,798
Papua New Guinea	Promoting Women's Empowerment, Development, Protection and Healing in PNG	International Women's Development Agency	\$139,649
Papua New Guinea	Promoting Women's Protection and Healing in PNG (including evaluation)	International Women's Development Agency	\$126,354
Papua New Guinea	Stronger Justice for Stronger Communities (PG03-004)	ChildFund Australia	\$121,918
Solomon Islands	Community Vision 4 Change: Channel of Hope—Gender Based Violence	World Vision Australia	\$389,691

^v These investments were selected as most relevant from an initial list of 290 projects valued at \$42.3 million (2007–08 to 2017–18).

^{vi} Expenses from internal DFAT records.

Country	Selected projects	Partner	Sum of project funding (AUD) ^{vi}
Solomon Islands	Piloting Services for Rural Solomon Islands Women Affected by Violence	International Women's Development Agency	\$46,912
Solomon Islands	Violence Against Women in Rural Solomon Islands: Prevention and Response	International Women's Development Agency	130,562
TOTAL			\$567,165
Timor-Leste	Engaging Men to Improve Sexual and Reproductive Health—Ermera Municipality (July 2009 to June 2012)	Family Planning NSW (formerly Sexual Health and Family Planning New South Wales)	56,298
Timor-Leste	Legal aid for women and children	International Women's Development Agency	\$35,255

Annex 3: Stakeholders consulted

This annex provides details on organisations and individuals consulted during this evaluation.

Table 6: Organisations interviewed and consulted in each country

Country	Stakeholder category	Organisations
Fiji	Australian aid investments	Pacific Women Shaping Pacific Development (Pacific Women) Support Unit Regional Rights Resource Team
Fiji	Australian Government	Australian Federal Police Australian High Commission, Suva
Fiji	Justice system	Family Court—Justice Wati and Court Registrar
Fiji	Medical and health professionals	Psychosocial Mental Health South Pacific
Fiji	National and local government authorities	Ministry of Women, Children, and Poverty Alleviation

Country	Stakeholder category	Organisations
Fiji	Non-government organisations	Adventist Development and Relief Agency Empower Pacific (staff and clients) Fiji Girl Guide Association Fiji National Council for Disabled Persons Fiji Volleyball Federation (Sports for Development)— Sports Actors Fiji Spinal Injuries Federation Fiji Red Cross Society Global Compassion—Christian Mission Fellowship Homes of Hope House of Sarah International Planned Parenthood Federation Methodist Church Women's Department Muslim Women's League Oxfam Salvation Army Save the Children United Blind Persons of Fiji Medical Services Pacific (staff and clients) WeRISE Uniting World South Pacific Association for Theological School, Weavers Program Women and Children Crisis Centre Tonga
Fiji	Regional and international organisations	Pacific Islands Forum Secretariat Secretariat of the Pacific Community United Nations Population Fund United Nations International Children's Emergency Fund UN Women Pacific Disability Forum
Fiji	Women's organisations	Fiji Women's Rights Movement Fiji's Women Fund Fiji Women's Crisis Centre Director and Staff
Indonesia	Australian aid investments	Australia Indonesia Partnership for Justice Australia Indonesia Partnership for Justice II Australia-Indonesia Partnership for Gender Equality and Women's Empowerment Female-Headed Household Empowerment Program Support to Marginalised Groups

Country	Stakeholder category	Organisations
Indonesia	Australian Government	Australian Federal Police Australian Embassy Jakarta Department of Foreign Affairs and Trade
Indonesia	Medical and health professionals	Regional Public Hospital Tugurejo
Indonesia	National and local government authorities, independent government agencies	Board for Women's Empowerment, Child Protection, Population Control and Family Planning Indonesian National Commission on Violence against Women (<i>Komnas Perempuan</i>) Ministry of National Development Planning Service Provider Forum
Indonesia	Non-government organisations	Advocacy Centre for the Disabled, Women, and Children Children Centre for Election Access of Citizens with Disabilities Centre for Integrated Services for Women and Children's Empowerment Disability Working Group Eastern Indonesia Knowledge Exchange (BaKTI) Foundation for Community Studies and Development (YKPM) Indonesia for Humanity (IKa) Indonesian Planned Parenthood (PKBI Pusat) Indonesian Conference on Religion and Peace Integrated Criminal Justice System for Handling Cases of Violence initiative (SPPT-PKKTP) Legal Resource Centre for Gender Justice and Human Rights (LRC-KJHAM) Oxfam YAKKUM Rehabilitation Centre
Indonesia	Women's organisations	Indonesia Association of Women with Disabilities Women's Solidarity for Humanity and Human Rights Legal Aid Institute, Association of Indonesian Women for Justice
Indonesia	Regional and international organisations	United Nations Entity for Gender Equality and the Empowerment of Women United Nations International Children's Emergency Fund United Nations Population Fund
Indonesia	Think-tanks and research institutes	Indonesian Centre of Law and Policy Studies (PSHK) Institute for Criminal Justice Reform <i>Rumah KitaB</i>
Pakistan	Australian Government	Australian High Commission, Islamabad
Pakistan	Non-government organisations	Four organisations

Country	Stakeholder category	Organisations
Papua New Guinea	Australian aid investments	Inclusive Development in Post Conflict Bougainville Justice Services and Stability for Development Program Justice Services and Stability for Development Program Bougainville Pacific Women Shaping Pacific Development (Pacific Women) Support Unit
Papua New Guinea	Australian Government	Australian Federal Police Australian High Commission, Port Moresby
Papua New Guinea	Justice system	Goroka Village Court Magistrates
Papua New Guinea	Medical and health professionals	Port Moresby General Hospital Shalom Care Centre
Papua New Guinea	National and local government authorities, independent government agencies	Department of Community Development in Bougainville Department of Community Development in Goroka Family and Sexual Violence Unit Goroka Royal Papua New Guinea Constabulary Bougainville Royal Papua New Guinea Constabulary Goroka
Papua New Guinea	Non-government organisations	CARE International ChildFund Australia Eastern Highlands Family Voice Equal Playing Field Family and Sexual Violence Action Committee (FSVAC) Secretariat Family Support Centre Buka Family Support Centre Goroka Family Support Centre Port Moresby Femili PNG FHI 360 Hahela Family Centre Safe House Kafe Urban Settlers Women's Association Nazareth Centre for Rehabilitation Meri Seif Haus Oxfam Bel isi Foundation Population Services International
Papua New Guinea	Women's organisations	Bougainville Women's Federation
Solomon Islands	Australian Government	Australian High Commission, Honiara
Solomon Islands	Justice system	Temotu Magistrate
Solomon Islands	Medical and health professionals	Lata Hospital

Country	Stakeholder category	Organisations
Solomon Islands	National and local government authorities, independent government agencies	Ministry of Health and Medical Services Ministry of Women, Youth, Children and Family Affairs Provincial Alliance Malaita Provincial Government Temotu Senior Police Justice Meeting
Solomon Islands	Non-government organisations	Family Support Centre Honiara and Lata International Finance Corporation Chamber of Commerce and Industry Junior Justice Live and Learn Mineve OXFAM Village Motu Village—Channels of Hope Oxfam multiple locations Plan Save the Children <i>Seif Ples</i> World Vision, multiple locations
Solomon Islands	Regional and international organisations	UN Agencies UN Women
Solomon Islands	Women's organisations	Mothers Union Lata Temotu Province Council for Women
Timor-Leste	Australian aid investments	Governance for Development M&E House
Timor-Leste	Australian Government	Australian Federal Police Australian Embassy Dili
Timor-Leste	National and local government authorities, independent government agencies	Secretary of State for Equality and Inclusion

Country	Stakeholder category	Organisations
Timor-Leste	Non-government organisations	Asosiasaun Chegal Ba Ita Ba Futuru Caritas Australia Foin Sae Unidade Dezenvolve Futuru <i>Fundasaun</i> Media Development Centre Marie Stopes The Asia Foundation World Vision Men with New Vision Judicial System Monitoring Program Psychosocial Recovery and Development in East Timor Ra'es Hadomi Timor Oan Union Aid Abroad (APHEDA)
Timor-Leste	Regional and international organisations	United Nations Entity for Gender Equality and the Empowerment of Women United Nations Population Fund
Timor-Leste	Women's organisations	Legal Assistance for Women and Children (ALFeLa) Women's Parliamentary Group (GMPTL) Communication Forum for Timorese Women (FOKUPERS)
Vanuatu	Australian Government	Australian High Commission, Port Vila
Vanuatu	Australian aid investments	Police and Justice Program— <i>Stretem Rod Blong Jastis mo Sefti</i>
Vanuatu	Non-government organisations	World Vision <i>Wan Smolbag</i> Theatre
Vanuatu	Women's organisations	Vanuatu Women's Centre

Table 7: Individuals interviewed in this evaluation (by country)

Country	People interviewed
Fiji	Development practitioners Male advocates
Indonesia	<i>Dewi Shinta</i> , Bandarharjo Community members Kendal Community members <i>Sekolah Perempuan</i> , Women's School, participants
Papua New Guinea	Survivors of sorcery accusation related violence, Goroka Women's leader and activist—Bougainville Family and Sexual Violence Action Committee training participants
Timor-Leste	Nabilan Certificate III in Social Services participants (Certificate III) Nabilan change ambassadors SASA/ mobilizers

Annex 4: EVAWG legislation and policies in the Indo-Pacific

Legislation and policies relevant to ending violence against women and girls in countries in the Indo-Pacific are listed in the tables in this annex.

Table 8: National legislation and policies related to violence against women and girls in the Indo-Pacific^{57,136,137}

Country	Legislation on domestic violence	Marital rape criminalised	Legislation on sexual harassment
Pacific			
Fiji ^{vii}	Yes	Yes, but not explicitly ^{viii}	
Federated States of Micronesia ⁵⁷	Yes Kosrae and Pohnpei		
Kiribati		Yes, but not explicitly	
Marshall Islands		Yes, but not explicitly	
Nauru			
Palau			
Papua New Guinea ^{ix}		Yes, but not explicitly	Yes, but not explicitly
Samoa			
Solomon Islands		Yes, but not explicitly	
Tonga		Yes, but not explicitly	
Vanuatu		Yes, but not explicitly	
Vietnam			

Note: Countries with data not available from the source have not been included in this table.

vii While marital rape is not explicitly acknowledged in Fiji's 2009 Crimes Decree, it has been acknowledged in case law.

viii In several countries, while the law does not explicitly or implicitly criminalise marital rape, exclusionary provisions in the penal code prohibiting or limiting a husband from being prosecuted for rape have been removed or never existed. This makes it technically possible to charge a husband with the rape of his wife.

ix Although there is no specific law criminalising sexual harassment in Papua New Guinea, there are offences under the Criminal Code Act that can be used to charge for inappropriate behaviours deemed to be sexual or indecent. Papua New Guinea also has in place a Gender Equality and Social Inclusion Policy which has provisions around government departments ensuring that they establish sexual harassment policy. In the sexual harassment policy, the definition of sexual harassment includes behaviours that are offences under the Criminal Law. Source: communication with Department of Foreign Affairs and Trade's Port Moresby post.

Table 8: National legislation and policies related to violence against women and girls in the Indo-Pacific^{57,136,137}
(continued)

Country	Legislation on domestic violence	Marital rape criminalised	Legislation on sexual harassment
Asia			
Afghanistan			
Bangladesh			
Bhutan			
Cambodia	Yes, but not explicitly		
India			
Indonesia			
Laos			
Mongolia			
Myanmar			
Nepal			
Pakistan	Yes, but not explicitly		
Philippines			
Timor-Leste			
Vietnam			

Note: Countries with data not available from the source have not been included in this table.

Table 9: Overview of EVAWG-related legislation in evaluation focus countries^{54,57}

Country	Constitutional provisions for equality	Prohibition of discrimination and sexual harassment in employment	Domestic violence legislation	Divorce	Sexual offences
Fiji	Prohibition on discrimination on wide range of grounds Exception for laws relating to adoption, marriage and devolution of property on death	Employment Relations Promulgation 2007	Domestic Violence Decree 2009	No-fault divorce Family Law Act (2003)	Updated 2009
Indonesia	No explicit guarantee of equal rights for men and women	Discrimination is covered in the Constitution and in the 2004 Law on Manpower	Passed in 2004	Fault-based divorce	Draft bill not passed yet
Pakistan	Guarantee of equality of all citizens and of no discrimination on the basis of sex	2010 Protection Against Harassment of Women at the Workplace Act Prevention of Anti-Women Practices amendments to the Criminal Law (2011)	National-level Domestic Violence Act passed in 2012 Provincial laws passed in three provinces Anti-Honour Killing Bill 2016	Muslim Family Law	Updated by 2006 Protection for Women Act
Papua New Guinea	Guarantee of equal rights, regardless of gender No specific prohibition on discrimination	In the public and private sectors	Family Protection Act 2013 (regulations in 2017) <i>Lukautim Pikinini</i> Act 2015 (regulations in 2017)	Fault-based divorce	Updated by Criminal Code (Sexual Offences and Crimes against Children) Act 2002

Country	Constitutional provisions for equality	Prohibition of discrimination and sexual harassment in employment	Domestic violence legislation	Divorce	Sexual offences
Solomon Islands	Guarantee of equal protection and prohibition of laws and actions that discriminate on the basis of sex. Exceptions with respect to taxation, customary law and land	Public sector only: Public Service Act 2014	Family Protection Act 2014 (entered into force 2016)	Fault-based divorce	Updated in 2016
Timor-Leste	Guarantee of equal rights and duties for men and women	Workplace sexual, verbal, and non-verbal harassment prohibited through Labour Code 2012	Law Against Domestic Violence passed in 2010	Fault-based divorce	Included in 2009 Penal Code
Vanuatu	Guarantee of equal protection of the law and prohibition of discriminatory action on the basis of sex	None, although the Employment Act provides for equal pay and terms and conditions	Family Protection Act 2008 (entered into force 2016)	Fault-based divorce	Updated 2006

Annex 5: EVAWG in Australia

This annex briefly reviews violence against women and girls in Australia.

5.1: Prevalence

Violence against women and girls in Australia is similar to the global picture. Of Australian women over the age of 15:

- » 1 in 3 have experienced physical violence
- » 1 in 4 have experienced physical or sexual violence from a partner
- » 1 in 5 have experienced sexual violence.

The 2016 Our Watch, Australia's National Research Organisation for Women's Safety study found that intimate partner violence accounted for 10.9 per cent of the disease burden among Aboriginal and Torres Strait Islander women aged 18 to 44 years—more than six times higher than found among non-Indigenous women.¹ Aboriginal and Torres Strait Islander women are also 32 times more likely to be hospitalised as a result of family violence-related assault than non-Indigenous women in Australia.¹²⁶

A recent report by Women with Disabilities Australia, found that:

... compared to their peers, women with disability experience significantly higher levels of all forms of violence more intensely and frequently and are subjected to such violence by a greater number of perpetrators. Their experiences of violence last over a longer period, and more severe injuries result.¹²⁷

5.2: Australian policy context

Consistent with increasing concern internationally, violence against women has received growing attention in Australia, with the Australian Government, state and territory governments, non-government organisations and other stakeholders developing policies, action plans and evidence-based strategies in response.

The 12-year Australian Government's *The National Plan to Reduce Violence against Women and their Children 2010–2022* is focused on stopping men from committing violence before it happens, supporting women, and building the evidence base (Council of Australian Governments, 2010). A third action plan to implement the national plan was launched in October 2016, with 36 practical actions in six priority areas for 2016–19 (Department of Social Services, 2016). A fourth action plan is being developed for the next three years.

To reinforce the directions in the Australian Government's national plan 2010–2022, Our Watch and VicHealth jointly developed in 2015 a new national framework of evidence on drivers and strategies for preventing violence against women and girls in Australia. It is called *Change the Story*.

A Victorian Government Royal Commission into Family Violence delivered a comprehensive report in 2016 with 227 recommendations. The Victorian Government accepted all recommendations and integrated them into a state government strategy—*Free from violence: Victoria's strategy to prevent family violence and all forms of violence against women*.

All Australian states and territories, except Western Australia, have introduced domestic violence protections for their public servants, some of which include paid leave. Many Australian businesses also provide family and domestic violence leave within company policies (Australian Human Rights Commission, 2017).

5.3: Australia's workplace response

Australia is a global leader in workplace responses to domestic violence. In 2013, the United Nations Secretary for the Commission on the Status of Women recognised Australia's introduction of workplace entitlements for survivors of violence as best practice.^x Amendments to the Australian *Fair Work Act 2009* in 2018 provided all Australian employees with access of up to five days unpaid domestic and family violence leave.^{xi} Many employers, in the Australian Government and state and territory governments, have domestic violence policies providing measures to support employees impacted by domestic and family violence.^{xii}

The Australian Government was one of the first employers in Australia to develop a workplace response to domestic violence.^{xiii} The Australian Public Service *Balancing the Future: Gender Equality Strategy 2016–19* recognises domestic and family violence as a workplace issue and commits agencies to develop consistent, supportive and respectful approaches to address the safety of employees, including appropriate policies and training for managers.^{xiv} Agencies have access to a model template for internal domestic and family violence policies.^{xv}

Support available to survivors of violence in the Australian Public Sector workforce can include:

- » access to paid leave, counselling and support services
- » personal safety assistance at work
- » flexible working arrangements
- » one-on-one advice through trained contact officers.

With responsibility for locally employed staff across Australia's global network of overseas posts, including in countries with particularly high prevalence of violence against women and girls, the Australian Department of Foreign Affairs and Trade (DFAT) has also recognised a need for locally adapted policies in some posts. Locally adapted policies can support DFAT's Guidance on Managing Workplace Responses to Domestic and Family Violence, launched in 2015. This department-wide guidance complements other internal policies for DFAT and its contractors, including the *Anti-bullying, Harassment and Discrimination Policy* and the *Child Protection Policy*.

In 2015, Port Moresby became the first Australian post to develop a local family and sexual violence policy. Since then, other posts have implemented local domestic violence policies, including Dili, Honiara and Nauru.

x Multisectoral services and responses for women and girls subjected to violence, Report of the Secretary-General, UN CSW 57th Session March 2012, <http://undocs.org/E/CN.6/2013/3>, p.11, p. 32.

xi <https://www.fairwork.gov.au/leave/family-and-domestic-violence-leave>

xii McFerran, Ludo, „Domestic violence is a workplace issue; Australian developments 2009–2016, <https://www.wgea.gov.au/sites/default/files/mcferran-domestic-violence-workplace-issue-australian-developments.pdf>

xiii *Taking the first step: Workplace responses to domestic and family violence*. UN Women National Committee Australia, December 2017. https://unwomen.org.au/wp-content/uploads/2017/12/Taking_the_First_Step_UNWNCA_Report.pdf

xiv <https://www.apsc.gov.au/sites/default/files/FINAL-Balancing-the-future-the-Australian-Public-Service-gender-equality-strategy-2016-19.pdf>, p. 7.

xv <https://www.apsc.gov.au/aps-domestic-and-family-violence-policy-framework>

Annex 6: Sorcery accusation-related violence

This annex reviews violence that results from sorcery accusations. Sorcery-related violence is generally a communal act, where a group of perpetrators accuse entire families.³⁵ Consequently, women and men are equally likely to be accused of sorcery.

Individuals accused of sorcery or witchcraft are subject to interrogation, torture or murder in 'payback' for harm they are thought to have perpetrated. Violence can include beating, breaking bones, burning with red hot metal, rape, hanging over fire, cutting body parts slowly, and amputation. If death does not result, the victim may be killed by being thrown over a cliff or into a river or cave, burned alive in a house fire, buried alive, beheaded, hanged, choked to death, starved, axed or electrocuted, suffocated with smoke, forced to drink petrol or hot liquid, stoned or shot.^{35,36}

A woman accused by her husband of practicing sorcery, who escaped to a safe house in Goroka, PNG, explained:

The general practice, when someone is accused of sorcery, the community mobilises, and they kill women with bush knives and guns ... they kill you and throw you in a pit or a river.

In 2009, the special rapporteur on extrajudicial killings concluded at global level that:

*... there is little systematic information available on the numbers of persons so accused, persecuted or killed, nor is there any detailed analysis of the dynamics and patterns of such killings, or of how the killings can be prevented.*¹³³

However, there is strong evidence that sorcery accusation-related violence is common in Papua New Guinea (PNG). From 2000 to 2006, 75 cases of such violence were reported in local newspapers in PNG, with 147 victims. These figures, however, likely under-represent the true number of cases because sorcery accusation-related violence is rarely reported to appropriate authorities or to the media.³⁷

In an ongoing study by the Australian National University, the Divine Word University in PNG, and the PNG National Research Institute, analysis of 20 years of incidents reported in local newspapers and case law revealed that, on average each year, a minimum of 72 people experienced sorcery accusation-related violence, and 30 people were killed. Administrative data from the Highlands Human Rights Defenders Network show that 24 out of 25 relocation cases were due to sorcery-related allegations and violence.

In a recent study by Oxfam, 232 cases of sorcery-related violence were recorded, and victims experienced threats, damage of property and physical violence relating to the accusation. Moreover, in two-thirds of reported cases, the perpetrator of such violence was an immediate family member or known community member.¹²⁹

This evaluation found that the reasons for this violence were complex and used for different justifications, including:

- » targeting the weak
- » being jealous over land or resources
- » relating to HIV or disability.

Oxfam has reported that in more than one-third of reported cases of sorcery-related violence in PNG between 2013 and 2016, the victim was living with a disability.¹²⁹ In contrast, analysis of more than 20 years of media and court records, and detailed recording of 357 cases in Enga, Bougainville (since 1 January 2016) and Port Moresby (since 1 January 2017), has not identified disability as a key characteristic of those accused.¹³⁸

From this evaluation's field visit to PNG, stakeholders sensed that sorcery accusation-related violence is increasing, spreading from the Highlands to the rest of the country. A community-based organisation in Goroka reported that:

It is more common now than it was before. It was in a certain area before, but now, because of the movement of people, it is now in the Highlands.

People are looking for who is the weakest in the community (widows, men who don't have sons) ... they target those people ... Sorcery-related violence is also used for compensation: 'Unless you pay, we will use torture against you. Your safety can be bought.'

The organisation further explained:

This is when it becomes difficult when HIV is connected with sorcery accusations. For the immediate family members, they would know why this person died, but the community wouldn't know, and the family would try to hide it, even though he actually died of HIV.

In Solomon Islands and Vanuatu, it is also common for people to be accused of witchcraft or sorcery, but the response is usually less violent than it is in PNG. For example, instead of the accused being physically harmed, they may have their personal property destroyed or be driven out of their community.⁷⁹ In Vanuatu, while both women and men can experience sorcery accusation-related violence, studies suggest that women are more likely to experience sorcery accusation-related sexual violence. Young men reportedly use black magic to engage in sexual assault against young women as a form of disciplinary social justice.¹³⁰ The 2007 National Survey on Women's Lives and Family Relationships found that of all forms of violence, almost half of respondents (49 per cent) were concerned about 'violence due to sorcery'.¹³¹

Support for victims of sorcery accusation-related violence is limited. In parts of PNG, Solomon Islands and Vanuatu, where this violence is common, victims are not perceived by the broader community to be primary victims. Instead, it is common for the violence perpetrated against accused women and men to be considered a legitimate form of self-defence. This is a barrier to service access for women and men experiencing sorcery accusation-related violence.¹³²

Solomon Islands and Vanuatu have legislation that criminalises aspects of sorcery practices. In Solomon Islands, the law does not consider sorcery accusation-related deaths as murder and so government and church authorities do not pay serious attention to incidents of such violence.⁷⁹

The PNG Government repealed its 1971 Sorcery Act in 2013. To address rising levels of sorcery accusation-related violence, the government has drafted a national implementation plan to overcome sorcery and witchcraft accusation-related violence. The plan covers five key areas—legal and protection, health, advocacy and communication, care and counselling, and research. In parts of PNG, available services for victims can include counselling, mediation and paralegal services, refuge accommodation and repatriation.³⁵

Annex 7: Assessment of external evaluations of EVAWG investments

At the time of the 2008 Office of Development Effectiveness report, few evaluations of Australia's investments for ending violence against women and girls were available or activities documented, because many activities were included in larger bilateral or regional programs.

To assess the overall quality of external evaluations conducted on recent programs for ending violence against women and girls, the evaluation team conducted an in-depth review of 59 program evaluations for the seven focus countries involved.

The quality of evaluation documents was measured systematically using a quality assessment tool developed by the evaluation team based on the elements identified in DFAT's Monitoring and Evaluation Standards (2017). Each criterion was assigned a point value between 0.5 and 1, with a maximum total score of 9 (Table 10).

Table 10: Quality Assessment Tool used to assess program evaluations

Evaluation section	Section criteria	Score
1. Executive summary	Summarises key findings, provides sufficient analyses and arguments, and presents final conclusions and recommendations? <i>(1 point)</i>	
2. Purpose of evaluation	Purpose and objectives of evaluation clearly articulated? <i>(1 point)</i>	
3. Scope of evaluation	Methods and roles of team defined? <i>(half point)</i>	
	Major evaluation activities/tools annexed (for example, interview guides, questionnaires) as appropriate? <i>(half point)</i>	
4. Appropriateness of methodology and use of sources	Methods appropriate and justified? <i>(half point)</i>	
	Were limitations and/or ethical issues explicitly addressed? <i>(half point)</i>	
5. Adequacy and use of M&E	Describes what data is available from the program's M&E system? <i>(1 point)</i>	
6. Context of the initiative	Is the context of the initiative described (policy, development, institutional context)? <i>(1 point)</i>	
7. Evaluation questions	Clearly identifies and answers evaluation questions? <i>(1 point)</i>	
8. Credibility of evidence and analysis	Conclusions drawn from evidence flow logically, and gaps explained? <i>(1 point)</i>	
9. Recommendations	Clearly articulated? <i>(half point)</i>	
	Relevant, targeted, actionable? <i>(half point)</i>	

Overall, the systematic analysis of evaluation quality found that most evaluations clearly described their objective and purpose, and many had:

- » a succinct, but sufficient executive summary
- » a good description of context
- » answered evaluation questions posed
- » conclusions logically based on evidence.

The areas most in need of improvement were:

- » ensuring the evaluation scope was clearly defined
- » appropriateness of methodology and use of sources, including ensuring methods were justified and explicitly addressed limitations and/or ethical issues.

Recommendations

Figure 14 shows the average ratings for each criterion across the evaluations reviewed.

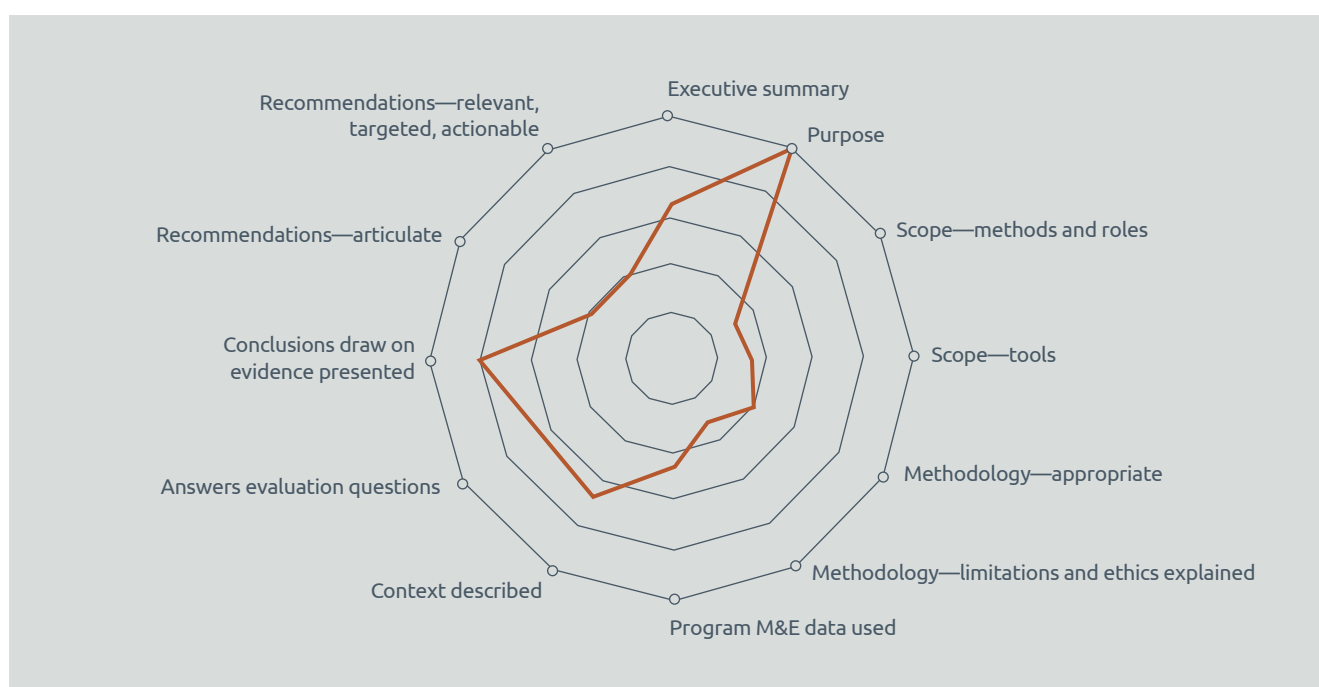
Stronger ratings are those further from the centre.

To date, monitoring and evaluation (M&E) efforts have focused on process evaluations. While these studies provided useful and relevant assessments of program advances, as well as recommendations for future directions, they did not address program effectiveness or impact.

Almost all evaluations reviewed used qualitative methods and were commissioned at the end of the program cycle, without baseline data against which to compare results. In most cases it was not possible to infer actual changes resulting from the program against stated outcome indicators, such as changes in attitudes or behaviours, or impact indicators (that is, reductions in violence). The process evaluations focused largely on process indicators (that is, if activities were carried out as planned, rather than if the expected impact was achieved—outputs not outcomes).

While considerable progress has been made since 2008, both in producing relevant evidence for policy and programs, and M&E of EVAWG programming, more work is needed to understand the effectiveness of programs.

Figure 14: Evaluation quality assessment



Annex 8: Humanitarian assistance

Violence against women and girls can be exacerbated in times of conflict or disaster, making dedicated financial, technical and political resources crucial to ensuring it is recognised and addressed effectively.

A thorough analysis of Australian support for ending violence against women and girls (EVAWG) in humanitarian contexts was not within the scope of this evaluation. The valuation did, however, include:

- » a limited review of policy commitments
- » secondary analysis of some of the Department of Foreign Affairs and Trade's (DFAT) humanitarian investments with a targeted EVAWG component (45 investments)
- » document review (22 documents including seven evaluations)
- » qualitative analysis of data from stakeholder interviews (26 interviews across seven countries).

This annex summarises findings that may be helpful in framing future evaluations specific to humanitarian EVAWG programming.

DFAT's *Humanitarian Strategy* supports Australia's aid policy commitments to EVAWG. It states that:

The empowerment of women and girls is a priority in the Government's aid policy, which also requires more than 80 per cent of investments effectively address gender issues.^{xvi}

At the World Humanitarian Summit (May 2016), the Australian Government reaffirmed its commitment to the Call to Action on Protection from Gender-Based Violence in Emergencies and encouraged other states to join. Australian policies have underpinned an increasingly intersectional approach to humanitarian work, notably through the Charter on Inclusion of Persons with Disabilities in Humanitarian Action.

Australia's global importance as a donor for international humanitarian assistance increases the impact of such commitments. In 2017, Australia provided approximately \$420 million^{xvii} in humanitarian assistance, placing it among the top 20 government and European Union donors.^{xviii} Gender equality and women's empowerment is one of five thematic priorities identified as being central to the efficacy of the humanitarian aid Australia provides.

Over the last 10 years, the 45 Australian investments reviewed have largely been channelled through the Humanitarian (13 investments) and Global (10 investments) program funds, focusing on:

- » leading humanitarian actors (United Nations (UN), International Committee of the Red Cross, major non-government organisations) and appeals
- » building the capacity for humanitarian personnel around EVAWG
- » ensuring sexual and reproductive health in emergencies (SPRINT program, 5 investments).

Some larger investments, such as core contributions to UNICEF (\$301.8 million), are not traceable in terms of what is spent on humanitarian versus development and other areas, challenging further analysis.

xvi DFAT. *Humanitarian Strategy*. 2016; DFAT Humanitarian Division: Canberra. <http://dfat.gov.au/about-us/publications/Documents/dfat-humanitarian-strategy.pdf>, accessed 18 January 2019.

xvii Organisation for Economic Co-operation and Development and United Nations data notes US\$308 million, author's calculation to AUD.

xviii *Development Initiatives. Global Humanitarian Assistance Report 2018*. <http://devinit.org/wp-content/uploads/2018/06/GHA-Report-2018.pdf>, accessed 18 January 2019. According to *Development Initiatives' Global Humanitarian Assistance Report 2018*, Australia is part of 'a relatively small group of governments, along with European Union institutions, [who] continue to provide most international humanitarian assistance.' The pace of growth among this group of 20 donors slowed to 1.6 per cent between 2016 and 2017, as compared to rises of 8 per cent to 24 per cent over the three previous years.

Table 11: EAWG-related humanitarian reviews and evaluations included in the analysis

Investment name	Review or evaluation
Prevention and Response to Gender-based Violence (INK925)	United Nations Population Fund and UNICEF Gender-based Violence Area of Responsibility (GBV AoR) Leadership Review Report, March 2016
Protection in Humanitarian Action (INL641)	
Syria humanitarian assistance FY2013–14 (INL291)	Australia's Humanitarian Response to the Syria Crisis Evaluation Report, 2015
Safety, Humanitarian and Women's Empowerment (INM027)	Assistance to Conflict Affected Displaced Persons Thai-Burma Border, Final Evaluation Report, December 2014
Safety, Humanitarian and Women's Empowerment (INL008)	Evaluation of Australia's Humanitarian Assistance to Myanmar, Evaluation Report, 2017 Unpublished internal review of assistance on Myanmar–Thai border, DFAT, March 2018
SPRINT Stage 2 (INK321)	IPPF Sexual and Reproductive Health in Asia and Africa (SPRINT II) Mid-term Review Report, 14 May 2015
SPRINT Reproductive Health in Emergencies (INH376)	SPRINT Program Evaluation, November 2009

Aside from the policy advancements outlined above, the effectiveness of Australian support to EAWG programming in emergencies is challenging to assess, given the overall absence of independent evaluations, and limited measures of effectiveness within the available evaluations. Among the 45 investments reviewed, independent evaluation reports, completion reports, or mid-term reviews were available for seven investments (15 per cent) supporting four programs (Table 12).

Evaluations of Australian support to the Syria Crisis and Myanmar recognise policy advancements and highlight where shortcomings exist in applying them to practice.^{122,123} Specifically, DFAT's development of key aid policies on gender, protection, humanitarian action, and disability have more effectively guided decisions on how Australian aid is targeted and implemented, including directing funds to 'key protection partners' (Myanmar). However, findings note that:

Australia's deliberate low-maintenance approach to engaging with multilateral agencies provides limited opportunity for ensuring that gender and disability are adequately considered throughout program delivery (Syria) and lack of consistent mainstreaming outside of protection partners (Myanmar).^{122,123}

An external review^{xix} (not specific to Australian support) of the GBV AoR focuses on reviewing UNFPA and UNICEF's co-leadership of the Area of Responsibility, which promotes coordination and prioritisation of gender-based violence prevention and response within the Humanitarian Cluster system. UNICEF has now stepped back from this role, making findings less relevant. However, it is important to note the high-level attention to gender-based violence and relative expertise brought to bear by both agencies and to consider how this can still be supported through Australia's substantial core support to UNICEF, alongside contributions to the GBV AoR.

Key informants interviewed during fieldwork noted Australia's flexibility as a donor an asset, in that existing funds could be rapidly repurposed to meet urgent humanitarian needs. For example, in the response to Tropical Cyclone Winston (February 2016), Pacific Women amended its funding to Tonga to provide psychosocial support post-cyclone, alleviating the burden to respond at national level.^{xx} Following the earthquake in the Papua New Guinea Highlands (February 2018) and also through Pacific Women, Australia funded UN Women, UNICEF and UNFPA to address the protection needs of women and children (DFAT Papua New Guinea). These examples indicate the importance of Pacific Women as a funding mechanism, as well as Australia's ability to quickly redirect funds and demonstrate flexibility following sudden onset natural

xix UNFPA and UNICEF Gender-based Violence Area of Responsibility (GBV AoR) Leadership Review Report_March16_[as submitted].docx

xx Interview with women's rights activist, Tonga.

disasters, to support positive outcomes for women and children. This is especially important in the Pacific region, which is dominated by sudden onset disasters where there is little to no warning of impending harm, as opposed to protracted crises, where a sustained international presence may be in place.^{xxi}

The Indo-Pacific is increasingly affected by the interplay between climate change, natural disasters and conflict, with documented impacts on women, peace and security.¹²⁴ UN, non-government organisation and government partners in a number of the countries visited by the evaluation team noted how Australian funding contributes to programming that involves women in disaster preparedness, crisis response and recovery efforts. While the global evidence base around EAWG and disasters is limited, Australia stands to contribute extensively to addressing this gap over the next 10 years.

Considerations for Australia's support to EAWG in humanitarian settings

While recommendations are not included in this annex due to the evaluation's limited scope vis-à-vis review of EAWG programming and policy in humanitarian contexts, the highlights in this section represent Australian engagement in this area that could be continued or built upon, and additional areas to consider.

Highlights of Australian engagement and commitment:

- » Keeping gender-based violence at the forefront of emergency response through continued engagement in the: Call to Action; Global Compact on Migration; Women, Peace, and Security Agenda; and relevant United Nations Security Council commitments.
- » Centring women and girls in Australia's statements and commitments; supporting humanitarian actors to take an intersectional approach (notably around disability inclusion); and resourcing critical support to sexual and reproductive health and rights in humanitarian settings.
- » Implementing policies on prioritising gender, protection, and disability within humanitarian action, which have been recognised by multiple stakeholders as guiding better decision making in allocating funds (with some calling for more intensive engagement with multilateral agencies and bilateral partners to ensure these policies are adequately put into practice throughout program design, delivery and evaluation).

Areas to consider:

- » Research and evaluation of EAWG programming within humanitarian assistance, including that delivered by multilateral organisations and sudden-onset natural disasters.¹²⁵
- » Resourcing a study to better understand the risks faced by women activists, aid workers and others at the frontline of responding to gender-based violence in emergencies—such as bodily harm, vicarious trauma, and sexual harassment, exploitation and abuse—and how these risks are being addressed among its humanitarian partners.

xxi World Health Organization, Definitions: emergencies webpage. <https://www.who.int/hac/about/definitions/en/>

